



Oregon

Kate Brown, Governor

Department of Land Conservation and Development

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NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

Date: November 04, 2015

Jurisdiction: City of Salem

Local file no.: CA 15-05

DLCD file no.: 008-15

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 11/03/2015. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office.

Notice of the proposed amendment was submitted to DLCD 40 days prior to the first evidentiary hearing.

Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR chapter 661, division 10).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or plan.amendments@state.or.us



NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

FOR DLCD USE

File No.:

Received:

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See OAR 660-018-0040). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use Form 4 for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use Form 5 for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use Form 6 with submittal of an adopted periodic review task.

Jurisdiction: City of Salem

Local file no.: **CA15-05**

Date of adoption: 10-26-2015 Date sent: 11/3/2015

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): 09-01-2015

No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes No

If yes, describe how the adoption differs from the proposal:

Local contact (name and title): Eunice Kim, Planner II

Phone: 503-540-2308 E-mail: ekim@cityofsalem.net

Street address: 555 Liberty St SE, Rm 305 City: Salem Zip: 97301

PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

Change from _____ to _____ . _____ acres. A goal exception was required for this change.

Change from _____ to _____ . _____ acres. A goal exception was required for this change.

Change from _____ to _____ . _____ acres. A goal exception was required for this change.

Change from _____ to _____ . _____ acres. A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address): _____ .

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

If the comprehensive plan map change is a UGB amendment including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

If the comprehensive plan map change is an urban reserve amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

For a change to the text of an ordinance or code:

Identify the sections of the ordinance or code that were added or amended by title and number:

Amended Salem Revised Code Chapter 64 to adopt the Economic Opportunities Analysis as a support document of the Salem Area Comprehensive Plan.

For a change to a zoning map:

Identify the former and new base zone designations and the area affected:

Change from	to	. Acres:
Change from	to	. Acres:
Change from	to	. Acres:
Change from	to	. Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation: . Acres added: . Acres removed:

Location of affected property (T, R, Sec., TL and address):

List affected state or federal agencies, local governments and special districts:

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

Ordinance No. 20-15
Council Staff Report Dated October 12, 2015



COMMUNITY DEVELOPMENT DEPARTMENT

555 Liberty St. SE / Room 305 • Salem, OR 97301-3503 • (503) 588-6173 • (503) TTY 588-6353 • (503) Fax 588-6005

November 3, 2015

Si necesita ayuda para comprender esta información, por favor llame 503-588-6173.

**NOTICE OF FINAL DECISION: Ordinance No. 20-15
Adopting the Economic Opportunities Analysis**

YOU ARE HEREBY NOTIFIED that the City Council of the City of Salem adopted Ordinance No. 20-15 at the October 26, 2015 session. Ordinance No. 20-15 amends Salem Revised Code Chapter 64 to include the Economic Opportunities Analysis as a support document of the Salem Area Comprehensive Plan. A copy of the ordinance is attached.

Any person with standing may appeal the City Council's decision by filing a "Notice of Intent to Appeal" with the Land Use Board of Appeals, 775 Summer St NE, Suite 330, Salem OR 97301-1283, **not later than 21 days after November 3, 2015**. Anyone with questions regarding filing an appeal with the Oregon Land Use Board of Appeals should contact an attorney.

The complete case file is available for review at the Community Development Department, 555 Liberty St SE, Room 305, Salem OR 97301. If you have any further questions, you may contact the City of Salem Planning Division at 503-588-6173.

Lisa Anderson-Ogilvie, AICP
Planning Administrator

Attached: Ordinance No. 20-15

1 enacted November 27, 2000; Ordinance No. 43-2002, enacted July 8, 2002;
2 Ordinance No. 68-2002, enacted October 28, 2002; Ordinance No. 52-2003,
3 enacted November 24, 2003; Ordinance No. 2-05, enacted January 24, 2005;
4 Ordinance No. 35-09, enacted May 26, 2009; Ordinance No. 2-09, enacted
5 February 9, 2009; ~~and~~ Ordinance No. 6-13, enacted June 10, 2013; and Ordinance
6 No. 20-15, enacted [*]. The Comprehensive Policies Plan establishes goals and
7 policies guiding growth and development within the Urban Growth Boundary and
8 the Salem Urban Area, Comprehensive Plan Map designations, and broad
9 categories of land use.

10 (e) Historic Preservation Plan means that certain document entitled "Salem
11 Historic Preservation Plan, Salem, Oregon 2010-2020," adopted by Ordinance
12 No. 6-13, enacted June 10, 2013.

13 (f) McNary Field Airport Master Plan means that certain document entitled
14 "McNary Field Airport Master Plan, Salem, Oregon, Hodges and Shutt, May
15 1979" and adopted by Ordinance No. 172-79, enacted September 24, 1979;
16 amended by Ordinance No. 3-98, enacted January 12, 1998.

17 (g) Neighborhood Plan means the plan for the land use within a geographic area
18 lying within a neighborhood association's boundaries. As used in this Chapter, the
19 only portions of a Neighborhood Plan that are included as a component of the
20 Comprehensive Plan are the "Goals and Policies" provisions and the general land
21 use maps, including any quasi-judicial amendments to the general land use maps.
22 The adopted Neighborhood Plans are:

23 (1) The NESCA Neighborhood Plan, Northeast Salem Community
24 Association, May, 1977, adopted by Ordinance No. 102-78, enacted May
25 22, 1978; and amended by Ordinance No. 105-79, enacted May 21, 1979;
26 Ordinance No. 9-85, enacted January 14, 1985; Ordinance No. 33-85,
27 enacted May 25, 1985; and Ordinance No. 51-85, enacted April 22, 1985.

28 (2) The CAN-DO Neighborhood Plan, Central Area Neighborhood
29 Development Organization, adopted by Ordinance No. 105-79, enacted
30 June 15, 1979; and amended by Ordinance No. 107-80, enacted September

1 8, 1980; Ordinance No. 40-84, enacted March 26, 1984; Ordinance No.
2 94-84, enacted August 13, 1984

3 (3) Grant Neighborhood Plan, adopted by Ordinance No. 33-83, enacted
4 June 13, 1983.

5 (4) Sunnyslope Neighborhood Plan, adopted by Ordinance No. 55-83,
6 enacted August 8, 1983.

7 (5) Liberty-Boone Neighborhood Plan, adopted by Ordinance No. 84-83,
8 enacted December 12, 1983; and amended by Ordinance 9-85, enacted
9 January 14, 1985; Ordinance No. 5-86, enacted January 13, 1986.

10 (6) East Lancaster Neighborhood Association Neighborhood Plan
11 (ELNA), adopted by Ordinance No. 19-84, enacted January 16, 1984.

12 (7) Highland Neighborhood Plan, adopted by Ordinance No. 67-84,
13 enacted June 11, 1984.

14 (8) Morningside Neighborhood Plan, adopted by Ordinance No. 67-84,
15 enacted June 11, 1984; and repealed and replaced by Ordinance No. 2-14,
16 enacted April 28, 2014.

17 (9) West Salem Neighborhood Plan, adopted by Ordinance No. 11-2004,
18 enacted March 8, 2004.

19 (10) Northeast Neighbors Neighborhood Association-Southeast Salem
20 Neighborhood Association (NEN-SESNA) Neighborhood Plan, adopted
21 by Ordinance No. 23-14, enacted 03/25/2015. (Ord No. 23-14)

22 (h) Public Facilities Plan means, collectively, those portions of the following
23 plans describing the water, sewer, and storm water facilities needed to support the
24 land uses designated in the Comprehensive Plan Map and lying within the Urban
25 Growth Boundary, listing the public facility project titles, and containing a map or
26 written description of the public facility projects' locations or service areas, but
27 not including descriptions or specifications of the public facility projects:

28 (1) Salem Area Wastewater Management Master Plan.

29 (2) Stormwater Master Plan.

30 (3) Water System Master Plan.

1 (i) Public Facilities Support Documents means, collectively, the following plans,
2 other than those portions that comprise the Public Facilities Plan:

3 (1) Salem Area Wastewater Management Master Plan.

4 (2) Stormwater Master Plan.

5 (3) Water System Master Plan.

6 (j) Salem Area Wastewater Management Master Plan means that certain
7 document entitled "Salem Area Wastewater Management Master Plan, 1996,
8 CH2M-Hill" and adopted by Ordinance No. 93-96, enacted December 16, 1996;
9 and amended by Ordinance No. 54-2002, enacted September 23, 2002; Ordinance
10 No. 9-05, enacted February 7, 2005, and Ordinance No. 83-07, enacted April 9,
11 2007.

12 (k) Salem Economic Opportunities Analysis means that certain document of that
13 title adopted by Ordinance 20-15 enacted [*]

14 (kl) Salem Transportation System Plan means that certain document of that title
15 adopted by Ordinance No. 64-98, enacted August 24, 1998; and amended by
16 Ordinance 9-2000, enacted February 14, 2000; Ordinance No. 27-2001, enacted
17 May 14, 2001; Ordinance No. 2-05, enacted January 25, 2005; Ordinance No. 11-
18 05, enacted March 28, 2005; Ordinance No. 85- 07, enacted July 9, 2007;
19 Ordinance No. 119-07, enacted November 5, 2007; Ordinance No. 12-10, enacted
20 April 26, 2010; Ordinance No. 20-12, enacted December 10, 2012; and Ordinance
21 No. 6-14, enacted May 27, 2014.

22 (lm) Stormwater Master Plan means that certain document of that title adopted by
23 Ordinance No. 52-2000, enacted September 25, 2000.

24 (mn) Support Document means a plan or other document that is prepared as a
25 policy guide for a Comprehensive Plan function or area. Support documents are
26 adopted by ordinance, but are not part of the Comprehensive Plan and are not land
27 use regulations, as defined by ORS 197.015(11).

28 (no) Urban Growth Boundary means that certain legal description and
29 accompanying document entitled "Salem Urban Growth Boundary, Revised
30 September 12, 1988," adopted by Ordinance No. 175-79, enacted September 24,

1 1979; and amended by Ordinance No. 52-82, enacted March 29, 1982; Ordinance
2 No. 42-86, enacted April 28, 1986; Ordinance No. 77-88, enacted September 13,
3 1988; and Ordinance No. 9-14, enacted June 23, 2014.

4 **(op)** Urban Service Area Map means the map of that certain area originally
5 referred to as the "Current Developed Area" originally delineated on the official
6 zoning map by Ordinance No. 129-79, enacted July 23, 1979, and subsequently
7 amended, and readopted by Ordinance No. 6-13, enacted June 10, 2013.

8 **(pq)** Water System Master Plan means that certain document entitled "Water
9 System Master Plan, 1994, CH2M-Hill" and adopted by Ordinance No. 34-94,
10 enacted April 25, 1994; and amended by Ordinance No. 70-96, enacted
11 September 23, 1996; Ordinance No. 89-99, enacted November 22, 1999;
12 Ordinance No. 8-05, enacted February 7, 2005; and Ordinance No. 96-07, enacted
13 July 9, 2007.

14 **(qr)** Willamette River Greenway Plan means that certain document entitled
15 "Willamette River Greenway Plan, July, 1979" and adopted by Ordinance No.
16 157-79, enacted September 24, 1979. (Ord No. 6-13; Ord No. 2-14; Ord No. 6-14;
17 Ord No. 9-14)

18 **Section 4.** SRC 64.015 is amended to read as follows:

19 **64.015.** Components of the Comprehensive Plan; Support Documents for the
20 Comprehensive Plan.

21 **(a)** The components of the Comprehensive Plan are:

22 (1) The Comprehensive Policies Plan.

23 (2) The Urban Growth Boundary.

24 (3) The Comprehensive Plan Map.

25 (4) Public Facilities Plan.

26 (5) Salem Transportation System Plan, other than those components
27 setting forth transportation financing programs, as described in OAR 660-
28 012-0040.

29 (6) Comprehensive Park System Master Plan.

30 (7) Urban Service Area Map.

1 (8) Willamette River Greenway Plan.

2 (9) The "Goals and Policies" provisions and the general land use maps in
3 adopted Neighborhood Plans.

4 (b) The support documents for the Comprehensive Plan are:

5 (1) Public Facilities Support Documents.

6 (2) Those components of the Salem Transportation System Plan setting
7 forth transportation financing programs, as described in OAR 660-012-
8 0040.

9 (3) Historic Preservation Plan.

10 (4) McNary Field Airport Master Plan.

11 (5) Neighborhood Plans, other than the the "Goals and Policies"
12 provisions and the general land use maps in adopted Neighborhood Plans
13 that are adopted as part of the Comprehensive Plan.

14 (6) Salem Economic Opportunities Analysis

15 (c) Official Comprehensive Plan Map. The boundaries of the comprehensive plan
16 designations shall be depicted on an official map titled, "Salem Comprehensive
17 Plan Map." The map may be maintained in digital form. (Ord No. 6-13)

18 **Section 5. Codification.** In preparing this ordinance for publication and distribution, the City
19 Recorder shall not alter the sense, meaning, effect or substance of this ordinance, but within such
20 limitations, may:

21 (a) Renumber sections and parts of sections of the ordinance;

22 (b) Rearrange sections;

23 (c) Change reference numbers to agree with renumbered chapters, sections or other parts;

24 (d) Delete references to repealed sections;

25 (e) Substitute the proper subsection, section or chapter, or other division numbers;

26 (f) Change capitalization and spelling for the purpose of uniformity;

27 (g) Add headings for purposes of grouping like sections together for ease of reference; and

28 (h) Correct manifest clerical, grammatical or typographical errors.
29
30


1 **Section 6. Severability.** Each section of this ordinance, and any part thereof, is severable, and
2 if any part of this ordinance is held invalid by a court of competent jurisdiction, the remainder of
3 this ordinance shall remain in full force and effect.

4
5 PASSED by the City Council this 24 day of October, 2015.

6 ATTEST:

7 

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9 City Recorder

10 Approved by City Attorney: 

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12 Checked by: E.Kim

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Adopted

October 1992

**Amended: March 1997, November 2000,
July 2002, November 2003, April 2004,
January 2005, February 2009, May 2009,
May 2013, June 2013**

FOR ADDITIONAL INFORMATION CONTACT:

**SALEM PLANNING DIVISION
555 LIBERTY STREET SE/ROOM 305
SALEM, OREGON 97301-3503
TELEPHONE: (503) 588-6173**

**MARION COUNTY PLANNING DIVISION
5155 SILVERTON ROAD NE
SALEM, OREGON 97305
TELEPHONE: (503) 588-5038**

**POLK COUNTY PLANNING DIVISION
850 MAIN STREET
DALLAS, OREGON 97338
TELEPHONE: (503) 623-9237**

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I. INTRODUCTION

The Salem Area Comprehensive Plan is a long-range plan for guiding development in the Salem urban area and its relationship with Salem/Keizer urban area for the next 20 years. The goal of the Plan is to accommodate development in a timely, orderly and efficient arrangement of land uses and public facilities and services that meet the needs of present and future residents of the Salem urban area.

The Plan is intended as a guide to development in the area and as a convenient and useful reference for persons interested in the future of the community.

A. PLAN HISTORY

The Salem Area Comprehensive Plan was first adopted by Salem, Marion and Polk Counties in 1973. Conditions have changed since 1973 and the Plan has been reviewed and revised accordingly. The adoption of State Land Use Goals in 1974 mandated a revision process to conform the Plan and implementing ordinances with State goals. Plan changes initiated after community wide workshops in 1976 lead to Land Conservation and Development Commission acknowledgment of the revised plan in May 1982. A challenge of the 1982 Urban Growth Boundary led to a 1986 amendment of the Plan that reduced the designated urbanizable area by 2,400 acres. The incorporation of Keizer as a city in 1982 precipitated a separate Keizer Comprehensive Plan, adopted as a Salem Area Comprehensive Plan post acknowledgment amendment. In 1988 State planning rules called for the "periodic review" and update of the entire Plan. This Plan reflects periodic review and subsequent officially adopted revisions.

B. OBJECTIVES

The objectives of the Salem Area Comprehensive Plan are:

- a. To relate in one document the many planning efforts in the Salem community.
- b. To present goals and policies regarding urban growth, land use and public services and facilities, which will serve as a basis for effective decision-making in the community.
- c. To promote a desirable balance and location of land uses in the Salem community, and relate these uses to the transportation network and location of public facilities.
- d. To identify the geographical limits of future urban development within which basic urban services can be most efficiently and economically provided.
- e. To coordinate the growth and development of the City of Salem with that of both Marion and Polk Counties and the City of Keizer.
- f. To encourage the community to adopt and implement policies and procedures which will promote orderly growth within the urban area.
- g. To set a framework that assures concurrence in issues of regional interest and at the same time allows local guidance of day to day development issues in the Salem and Keizer urban areas.

C. STRUCTURE OF THE PLAN

The Comprehensive Policies Plan consists of two tiers, or levels, of goals and policies. One level reflects the Regional Policies, applicable to the entire area within the Urban Growth Boundary, i.e., the Salem/Keizer Urban Area. All four local jurisdictions concur in these policies, and all must agree to any revisions.

The second level of the Comprehensive Policies Plan pertains to the Salem Urban Area. This portion of the Plan has been agreed to by the City of Salem and Marion and Polk Counties. In like manner, planning in the Keizer Urban Area is governed by the Regional Policies and the Keizer Comprehensive Plan.

D. BACKGROUND INFORMATION

Background information relating to the Plan is substantial. Pertinent materials are cited and cataloged in two resource documents: Salem Area Comprehensive Plan: Periodic Review Local Review Order, 1990 and Salem Area Comprehensive Plan: Conformance with State Land Use Goals. In addition, support documents prepared by the City of Salem to augment the policy base of the Plan are itemized in SRC Chapter 64.

II. DEFINITIONS AND INTENT STATEMENTS

A. LAND USE PLAN MAP (Comprehensive Plan Map):

The Land Use Plan Map is a necessary element of a comprehensive plan. ORS 197.015(4) provides:

"Comprehensive plan" means a generalized, coordinated land use map and policy statement of the governing body of a state agency, city, county, or special district that interrelates all functional and natural systems and activities relating to the use of lands including, but not limited to, sewer and water systems, transportation systems, educational systems, recreational facilities, and natural resources and air and water quality management programs. "Comprehensive" means all-inclusive, both in terms of the geographic area covered and functional and natural activities and systems occurring in the area covered by the plan. "General nature" means a summary of policies and proposals in broad categories and does not necessarily indicate specific locations in any area, activity, or use. A plan is "coordinated" when the needs of all levels of governments, semipublic and private agencies, and the citizens of Oregon have been considered and accommodated as much as possible. "Land" includes water, both surface and subsurface, and the air.

1. Intent:

The intent of the Salem Area Comprehensive Plan is to project a goal - the most desirable pattern of land use in the Salem area. This pattern, as represented on the Comprehensive Plan Map, indicates areas appropriate for different types of land use. The pattern takes into consideration the transportation network, the location of public facilities and utility systems, and the needs of the people which are important to the creation and maintenance of a healthful and pleasing urban environment.

To ensure that the anticipated urban land use needs are met, the Plan Map demonstrates a commitment that land for a wide variety of uses will be available at appropriate locations as needed. There are two approaches to achieving this commitment. One approach is the rezoning of land in quantities sufficient to accommodate land use demands identified for the planning period. Another approach is through the phased provision of land over time, through annexation and rezoning in response to demand for specific land uses.

The first approach is the most direct. However, it presumes that sufficient knowledge is available to identify market conditions twenty years hence. It runs the risk of artificially inflating land prices, diminishing the economic life of the present use, and designating property for more intensive use before public facilities and services are available.

The second approach, in contrast, is to phase urbanization and rezonings over time. In using this method, jurisdictions develop and administer plans, plan policies, and implementing mechanisms that are responsive to changing and evolving land demands yet recognizing existing zoning. To provide a level of predictability through the planning period, and ensure that sufficient lands will be made available, the second approach requires that the direction of the jurisdiction be set forth in the plan. This is achieved through identification in map form of anticipated land use and policy. The intent of this approach is to retain flexibility in the plan in order to remain responsive to changing conditions, and yet recognize the legitimacy of the existing

zoning and the dynamic process of plan implementation.

It is the latter approach that the Salem Area Comprehensive Plan has taken. Thus the land use pattern that is shown on the map recognizes the zoning that has developed over time, with general designations of the land uses that are expected to be developed, as a result of: (1) demand, (2) the plan policies and intent statements, and (3) implementing regulations and processes. This Plan recognizes that the land use and zoning are expected to change during the time span of the Plan as conditions change.

2. Plan Map Interpretation:

The Plan is developed with the concept that the Comprehensive Plan Map and text are to be used as an integrated whole, with the Plan map being a graphic representation of the text.

Thus, interpretation of the Plan Map is a process which rests on the goals and policies expressed in the text. Therefore, in the event a land use proposal is inconsistent with the Comprehensive Plan Map or policies, an applicant may file for a Comprehensive Plan map amendment.

3. Plan Map Designations:

The Comprehensive Plan Map is a representation of the Plan's goals and policies. The Plan map designations indicate various types of land use. Descriptions of the Plan Map designations follows.

a. Residential:

There are three categories of residential use:

Single Family Residential
Multi-Family Residential
Developing Residential

The Single Family and Multi-Family Residential categories apply to the portion of the Salem urban area that is currently developed with housing or served by public facilities and suitable for residential development at urban densities. Developing Residential applies to the portion of the Salem urban area that is unserved by public water and sanitary sewers. This designation is largely found outside the city limits and the East Salem Service Districts. Developing Residential represents the area inside the Urban Growth Boundary which is presently unserved but necessary to accommodate development in the next twenty years.

The residential land use categories also accommodate the need for certain support facilities and services, such as schools, parks, and churches, located in proximity to living areas. The intent is to allow these support facilities in areas designated for residential use provided the location, design, and maintenances are compatible with a residential environment.

- 1) Single Family Residential, and
- 2) Multi-Family Residential

The Single Family Residential designation reflects the predominate use pattern in that category. Multi-Family Residential is characterized by a mixture of housing types.

The Single Family and Multi-Family Residential categories of use encompass all types of housing, for example, single family detached, single family attached, manufactured homes, garden apartments, and row houses. The location, density, and style of housing is governed by the zoning code of each local jurisdiction. Changes in use designation to permit higher residential densities is governed by the goals and policies of this Plan and the local rezoning process.

The predominant use of land within the residential designations are for single family and multifamily dwelling units. There are, however, other compatible land uses that are permissible and which provide services to the individuals living in the residential areas. These uses include schools, parks, and churches.

The intent of the residential designations is:

- (a) To retain and conserve the existing sound housing stock;
- (b) To provide for the systematic conversion of sites to more intensive residential uses in accord with development policies and standards;
- (c) To provide and maintain an overall land use pattern in the urban area that is consistent with the service capabilities of the jurisdictions;
- (d) To ensure a compatible transition between various types of housing;
- (e) To provide and maintain a supply of serviced, developable land throughout the urban area for residential and other urban uses, as demand warrants and service capabilities permit;
- (f) To stabilize and protect the essential characteristics of residential environments, including natural features;
- (g) To encourage locating residential development where full urban services, public facilities, and routes of public transportation are available;
- (h) To permit multifamily housing developments which are consistent with development standards and growth policies to blend into the overall fabric of the Salem urban area.

The criteria that will be used to develop an acceptable residential land use pattern will include the following:

- (a) The changing social, physical, and economic factors which take place within an area and its potential long-range effect on land use.

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- (b) The desirability for redevelopment and infill within existing neighborhoods to higher densities.
 - (c) The necessity of managing urban growth over time in accordance with the ability to provide urban support services such as sewer, water, streets, and recreation, which would occur after annexation.
 - (d) The provision of a transitional land use pattern from the urbanized core to the rural area outside the Urban Growth Boundary.
 - (e) The need to ensure opportunities for a variety of housing alternatives throughout the urban area.
 - (f) The need to provide land for support services to the residents of an area, such as neighborhood shopping facilities, schools, parks, and churches.
- 3) Developing Residential

The Developing Residential designation applies to most urbanizable lands lying outside of the city limits and East Salem Service Districts and unserved by public water and sewer. Currently, the predominant uses within these areas are agriculture and residential on acreage parcels.

The future use of these areas will be primarily for single family and multifamily residential with schools, parks, and churches. A comprehensive plan and zone change would be required for commercial and other types of more intensive development.

The intent of this designation is to hold the properties needed to accommodate future urban development during the next 20 years.

The designation recognizes that:

- (a) Full urban services are not immediately available to these lands.
- (b) The City and Counties have agreed through Plan policies in the Salem Area Comprehensive Plan that (a) no new service districts will be created within the Urban Growth Boundary to provide sewer, water or fire protection facilities and services, and (b) that, as a prerequisite of urban development, areas must be annexed to the City of Salem before urban facilities and services will be provided
- (c) The urban growth boundary was defined to include land necessary for Salem and Keizer's growth needs for the next 20 years.
- (d) Developing Residential areas within the urban growth boundary will be considered as available over time for urban development.
- (e) Residential development occurring prior to urban facilities must account for future development at urban densities. Measures to

identify and protect access points, street locations and development opportunities will be scaled to the size of the parcel.

- (f) Interim agricultural uses of these lands will be permitted pending urban development.
 - (g) Exceptions to those definitions and intent statements and to the Residential Development, Urban Growth, and Growth Management provisions of the Comprehensive Plan, including related goals and policies, and to the application of the Urban Growth Management Program will be made when the City or County finds that because of existing sewer and water facilities as of May 20, 1982, there is adequate service capacity to accommodate new growth.
- 4) Conversion of Developing Residential or Urbanizable Areas to Urban Development

Full urban services are not immediately available to most urbanizable lands. Generally these lands lie outside the city limits and the county service districts. Therefore, they must be annexed to the City to receive those services unless other arrangements are approved by the City and County. By Comprehensive Plan policy, the City and Counties have agreed on the conditions under which residential development may occur in areas unserved by sewer. This entails date of lot of record, size, septic suitability, redevelopment plan, and agreement to annexation and future facility assessments. Industrial and commercial use require urban services.

Some of the reasons for converting urbanizable land to urban land are to (1) provide for the orderly and economic extension of public facilities and services, (2) provide adequate land area for a variety of housing types and locations, and (3) maintain an adequate supply of serviced or serviceable undeveloped land to meet the market demand for a variety of uses.

Annexations must also be considered in relation to the length of time required to complete the various governmental processes and construction projects. The process involves several steps:

- (a) Annexation of the land, which includes public hearings by the City Council;
- (b) Filing and approval of a subdivision or a zone change, with accompanying public hearing processes;
- (c) Construction of public capital improvements based on funding availability and contracting procedures; most types of development in newly annexed areas are responsible for extending public facilities described in the urban growth management program. The on-site facilities for the development are also the developers' responsibility.

b. Mixed-Use

The Mixed-Use designation encompasses the opportunity for a variety of

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housing opportunities, including but not limited to, single-family detached, single-family attached, garden apartments, apartments, communal living, and row houses. The location, density, and style of housing is governed by the zoning code. What differentiates this classification from Single-Family and Multi-Family Residential categories is an expansion of the types of uses deemed compatible with residential development. In addition to non-residential uses (such as schools and other educational facilities, parks, open space, and religious organizations), this classification permits the mixing of shopping and services, convenience stores, commercial office (including live-work units) and compatible commercial and/or industrial uses within neighborhoods and structures.

The purpose of this designation is to:

1. Allow a mixture of complementary land uses that may include housing of all types, retail, offices, commercial services, and civic uses to create economic and social vitality and the ability to meet multiple needs in compact areas;
2. Develop mixed-use areas that are safe, comfortable and attractive to pedestrians;
3. Provide flexibility in the siting and design of new development and redevelopment to optimize the use of natural resources, energy alternatives, improvements in development tools and techniques, and changes in the marketplace;
4. Recognize streets as public places that encourage pedestrian, bicycle, and transit use;
5. Facilitate efficient use of land by encouraging compact, high-density development and minimizing the amount of land that is needed for surface parking; and
6. Encourage and facilitate development that supports public transit and the utilization of alternative modes of transportation.

c. Commercial

The predominant use in these areas is commercial. Multifamily residential may be included where appropriate. This designation indicates commercial areas throughout the Salem urban area that provide shopping and service opportunities of the following types:

- Regional shopping facilities
- Community and neighborhood shopping and service facilities
- Convenience stores
- Commercial offices
- Specialized shopping and service facilities

Regional Shopping Facilities represent the Salem central business district

and other facilities serving the shopping and service requirements of Salem and the region.

Community and Neighborhood Shopping and Service Facilities offer a variety of goods and services. Neighborhood scale facilities include convenience goods for neighborhood residents while community scale facilities may include shopping goods for a market area consisting of several neighborhoods.

Convenience Stores provide limited food and personal services close to residential uses.

Commercial Offices accommodate office space and non-retail services. Specialized Shopping Areas provide for special uses such as automobile center, freeway interchange service area, entertainment district, furniture district, printing district and medical center.

d. Central Business District

More than a shopping area, the Central Business District is a special subcategory under Commercial.

This designation indicates the area which serves Salem and the region as a principal center of business and commerce. It is intended that this area contain a compact arrangement of retail and commercial enterprises together with office, financial, cultural, entertainment, governmental, and residential use designed and situated to afford convenient access by pedestrians.

e. Industrial/Commercial

The intent of this designation is to provide areas for a mixture of heavy commercial and light manufacturing and warehousing activities.

f. Industrial

This designation indicates the location of industrial uses. Location of industrial land requires consideration of potentially heavier demands on public facilities significant impacts on the environment, and vehicular traffic.

The intent is to provide a variety of industrial sites for all types of industrial uses throughout the Salem urban area.

g. Parks, Open Space, and Outdoor Recreation

The Plan shows a wide variety of parks, open spaces, and outdoor recreation sites.

1) The following eight classifications are types of parks and open space facilities to be managed by the city:

(a) Neighborhood park

- (b) Community park
- (c) Large urban park
- (d) School/park
- (e) Special use facilities
- (f) Historic areas
- (g) Natural resource areas
- (h) Connector trail

2) Open Space

Open space may be categorized as space which is incorporated into the design of a development and that which is maintained, at least in part, by natural conditions which limit more intensive use.

(a) Designed Open Space

- (1) Capitol Mall and Wilson Park
- (2) The campus grounds of Willamette University, Western Baptist College, and Chemeketa Community College
- (3) The grounds of the State Fair, State Hospital, Marion County Courthouse, Salem Civic Center, SAIF Building, Pringle Tower, and Pringle Parking Structure

(b) Natural Open Space

- (1) Pringle Creek, Mill Creek, Claggett Creek, and the Willamette River
- (2) Agricultural land within the Floodplain
- (3) Aggregate mining and directly related industrial use in the Floodplain

3) Outdoor Recreation

Golf courses are the primary example of outdoor recreation use in the Salem urban area, outside of facilities contained within parks.

h. Community Services

This designation includes sites and facilities for uses such as health and medicine, religion, education, culture, government, including cemeteries, airports, and waste disposal.

i. River-Oriented Mixed Uses

The intent is to provide for a combination of urban uses which take advantage of the scenic, natural and recreational qualities of the riverfront and to provide opportunities for the residents in the community to have both visual and physical access to the riverfront while allowing for the continuation of existing industries.

j. Willamette River Greenway

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This designation defines those areas adjacent to the Willamette River that are included in the State and local Greenway Plans and which are subject to the Greenway policies.

k. Farming and Resource Management (F.A.R.M.):

The intent of this designation is to identify areas for the continued practice of agricultural and related resource use in locations within the Salem city limits but outside the UGB.

This designation will be used in areas zoned Exclusive Farm Use (EFU).

l. Employment Center

This designation provides for the formulation and implementation of economic development strategies through a comprehensive, systematic, and on-going development process involving the collaboration between public and private entities.

The intent of this designation is to:

1. Enhance the long-term quality of life in Salem and the region;
2. Provide a range of long- and short-term employment and business opportunities that contribute positively to the local and regional economy. Employment opportunities should include family-wage jobs. Business opportunities should contribute to a sustainable and diversified economy in Salem and create local jobs for the Salem community;
3. Develop plan implementation strategies such that development of property can be equitably financed and readily marketed and permitted;
4. Involve the community during the planning process, and incorporate community input into plan recommendations in concert with project goals;
5. Assure a quality-built environment that is a positive addition to the community;
6. Plan the location and nature of land uses to promote integration, transition, and compatibility with neighboring uses;
7. Provide open space to address the needs of the Salem area and local community and that are in balance with the industrial and commercial uses of property;
8. Protect and enhance key natural features and sensitive environments in balance with industrial and commercial uses of property;

9. Preserve important historical and cultural features and amenities; and
10. Provide local infrastructure and public services in concert with developmental needs and assure that such services are integrated with environmental planning.

B. SPECIAL RESOURCE INFORMATION

Special conditions which exist in some locations need to be recognized in order to develop in a satisfactory manner. The following outlines sources of information on these special conditions and resources.

1. Floodplains

The Flood Boundary and Flood Way Map series (1986) and the Flood Insurance Rate Map (1984) (FIRM) series have been prepared under the sponsorship of the Federal Emergency Management Agency (FEMA).

2. Geologic Conditions

"Geologic Restraints to the Development in Selected Areas of Marion County," Open-file, Report 0-77-4, by Herbert G. Schlicher, Oregon Department of Geology and Mineral Industries, 1977.

In addition, local building officials have various geotechnic studies on a site by site basis.

3. Soils

- (1) Soil Survey of Polk County, Oregon. Soil, conservation Service, Oregon Agricultural Experiment Station, 1982.
- (2) Soil Survey of Marion County, Oregon, Soil Conservation Service, Oregon Agricultural Experiment Station, 1972.
- (3) Soil Survey Interpretations for Land Use Planning for West Salem Area, Polk County, Oregon. Daryl Otjen, District Conservationist and Lloyd Prerre, Soil Conservationist, 1978.
- (4) Soil Survey Interpretation for Land Use Planning and Community Development for Salem Area Oregon. Douglas G. Price, Soil Conservationist, Direction of David O. Mitchell, 1974.

4. Aggregate Resources

Gravel Resources in Relation to Urban Development in the Salem Area, H. G. Schlicher, Oregon Department of Geology and Mineral Industries, 1961.

5. Fish and Wildlife

Fishery areas are under the jurisdiction of the Oregon State Fish and Wildlife

Commission. Mill and Pringle Creeks and salmon spawning streams.

The Brown Island and Minto Island Wildlife Refuge has been established under ORS 501.410 by the Oregon Fish and Wildlife Commission. The statute details the area covered by the refuge.

The Audubon Society maintains a 22-acre heron rookery on the north end of Minto Island.

6. Willamette River Greenway Boundary

The Willamette River Greenway Boundary as adopted December 10, 1976, and delineated on 1"=400' aerial maps prepared by the Oregon Department of Transportation Department Parks and Recreation Division (now the Oregon Parks and Recreation Department).

7. Historic Resources

Local historic resources include landmarks and districts on the National Historic Register and designated under the City's land development ordinances.

8. Airspace Obstruction Limitations

The height of structures and related features that could potentially obstruct the airspace around McNary Field are regulated by Salem Revised Code Chapter 125.

C. URBAN GROWTH POLICIES:

The intent of the urban growth policies is:

1. To contain urban development within planned urban areas where basic services such as sewers, water facilities, police and fire protection can be efficiently and economically provided.
2. To conserve resources by encouraging orderly development of land.
3. To preserve farmland and open space.
4. To make more economical use of local tax dollars in locating facilities and providing services for the benefit of all citizens within the urban growth area. Since urban services are interrelated, coordination is best achieved by a single general purpose governmental unit.
5. To provide property owners greater security in long-range planning and investments.
6. To make it possible for utility extensions, transportation facilities, and schools to be designed and located so as to more closely match population growth.
7. To preserve and enhance the livability of the area.
8. To use public facilities and services as a framework for urban development.

D. GROWTH MANAGEMENT PROGRAM:

The intent of a growth management program is to encourage urban development to occur in such a way that the expansion of urban services can be accomplished in a fiscally sound manner while still providing the required city services on an equitable basis to all community residents.

E. ACTIVITY NODES AND CORRIDORS

The intent of Activity Nodes and Corridors is to encourage development to orient to the pedestrian, and provide accessibility to transit services, major roads, and connectivity with the surrounding neighborhood, while accommodating the use of the automobile.

Activity Nodes and Corridors are typically located on or near transit routes and arterial streets, providing for a variety of land uses. Activity Nodes and Corridors may be composed of continuous, narrow bands of denser development or concentrated development, typically located near major intersections, as shown on Map #1 (Page 52).

F. GENERAL DEFINITIONS:**1. Neighborhood Plans**

Officially recognized neighborhood associations within Salem may prepare a neighborhood plan. The "Goals and Policies" provisions and the general land use maps in the neighborhood plans may be adopted as part of the Comprehensive Plan. Before being adopted as part of the Comprehensive Plan, it must be clearly demonstrated that the goals and policies provisions and generalized land use maps in the neighborhood plan are in compliance with the Comprehensive Plan Map and the Plan. The current status of neighborhood plans that have been adopted is indicated in SRC Chapter 64.

2. Support Documents

Support documents for specific functions or areas may be prepared as a policy guide for the Comprehensive Plan. Support documents must be consistent with the Comprehensive Plan. The current status of support documents adopted by the City of Salem is indicated in SRC Chapter 64.

3. Public Facilities Plan

The Public Facilities Plan is comprised of the Public Facilities Plan as defined in SRC Chapter 64, along with the Salem Transportation System Plan, the public facilities policies in the Comprehensive Policies Plan The Public Facilities Plan, and each of its components, guide the provision of water, sewerage, drainage, and streets for the Salem urban area. The plan is intended to clearly indicate the public facilities necessary to support development and fulfill the requirements of Goal 11 and OAR 660-11.

4. Urban Land

"Urban areas are those places which must have an incorporated city. Such areas may include lands adjacent to and outside the incorporated city and may also: (a) have concentrations of persons who generally reside and work in the area and (b) have supporting public facilities and services." (State Land Use Goals definition.)

5. Urbanizable Land

"Urbanizable lands are those lands within the urban growth boundary and which are

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identified and (a) determined to be necessary and suitable for future urban areas; (b) can be served by urban services and facilities; and (c) are needed for the expansion of an urban area." (State Land Use Goals definition.)

6. Urban Use

For purposes of the Salem Area Comprehensive Plan and implementing ordinances, urban use refers to areas, facilities or activities which are related to or supportive of urban development. "Urban uses" can include such things as sewage treatment plant, water reservoir or well, gravel extraction operation, parks and recreational facilities. Urban use is not synonymous with residential, commercial or industrial construction.

7. Should

The word "should," as used in the policy statements, is advisory. However, where used in the context of setting policies applicable to specific development proposals, the developers have the burden of either following the policy directive or showing good cause why they cannot comply.

8. Shall

The word "shall," as used in the policy statements, is mandatory. Where used in the context of setting policies to be implemented through ordinances or other governmental actions, the policy must be carried out in such ordinances or actions. When used in the context of setting policies applicable to specific development proposals, the developers have the burden of showing how their proposal conforms to such policy.

9. May

The word "may," as used in the policy statements, is advisory, and is used to highlight permissible alternatives. When used with "only," the words indicate a required course of action, excluding all other alternatives. For example "may be approved only after reviewing a development plan" requires review of such a plan in the course of either approving or denying the proposal.

10. Wetland

An area that is inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances does support, a prevalence of vegetation typically adapted for life in saturated soil conditions. (Source: ORS 541.605(16)). Examples of wetlands include swamps, marshes, bogs and similar areas.

G. IMPLEMENTATION OF THE COMPREHENSIVE PLAN:

The Comprehensive Plan is a policy statement that establishes a basic framework, relationship, and scale of activities that will guide the future development of the city in a logical manner toward stated goals. Without acceptance of the Plan and tools to implement

it, these goals cannot be realized.

The first step is understanding by citizens, business persons, and the decision-makers of the principles involved, basic goals and assumptions, and finally, policies to carry out these goals. This is a communication process.

The second step is formal adoption by the City Council and County Boards of Commissioners and its diligent use as a guide for future growth. Unless the policies and proposals presented in the Plan are accepted and carried out by the City Council, County Boards of Commissioners, residents, and business interests, the long-range plan for the Salem area will have little value.

The Comprehensive Plan's goals are long-range. By its very nature, therefore, it must be general enough to be enduring over time and flexible enough to permit development decisions in response to changing conditions in the area. To ensure that the Plan remains a useful tool to guide growth, it must be monitored for its impact and modified periodically to reflect community conditions. Over time, conditions may change to a degree which would warrant complete Plan revisions.

The Comprehensive Plan is a long-range plan to be implemented over a period of 20 years. It also serves as a guide to shorter range policy decisions. In the long-range, policy decisions are guided toward common goals. In the short range, the Plan serves as a guide to everyday zoning and subdivision decisions.

In implementing the Plan, consideration should be given to the economic impact on employment patterns, community needs, and the individual. The property rights of individuals are not contrary to the purposes of the Comprehensive Plan. Such rights are worthy of protection unless clearly contrary to the common good.

Other implementing tools of the Plan are as follows:

1. Zoning:

The traditional device is the zoning. Zoning regulates the use of land by classifying different uses compatible with one another into use districts or zones. By applying these zones to the land, business and commercial activities, for example, are logically located with respect to the transportation system and one another, and residential areas are protected. In addition to regulating the use of land, zoning also establishes development standards that specify lot size, building bulk and height, and building setbacks. Revisions and new techniques are adopted as appropriate to respond to changing needs. The City's zoning regulations shall be compatible and consistent with the intent of the Salem Area Comprehensive Plan.

2. Land Division:

Land Division controls the manner in which land may be divided into lots and parcels. Its purpose is to assure that land division of land occurs in a coordinated manner with other developments and that the land division meets standards for minimum block and lot sizes, streets, relationship of streets to the community's street plan and may provide for open space, schools and other public facilities. Undergrounding of utilities may be imposed. The City's land division regulations are a valuable and

necessary tool for the implementation of the Plan and for quality development. From time to time revisions and new techniques may be incorporated in the process.

3. Capital Improvements Program:

A Capital Improvements Program (CIP) provides the link between the planning effort and the operational budget.

Capital improvement programming is the scheduling of selected physical plans and facilities over a specified time period. The improvements are scheduled on priorities that reflect the need for the improvements and expected financial capabilities.

4. Advice and Consultation:

Advice and consultation on the part of the Planning Commission and professional staff can be a very effective tool of communication between developer and the Planning Commission, and the City Council or Boards of Commissioners.

5. Incentives:

Incentives used to encourage certain types of private development can contribute significantly to the public good. Usually these incentives relate to favorable financial arrangements such as: low-interest loans, tax exemptions, aids in land acquisition, or direct subsidy payments. Certain land use controls may provide positive inducements to develop in a more favorable manner.

6. Annexation:

Annexation is the process by which territory within the Salem urban area is added to the City of Salem. Annexation provides the basis for extending urban services and facilities to accommodate urban development.

7. Urban Growth Management Program:

The program determines the extent and location of public facility extensions from the City of Salem and the obligation of benefitted development to pay for the extensions.

III. SALEM/KEIZER URBAN AREA (REGIONAL) PROCEDURES AND POLICIES

A. DEFINITIONS

1. Salem/Keizer Urban Area

The area within the Salem urban area and the Keizer urban area shall be known as the Salem/Keizer urban area and shall be defined by the Salem/Keizer urban growth boundary.

2. Salem Urban Area

The area within the Salem city limits and the area within the Salem/Keizer urban growth boundary which is unincorporated and is located to the southeast and west of the common city limits boundary between the cities of Salem and Keizer shall be known as the Salem Urban Area.

3. Keizer Urban Area

The area within the Keizer city limits and the Salem/Keizer urban area adjoining the Keizer city limits to the north and west which is generally north and west of the Keizer city limits, west of the Interstate 5 Freeway as it runs north of the Salem city limits, and east of the Willamette River shall be known as the Keizer Urban Area.

4. Dual Interest Areas

Dual interest areas are geographic areas where two or more entities have, by agreement, established that each has an interest in the nature and scope of land use regulation in the area even though the area may be outside the jurisdiction of one or more of the entities which are parties to the agreement. Dual interest areas may be outside the Salem/Keizer urban growth boundary. Decision regarding areas identified by agreement as Dual Interest Areas shall be governed by the terms of such agreement.

5. Regional Policy

Any policy which is concurred in by all four jurisdictions (Cities of Salem and Keizer and counties of Marion and Polk) and is identified in each jurisdiction's Comprehensive Plan is a regional policy.

6. Regional Planning Action

Any amendment to a regional policy.

7. Non-Regional Planning Action

Non-regional planning actions are of two types:

- a. Any amendment to an urban area policy.

- b. All other land use actions.

B. JURISDICTION

1. Salem's Jurisdiction

Salem has exclusive jurisdiction over all land use actions applicable within its city limits other than regional planning actions and amendments to urban area policies.

2. Keizer's Jurisdiction

Keizer has exclusive jurisdiction over all land use actions applicable within its city limits other than regional planning actions and amendments to urban area policies.

3. Polk County's Jurisdiction

Polk County has exclusive jurisdiction over all land use actions applicable within that portion of the Salem Urban Area that is outside the Salem city limits and inside Polk County other than regional planning actions and amendments to urban area policies.

4. Marion County's Jurisdiction

Marion County has exclusive jurisdiction over all land use actions applicable within that portion of the Salem Urban Area and Keizer Urban Area that are outside the Salem city limits and outside the Keizer city limits other than regional planning actions and amendments to urban area policies.

C. PROCEDURES FOR AMENDMENT

1. Regional Planning Actions Procedures

- a. Regional planning actions may be initiated by any one of the four jurisdictions (Cities of Salem and Keizer and Counties of Marion and Polk), but must be concurred in by all of the other jurisdictions as set forth below before they are considered effective amendments to the Plan.
- b. The proposing jurisdiction shall notify all of the other jurisdictions of the proposed regional planning action by sending to them a true copy of the 45-day notice sent to the Department of Land Conservation and Development (DLCD). That copy shall be sent to the other jurisdictions not less than 45 days prior to the date set for final hearing in the matter. If the final hearing is rescheduled, the other jurisdictions shall be notified of the new hearing date.
- c. All jurisdictions that concur with the regional planning action shall, at least 15 days prior to the final hearing as cited in the DLCD notice, indicate to the proposing jurisdiction their concurrence. Those jurisdictions that concur shall adopt ordinances indicating their concurrence and transmit those ordinances to the proposing jurisdiction.
- d. Where "c" does not apply, jurisdictions shall at least 15 days prior to the final

hearing as cited in the DLCD notice, indicate to the proposing jurisdiction their lack of concurrence, the conditions necessary for concurrence, or the need for a specific amount of additional time to consider the matter before responding. Those jurisdictions indicating non-concurrence shall provide their reasons, findings, and conclusions in writing to the proposing jurisdiction.

- e. When the proposing jurisdiction has received concurring ordinances which are identical with regard to the text of the regional planning action adopted from each of the other jurisdictions, it may take final action to adopt its own ordinance and the effective date of that final ordinance shall be the effective date of the amendment to this plan. The proposing jurisdiction shall send copies of the final ordinance to all of the other jurisdictions.
- f. If jurisdictions disagree as to regional planning actions or if there is a need for clarification of regional policies, the issue may be resolved through the Salem Keizer Area Plan Advisory Committee process.

2. Non-Regional Planning Actions Procedures

- a. Any amendment to an urban area policy shall follow the regional planning action procedures, except that the concurrence requirement will be limited to jurisdictions within the urban area.
- b. Any non-regional planning action other than an urban area policy amendment shall be acted upon by Salem, Keizer, Polk County, and Marion County respectively for areas over which each exercises exclusive jurisdiction.
 - (1) Each jurisdiction shall notify all other jurisdictions of pending planning actions within their jurisdiction and as required by dual interest area agreements.
 - (2) If a disagreement is reached, the jurisdiction having authority to take the action is free to act, and any other jurisdiction is free to appeal such action to the Land Use Board of Appeals.

D. RULES OF PROCEDURE

Each governing body shall adopt rules of procedure to govern the initiation and processing of amendments to this plan in the geographic area of the jurisdiction.

E. REVIEW AND REVISION

The plan shall be subject to major review and, where necessary, revision to comply with the requirements for periodic review. Except for Comprehensive Plan map amendments initiated by property owner, plan amendments should, wherever possible, be reserved for those years when the plan undergoes major review.

F. RELATIONSHIP BETWEEN SALEM AREA AND KEIZER COMPREHENSIVE PLANS

- 1. A Comprehensive Plan for the Keizer Urban Area has been adopted as an amendment to the Salem Area Comprehensive Plan (SACP). It shall be referred to

as the Keizer Comprehensive Plan (KCP). All regional policies are included in the text of the SACP and the KCP.

2. Land use decisions, other than regional planning actions involving land within the Salem urban area shall be made based solely on the SACP, its plan map, and its implementing ordinances.
3. Land use decisions, other than regional planning actions, involving land within the Keizer urban area shall be made based solely on the KCP, its plan map, and its implementing ordinances.
4. Regional planning actions shall be made solely on the basis of the concurrence of all the jurisdictions - City of Salem, City of Keizer, Marion County, and Polk County. Regional planning actions shall be adopted by each jurisdiction with the identical language.

G. URBAN GROWTH BOUNDARY

1. The cities of Salem and Keizer and Counties of Marion and Polk have adopted by legal description the Salem/Keizer urban growth boundary for the Salem and Keizer urban areas and shall review the Salem/Keizer urban growth boundary on a periodic basis or upon the request of one of the jurisdictions to identify if changes are necessary.
2. All parties shall work toward the development of the most efficient and economical method for providing specific urban services to the area within the Salem/Keizer urban growth boundary.
3. Changes to the Salem/Keizer urban growth boundary must be adopted concurrently by all four affected jurisdictions and shall be based upon consideration of the following factors:
 - a. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals.
 - b. Need for housing, employment opportunities and livability.
 - c. Orderly and economic provision for public facilities and services.
 - d. Maximum efficiency of land uses within and on the fringe of the existing urban area.
 - e. Environmental, energy, economic and social consequences.
 - f. Retention of agricultural land, as defined, with Class I being the highest priority for retention and Class VI the lowest priority.
 - g. Compatibility of the proposed urban uses with nearby agricultural activities; and
 - h. Projections of land needs and supply of buildable land within the entire Salem and Keizer urban areas.

H. TRANSPORTATION

1. The Salem/Keizer Area Transportation Study Cooperative Agreement shall provide the coordination mechanism for regional transportation issues within the Salem/Keizer urban growth boundary.

I. WILLOW LAKE TREATMENT PLANT

1. The Willow Lake Treatment Plant dual interest area is defined by an adopted legal description. Development requirements are established in the Willow Lake Treatment Plan dual interest area agreement.

J. SOLID WASTE

1. The disposal of solid wastes shall be accomplished with a minimal negative impact on the land, air and water resources of the region. A balanced program of waste reduction, recycling, resource recovery, landfill and other disposal methods shall be encouraged. The cities and counties shall participate cooperatively in the development of a solid Waste Management Plan for each county and participate in implementation of the plan to the extent it applies to each jurisdiction. The facilities developed to implement the Solid Waste Management Plans are not required to be located in the Salem/Keizer urban area.

K. STORM DRAINAGE POLICY

1. The Cities and Counties shall coordinate the management of storm water.

L. RESIDENTIAL DENSITY

1. The effective utilization of land for residential development and the potential of proposed urban growth boundary changes for residential use, should be guided by residential density objectives scaled to the character of each urban area. Commencing January 1, 1992, performance in achieving the residential density objectives shall be used in determining conformance with urban growth boundary expansion factors for residential use.

IV. SALEM URBAN AREA GOALS AND POLICIES

GENERAL

A. COORDINATION POLICIES

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| Plan and Code Coordination | 1. | All zoning ordinances, subdivision regulations, functional plans and specific development standards relative to the Salem urban area and prepared by the City of Salem, Marion County, Polk County, special districts and functional planning agencies shall support and be in conformance with the Salem Area Comprehensive Plan. |
| Subdivision Coordination | 2. | The City of Salem and Counties shall develop and maintain an exchange of information and recommendations relating to the urban growth area. Information on subdivision applications and other land use activities being considered within the urban growth boundary by the Counties shall be forwarded by Counties to the City of Salem for comments and recommendations prior to a decision being made by the Counties. |
| Public Facility Coordination | 3. | The City of Salem shall forward to the Counties for review and comment information on public facility improvements or extensions which are proposed for areas outside city limits. |
| CIP Coordination | 4. | The City of Salem and the Counties should exchange information on proposed capital improvement programs with each other and with the City of Keizer so respective construction projects can be coordinated. |
| Land Use Decision Criteria | 5. | Criteria on which land use decisions within the Salem urban area are made by the City and Counties, shall be developed and be coordinated among the three jurisdictions. |
| Annexation Coordination | 6. | An opportunity shall be provided for the affected county to comment on proposals for annexation of property to the City of Salem. |

B. GENERAL DEVELOPMENT

GOAL: To insure that future decisions concerning the use of land within the Salem urban area are consistent with State Land Use Goals.

EXHIBIT 1

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| Citizen Involvement | 1. | Opportunities for broad-based citizen involvement in the development, revision, monitoring and implementation of the Salem Area Comprehensive Plan shall be provided by the City of Salem and Marion and Polk Counties. Where neighborhood groups have been officially recognized by the governing body, they shall be included in the planning process. To help assure citizen participation and information, public hearings shall be held prior to adoption of all land use ordinances. |
| Monitoring System | 2. | A monitoring system shall be developed within the Salem urban area to evaluate land development and program activities in relation to policy directives established by the Comprehensive Plan. |
| Economic Growth | 3. | Economic growth which improves and strengthens the economic base of the Salem urban area should be encouraged. |
| Energy | 4. | The City and Counties shall consider and foster the efficient use of energy in land use and transportation planning. |
| Cooperative Growth Management | 5. | Growth in the Salem urban area shall be managed through cooperative efforts of the City of Salem and Marion and Polk Counties. |
| Carrying Capacity | 6. | All public and private development shall meet the requirements of applicable local, state and federal standards. |
| Optimal Use of the Land | 7. | Structures and their siting in all residential, commercial, and industrial developments shall optimize the use of land. The cumulative effect of all new residential development in the Salem urban area should average 6.5 dwelling units per gross acre of residential development. Development should minimize adverse alteration of the natural terrain and watercourses, the potential for erosion and adverse effects upon the existing topography and soil conditions. |
| Alternative Energy Sources | 8. | The city shall consider zoning and other site regulations for utilization of solar energy, wind power, on-site conversion of clean fossil fuels to electricity, and other renewable and increased efficiency alternatives. |
| Service Districts | 9. | No new service districts shall be created within the Salem urban area to provide fire protection, sewer or water service. |

EXHIBIT 1

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| Street Improvements | 10. | Improvements of streets in addition to those in or abutting a development may be required as a condition of approval of subdivisions and other intensifications of land use. |
| Handicapped Access | 11. | Buildings and facilities open to the public should be well designed to fulfill their specified function, taking into consideration the needs of handicapped persons. |
| Development Compatibility | 12. | Land use regulations which govern the siting of any development shall encourage development to reduce its impact on adjacent properties by screening, landscaping, setback, height, and mass regulations. |
| Designated Open Space | 13. | Land use regulations shall encourage public spaces, both natural and manmade for either active or passive enjoyment, including natural areas, open plazas, pedestrian malls, and play areas. |
| Screening of Storage | 14. | Outdoor storage areas should be screened from the public streets and from adjacent uses. |
| Lighting | 15. | Exterior lighting shall be designed to provide illumination to the site and not cause glare into the public right-of-way and adjacent properties. |
| Public Facilities Plan | 16. | Public facility projects, including maps and descriptions of locations or service areas, shall be shown in the Public Facilities Plan. |
| Septic Policy | 17. | Single family dwellings and other low density uses appropriate for the applicable land use designations shall be permitted on septic tanks subject to standards that assure adequate opportunities for future development at urban densities. For unincorporated areas the standards shall be mutually concurred in by the City and relevant County. The standards shall incorporate the following: <ul style="list-style-type: none">a. For each parcel there shall not be more than one dwelling unit or other low intensity use, excluding commercial and industrial on a septic system.b. The property served shall be no less than 300 feet from a serviceable public sewer.c. The property served shall not be within a sewer service district.d. The property owner shall agree to annex to Salem when the property is contiguous. |

- e. The owner shall agree not to remonstrate against any future water and sewer assessments.
- f. An effective date shall be set to identify the lots of record which are exempt from the standards.
- g. The average parcel size for land divisions after the effective date shall be 5 acres.
- h. Septic tank approval shall be contingent upon a plan showing development of the property to urban densities, with appropriate reservations for future rights of way, access points, and asements.
- i. Verification of septic suitability shall be made by the County Sanitarian.

C. URBAN GROWTH

GOAL: To ensure that the rate, amount, type, location and cost of development will preserve or enhance the City's quality of life and promote the City's efficient delivery of services.

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| Annexation | 1. Marion and Polk Counties should encourage the orderly annexation to the City of Salem of the land within the Salem urban area. |
| Coordinated Services | 2. All parties shall work toward improved delivery systems of services that require coordination by larger units of government. |
| UGB is Urbanizable | 3. Urbanizable areas within the urban growth boundary shall be considered as available for annexation and urban development. |
| Infill | 4. Development of land with existing urban services shall be encouraged before the conversion of urbanizable lands to urban uses. |
| Source of Urban Facilities | 5. Sewer or water service will not be extended to any land for development outside city limits or County service districts. Such areas must be annexed to the City to receive those services except as may be agreed by the City and appropriate County. |
| | 6. If the Urban Growth Boundary for the Salem Urban Area is expanded to include additional land for residential development, first priority shall be given to lands that have been removed from the 1982 boundary. |

Monitoring System

7. A monitoring system using objective quality of life indicators shall be developed to guide policy choices that will preserve and enhance the City's quality of life.

D. GROWTH MANAGEMENT

GOAL: To manage growth in the Salem urban area through cooperative efforts of the City of Salem and Marion and Polk Counties, to insure the quality of life of present and future residents of the area, and to contain urban development and to preserve adjacent farm lands by:

- a. Establishing and periodically reviewing an urban growth boundary to identify and separate urbanizable land from rural land while insuring sufficient amounts of urbanizable land to accommodate population needs.
- b. Planning and developing a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban development.

Development Guided by
Growth Management

1. Unless the City of Salem finds that existing water and sewer facilities have adequate capacity to accommodate new growth, the conversion of urbanizable land within the Salem urban area to urban uses shall be guided by a growth management program which provides for the orderly and economically efficient extension of public facilities and services, while taking into consideration the need for an adequate supply of land to meet future development requirements. The growth management program shall encourage the development of vacant lands that have urban services before the extension of services beyond presently served areas.

Program Formulation

2. The City of Salem is responsible for the formulation of a growth management program within the Salem urban area. The program shall establish general policies and strategies for the orderly extension, within the urban growth boundary, of at least the following facilities and services: sewer, water, storm drainage, transportation, parks and fire protection.

The program shall be developed through consultation among the relevant parties under the leadership of the City of Salem. In developing the program, the following shall be considered:

- a. The views of the Counties with respect to the needs for development,
- b. The views of School District 24-J with respect to the needs for educational facilities.
- c. The views of special districts with respect to the impact of the extension of services upon their operations.
- d. The public and private financial capabilities and responsibilities to finance growth.
- e. The equitable distribution of costs between the general public and the new development.

Programming
Development

3. Criteria for the programming of development shall be as follows:
 - a. The financial capability of the City of Salem to provide certain facilities and services as authorized through the budgetary process.

- b. The technical requirements of public facility master plans.
- c. The need for sufficient amounts of buildable land to maintain an adequate supply in the marketplace.
- d. The willingness of the development community to assume the burden of funding the cost of providing certain facilities.

The City of Salem shall provide levels of services to city residents consistent with community needs as determined by the City Council, within the financial capability of the City, and subject to relevant legal constraints on revenues and their applications.

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| Sizing Facility Extensions | 4. | The extension of sewer, water, storm drainage, and transportation facilities within the Salem urban area shall be in conformity with the adopted growth management program. Public water and sewer facilities shall be sized and constructed to serve the areas within the urban growth boundary. |
| Coordinated with Public Facilities Plan | 5. | The extension of sewer, water, storm drainage, transportation and other facilities and services shall be designed and coordinated to accommodate densities cited in the Public Facilities Plan. |
| Infill Development | 6. | New developments shall make maximum use of available land areas with minimal environmental disturbance and be located and designed to minimize such public costs as extension of sewer and water services, schools, parks, and transportation facilities. |
| Development Requiring Water and Sewer | 7. | Within the Salem urban area, residential subdivisions, mobile home parks, multi-family residential, commercial and industrial development shall be permitted only within the County service districts or within the City of Salem where public sewer and water services are available and other urban facilities are scheduled pursuant to an adopted growth management program. Exceptions to this policy may only be permitted if mutually agreed to by the City and the appropriate County. |
| Partition Requirements | 8. | Partitioning of property may be approved if the land division will not adversely affect the future development of adjacent lands and built-up areas and the proposed parcels are compatible with the existing pattern of development in the area, or the land division is necessary to legalize or recognize an existing situation. |

EXHIBIT 1

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| Infill on Facilities | 9. | New development shall be encouraged to locate in areas where facilities are already available and in areas which require the least public costs to provide needed facilities and services. |
| Counties Control of Transitional Development | 10. | In those portions of the urbanizable area where municipal services and facilities are not available, the relevant County shall prohibit all development which would be inconsistent with the ability to provide the appropriate facilities and services in the area. |
| Facility Responsibility | 11. | Where development creates a demand for new or expanded facilities and services, a share of the costs of new or expanded facilities and services should be borne by the new development itself. |
| Ten Year Supply of Land | 12. | A continuous ten-year supply of serviced, developable land should be maintained to avoid unnecessary increases in land prices created by artificial shortages of land. |
| Targeted Annexation | 13. | Areas for new development as considered in a growth management program should target those undeveloped areas which can reasonably be expected to be annexed to the City of Salem within ten years. |
| Location of UGM Controls | 14. | Growth management program requirements and procedures should apply to those undeveloped properties beyond that part of the urban areas which is already developed for urban uses. |
| Compatibility of Improvements | 15. | Within the Salem urban area the Counties shall develop improvement and construction standards compatible with the City of Salem improvement and construction standards for street, sewer, densities cited in the Public Facilities Plan. |
| CIP Coordination | 16. | The City of Salem and Counties shall develop and coordinate capital improvement programs for public facilities within the Salem urban area. |
| Financial Programs | 17. | The City of Salem and Counties shall develop and adopt financial programs which will provide funding to complete their respective capital improvement programs. |

HOUSING

E. RESIDENTIAL DEVELOPMENT

GOAL: To promote a variety of housing opportunities for all income levels and an adequate supply of developable land to support such housing.

In meeting this goal, residential development shall:

- a. Encourage the efficient use of developable residential land;
- b. Provide housing opportunities for Salem's diverse population; and
- c. Encourage residential development that maximizes investment in public services.

Establishing Residential Uses

1. The location and density of residential uses shall be determined after consideration of the following factors;

- a. The type and distribution of housing units required to meet expected population growth within the Salem urban growth boundary.
- b. The capacity of land resources given slope, elevation, wetlands, flood plains, geologic hazards and soil characteristics.
- c. The capacity of public facilities, utilities and services. Public facilities, utilities and services include, but are not limited to municipal services such as water, sanitary and storm sewer, fire, police protection and transportation facilities.
- d. Proximity to services. Such services include, but are not limited to, shopping, employment and entertainment opportunities, parks, religious institutions, schools and municipal services. Relative proximity shall be determined by distance, access, and ability to provide services to the site.
- e. The character of existing neighborhoods based on height, bulk and scale of existing and proposed development in the neighborhood.
- f. Policies contained in facility plans, urban renewal plans, residential infill studies and neighborhood and specific development plans.
- g. The density goal of General Development Policy 7.

EXHIBIT 1

Facilities and Services
Location

2. Residential uses and neighborhood facilities and services shall be located to:
 - a. Accommodate pedestrian, bicycle and vehicle access;
 - b. Accommodate population growth;
 - c. Avoid unnecessary duplication of utilities, facilities and services; and
 - d. Avoid existing nuisances and hazards to residents.

Infill Development

3. City codes and ordinances shall encourage the development of passed-over or underutilized land to promote the efficient use of residential land and encourage the stability of neighborhoods.

Rehabilitation

4. Rehabilitation and maintenance of housing in existing neighborhoods shall be encouraged to preserve the housing stock and increase the availability of safe and sanitary living units.

Subsidized Housing

5. Subsidized housing shall be provided at a variety of locations within the urban area.

Multi-Family Housing

6. Multi-family housing shall be located in areas proximate to existing or planned transportation corridors, public facilities and services:
 - a. To encourage the efficient use of residential land and public facilities, development regulations shall require minimum densities for multiple family development zones;
 - b. Development regulations shall promote a range of densities that encourage a variety of housing types;
 - c. Multiple family developments should be located in areas that provide walking, auto or transit connections to:
 - (1) Employment centers;
 - (2) Shopping areas;
 - (3) Transit service;
 - (4) Parks;
 - (5) Public buildings.

Circulation System and Through Traffic

- 7. Residential neighborhoods shall be served by a transportation system that provides access for pedestrian, bicycles, and vehicles while recognizing the neighborhoods physical constraints and transportation service needs:
 - a. The transportation system shall promote all modes of transportation and dispersal rather than concentration of through traffic;
 - b. Through traffic shall be addressed by siting street improvements and road networks that serve new development so that short trips can be made without driving;
 - c. The transportation system shall provide for a network of streets fitted to the terrain with due consideration for safety, drainage, views, and vegetation.

Protection of Residential Areas

- 8. Residential areas shall be protected from more intensive land use activity in abutting zones.

Alternative Housing Patterns

- 9. Residential Development Patterns
 - Subdivision and zoning regulations shall provide opportunities for increased housing densities, alternative housing patterns, and reduced development costs. Development regulations shall promote residential development patterns that encourage:
 - a. The use of all modes of transportation;
 - b. Reduction in vehicle miles traveled and length of auto trips; and
 - c. Efficiency in providing public services.

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| Requests for Rezoning | 10. | <p>Requests for rezonings to higher density residential uses to meet identified housing needs will be deemed appropriate provided:</p> <ul style="list-style-type: none"> a. The site is so designated on the comprehensive plan map; b. Adequate public services are planned to serve the site; c. The site's physical characteristics support higher density development; and d. Residential Development Policy 7 is met. |
| Urban Design | 11. | <p>Design Standards shall be implemented to improve the quality of life of Salem's residents and promote neighborhood stability and compatibility.</p> |

ECONOMY AND EMPLOYMENT

The City of Salem values its employment lands as it strives to increase the economic prosperity for Salem residents and businesses. These employment lands – including mixed-use, commercial and industrial land – were the focus of the Salem Economic Opportunities Analysis 2015-2035 (EOA) adopted in 2015. The purpose of the EOA was to develop strategies to provide enough land to meet Salem's future employment land needs, inform policy decisions related to land use, and respond to Keizer's Economic Opportunities Analysis.

The EOA, which is consistent with Statewide Planning Goal 9, found that Salem's portion of the Salem-Keizer Urban Growth Boundary (UGB) – the Salem Urban Area – has a deficit of 271 acres of commercial land and a surplus of 907 acres of industrial land. It recommended strategies to meet Salem's employment land needs, including preserving key employment land for traded-sector uses and identifying areas for conversion from industrial to commercial uses.

The EOA uses a 20-year employment forecast that assumes employment will grow at the same rate as population, an average annual growth rate of 1.25 percent. That growth rate is based on the coordinated population forecast adopted by Marion County in 2009 for the urban areas of the county. The coordinated forecast included a forecast for the Salem-Keizer UGB, which is projected to have 319,203 people in 2035. Salem's portion of the UGB is expected to grow from 210,035 people in 2015 to 269,274 people in 2035.

The EOA is a support document that serves as a policy guide for this Plan. It has informed the following goals and policies related to mixed-use development, commercial development, economic development, and industrial development.

F. MIXED-USE DEVELOPMENT

GOAL: To provide a mixture of complementary land uses that may include housing, retail, offices, services, industrial and civic uses, to create economic and social vitality.

Development

1. Encourage efficient use of land by facilitating compact, high-density development and minimizing the amount of land that is needed to accommodate automobile parking. Where appropriate, revise mixed-use design standards to make them simpler and easier to use, including making mixed-use design standards consistent across mixed-use areas.

2. Encourage development that preserves private open space for residents and employees of mixed-use development.

Priorities for Mobility and Access

3. Facilitate development (land use mix, density, connectivity, design, and orientation) that reduces the need for, and frequency of, SOV trips and supports public transit, where applicable.

4. Reinforce streets as public places that encourage pedestrian and bicycle travel.

5. Provide roadway and pedestrian connections to residential areas.

Design

6. Develop commercial and mixed-use areas that are safe, comfortable and attractive to pedestrians.

7. Provide flexibility in the siting and design of new developments, facilities, and redevelopment to respond to changes in the marketplace and infrastructure systems.

8. Provide appropriate transitions between mixed-use areas and adjacent single-use neighborhoods.

G. COMMERCIAL DEVELOPMENT

GOAL: To maintain and promote the Salem urban area as a commercial center for the Marion-Polk

GOAL: To maintain and promote the Salem urban area as a commercial center for Marion and Polk counties.

GOAL: To promote development of commercial office buildings for a range of employment uses, especially in downtown, mixed-use districts, and commercially-oriented urban renewal areas.

GOAL: To promote commercial development that supports growth of traded-sector commercial employment.

Central Business District

1. The central business district shall be maintained and developed as a mixed-use regional retail and employment center for the Salem urban area as well as Marion and Polk counties.

Shopping and Service Facilities

2. Development of shopping and service facilities may be approved only after reviewing a development plan consisting of maps and written statements on the following:

- a. Site plan,
- b. Layout of all off-street parking and loading facilities,
- c. Landscaping plan,
- d. Surface stormwater plan,
- e. Vehicular and pedestrian circulation plan,
- f. Utility plans,
- g. Impact on adjacent neighborhoods,
- h. Impact on adjacent street networks,
- i. Proposed use(s),
- j. Transit service, and
- k. Other information that may be required.

Redevelopment

3. Redevelopment of existing shopping and service facilities should be encouraged where appropriate to provide neighborhood services or as part of mixed-use development with multifamily housing. The City may use financial and other tools to encourage redevelopment of existing shopping and service facilities, especially in Urban Renewal Areas.

Community Shopping and Service Facilities

4. Community shopping and service facilities shall be located adjacent to major arterials and shall provide adequate parking and service areas. Land use regulations shall include provisions for siting and development ~~which that~~ discourage major customer traffic from outside the immediate neighborhoods from filtering through residential streets and provisions for connectivity to the facilities for pedestrian and bicyclists from residential neighborhoods.

Neighborhood and Community Shopping and Service Facilities

5. Unless the existing development pattern along arterials and collectors commits an area to strip development, new commercial development shall be clustered and located to provide convenience goods and services for neighborhood residents or a wide variety of goods and services for a market area of several neighborhoods. New commercial development will generally be within a range of sizes of commercial centers, such as convenience shopping centers, neighborhood shopping centers, and community shopping centers. The size of the commercial center should be scaled and consistent with the character of surrounding and nearby residential development.

Commercial Office Uses

6. Commercial office uses shall have ~~convenient~~ direct access to collector and arterial streets or be located within one-quarter mile of a collector or arterial street.

Mixed Use Development

~~7. Mixed use developments shall be provided for in land use regulations.~~

78. With commercial development, Buffer strips will be provided from residential uses, and external connectivity from residential development and other commercial development will be provided to commercial areas for pedestrian, bicycle and vehicular connectivity. ~~shall be provided for all commercial development.~~

H. ECONOMIC DEVELOPMENT

GOAL: Strengthen the economic base of the Salem area to sustain the economic growth necessary to provide adequate employment opportunities and maintain community livability.

GOAL: Grow and attract traded-sector businesses, especially businesses with above average wages.

Economic Diversification

1. Diversify the basic economic sector of the Salem urban area through:
 - a. Expansion of existing industrial enterprises and location of new, clean industries.
 - b. Expansion of the light manufacturing element.
 - c. Expansion of businesses with an existing presence in Salem or businesses that provide goods and services to existing businesses in Salem.
 - d. Expansion of businesses who want to locate in Salem because of Salem's competitive advantages and characteristics.

Labor Force

- ~~2. Increase labor intensive employment opportunities and encourage the hiring of unemployed local residents.~~

Economic Development Functions

- ~~32. The established economic development entities' functions within the Salem urban area should include but not be limited to: The Community Development and Urban Development Departments should work together to develop an economic development strategic plan. The plan should list strategies and actions that the City will take over the next one to five years to implement the City's economic development vision. Each action will identify: the lead entity responsible for the action, resources necessary for the action, and a target time line for the action.~~
 - ~~a. The formulation and implementation of an economic development plan to encourage industrial and other economic development in a livable environment for the City of Salem.~~
 - ~~b. The promotion of a community environment and attitude, and governmental processes which are conducive to a successful economic development program.~~
 - ~~c. The formulation of the public sector role in facilitating the economic development process, including the coordination of all governmental jurisdictions and agencies in processing proposed development projects and grant-in-aid opportunities.~~
 - ~~d. Encouraging the designation in the Comprehensive Plan of an adequate supply of usable land for industrial use.~~

- e. ~~The maintenance of an information system on land inventory, including parcel size, location, availability of utilities, slope, and other characteristics, labor base and other socio-economic demographics, development processes, and incentives for development.~~
- f. ~~Encouraging the establishment and implementation of development standards which ensure an attractive climate for prospective industrial development.~~
- g. ~~Encouraging the coordination of educational and training opportunities to provide an adequate labor force for existing and future employers.~~
- h. ~~The coordination of activities with other public and private organizations.~~
- i. ~~The conduct of such other related functions as may be deemed necessary or beneficial to promote the economic diversifications of the Salem urban area.~~

Analysis of Economy	43.	Develop a comprehensive analysis of the Salem urban area economy <u>on a periodic basis</u> , including an economic data base and forecasts. This analysis should include a system for annual review and updating.
<u>Basic Industry Traded-Sector Industries</u>	54.	The contributions to the economic base by the significant sources of <u>basic sector/traded-sector employment and their importance to the future growth of employment in Salem</u> , including state and federal government and the food and wood products industries, should be recognized and maintained.

I. INDUSTRIAL DEVELOPMENT

GOAL: To encourage and promote industrial development which strengthens the economic base of the community by increasing traded-sector employment, especially in sectors that pay higher-than-average wages, and minimizes air and water pollution.

Industrial Land Inventory

1. Maintain a long-term (20 year) industrial land inventory which provides a full range of small, medium, and large parcel sizes and locations to sustain a competitive market for industrial sites. Maintaining a long-term supply of industrial land will require identifying and preserving key high value industrial land, especially areas where the City has made substantial investments in infrastructure. High value industrial land has the following characteristics: it is designated for industrial uses, in flat parcels, most frequently in large parcels at least 10 acres in size, located within an industrial district, has direct access to a state highway or I-5, and is serviced or planned to be serviced with water and wastewater infrastructure.

~~Redesignation of the land to or from industrial may be allowed providing:~~

- ~~a. It serves the community's interests and does not impact the long-term continuity of the industrial inventory; and~~
- ~~b. Is preferably a boundary adjustment which results from expansion of an existing, adjacent use;~~

~~And~~

- ~~c. There is a demonstrated need to expand the industrial or non-industrial use inventory.~~

~~Or~~

- ~~d. It is contingent on a specific, verifiable development project; and~~
- ~~e. The specific site requirements of the project cannot be accommodated within the existing inventories; and~~

EXHIBIT 1

f. ~~Public facilities, services, and utilities necessary for development of the specific project are incorporated into the development proposal.~~

~~Redesignation of three large industrial parcels (40 acres or larger) generally located at:~~

~~1) The southeast corner of Boone Road SE and 36th Avenue SE;~~

~~2) Between Gaffin Road SE and Culver Drive SE; and~~

~~3) Between Kale and Hazel Green Roads;~~

~~is contingent on compliance with sections a., b., d., e., and f. above.~~

2. Identify areas that may be appropriate for converting from industrial to commercial or other non-industrial uses over the long-term. The characteristics of industrial land that may be appropriate for conversion to commercial or other non-industrial uses include some or all of the following: (1) located outside of industrial areas or isolated from other industrial uses, (2) surrounded by incompatible uses (such as housing), (3) located adjacent to properties that have converted to commercial uses, (4) have limited or no access to major roads (such as arterial streets, collector streets, or highways), or (5) lacks rail access.
3. Ensure a sufficient short-term supply of serviced industrial land that is suitable for construction within one year of application for a building permit or request for service extension.
4. Monitor and report on the supply of industrial land and conversions to commercial uses on an annual basis, to ensure a long-term and short-term supply of industrial land.

Public Facilities, Services,
and Utilities

25. Appropriate public facilities, services, and utilities are essential for industrial development. The industrial areas currently serviced by public facilities, services, and utilities provide the best opportunity to maximize past and future public investments in infrastructure. Systems expansion to promote infill development and redevelopment of the currently serviced areas shall be given priority for public funding of facilities, services, and utilities.

Expansion of public facilities, services, and utilities beyond the existing, developed, industrial areas shall be coordinated to maximize public investment based on:

a. Expansion of the facilities, services, and utilities serves the community's interests;

And

b. A demonstrated need to expand the currently serviced inventory,

Or

c. A specific, verifiable development project with specific site requirements that cannot be accommodated within the currently serviced inventory; and

d. The project will employ a large number of employees, preferably at a high ratio of employees per acre.

Areawide Coordination

36. Coordination of the industrial land inventories, industrial and growth policies, and economic development activities of the cities within Marion and Polk Counties are necessary to maintain a viable regional economy.

Interface with Other Uses

47. Industrial land shall be subject to industrial development standards which ensure that development and operation is compatible with surrounding land uses.

Greenway Requirements

58. New industrial development shall not be located in the Willamette River Greenway setback unless it is water related or dependent upon a waterway location.

Employee Services

69. The zone districts shall allow appropriate on-site employee services and facilities, such as restaurants and personal service businesses, in industrial areasparks.

EXHIBIT 1

Traffic	710.	Traffic generated by industrial uses should be diverted away from residential areas when feasible and should have convenient access to arterial or collector streets.
Efficiency	811.	Efficient use of resources and energy, and the utilization of renewable energy sources serve the interests of the community and shall be encouraged during the development and operation of all industrial activities.
<u>Limited Non Supporting Non-Industrial Uses Discouraged</u>	912.	<u>Supporting non-industrial uses are allowed in limited amounts in industrial areas. These non-industrial uses should primarily support industrial businesses or employees at industrial businesses. Non-industrial land uses should be discouraged from districts that have been designated for industrial use, except when a non-industrial use is primarily in support of industry or industrial employees.</u>
Energy Efficiency	1013.	New industries that utilize energy most efficiently or that manufacture products that contribute to efficient use of energy, including renewable energy sources should be encouraged.
Hazardous Waste Disposal	1414.	Industries shall be responsible for the adequate and proper transportation, storage, use, and disposal of all hazardous materials and wastes (as defined by ORS 459.410) utilized or generated by that industry.
Land Division	1215.	Division of large parcels (40 acres and larger in size) of industrial land shall be subject to a special review and approval process.

The special review process shall consist of public hearings before the appropriate planning commission with final approval by the City Council or County Commissioners (for areas that are not annexed into City limits). The City or County shall be afforded the opportunity to review and comment, as an interested party, on all large industrial parcel division prior to the final decision.

Decisions approving the division of large industrial parcels shall be on a case-by-case basis utilizing the following criteria:

- a. Division of the parcel serves the community's interests;
- b. Division of the property is contingent on a specific, verifiable development project;

- c. The project has specific site requirements that cannot be accommodated without division of the property. Preferably, the project's site requirements necessitates collocation of uses on the resulting parcels;
- d. Public facilities, services, and utilities necessary for development of the specific project are incorporated into the development proposal;
- e. The project will employ a large number of employees, preferably at a ratio of employees per developed acre of 10 or higher; and

Industrial Districts

4316. Development of a distinct industrial district that provides for a continuity of design and uses on preferably medium sized parcels (10 to 40 acres in size) is necessary to provide a variety of parcel sizes within the industrial inventory and to assist in attracting industrial development.

Diverse Interests

4417. Land development regulations should provide for a variety of industrial development opportunities.

PUBLIC SERVICES AND FACILITIES

J. TRANSPORTATION

GOAL: To provide a balanced, multimodal transportation system for the Salem Urban Area that supports the safe and efficient movement of goods and people.

Salem Transportation System Plan

1. The Salem Transportation System Plan shall contain goals, objectives, policies, plan maps, and project lists that will guide the provision of transportation facilities and services for the Salem Urban Area. Local governments shall cooperatively develop the Salem Transportation System Plan to serve as the transportation planning component of the Salem Area Comprehensive Plan. The Salem Transportation System Plan should contain the following plan elements:

Street System
 Intercity Passenger Travel
 Local Street Connectivity
 Transportation Demand Management
 Transportation System Management
 Parking Management
 Neighborhood Traffic Management
 Freight Movement
 Bicycle System
 Transportation System Maintenance
 Pedestrian System
 Transportation Finance
 Transit System

The City of Salem Airport Master Plan shall be adopted as a separate planning document.

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| | 2. | The Salem Transportation System Plan shall be updated, as necessary, to remain consistent with other City of Salem, regional, and statewide plans. |
| Regional Mobility | 3. | A balanced system of transportation facilities and services shall be designed to meet the regional travel patterns and mobility needs of residents, businesses, and industries. |
| Multimodal Transportation System | 4. | The transportation system for the Salem Urban Area shall consist of an integrated network of facilities and services for a variety of motorized and nonmotorized travel modes. |
| Connectivity and Circulation | 5. | The vehicle, transit, bicycle, and pedestrian circulation systems shall be designed to connect major population and employment centers in the Salem Urban Area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers. |
| Supportive of Land Use Plan Designations and Development Patterns | 6. | The provision of transportation facilities and services shall reflect and support land use designations and development patterns as identified in the Salem Area Comprehensive Plan. The design and implementation of transportation facilities and services shall be based on serving current and future travel demand, residential densities, retail, and employment centers. |
| | 7. | Local governments shall encourage the expansion of transit services throughout and beyond the Salem Urban Area, especially to areas of increased residential densities, major commercial concentrations, and large institutional and employment centers. |

EXHIBIT 1

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| Growth Management | 8. The construction of transportation facilities shall be timed to coincide with community needs, and shall be implemented in such a way as to minimize impacts on existing development.

9. Improvements to the transportation system, in addition to those in or abutting a development, may be required as a condition of approval of subdivisions and other intensifications of land use.

10. To mitigate traffic impacts placed on areawide transportation facilities by new development, Transportation System Development Charges, as defined by Oregon Revised Statutes and local government ordinances, may be collected. |
| Decreased Reliance on the SOV | 11. Local governments within the Salem Urban Area shall develop multimodal plans, services, and programs that decrease reliance on the SOV as the dominant means of travel. Progress toward this objective shall be monitored through benchmarks sets forth in Table #1 (Page 53). |
| System Efficiency | 12. The implementation of transportation system and demand management measures, enhanced transit service, and provision for bicycle and pedestrian facilities shall be pursued as a first choice for accommodating travel demand and relieving congestion in a travel corridor, before widening projects are constructed.

13. The Salem Transportation System Plan shall identify methods that citizens can use to commute to work and decrease overall traffic demand on the transportation system. Such methods include transit ridership, telecommuting, carpooling, vanpooling, flexible work schedules, walking, and bicycling. |
| Transportation Safety | 14. Local governments within the Salem Urban Area shall make as a high priority the planning, design, construction, and operation of a safe transportation system for all modes of travel including minimizing conflicts between different travel modes. |
| Public Safety | 15. The rapid and safe movement of fire, medical, and police vehicles shall be an integral part of the design and operation of the transportation system. |
| Accessibility for People with Disabilities | 16. The transportation system shall be designed with consideration of the needs of people with disabilities by meeting the requirements set forth in the Americans With Disabilities Act. |

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| Economic Development | 17. | Supportive of the mobility needs of businesses and industries, the transportation system shall consist of the infrastructure necessary for the safe and efficient movement of goods, services, and people throughout the Salem Urban Area. The Salem Transportation System Plan shall include consideration of the area's rail, aviation, inland marine, pipeline, and truck movement network. The Plan shall include ways to facilitate the intermodal transfer of freight in the area. |
| | 18. | The Salem Transportation System Plan shall identify methods that employers can use to better facilitate the commute of their employees, encourage employees to use alternative travel modes other than the SOV, and decrease their needs for off-street parking. |
| Neighborhood Livability | 19. | Transportation facilities shall be designed and constructed to: minimize noise; energy consumption; neighborhood disruption; economic losses to the private or public economy, and social, environmental, and institutional disruptions; and to encourage the use of public transit, bikeways, and walkways. |
| Aesthetics and Landscaping | 20. | Aesthetics and landscaping shall be considered in the design of the transportation system. Within the physical and financial constraints of the project, landscaping, and where appropriate, public art, shall be included in the design of the transportation facility. Various landscaping designs, plants, and materials shall be utilized by local governments, private entities, or individuals to enhance the livability of the area. |
| | 21. | Major gateway points into the city enhance the impression of the area's beauty and vitality. The Salem Transportation System Plan shall identify major gateway points into the City of Salem. |
| Citizen Involvement | 22. | Opportunities for broad-based citizen involvement in the development, revision, monitoring and implementation of the Salem Area Comprehensive Plan shall be provided by the City of Salem and Marion and Polk Counties. Where neighborhood groups have been officially recognized by the governing body, they shall be included in the planning process. To help assure citizen participation and information, public hearings shall be held prior to adoption of all land use ordinances. |

Intergovernmental
Coordination and
Consistency

23. Local governments within the Salem Urban Area shall coordinate their transportation planning and construction efforts with those of the SKATS, the State of Oregon Department of Transportation, the Salem Area Mass Transit District, and each other. Local transportation plans will be consistent with those developed at the regional and State level. The Regional Transportation System Plan shall be adopted as a detailed plan of the Salem Revised Code.

Environment

24. The City shall take proactive measures to reduce the environmental impacts from transportation programs and projects by ensuring that environmental resources are identified and evaluated for impacts early in the planning stage. Design, construction, and maintenance activities should avoid, minimize, or mitigate adverse environmental impacts. Where appropriate, the City shall look for cooperative opportunities with other public and private organizations to enhance the natural environment as a component of transportation projects and maintenance activities.

Airport Compatibility

25. Land Uses around McNary Airport shall be required to provide an environment compatible with the airport and its operation and which will not be adversely affected by noise and safety problems. Appropriate development regulations shall be adopted as the City of Salem identifies suitable technical and procedural measures.

26. Because of the potential hazards to airborne aircraft, land uses beneath designated approach surfaces within 10,000 feet of the end of McNary Field runways shall not create water impoundments accessible by waterfowl.

27. Commercial uses and other uses that result in concentrations of people shall be prohibited within the clear zones of the runways at McNary Field, to avoid danger to the public safety by potential aircraft accidents.

K. OPEN SPACE, PARKS AND RECREATION

GOAL: To provide for the recreation needs of the Salem urban area through the acquisition and development of adequate parks and recreation facilities.

Park Acquisition and
Development

1. Public parks shall be acquired and developed as recommended by the Comprehensive Park System Master Plan. Early acquisition of park sites shall be considered in anticipation of future needs and to minimize land costs as described in the Urban Growth Management Program.

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| Priority Acquisition | 2. | Priority shall be given to acquiring and developing neighborhood, community, and urban parks. Exceptions will occur in isolated sub-neighborhood units where removing access barriers or providing pedestrian/bicycle linkages to existing parks will be given first priority in satisfying any given service area's recreational needs. |
| School Site and Parks Coordination | 3. | The site selection criteria used to evaluate and select new park sites shall include the location of complementary public facilities such as school sites. |
| Recreation | 4. | Private and public sectors should look for opportunities to meet park facility needs through cooperative agreements. The City shall provide the foundation for private programs or facilities, volunteers, and other appropriate methods to supplement and extend the City's resources in developing and maintaining the park system. |
| Open Space | 5. | The preservation and connection of identified natural open space areas shall be protected through public acquisition and/or land use regulation. |
| Heritage Trees | 6. | Heritage and stands of significant trees, as defined by City ordinance, should not be cut or damaged except when deemed necessary for public safety or reasons stipulated by ordinance. |
| Riparian Related | 7. | The development of uses relating to the Willamette River and area streams for recreation and scenic enjoyment should be encouraged. |

L. SCHOOL LOCATION AND DEVELOPMENT

GOAL: To insure that the coordination of planning, siting, development of schools is consistent with the Salem Area Comprehensive Plan.

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| Public School Planning | 1. | Planning for school location and siting should be done in close coordination with ongoing comprehensive planning, taking into consideration the following: <ul style="list-style-type: none"> (1) the neighborhoods the schools are to serve, (2) any site limitations, (3) the impact upon the transportation system, (4) pedestrian access, and (5) projected residential growth patterns. |
| School Location Within UGB | 2. | Schools which serve students living within the urban growth boundary should be located within the urban growth boundary. |
| | 3. | Schools should be located to avoid serious distractions to study or classroom activity. |

Acquisition Sites

- 4. Acquisition of school sites should be coordinated with the cities and Counties to further the joint acquisition and development of park and school sites and to permit the joint use of school and park facilities..

School Access and Location

- 5. Each school should be located to provide the best possible access to the student population served.
 - a. Elementary Schools:
 - (1) Should be located in the center of existing or future residential neighborhoods within safe and reasonable walking distance of as many students as possible.
 - (2) Should be located in such a way that their attendance areas will be bounded, rather than intersected, by barriers presenting obstacles or dangers to children walking to and from school. Such barriers include major streets and highways, railroads, waterways and heavy industrial areas.
 - (3) Should, whenever possible, be on residential streets which provide sufficient access for buses and other necessary traffic but have a minimum of nonschool-related vehicle activity.
 - b. Secondary Schools
 - (1) Should have adequate, safe and direct access from the community's principal street network.
 - (2) Should be in locations which are geographically central to the population served.
 - (3) Should be designed, sited and constructed to encourage the use of walkways, bikeways and public transit.

M. PUBLIC AND SEMI-PUBLIC BUILDINGS AND LANDS

GOAL: To provide for an arrangement of public and semi-public facilities and services that compliment private development and meet the needs of Salem area residents.

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| Public Buildings | 1. | Principal local government, state and federal offices should be located within the downtown area. |
| Capitol Mall | 2. | Within the Salem metropolitan area state-owned buildings which house the executive, legislative, judicial, or state-wide administrative offices of any state agency shall be located on the Capitol Mall, except when an agency can demonstrate the necessity of locating off the mall. Plans for development and redevelopment of State facilities shall take into account social, environmental, energy and economic impacts upon residential population. |
| "J" Building | 3. | The historic "J" building at the Oregon State Hospital may be remodeled for state office purposes provided the primary access to the site is from Hawthorne Avenue and the proposal is consistent with the Oregon State Hospital and Penitentiary Properties Land Use Plan as adopted in 1976 and amended in 1983 and 1986. |
| Access | 4. | Major public and semi-public buildings shall be located on or near arterials and have well-planned access and parking. |
| Convention and Conference Facilities | 5. | Convention and conference facilities for the Salem area shall be located in the downtown area close to other public and commercial facilities and with easy transportation access. |

NATURAL RESOURCES**N. SCENIC AND HISTORIC AREAS, NATURAL RESOURCES AND HAZARDS**

GOAL: To conserve open space, protect natural, historic, cultural and scenic resources, and to protect life and property from natural disasters and hazards.

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| Use of Agricultural Land | 1. | Where lands in part-time agricultural use have been included within the urban growth boundary, the agricultural use shall be encouraged to continue until such lands are needed for urban uses pending urban development. Properties in agricultural use will be considered for deferral of City sewer and water assessments and City tax differential upon annexation. |
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| Agricultural Land in Salem and Outside the UGB | 2. | Where lands in agricultural and related resource uses are within the Salem city limits but outside of the urban growth boundary, the practice of these uses shall be encouraged to continue. Such designated areas shall be protected from intrusion by conflicting non-farm uses and influences. At such time as additional land is needed for urbanization, such areas may be considered for urban use for inclusion in the urban growth boundary due to their history and proximity to other urban uses. |
| Natural, Ecological, Historic and Scenic Areas | 3. | Identified areas of significant architectural, archeological, natural, ecological, historic or scenic value, which have been so designated and approved by the appropriate governing body, shall be protected for future generations. Where no conflicting uses have been identified, such resources shall be managed to preserve their original character. When conflicting uses are identified, resources shall be protected by acquisition or by plans which limit the intensity of development and promote conservation of these resources. |
| Drainage Courses | 4. | Storm water storage facilities shall be located, designed, and maintained in accordance with the Storm Water Master Plan and the Comprehensive Parks System Master Plan in order to facilitate joint use of such facilities to the extent possible. |
| Waterways | 5. | Waterways shall be protected, preserved, and maintained as drainage courses and scenic, recreational, and natural resources. These characteristics shall be considered during the development review process. Public access to waterways for maintenance purposes should be provided. |
| Wildlife Habitats | 6. | Identified significant wildlife habitats shall be protected and managed in accordance with State wildlife management practices. The importance of riparian vegetation as wildlife habitat shall be considered during the development review process. |
| Flood Hazards | 7. | Development in the floodplain shall be regulated to preserve and maintain the capability of the floodplain to convey the flood water discharges and to minimize danger to life and property. |
| Geologic Hazards | 8. | Development in areas identified as geologically hazardous shall be prohibited, or permitted only to the extent the hazard is correctable without impairing other properties. |

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| Aggregate Resources | 9. | The location, quality, and quantity of aggregate resources shall be identified. The property owner shall plan for the conservation, development, and redevelopment of the resource land as appropriate to meet future needs. The map designation of these lands shall be Resource Extraction, with a secondary designation established based on the redevelopment potential of the residual lands. The secondary designation shall not be activated until extraction operations have been terminated. The reclamation plans of the individual extraction operations, which are subject to local governmental review and approval, shall incorporate secondary land use designations for each parcel. |
| Historic Sites and Structures | 10. | The historic, cultural and architectural character of structures identified in the National Register of Historic Places and structures designated as historic buildings pursuant to the City's land use shall be preserved. Preservation is achieved by limiting those uses that conflict with the historic resource, identified to be building alteration and demolition. The City's land use regulations the process for alteration/demolition review and limitation, as well as the procedure for making additional designations. |
| Wetlands | 11. | Salem urban area wetlands shall be identified, inventoried, and documented as to their significance as a resource. Such activities shall be coordinated among the jurisdictions. Appropriate comprehensive plan policies and development regulations shall be adopted by the next periodic review. In the interim development in areas identified as wetlands shall be permitted only to the extent granted by State and Federal regulatory agencies. |

O. WILLAMETTE RIVER GREENWAY

GOAL: To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River.

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| Use of Land | 1. | Regulations to control the use of land and the intensity of uses within the Willamette River Greenway Boundary shall be maintained. |
| Vegetation and Wildlife | 2. | Riparian vegetation and wildlife within the Greenway Boundary shall be conserved. Conservation shall include protecting and managing riverbanks, sloughs, wildlife, and vegetation. |
| Scenic Easements | 3. | Scenic easements shall be used where practical to preserve and enhance the character of the river within the Greenway Boundary. |

EXHIBIT 1

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| Public Access | 4. | Where private property is adjacent to public use areas, measures shall be taken to minimize disturbance to the private property. |
| | 5. | Development and redevelopment within the Greenway Boundary should include provisions for public access to and along the river. |
| Park and Recreation Sites | 6. | Existing parks within the Greenway Boundary shall be preserved and maintained. Additional sites for recreation and scenic views and access to the Willamette River should be acquired. |
| Changes of Land Uses | 7. | New development and changes of land uses which are compatible with the Greenway concept as defined in the State Land Use Goal may be permitted along the Willamette River. |
| | 8. | The review of proposed land use changes shall include the establishment of an appropriate setback from the Willamette River. |
| Aggregate Extraction | 9. | Aggregate extraction may be permitted within the river channel and on lands adjacent, when determined to be compatible with the purpose of the Greenway. Proposed extraction activities shall be designed to minimize the adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, noise and potential land use. |
| Timber Harvesting | 10. | The harvest of timber will be conducted in a manner which will ensure that the natural scenic qualities of the Greenway will be maintained to the greatest extent practicable or restored within a brief period of time. |
| Dredging | 11. | The continued dredging of the Willamette River shall be encouraged for the purpose of channel maintenance, bank stabilization, and to facilitate commercial river traffic and recreational boating. Dredging operations should minimize the adverse impact on existing fish and wildlife habitat, riverbank vegetation and public and private property. |
| Visual Access | 12. | Visual access and a sense of openness should be provided by maximizing the open space between buildings and the river. |

River Oriented Use

13. Within Salem, the transition of the waterfront areas designated Commercial, Commercial Industrial or Industrial use to a mixture of commercial, office and high density residential uses shall be encouraged.
14. Except for aggregate and mineral extraction and processing, expansion of existing industries within the Salem Urban Area portion of the Greenway may be permitted only if such expansion is necessary to ensure their continuation or to comply with Federal or State requirements.

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TABLE 1

Measure	Description	Measurement	Previous Years					Benchmark 2030
			2010	2015	2020	2025		
1a	New Dwelling units (d.u.) within 1/4 mile of transit stops	Ratio of new d.u. within 1/4 mile walking distance of transit stops (with frequency of service of 30 minutes) to all new d.u. in the city	22.8% ('98-'08)	23%	27%	31%	36%	41%
1b	New Dwelling units (d.u.) within 1/4 mile of transit stops	Ratio of new d.u. within 1/4 mile walking distance of transit stops (with frequency of service of 15 minutes in peak hour) to all new d.u. in the city	3.2% ('98-'08)	3.5%	4.5%	6.5%	8.5%	10.5%
2	Jobs in Activity Nodes and Corridors	Ratio of total jobs in Activity Nodes and Corridors to all jobs in the city, excluding industrial zones.	61.28% (2005)	61%	62%	63%	64%	65%
3	New d.u. in Activity Nodes and Corridors	Ratio of new d.u. in Activity Nodes and Corridors to all new d.u. in the city	12.1% ('98-'08)	12.5%	14.5%	16.5%	18.5%	20.5%
4	Bicycle Lanes	Percentage of streets designated to have bike lanes that are striped with bike lanes	53% (2008)	54%	58%	62%	66%	70%
5	Growth in Mid-Valley rideshare database	Number of people in database using alternative modes	945	double rate of population increase	double rate of population increase	double rate of population increase	double rate of population increase	double rate of population increase

The above benchmarks have been accepted by the City of Salem, but are contingent on the continued cooperation of all the regional partners,

EXHIBIT 1

especially the Salem Area Transit District, and including City of Keizer, Marion and Polk Counties, MWVCOG, and the Salem Keizer School District.

Criteria and Findings for Proposed Amendments
Salem Economic Opportunities Analysis

SALEM AREA COMPREHENSIVE PLAN AMENDMENT CRITERIA

Adoption of the Salem Economic Opportunities Analysis (EOA) involves revising goals and policies in the Salem Area Comprehensive Plan (SACP) and adding language to the SACP that describes Salem's long-term employment land needs. These revisions are a "Major Comprehensive Plan Amendment," and major Comprehensive Plan amendments may be made if the following criteria are met per SRC 64.020(f)(1):

1. The amendment is in the best interest of the public health, safety, and welfare of the City.
2. The amendment conforms to the applicable Statewide Planning Goals and applicable administrative rules adopted by the Department of Land Conservation and Development.

An amendment to SRC Chapter 64, Comprehensive Planning, is required to add the definition of EOA (SRC 64.005) to the list of definitions and to add the EOA to the list of support documents for SACP (SRC 64.015(b)). SRC 110.085 establishes the following approval criteria that must be met in order for a code amendment to be approved:

1. The amendment is in the best interest of the public health, safety, and welfare of the City.
2. The amendment conforms with the Salem Area Comprehensive Plan, applicable Statewide Planning Goals, and applicable administrative rules adopted by the Department of Land Conservation and Development.

Procedural Findings

City Council initiated this amendment as a major amendment to the SACP with adoption of Resolution 2015-36 on August 24, 2015. Notice of the proposed amendment was submitted to the Department of Land Conservation and Development on September 2, 2015 as required by SRC 300.1110. Mailed and published notice of the public hearing was provided pursuant to SRC 300.1110.

Public Health, Safety, and Welfare of the City

The goal of the SACP is to accommodate development in a timely, orderly and efficient arrangement of land uses, public facilities and services to meet the needs of present and future residents of the Salem urban area. The purpose of the EOA is to develop strategies to provide sufficient land to meet Salem's employment needs over the next 20 years, inform policy decisions related to employment lands, and enhance the relationship between the City's land use and economic development programs. This includes amending SACP goals and policies related to economic development as well as commercial, industrial and mixed-use development.

The amended goals and policies are intended to help Salem grow and attract businesses, increase traded-sector employment, and strengthen the economic base of the community. For example, this proposed amendment adds a goal to promote commercial development that supports the growth of traded-sector employment. It also revises a policy to clarify that redevelopment should be encouraged to provide neighborhood services or as part of mixed-use development and add a policy to help ensure a supply of industrial land. Other revisions to policies encourage development to promote connectivity and compatibility with surrounding neighborhoods.

This proposed amendment also adds language to the SACP that describes Salem's long-term employment needs – specifically a 271-acre deficit of commercial land and 907-acre surplus of industrial land over the next 20 years. Amending the SACP to include this language will allow the City to take into account its long-term employment land needs when considering zone change requests involving commercial or industrial land. This, in turn, will help ensure that there is enough land to meet the community's employment needs in the future. This proposed amendment is therefore in the best interest of the health, safety and welfare of the City.

State of Oregon: Statewide Planning Goals and Applicable Administrative Rules

The proposed amendment is consistent with and conforms to the Statewide Planning Goals and applicable administrative rules as described below.

Goal 1: Citizen Involvement

(To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.)

Finding

Staff conducted a variety of public engagement activities to ensure the public had the opportunity to be involved in the preparation of the EOA. A 21-member Advisory Committee – comprised of two City Councilors, two Planning Commission members, neighborhood association board members, community organization representatives, and representatives from the development, finance, and affordable housing industries – was formed to review project materials and advise City staff throughout the course of the project. The committee met seven times, and the public was invited to attend the meetings and provide input. The City also created a project website – www.cityofsalem.net/salem-eoahna – that was regularly updated with project materials and sent emails about project updates and upcoming meetings to more than 180 interested parties. Other public engagement activities included staff presentations about the project to community organizations, a survey on potential housing strategies, tweets about upcoming meetings, and articles in the Development Bulletin published by the Public Works and Community Development Departments. The public outreach conducted to prepare the EOA therefore satisfies the requirements of this goal.

Goal 2: Land Use Planning

(To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.)

Finding

The EOA, with its findings on Salem's long-term employment land needs, provides the City with a factual basis for land use decisions related to commercial and industrial land. Specifically, the proposed amendment adds language to the SACP that specifies that Salem's portion of the urban growth boundary (UGB) has a 271-acre deficit of commercial land and 907-acre surplus of industrial land. This will allow the City to take into account its long-term employment land needs when considering zone change requests involving commercial or industrial land. The proposed amendment also adds a new policy to the SACP that describes the characteristics of industrial land that may be appropriate for conversion to commercial or other non-industrial uses. This will inform policy decisions related to the rezoning of industrial land. Overall, the proposed amendment is supportive of the City's land use planning framework and therefore complies with this goal.

Goal 9: Economic Development

(To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.)

Finding

One of the main purposes of the EOA was to ensure that there was sufficient land within Salem's portion of the Urban Growth Boundary (UGB) to meet employment needs over the next 20 years. Therefore, many of the revised goals and policies in the proposed amendment seek to manage the industrial land base and encourage commercial and mixed-use development in order to provide adequate opportunities for economic activities in Salem's portion of the Urban Growth Boundary (UGB). For example, the amendment adds a goal to monitor the supply of industrial land and conversions to commercial uses to ensure a long- and short-term supply of industrial land. Another new goal promotes "commercial development that supports growth of traded-sector commercial employment." Other new or amended goals and policies support economic development by encouraging job growth and promoting the growth of traded-sector businesses. One such revised policy calls for the Community Development and Urban Development departments to work together to develop an economic development strategic plan. This proposed amendment is therefore consistent with this goal.

Goal 10: Housing

(To provide for the housing needs of citizens of the state.)

Finding

The proposed amendment revises a policy to make it easier to develop mixed-use projects in Salem, which would expand housing choice. Specifically, the revised policy seeks to simplify mixed-use design standards and make them easier to use. The proposed amendment also revises a goal related to commercial development by specifying that the central business district is an area appropriate for mixed-use development. This proposed amendment is therefore consistent with this goal.

Goal 12: Transportation

(To provide and encourage a safe, convenient, and economic transportation system.)

The proposed amendment encourages a safe and convenient transportation system by revising policies to stress the importance of providing pedestrian and bicycle connectivity between commercial developments and residential neighborhoods. For example, one revised policy calls for external connectivity from residential development and other commercial development to commercial areas. This proposed amendment is therefore consistent with this goal.

Goal 14: Urbanization

(To provide an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.)

Finding

As mentioned above, the EOA seeks to ensure that there is sufficient land within Salem's portion of the UGB to meet employment needs over the next 20 years. It found that there is a deficit of commercial land and surplus of industrial land, and it recommended ways to address these land needs. By adding the EOA findings to the SACP and adopting the full EOA as a support document to the SACP, this proposed amendment is consistent with this goal.

The proposed amendment also seeks to accommodate urban employment inside Salem's portion of the UGB by revising goals and policies to reflect Salem's need to preserve industrial land and increase its supply of commercial land to meet future employment needs. For example, new policies in the proposed amendment call for ensuring a sufficient short-term supply of serviced industrial land and identifying areas that may be appropriate to convert from industrial to commercial uses over the long-term. Other revised goals and policies encourage mixed-use development, promote pedestrian and bicycle connectivity, and ensure commercial centers are compatible with surrounding residential development, all of which help create more livable communities. Promoting mixed-use development also helps ensure an efficient use of land. The proposed amendment is therefore consistent with this goal.

Goals 3, 4, 5, 6, 7, 8, 11, 13, 14, 15, 16, 17, 18 and 19

Not applicable to this proposed amendment

Administrative Rule 660-024-0040 Land Need

This section states in part that the "UGB must be based on the appropriate 20-year population forecast for the urban area as determined under Rules in OAR 660, div 32, and must provide for needed housing, employment and other urban uses such as public facilities, streets and roads, schools, parks and open space over the 20-year planning period consistent with the land need requirements of Goal 14 and this rule."

The EOA establishes the fact that the existing amount of land within Salem's portion of the UGB is sufficient to meet employment land needs over the 2015-2035 planning period, and therefore a UGB expansion is not needed. It specifies that there is a surplus of industrial land and a deficit of commercial land, so it recommends strategies to meet that need within Salem's portion of the UGB. The EOA bases that need for employment land on a population forecast allowed under a safe harbor in the OAR 660-024-0040. That safe harbor allows Salem to assume that the current number of jobs in the Salem urban area will grow at a rate equal to the population growth rate for the urban area in the adopted 20-year population forecast. The EOA therefore uses the growth rate of 1.25 percent, which is the average annual growth rate for Salem's portion of the UGB based on the coordinated population forecast adopted by Marion County in 2009. The proposed amendment, which adopts the EOA as a support document and adds the EOA findings to the SACP, is therefore consistent with this administrative rule.

Salem Area Comprehensive Plan

The proposed amendment to SRC Chapter 64 adopts the EOA as a support document to the SACP. This is consistent with the SACP's goals and policies that seek to strengthen the economic base of Salem and ensure the quality of life of present and future residents. The Salem Revised Code also implements the SACP, so the proposed amendment ensures consistency between the two when adopting the EOA and its findings.

FOR CITY COUNCIL MEETING OF:
AGENDA ITEM NO.:

October 12, 2015
4(b)

TO: MAYOR AND CITY COUNCIL
THROUGH: *Kacey Duncan*
KACEY DUNCAN, INTERIM CITY MANAGER
FROM: GLENN W. GROSS, DIRECTOR *GWG*
COMMUNITY DEVELOPMENT DEPARTMENT
SUBJECT: ADOPTION OF THE SALEM ECONOMIC OPPORTUNITIES
ANALYSIS

ISSUE:

Should the City Council advance Ordinance Bill No. 20-15, amending to the Salem Area Comprehensive Plan and Salem Revised Code Chapter 64 (Comprehensive Planning) to adopt the Salem Economic Opportunities Analysis, to second reading for enactment?

RECOMMENDATION:

Advance Ordinance Bill No. 20-15, amending the Salem Area Comprehensive Plan and Salem Revised Code Chapter 64 (Comprehensive Planning) to adopt the Salem Economic Opportunities Analysis, to second reading for enactment.

SUMMARY AND BACKGROUND:

On August 24, 2015, the City Council adopted Resolution No. 2015-36 to initiate an amendment to the Salem Area Comprehensive Plan (SACP) and Salem Revised Code (SRC) Chapter 64 to adopt the Salem Economic Opportunities Analysis (EOA). The EOA, which was completed in December 2014, examined Salem's employment land needs over the next 20 years and determined that Salem's portion of the Urban Growth Boundary (UGB) has a deficit of 271 acres of commercial land and a surplus of 907 acres of industrial land.¹ **Attachment 1** is a map of Salem's portion of the UGB. The EOA, along with the Salem Housing Needs Analysis, also validated that the existing UGB does not need to be expanded to meet Salem's land needs.

Adoption of the EOA includes the following four parts:

1. Adding key EOA findings to the Salem Area Comprehensive Plan (SACP);
2. Updating SACP goals and policies;
3. Adopting the EOA as a support document for the SACP; and

¹ The "surplus" of industrial land means that not only does Salem have enough land to accommodate projected employment growth over the next 20 years but has the land to accommodate additional growth.

4. Amending SRC Chapter 64 to list the EOA as a support document for the SACP.

If adopted, the EOA will inform policy decisions related to employment land, including responses to zone change requests on commercial or industrial land. Adopting the EOA will also help the City align its land use and economic development programs and respond to the City of Keizer's Economic Opportunities Analysis. The EOA and corresponding Employment Implementation Strategy can be found online at www.cityofsalem.net/salem-eoahna.

FACTS AND FINDINGS:

Procedural Findings

1. The City Council unanimously voted at its June 22 work session to approve initiating the process to adopt the EOA.
2. Adoption of the EOA involves revising goals and policies in the SACP and adding key EOA findings to the SACP. These revisions are a "Major Comprehensive Plan Amendment," and major Comprehensive Plan amendments must be initiated by the City Council under SRC 64.020(e)(1).
3. To adopt the EOA, an amendment to SRC Chapter 64, Comprehensive Planning, is required to add the definition of EOA (SRC 64.005) to the list of definitions and to add the EOA to the list of support documents for the SACP (SRC 64.015(b)). Amendments to the SRC may be initiated by the City Council pursuant to SRC 300.1110(a)(1).
4. On August 24, the City Council adopted Resolution No. 2015-36 to initiate an amendment to the SACP and SRC Chapter 64 to adopt the EOA.
5. On September 12, the City Council conducted first reading of Ordinance Bill No. 20-15, amending to the SACP and SRC Chapter 64 to adopt the EOA.
6. A hearing before the City Council is required for major Comprehensive Plan amendments and all code amendments under SRC 300.110(b)(1).

Key EOA Findings

1. **Industrial Land:** Salem has 907 acres more of industrial land than is needed to accommodate projected employment growth over the 2015 to 2035 period. The "surplus" of industrial land means that not only does Salem have enough land to accommodate projected employment growth over the next 20 years but has the land to accommodate additional growth. There is about 900 acres of high value industrial areas in Salem, including land in the Mill Creek Corporate Center. High value industrial land has unique characteristics – such as being flat and having direct access to a state highway or Interstate 5 – that make it highly desirable for

manufacturing and other traded-sector businesses. This industrial land base is unique in the Willamette Valley.

2. **Commercial Land:** Salem has a deficit of 271 acres of commercial land. About 60 percent of this deficit – roughly 170 acres – is for office and commercial services.

Summary of Proposed Amendments

1. Adding key EOA findings to the SACP

This amendment would add key findings from the EOA to the SACP. The findings are set forth in Section IV. Salem Urban Area Goals and Policies, page 36. Those findings, as mentioned above, include a 271-acre deficit of commercial land and 907-acre surplus of industrial land in Salem's portion of the UGB over the next 20 years. Adding this language to the SACP would help the City respond to requests to change zoning on commercial or industrial land. With this amendment, the City would consider the EOA findings when making land use decisions, including zone change decisions. One of the main purposes for conducting the EOA was to inform policy decisions related to commercial and industrial land.

In addition, the City would be able to use the EOA findings if asked to respond to the City of Keizer's Economic Opportunities Analysis and any associated proposals. The EOA findings, if added to the SACP, would clearly demonstrate Salem's employment land needs and capacity for future growth compared to Keizer's land needs.

2. Updating SACP goals and policies

This amendment would revise SACP goals and policies related to economic development and commercial, industrial and mixed-use development. The amendment adds and removes language throughout Section IV. Salem Urban Area Goals and Policies, pages 38-46. Many of the revisions would update the goals and policies to reflect Salem's employment land needs based on the EOA findings. For example, the SACP would be amended to include a new policy to "identify areas that may be appropriate for converting from industrial to commercial or other non-industrial uses over the long-term." This would reflect the EOA finding that Salem does not have enough commercial land to meet its employment needs over the next 20 years. Other policies would be added to stress the importance of maintaining a long-term supply of industrial land.

This amendment would also align the SACP goals and policies with the City's economic development program. Salem seeks to attract more traded-sector industries, particularly manufacturing businesses that provide higher-than-average jobs. This amendment would add and revise industrial development and economic development goals and policies to emphasize this strategy. For example, a new economic development goal would be to "grow and attract traded-sector businesses, especially businesses with above average wages." Another policy would be revised

to reflect the City's desire to preserve key high value industrial land, including areas where the City has made substantial investments in infrastructure.

In addition, this amendment would remove outdated policies and clarify the intent of other policies. For example, an existing policy that calls for increasing labor intensive employment opportunities in the community would be removed because employment in many industries is becoming less labor intensive and more dependent on mechanization. The policy is therefore out of date.

3. Adopting the EOA as a support document to the SACP

This amendment would make the EOA a support document to the SACP. Support documents are not part of the SACP but instead provide policy guidance to the City. Adopting the EOA would reinforce the City's desire to provide sufficient land to meet its future employment needs.

The EOA makes recommendations related to commercial and industrial lands and includes information about existing employment land supply and land needs in Salem's portion of the UGB. If the EOA is adopted, the recommendations and information would inform policy decisions related to employment lands. For example, the EOA identifies high value industrial sites such as the Mill Creek Corporate Center and explains why they should be preserved. While the listing of high value industrial sites in the EOA would not obligate the City to preserve them, the information could serve as a policy guide for decisions about the future of industrial properties in Salem. Ultimately, the City would still retain flexibility in making such decisions.

Similarly, the EOA states that not all existing industrial land is best suited for industrial development, and therefore, some properties should be considered for conversion to commercial land. The EOA lists characteristics of land that could be appropriate to convert, such as industrial land that is largely surrounded by incompatible uses like housing or that is adjacent to properties that have converted to commercial uses. If the EOA is adopted, that information could provide guidance to the City when considering requests to rezone industrial land. (No zone changes will be made by adopting the EOA.)

4. Amending SRC Chapter 64 to list the EOA as a support document for the SACP

This amendment would amend SRC Chapter 64 to add the EOA to the list of support documents for the SACP. As mentioned above, support documents provide policy guidance to the City but are not part of the SACP.

Substantive Findings

Adoption of the EOA involves revising goals and policies in the SACP and adding EAO findings to the SACP. These revisions are a "Major Comprehensive Plan Amendment," and major Comprehensive Plan amendments may be made if the following criteria are met per SRC 64.020(f)(1):

1. The amendment is in the best interest of the public health, safety, and welfare of the City.
2. The amendment conforms to the applicable Statewide Planning Goals and applicable administrative rules adopted by the Department of Land Conservation and Development.

An amendment to SRC Chapter 64, Comprehensive Planning, is required to add the definition of EOA (SRC 64.005) to the list of definitions and to add the EOA to the list of support documents for SACP (SRC 64.015(b)). SRC 110.085 establishes the following approval criteria that must be met in order for a code amendment to be approved:

1. The amendment is in the best interest of the public health, safety, and welfare of the City.
2. The amendment conforms with the Salem Area Comprehensive Plan, applicable Statewide Planning Goals, and applicable administrative rules adopted by the Department of Land Conservation and Development.

Exhibit 2 of Ordinance Bill No. 20-15 contains findings that indicate that the proposed amendment is in the best interest of the public health, safety and welfare of the City and it conforms to the applicable Statewide Planning Goals and SACP.

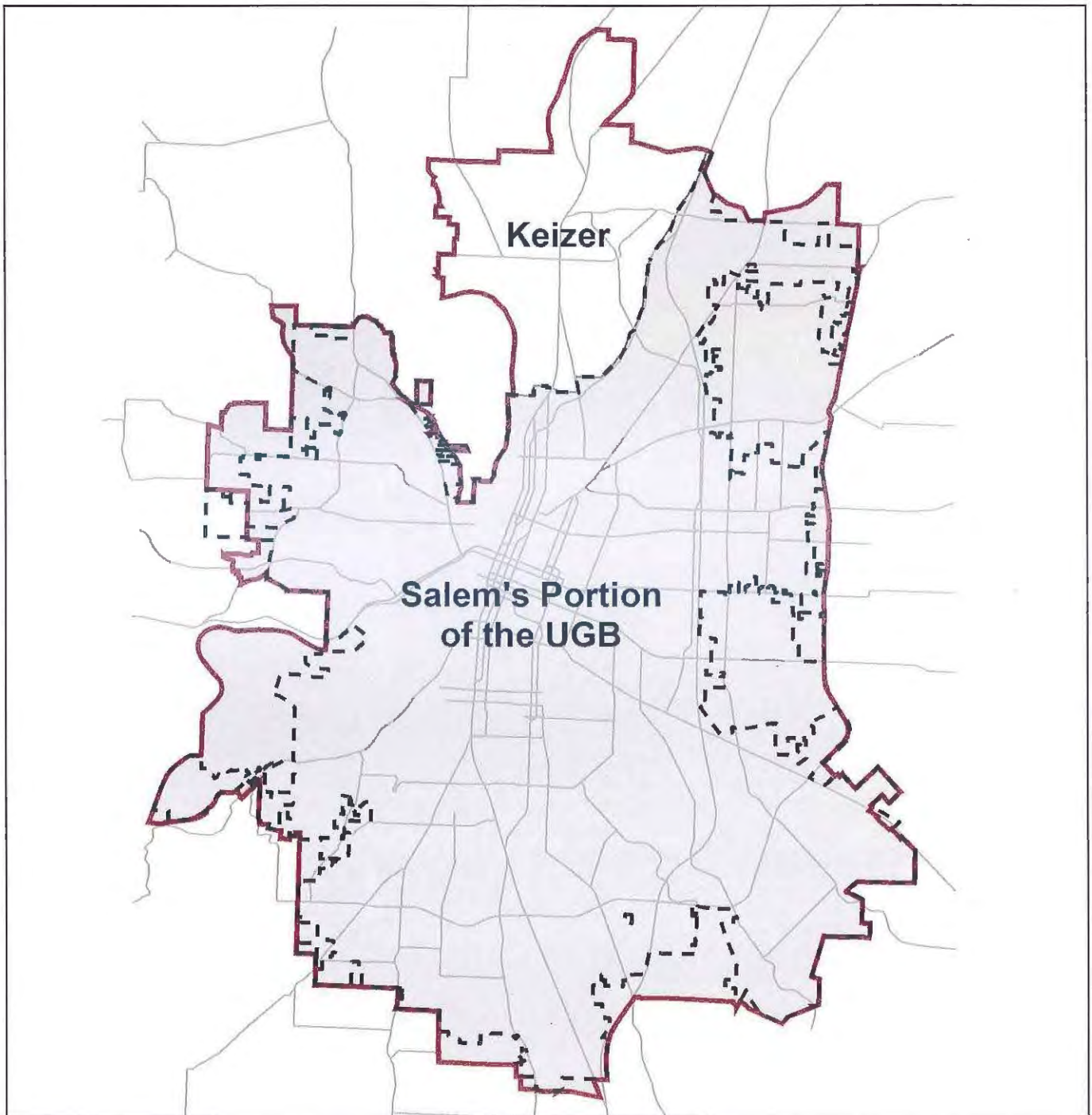


Lisa Anderson-Ogilvie, AICP
Planning Administrator




Prepared by: Eunice Kim, Planner II

Attachment 1: Map of Salem's portion of the UGB
Ward: All
September 16, 2015

Salem's Portion of the Urban Growth Boundary



Legend

-  Salem's Portion of the UGB
-  Urban Growth Boundary
-  Salem City Limits

2000 Feet



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Community Development Dept.

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