



Prepared by

The Citizens of West Salem

In Conjunction with

**The City of Salem
Community Development Department
Planning Division**

October 2003
Effective April 7, 2004

Salem City Council

Mike Swaim, Mayor (through Dec. '02)

Janet Taylor, Mayor (start Jan. '03)

Kasia Quillinan

Bill Smaldone (through Dec. '02)

Jim Randall (start Jan. '03)

Brad Nanke

Wes Bennett

Rick Stucky

Bob Wallace (through Dec. '02)

Bruce Rogers (start Jan. '03)

Anna Braun

Glenn Wheeler (through July '02)

Linda Bierly (July '02 - Dec. '02)

Dan Clem (start Jan. '03)

Planning Commission

Sharyn Brunkal

Wendy Kroger

Kelly Munger

Cameron La Follette (Start Feb. '02)

Anthony Nielsen

Roz Shirack

David Skilton

West Salem Neighborhood Plan Steering Committee

Barbara Michels, Chair

Tim Klarr, Vice Chair

Linda Bierly

Sharyn Brunkal

Carolyn Carr

Tom Clark

Craig Cline

E.M. Easterly

Terry Kelly

Garth Larson

Tom Ritchey

Administration

Robert DeLong, City Manager

Robert Wells, Assistant City Manager

Project Staff

Vickie Hardin Woods, Director, Community Development Department

David Pratt, Planning Administrator

Cecilia DeSantis Urbani, Principal Planner

Lisa Van de Water, Project Manager, Senior Planner

Contributing Staff

Dan Riordan, Senior Planner, Urban Development

Alan Kessler, GIS Planner

Citizen Volunteers

Rosalie Baer	Richard Gitschlag	Darla Rice
Diane Barnes	Lynn Halladey	Terry Ritner
Stan Bartlett	Barbara Halliday	Alee Robbins
Louise Bates	Paul Hammer	Richard Robbins
Betsy Belshaw	Rick Hammerquist	Dan Saltz
Vicki Berger	Betty Hart	Pat Saltz
Roy Bennett	Lisa Hemesath	Helen Schafer
Gordon Bergman	Arnella Hennig	Diane Schauer-Volkman
Ken Bierly	David Higgins	Stuart Shaw
Melvin Bitikofer	Harold Jensen	Wayne Simmons
Dale Boese	Brent Johnson	Karen Sjogren
Mark Buchholz	Duane Johnson	Tom Stern
Bill Burich	Marvel Johnson	Jim Stevenson
Jim Burness	Patricia Johnson	Gerry Stewart
Pat Carman	Suzy Klassen	Dorald Stoltz
Jim Castle	Dave Knieling	Lorraine Stuart
Shirley Christiansen	Robert Kraft	Edith Tankersley
Cherie Cline	Barbara Latham	Jack Tankersley
Fred Cooper	Janet Lien	Betty Thede
Bob Cortright	Adel Martin	Ralph Thede
George Crispin	Lynnette Martino	Eric Thompson
Bob DePay	Tim McGee	David Truitt
Doug Detering	Dennis McIntire	Genene Valleau
Jean Dubois	Michael Meaghers	Delight Walker
Cy Eberhart	Judy Mears	Alice Watson
Scott Erickson	Sandra Meredith	Bill Weaver
Nick Fortey	Dixie Montague	Glenn Wellever
Evelyne Fowler	Lyle Mordhorst	Laura Willcoxon
Russ Fowler	Bill Olson	Patricia Wood
Bill Frey	Eva Olson	Kim Wood
Bill Frohnmayer	Jay Orand	
Terri Frohnmayer	Ernest Perez	
Dave Galati	Bill Putney	
Mark Gehlar	Mary Raney	

Table of Contents

Table of Contents iii

Chapter 1 - Introduction 5

Chapter 2 - History and Profile 9

Chapter 3 - Land Use, Urban Design, & Housing 11

Chapter 4 - Generalized Land Use Map 19

Chapter 5 - Transportation and Public Facilities 23

Chapter 6 - Parks, Open Space and Environmental Quality..... 29

Chapter 7 - Parks and Natural Resource Opportunities Map..... 35

Chapter 8 - Edgewater Street-Wallace Road Planning Area 39

Glossary of Terms..... 43

Intentionally Blank

Chapter 1 - Introduction

THE PURPOSE of the neighborhood planning process is to identify a broad range of issues that are of concern to the residents, business owners, and property owners of the neighborhood and devise goals and policies to help guide future development in light of those concerns. In conjunction with broader policies and implementation measures contained within the Salem Area Comprehensive Plan (SACP), the neighborhood planning process is intended to protect and enhance livability within the West Salem community.

Relationship to the Comprehensive Plan

In general, a comprehensive plan is intended to provide broad policy direction that is then implemented through more specific development regulations and capital expenditure programs over a twenty-year period. Comprehensive plans do not, however, typically address the more detailed needs and concerns of individual neighborhoods. This is the purpose of a neighborhood plan—a plan that provides for more detailed goals and policies of the neighborhood as a refinement of and consistent with the SACP (SRC 64.360).

At the time the West Salem Neighborhood Plan (PLAN) was adopted the City of Salem was undergoing review of its Comprehensive Plan. In a three-phase process titled *Salem Futures*, extensive public involvement helped to determine the preferred land uses for Salem in the next 50 years. Phase III of this process, not

yet initiated at the time of PLAN approval, will guide the implementation of the preferred land use alternative.

The Neighborhood Planning Process

The PLAN was developed by a group of West Salem citizens representing the West Salem Neighborhood Association, West Salem Business Association, Glenn & Gibson Creeks Watershed Council, Polk County Board of Commissioners, and generally interested residents and property owners, with assistance and guidance from the City of Salem Community Development Department Planning Division. The actual preparation of the PLAN was coordinated by the Neighborhood Plan Steering Committee, whose members were appointed by the Neighborhood and Business Associations to represent the interests of the neighborhood as a whole. Additionally, four Working Groups comprised of citizen volunteers helped to establish goals and policies based on community input.

A draft version of the PLAN was advertised and made available for review and comment by all residents of the neighborhood. After considering and reconciling comments from the residents, the PLAN was endorsed by the Neighborhood and Business Associations and forwarded to the Planning Commission for its consideration. The City Council adopted the October 2003 PLAN by legislative amendment on March 8, 2004.

This PLAN is intended for use by all those who have concerns with land use actions in the West Salem community, including local officials, persons with development interests, state, county, regional, and federal agencies, neighborhood and community groups, and citizens of all interests.

Overview of the Plan – Definitions and Obligations of Goals, Policies and Neighborhood Action Items

The PLAN includes three issue area chapters as follows:

- * Land Use, Urban Design, and Housing;
- * Transportation and Public Facilities; and
- * Parks, Open Space, and Environmental Quality.

These chapters contain goals, policies, and neighborhood action items relevant to the identified issue areas. In addition, there are two maps that have central importance to the PLAN:

- * The Generalized Land Use Map (GLUM); and
- * The Parks and Natural Resource Opportunities Map.

The GLUM represents the land use plan for the next 20 years, but anticipates the 50-year

preferred land use plan identified in the Salem Futures process.

Goals, policies and neighborhood action items identify the intent of the community and the City to accomplish certain results. The different types of plan statements vary in specificity. Goals are the most general, and policies and neighborhood action items are the most specific. The City's obligations under these statements vary according to the type of statement.

The goals and policies are intended to relate to one another. The goals are followed by supportive policies. The neighborhood action items relate to the general issue areas of each chapter.

Only the goals, policies and generalized land use map are adopted as part of the SACP. Specific recommendations as to zoning or public improvements and the neighborhood action items are not adopted, but are considered and acted upon separately.

The Comprehensive Plan and its Neighborhood Plan elements are the general guide for the City in matters relating to land use. However, a number of other factors should be recognized:

1. The PLAN is not the only document that establishes City policies and planning activities. For example, the City must also

conform to the Facilities Plan, Municipal Code, state and federal regulations, and inter-governmental agreements. To the extent possible, these requirements are referenced in the PLAN.

2. If the PLAN statements do not address a project or process, the City may still take appropriate action to address it. However, if necessary, the PLAN should be amended in this circumstance.

Although the goals and policies do not specifically address disaster situations (washed out roads, fire, broken utility lines, etc.), the City's responsibility in area of safety and public health may occasionally require emergency actions that would otherwise require adherence to specific permit requirements and findings of PLAN compliance.

PLAN Statements:

I. GOAL

Definition – A stated ideal or value toward which effort is directed for achievement.

Obligation – The City shall make land use and limited land use decisions in compliance with SACP and PLAN goals unless actions are being taken that clearly supports another goal and there are sufficient facts and findings indicating the goal being supported takes precedence (in a

particular case) over another goal.

II. POLICY

Definition – A definite course or method of action from among alternatives and in light of given conditions to guide and determine present and future decisions.

Obligation – Policies are more specific than goals. They often identify the City's position in regard to implementing goals. However, they are not the only actions the City can take to accomplish goals. In the instance where specific PLAN policies appear to be conflicting, the City shall seek solutions that maximize each applicable policy objective within the overall context of the SACP and Statewide Planning Goals. As part of this balancing and weighing process, the City shall consider whether the policy contains mandatory language (e.g. "shall", "require") or more advisory or discretionary language (e.g. "should", "encourage").

The West Salem Neighborhood Plan was developed to be consistent with and implement the Salem Area Comprehensive Plan. The PLAN policies have been constructed in a manner specifically applicable to the West Salem community's unique character and circumstances; however they are not independently regulatory. They illustrate how existing regulatory SACP policies are applied to West Salem's community circumstances.

III. NEIGHBORHOOD ACTION ITEMS

Definition – a statement that summarizes a specific project or standard that is important to the West Salem community. Neighborhood action items also refer to specific projects, standards, or courses of action the community desires the City or other jurisdictions to take in regard to specific issues.

Neighborhood action items, also referred to as “guidelines” in SRC 64.390, may provide policy direction to the neighborhood association.

Obligation – Completion of projects, adoption of standards, or the creation of certain relationships or agreements with other jurisdictions and agencies will depend on, but is not limited to citizen priorities, finances, and staff availability.

The City should review neighborhood action items biennially to determine which are a priority to be accomplished in view of current circumstances, community needs, availability of staff and financial resources, and the City’s goal and policy obligations.

Neighborhood action items are suggestions to future City decision-makers as ways to implement the goals of the West Salem community. The listing of the neighborhood action items in the PLAN does not obligate the City to

accomplish them. Neither do the neighborhood action items impose obligations on applicants who request amendments or changes to the SACP or its Neighborhood Plan components.

The list of neighborhood action items is not all-inclusive, and may be added to or amended.

Chapter 2 - History and Profile

Settlement in eastern Polk County began in the mid- to late-19th century. By 1880 there were 11 homes in the West Salem area in addition to West Salem's first school, the Fairview School. At the time the West Salem Addition was first platted in 1889, most of the undeveloped area was orchards and hop fields. By 1920, West Salem had more than 100 residents, a passenger rail stop, a railroad bridge, a recently re-built Center Street Bridge, two grocery stores, and a new elementary School. Much of this growth occurred with the incorporation of West Salem, Oregon in 1913.

West Salem provided a convenient location for agricultural processing plants, which were supported by fertile cropland from the Willamette River to the Coast Range. This industry remains a prominent part of West Salem's economy.

In 1949, after significant growth, the 2,000 citizens of West Salem voted to give up their city charter. The City of Salem was ready to extend their city limits west of the Willamette River and into Polk County, making Salem a two-county city with a population of 45,000.

Today, West Salem is primarily a residential community with some supporting commercial and retail development. The majority of the existing development is in the form of medium- to large-lot single-family residences. Many remnant and working farmhouses and estates exist at the periphery of the community.

Smaller lot dwellings are located in the area closest to the Willamette River. Historically, this area was the West Salem "town center" and home to a long line of produce packaging facilities and other industrial users. Homes in this area were built to accommodate shift workers for the adjacent industries.

The topography of West Salem rises from the Willamette River west to the Eola Hills some 800 feet. Small perennial and intermittent streams that drain east and northeast to the Willamette dissect the hills. This topography provides both challenges and opportunities to development in West Salem. Many of the parks and natural areas take advantage of native vegetation and slopes provided by streams and riparian areas along those streams. While the hill slopes present a challenge for builders, they also provide amenities and prime views of the Willamette River Valley.

In recent years, West Salem has experienced significant growth in residential development, more so than any other part of the city. At the same time, the percentage of commercial development has not kept up with this growth. While keeping West Salem a primarily residential community, this growth pattern has added to an imbalance in the housing-to-jobs ratio, which in turn adds to increased traffic congestion on the bridges as residents are required to cross the bridges for their jobs and daily needs. The completion of the West Salem High School in 2002 will provide some relief to

parents, who must now shuttle their children across the bridges for school and activities. Despite this, greater relief in the form of job opportunities and commercial services is needed.

In 2001, the West Salem Urban Growth Boundary encompassed approximately 8 square miles or approximately 5200 acres. This includes area inside and out side the city limits.

As of the 2000 Census, the population of West Salem was 19,668, or roughly 15% of the total Salem population (171,072). Using the 2000 Census categories, the racial composition of West Salem is as follows:

White alone	91.72%
Black or African American alone	0.45%
American Indian & Alaska Native alone	0.95%
Asian alone	1.64%
Native Hawaiian & Other Pacific Islander	0.23%
Some other race alone	2.76%
Two or more races	2.28%

The 2000 Census also collected data on ethnicity. Of the 19,883 persons in West Salem, 8.09%, or 1,611 persons identified themselves as being Hispanic or Latino. Note that using the Census methodology, these persons can be of any race.

West Salem is home to three elementary schools, one middle school, and a new high school scheduled to open Fall 2002. Additionally, there is one private Christian school in

West Salem.

Currently, West Salem has 163 acres of developed parkland. Included in this inventory are four neighborhood parks, one community park and one large urban park, as designated in the Comprehensive Park System Master Plan.

The Salem Transportation System Plan identifies two major north-south arterial and five minor east-west arterial roads in West Salem in addition to a freeway – State Highway 22. The remainder of the road network is comprised of collector and local streets. The Transit District recently built a transfer station in West Salem and operates six bus routes, five of which operate within West Salem and one that transports passengers to the downtown transit mall.

Chapter 3 - Land Use, Urban Design, & Housing

VISION

The West Salem community will have a unique character with diversity, improved livability, and a high quality of life. The community's economy will be sustainable and neighborhoods will be vibrant, safe, and friendly. A variety of housing opportunities will be available within each neighborhood. Older neighborhoods will preserve their historic heritage and unique character, whereas new neighborhoods will have their own identities, and may include desirable aspects of other neighborhoods. Commercial and industrial areas will be designed as neighborhood assets inviting people to live near shopping, services, and employment.

GOAL 1

To achieve a pattern of land use and development that:

- a) maximizes the use of land within the current UGB;
- b) provides a mixture of housing types for all income levels;
- c) promotes the long-term economic health and self-sufficiency of West Salem;
- d) is supportive of neighborhood businesses;
- e) accommodates a wide range of ages and lifestyles;
- f) is pedestrian and transit friendly; and
- g) is sensitive to existing urban form in historically sensitive areas.

(note: the above order is based on the order of the Salem Area Comprehensive Plan Salem Urban Area Goals and Policies, not priority of importance.)

POLICIES

Maximize Use of Land

- 1.1 Encourage higher densities, infill, and mixed-use opportunities, where appropriate, to minimize the need for UGB expansion.
- 1.2 Allow higher densities and greater flexibility as part of a Planned Unit Development (PUD), provided mixed uses and pedestrian amenities are incorporated into the project.

Housing

- 1.3 Require 15 percent alternative (non-single-family-detached) housing types (i.e. duplexes, row houses, townhouses, apartments, and/or condominiums) in new single-family subdivisions greater than 5 acres to promote diversity of housing throughout West Salem.
- 1.4 Locate multiple-family housing complexes (greater than 20 units) near existing or proposed shopping and services.
- 1.5 Encourage infill development that is compatible with the adjacent established neighborhood character.

POLICIES

Self-Sufficient Economic Infrastructure

1.6 Encourage non-residential uses that provide a range of jobs to support the employment needs of residents in West Salem.

1.7 Allow large retail uses in West Salem, provided they

- a) are pedestrian friendly;
- b) are compatible with the surrounding neighborhood;
- c) are built at a scale and design that is consistent with pedestrian use;
- d) incorporate design features that minimize the visual impact of a large building; and
- e) are able to provide transportation system improvements that accommodate the anticipated usage and consider the safety and quality of life of the surrounding neighborhood.

Support Neighborhood Businesses

1.8 Encourage the short-term (0-15 years) redevelopment of the industrial Edgewater/Wallace area with compatible pedestrian-oriented retail and office uses, while supporting existing industrial uses consistent with the West Salem Urban Renewal Plan, which is generally described in Chapter 8 of this document.

1.9 Encourage the long-term (10-30 years) development of neighborhood centers that support existing and future residential development at or near the following intersections:

- a) Eola Drive and Doaks Ferry Road;
- b) Orchard Heights Road and Doaks Ferry Road, in the vicinity of West Salem High School; and
- c) Brush College Road and Wallace Road.

Livability and Urban Design

1.10 Support zone changes to allow neighborhood and pedestrian friendly uses while taking measures (i.e. Planned Unit Development (PUD), development agreements, mixed use zoning) to achieve compatibility and an appropriate scale and design of office, commercial, and residential development.

1.11 Encourage the development of private and public facilities that promote interaction of community members of all ages.

1.12 Landscaping should be sensitive to and compatible with the character and topography of West Salem.

1.13 Provide adequate transition between single-family and multi-family development, including, but not limited to, consideration of height, building setback, and landscaping.

POLICIES

Pedestrian and Transit Friendly

1.14 New development, excluding single-family, shall reasonably provide safe and convenient public outdoor space(s) relative to the size of the development, such as small plazas, sidewalks with benches, and/or weather protection.

1.15 New development shall reasonably provide onsite, safe and convenient pedestrian and bicycle connections to adjacent streets, the transit system, adjacent residential areas, and neighborhood activity centers.

Historic Areas

1.16 Encourage new commercial development and redevelopment to be sensitive to any existing urban form and architectural features of the surrounding area.

1.17 Promote the revitalization of existing housing stock in the Edgewater District and encourage the design of new housing that is compatible with the historical character of this area.

1.18 Identified historic structures with National Register designation or the City's Local Resource designation shall be protected for future generations. If proposed uses conflict with the preservation of the original character of these structures, these structures shall be pro-

tected by acquisition or through the limiting of the intensity of development to promote conservation.

NEIGHBORHOOD ACTION ITEMS

Community Focal Point

Encourage the West Salem Neighborhood and Business Associations to work with the City of Salem to design and install “welcome” signage at the gateways to West Salem.

Community and Commercial Services

Give the following uses priority as development occurs in West Salem: community center, aquatic center, skate park and other youth oriented development, medical providers, assisted living facilities, non-fast food restaurants, neighborhood friendly retail stores or a shopping mall.

Design Standards

Work with City government to develop commercial design standards to ensure compatible, pedestrian friendly uses and minimize strip development.

Landscaping

Work with City government to review existing landscaping requirements and develop a subset of requirements for West Salem that is sensitive to the topography and existing rural character.

Residential Zoning Districts

Work with City government to develop new residential zoning districts with different minimum lot size standards to allow for areas of urban and suburban densities.

Historic Properties

Encourage that historic properties that currently do not have historic designation receive such designation and that development of these and adjacent properties are mindful of their historic character. Such properties include, but are not limited to, the Straub House. The redevelopment and conservation of the Straub House should include connectivity to the Straub Nature Park.

Changes to the Generalized Land Use Map

Encourage the Salem Planning Commission to initiate immediate changes to the Generalized Land Use Map consistent with the “Recommended Changes to the Generalized Land Use Map” below. These changes require amendments to the Salem Area Comprehensive Plan (SACP) and the West Salem Neighborhood Plan (WSNP) and represent the planning efforts of the citizens of West Salem.

Generally, these changes include:

- a) The “cleanup” of minor inconsistencies

that occur between the SACP and Salem zoning map;

b) The City Council has requested that the WEST SALEM NEIGHBORHOOD ASSOCIATION designate an additional 130 acres of property for Multi-family Residential Housing. The plan includes the identification of the requested 130 acres as required. This is without the specific support or approval of the 130 acres identified or the specific support or approval of the amount of 130 acres needed for Multi-family Residential Housing; and

c) The development of a “Mixed-Use Center” SACP land use designation that provides for coordinated development within the areas that allow for residential, neighborhood retail, restaurants, employment, public space, and/or civic uses. Centers may include any or all of these uses, but should be developed as specific area plans with the prevailing economic market and neighborhood needs in mind. Centers should be developed in such a manner as to provide a sense of place, a compact urban form, neighborhood vitality, and innovative design. Within Centers, buildings should be oriented to the pedestrian, there should be accessibility to transit and major roads, and there should be connectivity with the surrounding neighborhood, while still accommodating the use of the automobile. Any plan under the Center land use designation must be brought to and affirmed by the WEST SALEM NEIGHBORHOOD ASSOCIATION.

INSERT MAP



Chapter 4 - Generalized Land Use Map

The Generalized Land Use Map represents the land use pattern in West Salem for the next 20 years, but anticipates the 50-year preferred land use plan identified through the Salem Futures process.

The land use designations are consistent with the Salem Area Comprehensive Plan.

While the land use boundaries may appear to fall on lot or parcel lines, they are intended only to be a conceptual representation of the future land uses in West Salem.

Intentionally Blank



Insert Map



Chapter 5 - Transportation and Public Facilities

VISION

Residents should have safe and easy access to employment, recreational, cultural and educational services, and other daily needs. Some level of traffic congestion is expected, but it should be safe and pleasant to get around West Salem by walking, bicycling, public transit, and private automobile. Highway and potential rail connections are essential to sustain and enhance the regional economy. West Salem's transportation policies should be designed to manage congestion, reduce travel time and curb urban sprawl, consistent with public health, safety, and environmental considerations.

Manage Congestion

The automobile will continue to be a primary means of transportation for most people. Some level of congestion is expected in the future, but addressing congestion should include a range of solutions beyond building wider roads, such as alternative transportation modes, incentives affecting demand at peak hours, a connected local street system, and improved performance of existing transportation systems.

Provide Choices

A wide range of walking, bicycling and public transit opportunities should be available to move people around West Salem and into other parts of Salem. The arterial street network will support intra-city movement of goods and services.

Make local connections

A complete system of streets, sidewalks and bikeways should connect the residents of neighborhoods to other neighborhoods, schools, parks, shopping and employment areas.

Enhance regional connections

Providing good highway and rail connections to other communities will be essential to the regional flow of goods and people. Workers who commute to or from outside West Salem should have viable alternatives to driving alone. Future bridges across the Willamette River should provide safe and convenient connections to West Salem.

Create beautiful and safe streets for people

Tree-lined streets with planting strips and sidewalks are an important part of West Salem's sense of place that should be maintained and enhanced. Safe pedestrian pathways, street crossings and bicycle ways, as well as building orientation, appropriate signage, trees, and landscaping should be factored in as part of the streetscape.

Foster local and regional public and private partnerships

Salem will work with its regional transportation partners, the neighboring counties, other public entities, and private businesses and community organizations to optimize its transportation system.

GOAL 2

To improve vehicle and pedestrian traffic circulation, safety, and access management on all streets in West Salem.

POLICIES

Pedestrian connectivity

2.1 Preserve, where existing, and establish, where not currently existing, safe neighborhood pathway connections for both bicycle and pedestrian traffic to reduce vehicle trips within West Salem.

2.2 Safe and convenient pathways should connect all neighborhoods to transit, employment centers, shopping, and schools.

Access management

2.3 Where practical, the number of access driveways on arterials shall be minimized by combining access driveways for adjacent uses/properties/parcels.

Safety

2.4 Where appropriate, and following the Neighborhood Traffic Management Program, utilize traffic management devices to prevent speeding, discourage cut-through traffic, and enhance pedestrian safety on local streets.

Wallace/Glen Creek:

2.5 Future improvements and development of Wallace Road between Glen Creek Road and the bridge shall accommodate improvements to incorporate safety features for vehicles and pedestrians such as:

- a) Pedestrian safety islands to reduce crossing distances at the intersection of Wallace and Glen Creek Roads;
- b) Improvements to Glen Creek west of Wallace Road to accommodate turn lanes onto Wallace Road and Glen Creek; and
- c) Safe and convenient pedestrian connections across Wallace Road.

Future Needs

2.6 New development should provide transportation system improvements concurrent with the Salem Transportation System Plan. These improvements should accommodate anticipated usage while providing for the safety of West Salem residents.

GOAL 3

To make public transit convenient, accessible, and inviting to all.

POLICIES

- 3.1 Alternative modes of transportation should be available within ¼ mile of the majority of West Salem residents.
- 3.2 Design and locate bus stops that are safe and accessible to the residents of West Salem.
- 3.3 Provide Park and Ride options in locations that are convenient for transit users in West Salem.

GOAL 4

To contribute to the community's quality of life as specified in the City's Public Facilities Plan through water, sewer, utilities, and public safety systems.

POLICY

- 4.1 Encourage the City to secure funds to re-locate public utilities underground when considering neighborhood improvement projects.

GOAL 5

To make vehicle and pedestrian crossing of the Willamette River convenient and safe.

POLICIES

Bridgehead improvements

5.1 While the need for another bridge crossing over the Willamette River in the Salem area is inevitable, interim measures should be taken to design and improve bridgehead connections to arterial streets on both sides of the existing bridges.

Bridge

5.2 City, county, state, and federal agencies should initiate/continue environmental studies for proposed bridge location(s).

NEIGHBORHOOD ACTION ITEMS

Pedestrian connectivity to downtown

Encourage the City to develop and maintain pedestrian and bike connection between West Salem and downtown Salem.

Highway 22

Work with the City of Salem, Polk County and ODOT to enhance roadside vegetation and implement other measures, such as new pavement materials, to reduce noise on State Highway 22. In this instance, noise mitigation does not include concrete walls.

Construct improvements on State Highway 22 and take other necessary safety actions to ensure the road's ability to function as a major transportation corridor. Construct improvements to prevent traffic diversion onto local residential streets.

Special event parking

To reduce traffic congestion on the bridges, during special events in the greater Salem/Keizer area, the Transit district should make use of temporary "park and ride" locations with regular shuttle busses from West Salem to event locations.

Bridgehead

Replace the stop sign with a signal at the base of the northbound Center Street bridge ramp and modify the intersection to allow more bridge traffic to exit onto northbound Front Street.

Provide two dedicated right turn lanes from southbound Commercial Street to westbound Marion Street Bridge traffic.

Promote the construction of a new northbound ramp off the existing Marion Street Bridge connecting to Glen Creek via a new collector street.

Fire station

Continue to monitor the progress of locating and constructing the new West Salem fire station or expanding the existing fire station to provide an adequate level of service and response time.

Bridge

Encourage and actively support city, county, state and federal studies to address questions and concerns surrounding the need, size, location and jurisdiction of bridge structures crossing the Willamette River.

Intentionally Blank

Chapter 6 - Parks, Open Space and Environmental Quality

VISION

West Salem's quality of life will depend on clean air, clean water, open space and trees. Urban design will respect the natural environment. Managing growth will include preservation of the surrounding farm and forest land. Trees, streams, wetlands and public spaces, as components of the developed portions of West Salem, will enhance the places where people live.

Keep West Salem Green

Wherever possible, the natural terrain, trees, drainageways and associated natural vegetation will be preserved. Landscaping should be added to enhance the community.

Support clean air and water

Natural systems that support clean air and clean water have intrinsic value and should be maintained and encouraged.

Support healthy watersheds

West Salem's streams and creeks should be enhanced as trail corridors, natural areas, and/or fish and wildlife corridors. They also should be part of watershed-wide approaches to improve environmental quality. Floodplains and riparian corridors are recognized as integral components of the waterway and should be preserved as parks and open spaces.

Rediscover the Willamette River

The Willamette River Greenway should be expanded and extended to provide more opportunities to access the river throughout West Salem.

Preserve and expand natural resource areas

Natural resources and open spaces should be preserved and enhanced.

Preserve farm and forest land

Future growth beyond the current UGB will be managed to preserve as much farm and forest land as possible.

Encourage development of parks and public spaces

Efforts should be made to develop, maintain, and connect parks and public open spaces throughout West Salem with links to other riverfront parks and natural areas.

Encourage sustainable development

Environmentally sustainable building practices should be encouraged.

GOAL 6

To provide for the recreation needs of the West Salem area through the acquisition and development of adequate parks and recreation facilities for all age groups.

POLICIES

Parks System Master Plan

6.1 Acquire, develop, and maintain public parks as recommended by the Comprehensive Parks 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.

Youth facilities

6.2 Encourage the development of public and private facilities to provide locations for neighborhood youth events.

Future Sites

6.3 Give special consideration to sites identified on the Parks and Natural Resource Opportunities map. Development of these sites or adjacent properties should consider that they are potentially valuable community or natural resources.

GOAL 7

To conserve, restore, and reclaim open space and natural resources including the Willamette River Greenway, stream corridors, wildlife habitat, tree groves, and significant mature trees.

POLICIES

Natural Resource Function

7.1 Maintain, and when possible, restore the natural resource functions and intrinsic values of all designated stream corridors, significant wetlands, designated riparian areas, and significant trees in West Salem.

Open Space & Vegetation

7.2 Require preservation and maintenance of open space consistent with conditions of development approval including:

- a) Preventing the removal of trees and non-invasive vegetation except as provided by the City of Salem Tree Ordinance (SRC Chapter 68) and
- b) Removal of invasive vegetation and replanting with native species where appropriate, unless such action compromises slope stability.

Willamette River

7.3 Regard the Willamette River as a significant natural resource and public amenity. New development shall give priority to river and floodplain functions, provide public access to the banks of the river, and encourage restoration and other compatible uses of the banks.

Urban Forest

7.4 Preserve and where possible enhance West Salem's urban forest (tree canopy) by:

- a) Requiring developers to maximize the preservation of trees to maintain and enhance the cohesive quality of existing tree groves;
- b) Requiring, when new development is proposed, reasonable protection of significant existing trees by including these resources as part of the required landscape area; and
- c) Enforcing the City of Salem Tree Ordinance (SRC Chapter 68).

Heritage Trees

7.5 Provide property owners the opportunity to preserve trees through participation in the City Heritage Tree Program (SRC Chapter 86).

Density Bonus

7.6 Provide a housing density bonus to developers who preserve more than the required open space adjacent to streams, significant wetlands, riparian areas, and wildlife corridors.

Wildlife Corridors

7.7 Require developers to identify wildlife corridors and provide measures, where practicable, to protect and enhance such corridors.

Slopes

7.8 Preserve existing native vegetation and trees on vegetated slopes to maintain slope stability, consistent with SRC 69 – Landslide Hazards. Mitigate future erosion and instability on non-vegetated slopes by planting native trees and vegetation.

GOAL 8

To protect, preserve, and improve the environmental quality of West Salem's land, water, and air.

POLICIES

Pollution Control

8.1 Protect the natural surface water drainage systems, the area's groundwater, and enhance water quality by treating and controlling pollution at the source.

Surface and Groundwater Resources

8.2 Require that all development or land uses that could impact surface and groundwater resources comply with all applicable local, state and federal regulations to prevent "downstream" impacts within West Salem and to the Willamette River.

Air Quality

8.3 Require that all development or land uses that could impact air quality comply with all applicable local, state and federal regulations.

Storm Water Detention & Treatment Facilities

8.4 Require that surface water detention and treatment facilities be designed in such a way that they contribute aesthetically to the neighborhood and do not interfere with natural and floodplain function.

8.5 Require, where practicable, water detention areas to be constructed for multiple uses, e.g. a detention basin that serves as a ball field or play area when not detaining water.

8.6 Encourage, where suitable, the location of open vegetated channels or bioswales to convey storm water from roadways and other impervious surfaces.

Impervious Surfaces

8.7 Minimize impervious surfaces in accordance with all applicable local and state regulations by encouraging shared driveways, shared parking agreements, alternative paving materials such as porous asphalt materials and pervious pavements, and un-paved natural areas in community gathering places.

NEIGHBORHOOD ACTION ITEMS

Parks and Natural Resource Opportunities

Work with City government to acquire or seek joint use agreements for properties identified on the Parks and Natural Resource Opportunities map as parks, trails, or designated open spaces.

Parks facilities

Encourage an amendment to the Parks System Master Plan that requires permanent restrooms for all neighborhood parks in West Salem.

Encourage the City to develop an aquatic center in West Salem for joint use with the West Salem High School.

Safety

Encourage the Police Department to provide increased patrols of West Salem parks.

Pocket Parks

Encourage an amendment to the Parks System Master Plan that provides for the acquisition and maintenance of smaller parks (< 5 acres) or pocket parks in developed neighborhoods and new subdivisions that are underserved.

Stream buffers

Encourage the City to implement the use of buffers along stream corridors that follow the identified FEMA flood plain boundaries where practicable to allow for maximum flood plain functionality. Buffers may include building setbacks, restricted or limited use areas, or other methods that protect the flood plain function of the stream corridor.

Parks System Master Plan Levels of Service

Encourage an amendment to the Parks System Master Plan that provides minimum levels of service for historic areas, natural resource areas, special use facilities, and connector trails.

Significant Natural Resource and Protected Areas

Work with City, County, State, and Federal agencies to recognize the critical nature of Significant Natural Resource Areas by pursuing permanent protection for these areas through the use of natural resource overlay zones, conservation easements and acquisition when possible.

Water Quality

Work with City government to pursue opportunities that minimize the impacts of nonpoint source pollution including looking for alternatives to the current

Intentionally Blank

Chapter 7 - Parks and Natural Resource Opportunities Map

The Parks and Natural Resource Opportunities Map represents sites identified by the citizens of West Salem that have potential for preservation, restoration, or recreation activities.

With the anticipated increase in population and density, these areas would provide beneficial open space, enhance the urban environment, and preserve the quality of life in West Salem.

Note: this map represents suggestions for future consideration by the City or other jurisdictions and agencies. Just like the Neighborhood Action Items, this map is not an adopted part of the Salem Area Comprehensive Plan.

Intentionally Blank



Insert Map



Chapter 8 - Edgewater Street-Wallace Road Planning Area

The Edgewater Street/Wallace Road area is rich in character and history. A walk along Edgewater Street quickly reveals the beginnings of the once thriving City of West Salem. Examples of this heritage include historic homes, the old West Salem City Hall, small scale, neighborhood-oriented retailers and examples of West Salem's industrial roots. Canneries still exist in the Edgewater Street/Wallace Road area reflecting the continued importance of agriculture in the daily lives of many West Salem residents.

The Edgewater Street/Wallace Road area plays an important role for the West Salem neighborhood and much of eastern Polk County. This is no more evident than along Wallace Road. Over time the Wallace Road corridor has evolved into a major commercial destination serving a large market area. Many diverse activities take place in and around Wallace Road including shopping, housing, manufacturing, and recreation. Although many activities take place along the corridor, it is apparent that this area did not develop in a consistent or comprehensive manner. The result is lack of compatibility among uses with poor connections for pedestrians and motorists.

A group of citizen volunteers began working in 1995 to take a comprehensive look at the Edgewater Street/Wallace Road area's strengths and weaknesses. This volunteer effort culminated in three planning documents: The Edgewater District Neighborhood Environ-

ment Evaluation Design Study, the Wallace Road Local Access and Circulation Study, and the Willamette River Bridgehead Engineering Study. These documents were conceptually approved by the Salem City Council in 1997 and 1998. Together, these documents provide recommendations on ways to overcome the area's weaknesses as well as strengthen the area's assets and unique character. Implementation of these studies began in 2001, when a group of citizen volunteers representing property owners, business owners, the neighborhood association, along with city and county representatives, initiated a process to develop measures to ensure pedestrian-oriented, neighborhood-centered development.

This planning work resulted in adoption of the West Salem Urban Renewal Plan in 2001. The Renewal Plan provides a framework for public and private investment in the community over a twenty-eight year period. Approximately \$30 million in public investment is expected within the Renewal Area during the life of the plan. Projects include streetscape improvements along the Edgewater Street corridor, including placing overhead utility lines underground, redevelopment of unused land and obsolete buildings, public facility improvements including sidewalks, streets, and alleys, and incentives to help businesses improve their buildings.

As a result of the previous planning work undertaken by the community, significant refinement to the Zoning Code for the

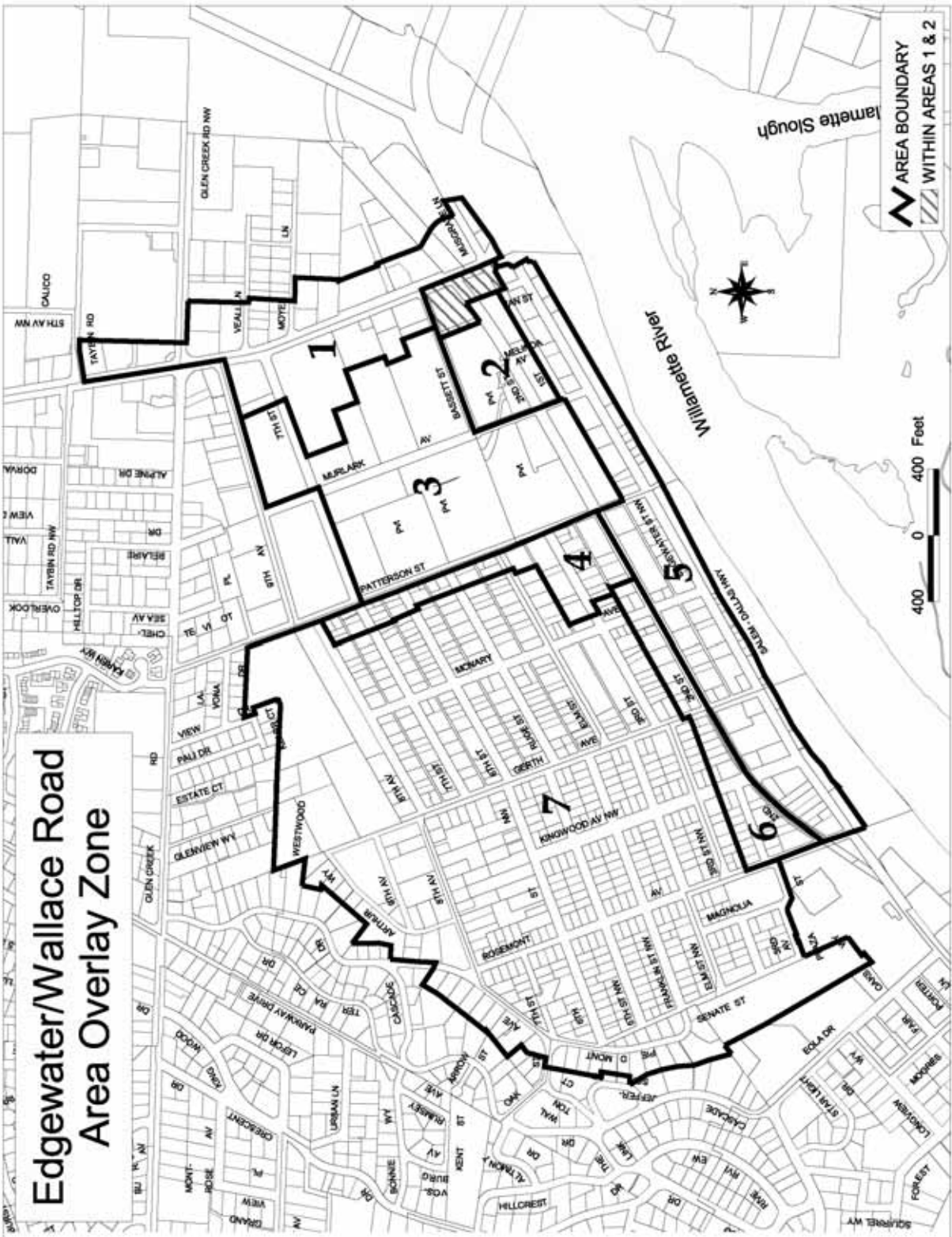
Edgewater Street/Wallace Road area took place in 2002. A major step toward implementation of the community's recommendations included adding a chapter to the Zoning Code called the Edgewater Street/Wallace Road Overlay Zone. This chapter includes requirements for development that promote pedestrian-oriented buildings along the Edgewater Street and Wallace Road rights-of-way, requirements for pedestrian access, and sign controls. In general, the land use concept adopted for the Edgewater Street/Wallace Road Area Overlay Zone includes, but is not limited to the following elements:

- Commercial design guidelines and standards for commercial development along the Wallace Road corridor to minimize the distance between buildings and the Wallace Road right-of-way and to promote defined pedestrian ways from the site to the public sidewalk system (Map Area 1);
- Establishment of the "West Salem Gateway" to encourage mixed-use development (Map Area 2);
- Provisions for retail and office uses along with industrial activities in the West Salem Industrial District (Map Area 3);
- Residential and office uses along the Patterson Street corridor (Map Area 4);
- "Main Street" pedestrian-oriented retail, office and residential uses and design guidelines

and standards to promote pedestrian-oriented development along the Edgewater Street corridor including encouraging storefronts, limiting parking along the street, provision of weather protection and discouraging long monotonous walls facing Edgewater Street (Map Area 5);

- Live/work home occupation opportunities along Second Street (Map Area 6); and
- Compatibility design guidelines and standards for multiple family and single family compact development within the Walker School area (Map Area 7).

In addition to the development standards outlined in the overlay zone, design guidelines and standards apply to development along Wallace Road, Edgewater Street and within the Walker School area. Together these measures provide a vision for the area and establish a level of expectation for future development. As a result, it is certain that the Edgewater Street/Wallace Road area will remain an important asset for West Salem residents and the entire Salem community for years to come. As this area develops and re-develops, it will be important, however, to respond to new challenges that arise. Only through continued effort will the uniqueness and viability of the Edgewater Street-Wallace Road area as a commercial, residential and employment area be sustained.



Intentionally Blank

Glossary of Terms

Development agreement means a legislatively approved contract between a jurisdiction and a person having legal or equitable interest in real property within the jurisdiction that “freezes” certain rules, regulations, and policies applicable to development of a property for a specified period of time, usually in exchange for certain concession by the owner.⁴

Floodplain function means the natural values of floodplains including: (a) Water resource values (natural moderation of floods, water quality maintenance, groundwater recharge); (b) living resource values (fish, wildlife, plant resources and habitats); (c) cultural resource values (open space, natural beauty, scientific study, outdoor education, archeological and historic sites, recreation); and (d) cultivated resource values (agriculture, aquaculture, forestry).

Housing density bonus means the allocation of development rights that allow a parcel to accommodate additional square footage or additional residential units beyond the maximum for which the parcel is zoned, usually in exchange for the provision or preservation of an amenity at the same site or at another location.⁴ For example, developments may be permitted a percentage increase in density for every additional foot of setback from an identified stream corridor, significant wetland, or riparian corridor.

Locally Significant Wetlands means those wetland sites that provide functions or exhibit characteristics that are pertinent to com-

munity planning decisions made at a local scale, for example within an Urban Growth Boundary. These wetland sites shall be identified by local governments according to the criteria and procedures in sections 141-086-0340 and 141-086-0350 of the Oregon Revised Statutes.² (See also SRC 126.020(e) and SRC 68.020(r))

Native vegetation means plant species that are indigenous to the area and appropriate to local site conditions such as hydrology, soils, light availability, and slope aspect.³ (See also SRC 126.020(g), SRC 132.120(h), and SRC 68.020(i)).

Neighborhood Traffic Management Program means a program administered by the Transportation Services Division of the Salem Public Works Department to address the negative impacts of unchecked traffic speed and volume on neighborhood streets. See Salem Transportation System Plan, Neighborhood Traffic Management Element for details regarding the program.

Pedestrian friendly means development designed with an emphasis primarily on the street sidewalk and on pedestrian access to the site and building, rather than on auto access and parking areas. The building is generally placed close to the street and the main entrance is oriented to the street sidewalk. There are generally windows or display cases along building facades that face the street. Typically, buildings cover a large portion of the site. When parking areas are provided, they are generally

limited in size and they are not emphasized by the design of the site.⁷

“Plan” means the West Salem Neighborhood Plan.

Public Facilities Plan means the public facilities plan as defined in OAR 660-011-0005(1). The public facilities plan describes the water, sewer, stormwater and transportation facilities that are to support the land uses designated in the comprehensive plan within the urban growth boundary. The public facilities plan is adopted as a detailed plan and is a support document to the comprehensive plan. (See also SACP, “General Definitions”)

PUD (Planned Unit Development) means a parcel of land planned as a single unit, rather than as an aggregate of individual lots, with design flexibility from traditional siting regulations (such as side yards, setbacks, and height limitations) or land-use restrictions (such as prohibitions against mixing land uses within a development). The greater flexibility in locating buildings and in combining various land uses often make it possible to achieve certain economics in construction, as well as the preservation of open space and the inclusion of many amenities.⁴ (See also SRC Chapter 121)

Riparian area means the vegetative and wildlife areas adjacent to perennial and intermittent streams, ponds, lakes, wetlands, and headwater areas. These areas are delineated by the existence of plant species normally

found near freshwater.⁴ The width of a riparian area along a single side of a stream is determined by a site potential tree, which includes trees on site measured at maturity or trees that would have likely been on the site prior to land use activities or natural causes, such as land slides. (See also SRC 68.020(o))

Large retail means a retail business with a square footage greater than 25,000 square feet.

“Safe and convenient” refers to bicycle and pedestrian routes, facilities and improvements that: (a) Are reasonably free from hazards, particularly types or levels of automobile traffic that would interfere with or discourage pedestrian or cycle travel for short trips; (b) Provide a reasonably direct route of travel between destinations such as between a transit stop and a store; and (c) Meet travel needs of cyclists and pedestrians considering destination and length of trip and considering that the optimum trip length of pedestrians is generally $\frac{1}{4}$ to $\frac{1}{2}$ mile.⁸

Significant tree means (a) a heritage, rare, threatened or endangered tree of any size as defined or designated under state or federal law and identified in records maintained by the Planning Administrator, or (b) a heritage tree defined in SRC 86.010, designated by council and identified in records maintained by the Planning Administrator.³ (See also SRC 68.020(q) and SRC 132.120(q))

Stream corridor means a course of water

flowing along a bed in the earth.¹ A watercourse created by natural processes, or one that would be in a natural state if it were not for human-caused alterations.² A channel such as a river or creek that carries flowing surface water, including perennial streams and intermittent streams with defined channels, and excluding man-made irrigation and drainage channels. The corridor includes the adjacent upland areas that support protective bands of vegetation that line the water's edge.⁴

Traffic management devices means measures used to mitigate the speed and volume of vehicle traffic on local streets. Devices include, but are not limited to, traffic circles, speed humps, diverters, truck or turn restrictions, and street trees.

Tree means any living, standing, woody plant, having a trunk eight (8) inches or more in diameter or 25 inches or more in circumference, measured at a point four feet above grade at the base of the trunk as additionally defined in SRC 68.020(t).

Tree grove means a stand of three (3) or more deciduous trees or six (6) or more conifer trees (of the same species or a mixture) that form a visual and biological unit, including the area between the forest floor and the canopy, including skyline trees, and including any understory vegetation existing with the canopied area. A stand of trees must be at least 15 feet in height to qualify as a tree grove.¹⁰

Urban forest means all trees within the urban and urbanizable area, including natural growth and trees planted throughout the years. The retention of trees and wooded areas, and the establishment of street trees, adds to the livability of the community by enhancing its aesthetic beauty, minimizing surface water and groundwater run-off and diversion, filtering noise and air pollution, and promoting soil stability.⁶

Wetlands means those areas that are inundated or saturated by surface water or ground water at a frequency and duration to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions; wetlands generally include swamps, marshes, bogs, and similar areas.¹ (See also SRC 68.020(z) and SRC 126.020(l))

Wildlife corridor means a strip of land having vegetation that provides habitat and a safe passageway for wildlife.⁴

Sources

¹ Non-point Source Pollution Control Guidebook, Oregon Department of Environmental Quality and Oregon Department of Land Conservation and Development, 1994

² OAR 141-086

³ SRC 68.020

⁴ A Glossary of Zoning, Development, and Planning Terms, APA, 1999

⁵ Salem Futures Design Types

⁶ Gresham Land Use Code

⁷ Commercial and Mixed-Use Development Code Handbook, Oregon TGM Program, 2001

⁸ OAR 660-012, Transportation Planning Rule

⁹ OAR 660-023, Goal 5 Compliance

¹⁰ Glenmorrie Neighborhood Plan, Lake Oswego, Oregon, 2000.