



**Implementation  
Project**

**CODE CONCEPTS**

**for a**

**New Mixed-Use  
Neighborhood  
Center Zone**

**November 2008**

## Introduction

In the spring of 2008, the City of Salem initiated a planning project to implement the adopted *West Salem Neighborhood Plan* (Plan) recommendation to create and apply a new Mixed-Use Neighborhood Center zone district. Although planned for initial use in West Salem, the new zone would be available for use elsewhere in the City in the future.

In order to help get the conversation started and facilitate community input, this booklet outlines some initial Code Concepts for the new zone. These initial Concepts address some of the key ideas and preliminary suggestions for the new zone, including:

- ✿ Purpose
- ✿ Non-Residential Uses -- Types and Sizes of
- ✿ Residential Uses -- Housing Types and Density
- ✿ Mix of Uses Required
- ✿ Innovative Design and Relationship to Adjacent Uses
- ✿ Signage
- ✿ Connectivity
- ✿ Procedures

The initial Concepts were developed based on key elements of mixed-use centers as envisioned in the Plan, as well as community and technical input received to date from West Salem residents, community groups, and the Project Management Team that has been serving as advisor to the project. They are intended as a starting place for discussion. We look forward to your input. Information about how to participate further in this important project is provided on page 12.

## Purpose of the Mixed-Use Neighborhood Center Zone

A key characteristic of the Plan is the identification of three future mixed-use neighborhood centers, including one at the intersection of Orchard Heights Road and Doaks Ferry Road, in the vicinity of West Salem High School.

*Potential site: a 15 acre portion of the Bone family estate property at the northwest corner of Orchard Heights and Doaks Ferry Roads*



The Plan goes on to identify a number of key characteristics for mixed-use neighborhood centers, including:

 Sense of place	 Pedestrian orientation
--	--

<ul style="list-style-type: none"> <li># Compact urban form</li> <li># Neighborhood vitality</li> <li># Innovative design</li> </ul>	<ul style="list-style-type: none"> <li># Transit accessibility</li> <li># Connectivity with surrounding neighborhoods</li> <li># Accommodation of the automobile</li> </ul>
--	---

While the new zone is being developed with the Bone Family property in mind, the project team intends to craft a zone that could be used in other locations where a similar type of mixed-use neighborhood center is desired. Therefore, the new zone should also include siting criteria to help clarify where this type of zoning might be appropriate.

### # Recommended Code Concepts:

- # Draft a purpose statement for the new zone that reflects the important characteristics for mixed-use neighborhood centers outlined in the West Salem Neighborhood Plan.
- # Create a zone that works on the Bone family estate property, but could also be used elsewhere in the city in the future.
- # Include siting criteria for the new zone, such as:
  - Minimum and maximum site size (e.g., 3 acres minimum – 15 acres maximum).
  - Proximity to transit (e.g., within ¼ mile).
  - Location on a major street (e.g., collector or arterial).
- # Require a coordinated master plan for mixed use projects, but allow property owners the option of doing a traditional development based on the RA/RS zone.

## Non-Residential Uses – Types and Sizes

The new Mixed-Use Neighborhood Center zone should specify the types of non-residential uses that are allowed, limited, and prohibited. In order for a center to be a success the zone should permit a range of non-residential use categories, including:



- ✦ Retail Sales uses such as stores selling, leasing, or renting goods including art, art supplies, bicycles, clothing, dry goods, electronic equipment, fabric, furniture, garden supplies, gifts, groceries, hardware, pharmaceuticals, plants, videos, and groceries.
- ✦ Personal Services uses such as banks, urgent medical care, Laundromats, photographic studios; photocopy services; hair, tanning salons; business, martial arts, and other trade schools, dance or music studios, veterinarians and animal grooming.
- ✦ Entertainment-Oriented uses such as restaurants, cafes, delicatessens, health clubs, gyms, membership clubs.
- ✦ Product Repair or Services uses such as repair of televisions, bicycles, clocks, watches, shoes, appliances and office equipment, tailor, locksmith, and upholsterer.
- ✦ Office uses such as lawyers, accountants, engineers, architects, real estate agents, government offices, and medical and dental clinics.
- ✦ Institutional uses such as daycare, preschools, and nursery schools, adult daycare, public and private schools and colleges, senior centers, community

centers, religious institutions, libraries, postal services, fire stations, and police stations.

- ✦ Parks and Open Space such as neighborhood parks, riparian areas, and open space.

Limiting certain aspects of the commercial development could help ensure neighborhood compatibility. For example, the community could:

- ✦ Discuss limiting the total amount of land used for commercial and institutional uses (buildings and parking) to a “commercial core” of 4 acres,
- ✦ Discuss limiting the ground floor of structures to 50,000 square feet,
- ✦ Discuss limiting the amount and type of signage,
- ✦ Discuss limiting the use of drive-through facilities, and
- ✦ Discuss limiting hours of operation for most uses to no earlier than 6:00 am and no later than 11:00 pm, with the possibility of later hours on weekends.



In addition, some uses, which are not pedestrian-oriented, should be prohibited, such as industrial uses, or the sales or leasing of cars.

### ✦ Recommended Code Concepts:

- ✦ Within a master planned Mixed-Use Neighborhood Center establish a mix of use categories that allows a wide range of non-residential activities to help ensure that the center will be a success.
- ✦ Discuss what limits might be appropriate to help ensure neighborhood compatibility.
- ✦ Prohibit those uses that are not pedestrian-oriented.

## Residential Uses – Housing Types and Density

In order to encourage the preservation of open space and allow for more creative site design, the new Mixed-Use Neighborhood Commercial zone could permit the “clustering” of residential units on smaller lots as well as allowing **row houses, cottages, and residential units above commercial** to be built as part of a Mixed-Use



Neighborhood Center development. In addition, the new zone could include a density bonus for providing additional open space or protecting important natural features.

Currently, the Bone family property is zoned Residential Agriculture (RA). In the RA zone, the minimum lot area requirement for single family dwellings is 4,000 square feet and duplexes are allowed with a minimum of 7,000 square feet. This zoning could allow roughly 130 units on the 15 acre portion of the site.

### 🏡 Recommended Code Concepts:

- As part of a master-planned Mixed-Use Neighborhood Center that provides good open space and protection for natural resources:
  - Establish an overall density of 8 units/gross acre for the entire Mixed-use Neighborhood Center (e.g., 120 units in a 15 acre Center).
  - Allow the clustering of lots and a mix of lot sizes.

- Allow a mix of detached single family, cottages, row houses, residential units above commercial to be built.

## Mix of Uses Required

In order to accomplish the goal of creating a mixed-use neighborhood center, the new code could require that minimum amounts of both commercial and non-commercial uses be built within a center. Mixed uses could be vertical (stacked one on top of the other) or horizontal (next to each other).

### ✚ Recommended Code Concept:

- Require that at least one acre within a Mixed-Use Neighborhood Center be developed for commercial uses and at least one acre be developed for non-commercial uses (e.g., institutional, office, or residential).
- Allow the mix of uses to be vertical or horizontal.

## Innovative Design and Relationship to Adjacent Uses

Innovative design and neighborhood compatibility are two important elements of the new Mixed-Use Neighborhood Center zone. Allowing increased building height can help create a sense of place and can be compatible with adjacent single family uses, if combined with enhanced landscaping and setback standards.

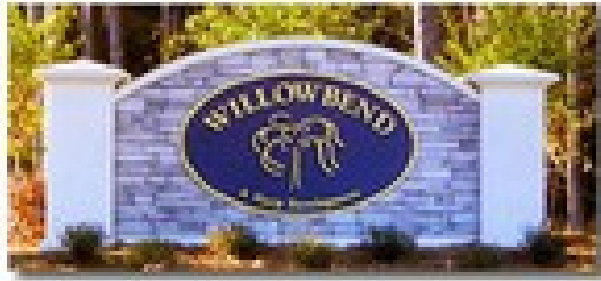
### ✚ Recommended Code Concept:

- Limit building heights to 35 feet for compatibility with adjacent single-family zones, but as part of a master planned Mixed-Use Neighborhood Center, allow a height increase of up to 45 feet within the commercial core.

- ✦ Where buildings, circulation and parking, and outdoor recreation areas within the Mixed-use Neighborhood Center abut single family residential properties require additional setbacks and buffering to minimize impacts and require the submittal of a Neighborhood Center Master Plan that demonstrates how innovative design and compatibility will be achieved.

## Signage

Limits on signage within the Mixed-Use Neighborhood Center zone could be similar to those established for the Commercial Neighborhood (CN)



Districts with a few amendments. For the commercial core area, each tenant would be allowed one permanent attached sign up to 24 square feet in size. In addition, the whole center could have one freestanding sign up to five feet in height and 32 square feet in area. Signs could be illuminated between 6:00 am and 11:00 pm provided such illumination is directed away from and not reflected upon adjacent premises.

## ✦ Recommended Code Concept:

- ✦ Amend to Title V, Chapter 62 Signs to specify that the signage in the Mixed-Use Neighborhood Center zone is regulated in the same manner as signage in the Commercial Neighborhood (CN) Districts with amendments to allow the entry sign for the development to be 32 square feet and the illumination to be on from 6:00 am to 11:00 pm.

## Connectivity

The Plan calls for Mixed-Use Neighborhood Centers to have pedestrian orientation, transit accessibility, and connectivity with surrounding neighborhoods, as well as providing for auto use. Local street connections and a good system of pedestrian pathways will be important in any neighborhood center. On the Bone Estate property, establishing the required street connectivity would include an amendment to the City's Transportation System Plan to show the proposed required new street connections.

*Potential new street connections  
on the Bone family estate property*



## ❖ Recommended Code Concepts:

- ❖ Establish standards in the new Mixed-Use Neighborhood Center zone that require developers interested in building a Mixed-Use Neighborhood Center to submit a Neighborhood Center Master Plan for the site showing how the vehicular and pedestrian objectives would be accomplished.

## Procedures

In order to ensure that the site is developed in a manner which accomplishes the purposes of the zone and meets the standards, a developer would have to prepare a "**Neighborhood Center Master Plan**" for the entire property.

The Neighborhood Center Master Plan would identify the location and size of all non-residential uses, residential lots and housing types, street and pedestrian connections, landscaping, tree preservation, and open space, public facilities and utilities, and any plans for phasing the project. A Neighborhood Center Master Plan would require a pre-application conference with staff and notification to neighborhood association early in the process. If the developer also wanted to create lots then an application for land division would be processed concurrently.

A hearing would be held to allow for public review and comment on the Tentative Neighborhood Center Master Plan. A Final Plan could then be submitted to formalize the tentative plans into the final, legal document.

## ❖ Recommended Code Concepts:

- ❖ Require the approval of a Neighborhood Center Master Plan prior to development within the Mixed-Use Neighborhood Center zone.

## Interested in learning more?

Attend the December 1<sup>st</sup> West Salem Neighborhood Association meeting:

<b>West Salem Neighborhood Association</b>	
Date:	December 1, 2008
Time:	7:00 p.m.
Location:	Roth's West, Mezzanine 1130 Wallace Road NW

Participate in a Community Forum on the Code Concept for the new Mixed-use Neighborhood Center Zone:

<b>Community Forum</b>	
Date:	December 9, 2008
Time:	6:30 p.m. to 8:30 p.m.
Location:	Salem Main Library Anderson Room A 585 Liberty St SE

For additional information contact:

Kim Moreland  
Salem Community Development Department at  
[kmoreland@cityofsalem.net](mailto:kmoreland@cityofsalem.net)  
503-588-6173, extension 7511

For background information a copy of the WSNP is available at the following link:

New Mixed Use Neighborhood Center Zone  
([http://www.cityofsalem.net/Departments/CommunityDevelopment/Planning/mixed-use\\_neighborhood\\_center\\_zone/Pages/default.aspx](http://www.cityofsalem.net/Departments/CommunityDevelopment/Planning/mixed-use_neighborhood_center_zone/Pages/default.aspx))