



NEIGHBORHOOD PLAN

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City of Salem



NEIGHBORHOOD PLAN

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INTRODUCTION

INTRODUCTION

CAN-DO is an acronym customarily used in referring to the Central Area Neighborhood Development Organization. Geographically, the Central Area Neighborhood follows the study area of the Central Salem Development Program Plan Area, first defined in 1970.

CENTRAL NEIGHBORHOOD GROUPS

Because of its importance to the community, the Central Area Neighborhood has had (and obviously will continue to have) a variety of organizations concerned with the health, well-being, and condition of the area, either in whole or in part. The Salem Area Chamber of Commerce has always taken a direct interest in the welfare of the Central Area Neighborhood, and a variety of commercial organizations have been involved. Prior to the Central Salem Development Program, the Downtown Merchants Association was involved with the Central Area Neighborhood. Other committees such as the Riverfront Committee, Downtown Development Board, Pringle Creek Urban Renewal Planning Advisory Committee, and Parking District Board have proposed or are proposing developments in the Central Area Neighborhood.

At the urging of the Urban Renewal Department and the City Council, the Salem Downtown Association was formed in 1971 to help implement the goals of the Central Salem Development Program. In that same year, the neighborhood concept has formally proposed for Salem. Early in 1974, the Downtown Association was offered the opportunity to be recognized as a neighborhood association. After study of the alternatives, they respectfully declined. CAN-DO was subsequently formed in late 1974.

CAN-DO STRUCTURE

CAN-DO operates through standing committees organized around issues affecting the downtown area. The principal executive body of CAN-DO is the Board of Directors, with 12 elected members and three appointed members. The three appointed representatives come from the State of Oregon governmental structure, from Willamette University, and from Salem Hospital since each of these is a major influence within the Central Area Neighborhood. Three members of the Board must be residents of the area, and three must be representatives of the business community. The other six members have no restrictions on their affiliation, other than to be members in good standing of CAN-DO.

SPHERE OF INTEREST

CAN-DO, in its earliest beginnings, evidenced a sense of responsibility to the community at large in addition to the precise geographic area of the neighborhood. As the center of business, commerce, and government for the Mid-Willamette Valley area, it was obvious that CAN-DO's neighborhood planning must provide for factors far beyond those normally associated in neighborhood planning. Accordingly, in the plan document which follows, there will be a variety of areas described as being of concern to CAN-DO.

The largest area referred to is the Mid-Willamette Valley. CAN-DO has firmly adopted the objective of the Central Area Neighborhood acting as a regional shopping center for this trading area.

The Salem Urban Area, which is the area within the Salem Area Urban Growth Boundary, will be influencing the plan development, particularly in regard to public facilities, transportation, and government.

Next is the actual CAN-DO neighborhood area stretching from Market Street on the north to Mission on the south, and from the river on the west to 12th Street on the east (with some minor exceptions assigned to adjacent neighborhoods). A major factor in the development of neighborhood plan decisions is the firm resolve of CAN-DO that their neighborhood area will be designated and developed in such a manner as to satisfy the Central Business District needs of the previously described larger areas.

Finally, reference will be made to the Central Business District (CBD). The existing CBD is generally accepted as being the area bounded by Union on the north, Trade on the south, Front on the west, and Cottage on the east. Use of CBD in the plan refers to a larger area that allows for orderly expansion to the north. Consequently, in the plan CBD refers to an area encompassing both the existing CBD and the area generally bounded by Union, Front, Market, and High.

HISTORY OF THE NEIGHBORHOOD PLAN

The plan development began with the neighborhood participation in the resolution of conflicts between the Salem Area Comprehensive Plan and the zoning designations which existed prior to 1973. Formal planning, with the assistance of the staff of the Community Development Department of the City, started in 1975 and has continued at a steady pace for the past two years. Most of the work on the plan has been done at either the committee or the Board of Directors level, but around a dozen public meetings have been held to delineate the plan development to date, to receive general neighborhood input, and to clarify decisions and directions which the plan was going to take.

ORGANIZATION OF THE PLAN

The plan consists of goals, policies, recommendations, and a generalized land use plan map. Reference material for plan elements is on file at the City Library. The elements contained in the plan are:

- a. Citizen Involvement
- b. Economy
- c. Land Use
- d. Housing
- e. Transportation/Parking
- f. Public Facilities
- g. Community Services
- h. Parks and Open Space
- i. Environment

The goals, policies, and generalized land use plan map are described first because, in addition to being CAN-DO policy, these became official City policy when the City Council adopted the plan in ordinance form. Pursuant to the Salem Revised Code, CAN-DO's recommendations will be presented to Council as separate items.

All of the goals, policies, and recommendations in the plan have been numbered consecutively to facilitate discussion and plan use.

This document is intended to be long-lasting and consequently presents few specific recommendations. It is intended to be the framework by which future proposals may be evaluated in light of an adopted set of goals and policy statements representative of the desires of the neighborhood.

It is important to realize, in evaluating the policy statements contained herein, that a sense of responsibility to a larger geographic area has strongly influenced many policy statements which might have evolved differently had the plan addressed itself only to the immediate concerns of a given neighborhood area.

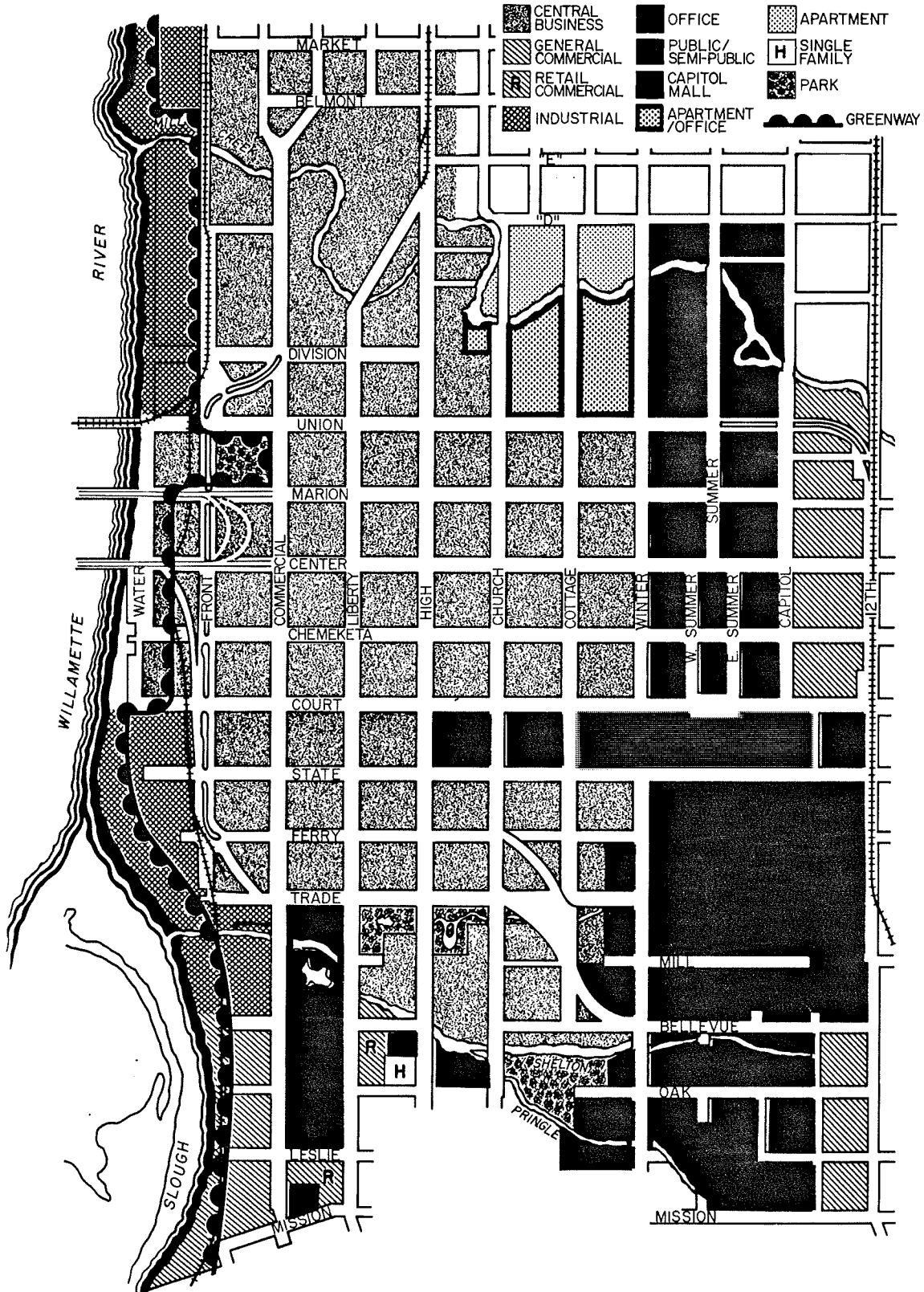
The health of CAN-DO directly affects the health of all other neighborhoods in the greater Salem area. It is hoped that this plan will help maintain the viability of the center of the City and thus be a positive factor in the health, well-being, and livability of the community as a whole.

It is no exaggeration to state that this document represents more than 2,000 man-hours of volunteer work on the part of committees and the Board of Directors as well as several hundred man-hours of Community Development staff time. In fact, when the formal delineation of goals began, the extent of man-hours provided by volunteers resulted directly in the first goal statement which demanded that the credibility of the plan be measured in terms of the depth and extent of citizen participation to date.

LAND USE PLAN MAP

LAND USE PLAN MAP

CAN-DO NEIGHBORHOOD PLAN



GOALS & POLICIES

GOALS AND POLICIES
CAN-DO NEIGHBORHOOD PLAN

CITIZEN INVOLVEMENT

1. Our goal is that all citizens have the opportunity to participate in all phases of government.
2. Policy: Government units shall ascertain, consider, and make part of the public record the extent and degree of citizen representation when hearing citizen comments and before making decisions based on citizen input.
3. Policy: The public record of decision-making bodies shall reflect the fact that consideration and weight have been given to such citizen involvement.

ECONOMY

4. Our goal is to retain the City of Salem as the economic and business center of the Mid-Willamette Valley.

ECONOMIC DEVELOPMENT

5. Policy: Citizens of each of the residential communities in the Salem area are entitled to have, both in the downtown Salem Central Business District and in the neighborhoods, the service and product facilities necessary to serve a minimum urban population of 250,000.
6. Policy: The ultimate development of Salem as the economic and business center of the Mid-Willamette Valley shall be enhanced by the development of policies which facilitate free market decisions within the framework of the CAN-DO Plan.
7. Policy: The Central Business District should remain the dominant commercial area for the region, and proposals for regional shopping centers outside the CBD should be examined carefully for their overall impact on the urban growth area.

EMPLOYMENT

8. Policy: Employers in financial, commercial, and service industries shall be encouraged to locate in the Salem Urban Area in sufficient quantity to ensure an income base to support the anticipated minimum urban population.

INDUSTRIAL DEVELOPMENT

9. Policy: An environment shall be provided which will encourage existing industries to remain as well as attract a variety of new industries to the Salem Urban Area.
10. Policy: New industries shall be encouraged to locate in areas appropriately designated for industrial activities.

GOVERNMENT STRUCTURES

11. Policy: Federal, State, County, and City agencies shall be encouraged to locate in areas adjacent to existing governmental locations, except those functions not compatible with the Central Business District environment.

LAND USE PLANNING

12. Our goal is a land use planning process which assures the most desirable use of land to implement the goals and objectives of the Central Area Neighborhood.
13. Our goal is to reasonably protect life and property from natural disasters and hazards.

LAND USE

14. Policy: Land use policies shall be updated as required to accommodate technological changes, population growth and shifts, social change, and the physical needs of the citizenry.
15. Policy: Proposed revisions to the Comprehensive Plan shall be submitted for review and comments of affected neighborhood planning organizations prior to adoption.
16. Policy: The land use planning system for the Central Area Neighborhood shall encourage and include citizen participation to augment the necessary and desirable professional studies and forecasts.
17. Policy: The Central Area Neighborhood shall continue to be the center of government, shopping, business, cultural, and economic activity for the Salem Urban Area.
18. Policy: The Central Business District should be capable of providing facilities to serve a minimum population of 250,000 people.
19. Policy: the Central Area Neighborhood should contain an identifiable, attractive Central Business District.
20. Policy: The Central Area Neighborhood should contain enough variable uses to attract people during the daylight and evening hours.
21. Policy: When uses in the areas along the riverfront designated for industry are phased out of industrial use by free market decisions, a mixture of residential and commercial uses should be encouraged.

HAZARDS

23. Policy: Natural disaster and hazard areas, in particular floodplain areas, shall be taken into account during the evaluation of development proposals within the downtown.

24. Policy: The City should continue to expend funds in the downtown area to minimize flood hazards to allow for desirable development in the Central Business District.

HOUSING

25. Our goal is to develop new housing and maintain existing housing within the Central Area Neighborhood where it is economically feasible and contributes to the commercial vitality of the Central Business District, particularly in the peripheral area of CAN-DO.

The location and amount of housing in the central area should reflect the predominant commercial role of the central area and the resultant constraints which that role places on housing development.

26. Policy: Housing development in the Central Area Neighborhood should:

- a. Reinforce the area's commercial function.
- b. Protect the area's high tax revenue potential.
- c. Compete for development space on an open market basis.

27. Policy: Publicly assisted housing proposed for the CAN-DO area should take into account the land removed from the tax rolls, and whether or not the housing reinforces the City's basic policy to maintain the central core as a viable commercial center. On the other hand, consideration must be given to the City's policy to disperse publicly assisted housing throughout the community but should compare the value of a location in the central area with the availability and value of other suitable sites outside the central area. Careful analysis of any site proposals should be made with respect to the availability of a full range of essential services and facilities as outlined in the City's housing dispersal policy.

28. Policy: Housing development in the Central Area Neighborhood shall take into consideration:

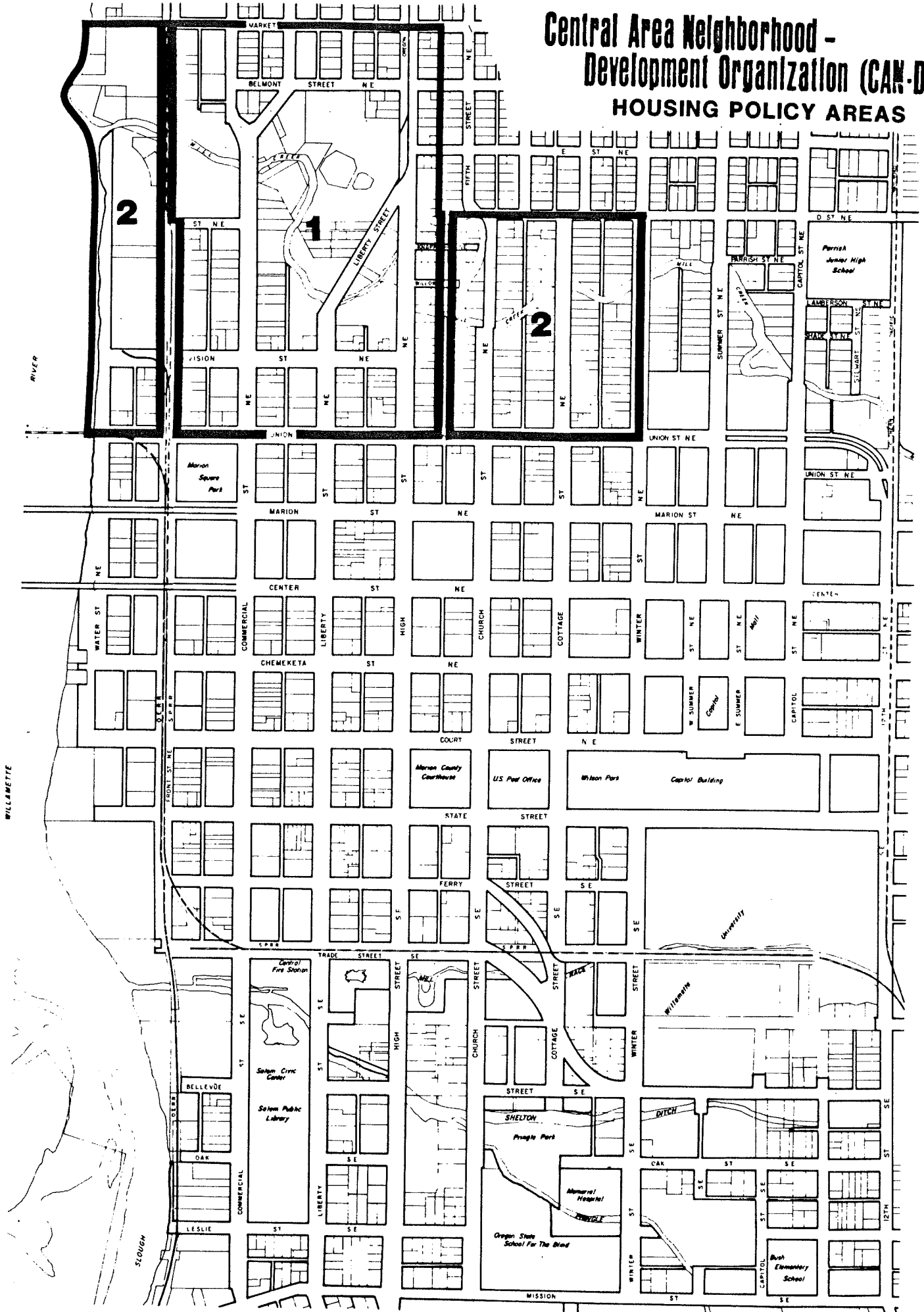
- a. The scale, character, and compatibility of surrounding land use designations.
- b. Convenient access to business establishments that can provide for the day-to-day goods and services of residential living.

29. Policy: Accessibility to basic services shall be kept in mind when developing housing in the Central Area Neighborhood.

30. Policy: A compatible mixture of housing densities and types should be encouraged and a specific emphasis on higher density housing. The types of new housing to be accommodated are:

- a. Low-rise: Multi-family structures of one to three stories.
- b. High-rise: Multi-family structures of four or more stories, including structures housing retail sales or services or offices on the main floor and a mix of offices or apartments in the same building.

Central Area Neighborhood - Development Organization (CAN-DO) HOUSING POLICY AREAS



31. Policy: Any new residential construction which would restrict commercial or retail growth in "Area 1" (See Housing Policies Map, page 8) should be considered as transitional and short term. This area is the only logical expansion area for downtown retail businesses and services.
32. Policy: Rehabilitation of existing single family housing should be encouraged through favorable remodeling regulations. The private rehabilitation of existing structures for housing, including upper stories over existing commercial establishments should be encouraged.
33. Policy: "Area 2" (See Housing Policies Map, page 8) designated districts are recommended for market-rate multi-family housing development.
34. Policy: Multifamily zoning shall not be changed to favor single family housing.

TRANSPORTATION/PARKING

35. Our goal is to provide for all segments of the community a safe, convenient, and efficient transportation system, including a network of well-maintained streets, pedestrian ways, and conveniently accessible parking facilities; the transportation system should be designed and operated with attention to the conservation of energy and the preservation of the environment.
36. Policy: The major vehicular access routes to the downtown core should be identified and the adjacent neighborhoods encouraged to reinforce those routes in order to minimize the impact of commuter traffic.
37. Policy: Convenience, safety, and economy shall be important considerations when developing modes for adequately moving people and goods.
38. Policy: Although the automobile is the predominant means of transportation for the predictable future, the alternate modes of transportation that minimize automobile use shall be strongly encouraged and implemented.
39. Policy: Parking shall be encouraged, provided, or developed by private enterprise or by the City of Salem either as a joint venture or in cooperation with private enterprise and other governmental units.
40. Policy: Convenient parking shall be provided for the benefit of shoppers, customers, and clients doing business in downtown buildings.
41. Policy: Employer and employee parking shall be located in areas easily reached and economically provided.
42. Policy: Employers, governmental and private, should provide economical and accessible parking or assist their employees in meeting their transportation needs.

PUBLIC FACILITIES

43. Our goal is to have utilities and services sized according to present and foreseeable future needs and planned to ultimately serve the total needs of the urban population.
44. Policy: Replacement and extension of utilities and services shall consider sizing to accommodate future growth and, where practical, should be placed underground.
45. Policy: Those entities which provide such services should be alert to future changes and allowed to utilize, install, and make use of the latest technology when appropriate and when justified so that they may economically expand to meet the community's need.
46. Policy: Governmental agencies within the Urban Growth Boundary shall endeavor to create a favorable environment for provision of "key facilities" and services required to serve the needs of the public. ("Key facilities" are defined in LCDC goals.)

COMMUNITY SERVICES

47. Our goal is to provide those necessary community services which enhance the growth and development of the Central Business District as the retail, service, and cultural center of the region.

CHILD CARE

48. Policy: Child care facilities shall be encouraged within the Central Area Neighborhood to serve Central Business District shoppers, students, and employees as well as residents.

TRANSIENTS

49. Policy: The current level of transient services and the number of agencies providing such services within the Central Area Neighborhood shall be maintained.

RECREATION

50. Policy: Recreational opportunities should be ensured for Central Area Neighborhood citizens of all ages and income.

BUSH SCHOOL/WILLAMETTE UNIVERSITY

51. Policy: Use of Bush School and Willamette University to provide educational, cultural, and civic services to all residents of this Central Area Neighborhood should be encouraged.

CULTURAL SERVICES

52. Policy: The downtown should be maintained as a center for cultural and entertainment activities in the Salem area.

POLICE PROTECTION

53. Policy: Adequate police services should be provided to meet current and future needs in the Central Area Neighborhood.
54. Policy: The level of fire protection services should be maintained and improved to meet the highest practical level of fire insurance rating and safety standards.

HANDICAPPED

55. Policy: All new construction and renovations shall include physical facilities to assist use by handicapped in conformance with the Building Code.
56. Policy: The general safety needs within the Central Area Neighborhood should be met in order to maintain the vitality of Salem's retail and cultural center.

PARKS AND OPEN SPACE

57. Policy: Our goal is to preserve and maintain existing parks or their equivalent areas for the enjoyment of the citizens.
58. Policy: Creation of future parks and open spaces shall be planned to keep pace with population growth and be in conformance with the Land Use Element of this Plan.

WILLAMETTE RIVER GREENWAY

59. Our goal is to protect the public's right to the enjoyment of the river while keeping a majority of the abutting land in private ownership.
60. Policy: The purposes of the Willamette River Greenway are to be accomplished through floodplain setback and other zoning provisions that assure development is compatible with adjacent uses and the State Greenway Goal.
61. Policy: Where economically feasible, the Willamette riverbank should be developed into uses that afford riverfront access to the public. Such uses may include park, open areas, and river-oriented commercial development.
62. Policy: Nothing in this goal is intended to authorize public use of private property.

CREEKWAYS

63. Our goal is to maintain the interest, character, and beauty of the natural creekways within the Central Area Neighborhood.
64. Policy: Property owners along creekways shall be encouraged to manage and preserve those creek banks so as to retain their natural setting insofar as is reasonably possible.
65. Policy: No deed, easement, or license to the public shall be required of a property owner along a creekway unless just compensation is paid.
66. Policy: The City shall encourage and facilitate visual access to natural streams and creeks as land use changes make it practical.
67. Policy: The City shall be encouraged to develop public access to creekways wherever possible without infringing on rights of private property owners.

ENVIRONMENT

68. Our goal is to maintain and improve the quality of the Salem Urban Environment.
69. Policy: Energy conservation, economics, and general livability shall be considered in determining land uses.
70. Policy: The economic vitality of the Central Business District should be protected while attempting to maintain and improve the livability of the area including matters of air and water quality and noise pollution.
71. Policy: The City shall protect and develop water sources so that adequate water for an expanding population will be available.
72. Policy: In keeping with the concept of an interesting downtown area, the heritage of Salem should be preserved; accordingly, the City shall encourage the retention of as many useful, architecturally interesting buildings as possible, including those of historic or nostalgic value.
73. Policy: Governmental codes should permit and be interpreted to permit, such preservation and redevelopment as outlined above.

RECOMMENDATIONS

RECOMMENDATIONS*

CAN-DO NEIGHBORHOOD PLAN

LAND USE PLANNING

78. Recommendation: Encourage the development of convention facilities and additional motels and hotels.
79. Recommendation: Encourage additional modern office facilities, apartments, and retail space.
80. Recommendation: Encourage residential uses as identified in the Housing element of this Plan.
81. Recommendation: Encourage the adoption of zoning regulations which provide flexibility in the development of the property identified in the generalized Land Use Plan Map as combined residential/commercial activities. This flexibility should allow the development, when economically feasible, to have apartments, offices, retail, medical facilities, and parking in the same building.
82. Recommendation: Encourage development of multi-level parking structures in the locations where they are most convenient to the needs of both Central Business District shoppers and employees.
83. Recommendation: Redevelopment should blend old and new facilities to retain the historical flavor of the Central Business District and provide for additional offices and retail space. A maximum effort must be made to preserve the historical value of Salem through the retention of as many historically and architecturally interesting buildings as is economically feasible.
84. Recommendation: Encourage the development of restaurants which can also serve as meeting places for organizations.
85. Recommendation: Encourage a broad variety of recreational and cultural activities to bring people into the Central Business District.
86. Recommendation: Preserve the area designated as "Central Business" on the generalized Land Use Plan Map to permit the orderly development of new and existing facilities within the core area.
87. Recommendation: Encourage tenants to remain within the area and encourage new development and remodeling of existing structures.
88. Recommendation: The following are examples of facilities which are desirable and necessary for the Central Area Neighborhood within the next 25 years.

* These recommendations have been adopted by CAN-DO but not by the City Council.

a. Shopping

- (1) Department stores.
- (2) Wide variety of specialty retail stores such as boutiques, gourmet shops, etc. A good example of this type of development is the Reed Opera House.
- (3) Personal service stores such as beauty and barber shops, shoe repair, dry cleaners, health spas, and dressmakers.
- (4) Supermarkets and convenience shops are needed near residential areas.
- (5) Car service facilities, separate from the "people areas" either by being on a different level from pedestrian traffic, in parking facilities, or on the fringe of the downtown, connected by easy shuttle bus service.
- (6) Restaurants.

b. Recreation

- (1) Library.
- (2) Theaters.
- (3) Art Galleries.
- (4) Physical exercise facilities such as YWCA and YWCA offer.
- (5) Meeting places.
- (6) Playground areas for small children.
- (7) Restrooms which are: available to the public, numerous, clean, and attractive.
- (8) Child care facilities.

c. Office Services

- (1) City, County, and other local government offices should remain in the downtown area.
- (2) A Federal office building or complex combining in one structure the more than 30 Federal offices in the Salem community on a site which would encourage other office space development.
- (3) Financial services and professional offices.
- (4) Wide variety of office space.

d. Convention Facilities

- (1) A major public use facility suitable for convention uses is necessary for a viable downtown. A downtown building should be created housing an auditorium, a repertory theater, flat floor convention pavilion designed to include, but not necessarily be limited to, shows, exhibits, wrestling, boxing, and experimental theaters. It should have seating capability for major banquets and a series of meeting rooms plus galleries and halls.
- (2) Hotels and motels with adequate room space appropriate to the size of the convention facility.

(3) Supplemental specialty restaurants and bars in the area.

e. Evening Entertainment

- (1) Nightclubs and restaurants, perhaps a facility catering to young adults.
- (2) Ice rink.
- (3) Youth lounge, including small shops and meeting places.

f. Parking Facilities

- (1) Parking structures should be adequate and convenient, screened from the pedestrian areas. They might contain car servicing facilities. These multi-level buildings could have shops on street level exterior and their architecture should blend appropriately with the surroundings.

TRANSPORTATION/PARKING

89. Recommendation: The City should develop and implement a balanced system that allows people to move into, through, and around the Central Business District.
90. Recommendation: Park-and-ride stations should be developed wherever appropriate, and express buses should be used to carry passengers to the Central Business District.
91. Recommendation: The City should develop a shuttle bus system that would circulate frequently in the Central Area Neighborhood for the purpose of shopper convenience and accommodating employer and employee parking.
92. Recommendation: The City should complete the implementation of the Bridge Ramp System.
93. Recommendation: The City should encourage private enterprise to develop parking facilities through the use of low-interest Bancroft financing.
94. Recommendation: The City should provide security in all parking structures and lots utilizing foot patrol.

PUBLIC FACILITIES

95. Recommendation: Development of the area covered by the Comprehensive Plan within the Urban Growth Boundary will require expansion of "key facilities" and services for the public such as water, sewer, storm drainage, police and fire protection, natural gas, electrical energy, and communication facilities. Therefore, the entities providing these facilities and services both publicly and privately owned, should inventory existing facilities and periodically project future requirements to adequately and economically provide the necessary services.

COMMUNITY FACILITIES

TRANSIENTS

96. Recommendation: Service agencies should be encouraged to provide counseling and rehabilitation services in conjunction with shelter and hot meals.

RECREATION

97. Recommendation: A transportation program should be encouraged to provide access to the Senior Center recreational programs for the elderly residents of the Central Area Neighborhood.
98. Recommendation: Appropriately sized open spaces should be provided in or near major retail development as well as in the riverfront area to allow for both active and passive recreational activities within the Central Area Neighborhood.

BASIC SERVICES

99. Recommendation: CAN-DO should continually transmit community needs to the appropriate service delivery agencies.
100. Recommendation: Initiate the use of the Bush School complex as a community center.

CULTURAL SERVICES

101. Recommendation: Encourage maximum utilization of the City Library facility.
102. Recommendation: A civic auditorium should be developed in the Central Area Neighborhood which can accommodate a wide variety of cultural activities.

POLICE PROTECTION

103. Recommendation: Adequate protection and services to minimize personal danger in abusive situations should be provided for in the Central Area Neighborhood.
104. Recommendation: Utilize foot patrols to increase visibility in an effort to reduce business and residential burglaries and shoplifting in Central Business District stores.
105. Recommendation: Staff training in human dynamics and communications to maintain the good relationship between police personnel and citizens should be continued.

FIRE PROTECTION

106. Recommendation: Fire codes and building regulations should promote the installation of alarms and safety exits.
107. Recommendation: A fire safety training program should be established for Central Business District businesses and office buildings.
108. Recommendation: Annual fire and safety inspections should be conducted in all businesses and government buildings.
109. Recommendation: The mutual cooperation agreements should be continued between local fire districts.

HANDICAPPED

110. Recommendation: Encourage voluntary development of facilities helpful to the handicapped.
111. Recommendation: Complete the removal of street barriers to the handicapped.

GENERAL SAFETY

112. Recommendation: Appropriate safety barriers or signs should be included at hazardous locations in the Central Area Neighborhood.

PARKS AND OPEN SPACE

WILLAMETTE RIVER

113. Recommendation: Where reasonable, the Willamette riverbank should be developed into uses that afford riverfront access to the public. Such uses may include park, open areas, and river-oriented commercial development.

CREEKWAYS

114. Recommendation: Where reasonable, the creekways should be developed into uses that afford creekway access to the public. Such uses may include park and open areas.
115. Recommendation: The City should develop the proposed park at the mouth of Mill Creek.

ENVIRONMENT

116. Recommendation: Preservation and restoration of structures should be limited by economic feasibility.

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