



**GRANT  
NEIGHBORHOOD  
ASSOCIATION**

NEIGHBORHOOD PLAN

## GRANT NEIGHBORHOOD PLAN

Plan and Map adopted by Grant in September 1979 and revised on April 4 and May 2, 1983.

Plan adopted by Salem City Council, June 13, 1983, Ordinance No. 83-33, with the exception of Residential Policy 9 and Transportation Policies 45, 60, and 63.

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## INTRODUCTION

## INTRODUCTION

Grant Neighborhood is a central Salem neighborhood located directly north of the downtown area. Grant encompasses an area which, in general, is bounded by "D" and Market Streets to the south; the Willamette River to the west; Madison Street to the north, and the Southern Pacific Railroad to the east.

## HISTORY OF GRANT NEIGHBORHOOD

Grant Neighborhood Association began in 1972 as the Grant Area Advisory Board to the Urban Renewal Agency. In 1975, the Advisory Board applied for and received official City recognition as Salem's first neighborhood association, changing the name to Grant Neighborhood Association.

As stated in the Association by-laws, amended in 1978, the purpose of the Grant Neighborhood Association is to promote, coordinate and carry out community planning; to protect and enhance the quality of life in the neighborhood; to provide citizen involvement in formation of public policy and to assure sound communication between community leaders and Grant residents.

To assure its purpose is met, the Association has an Executive Board comprised of three elected officers (Chairman, Vice-Chairman and Secretary) and seven elected directors. At least one Executive Board member must reside in each of five neighborhood sub-areas.

## HISTORY AND PURPOSE OF THE NEIGHBORHOOD PLAN

Grant's early interests in neighborhood development started with its 1972 involvement in urban renewal. The North Salem Urban Design Plan developed specific recommendations and design criteria for Grant and much of Highland neighborhoods. The North Salem Neighborhood Development Program (NDP) provided the implementation program.

In May of 1975, the "West of Broadway Study", a report to the Riverfront Committee was initiated to study and evaluate the North Salem NDP. This study was conducted by sub-committees which evaluated housing, transportation, industrial land use and the Willamette Greenway area for the portion of Grant and Highland neighborhoods lying to the west of Broadway Street. The study was chaired jointly by the chairmen of the Grant Area Advisory Committee and the Highland Neighborhood Association. The West of Broadway Study provided groundwork for Grant's Neighborhood Plan, providing Grant the opportunity for a first hand look at the riverfront area. This interest in the riverfront continues, Grant is actively involved in the Riverside/East Study Committee.

In November, 1977, the Grant Neighborhood Association initiated development of a neighborhood plan. The initial transportation element was prepared in conjunction with neighboring Highland neighborhood. By May, 1979, the draft plan was approved by the general neighborhood and adopted by the Executive Board. The Salem Planning Commission held a public hearing on this plan. In September, 1979, the Association made revisions reflecting Planning Commission recommendations to the draft plan. The Planning Commission then recommended the draft plan be adopted by City Council.

In February, 1980, after a public hearing and discussion of the draft plan, City Council moved to delay adoption of the Grant Neighborhood Plan until the Salem Area Comprehensive Plan (SACP) was acknowledged by the Land Conservation and Development Commission (LCDC). The SACP was acknowledged by LCDC in May of 1982.

In November, 1982, the Grant Executive Board elected to update their draft plan to be consistent with the acknowledged SACP. In March, 1983, the Board forwarded a revised plan to City Council. Council held a work session on the plan. In response to Council, the Board revised the plan and resubmitted it in May, 1983. On June 13, 1983, City Council adopted the Grant Neighborhood Plan (Ordinance No. 33-83) as a detailed plan of the SACP.

#### ORGANIZATION OF THE PLAN

The plan contains five sections in addition to the Introduction.

The Land Use Plan Map indicates the intended future development pattern for the neighborhood. This is followed by the Land Use Intent Statements which define the categories of land use depicted on this Plan Map.

The Land Use section contains goals and policies to guide future land use decisions, such as those involving changes in the Salem Area Comprehensive Plan or matters involving the zoning code. The "neighborhood wide" section contains policies that pertain to goals and land use at any location in the neighborhood. In addition to these, the neighborhood was divided into four subareas (A,B,C,& D) to reflect their special character. Goals and policies for these areas supplement those for the entire neighborhood.

The second major policy section is titled Transportation. It focuses mostly on streets, but includes other transportation aspects as well.

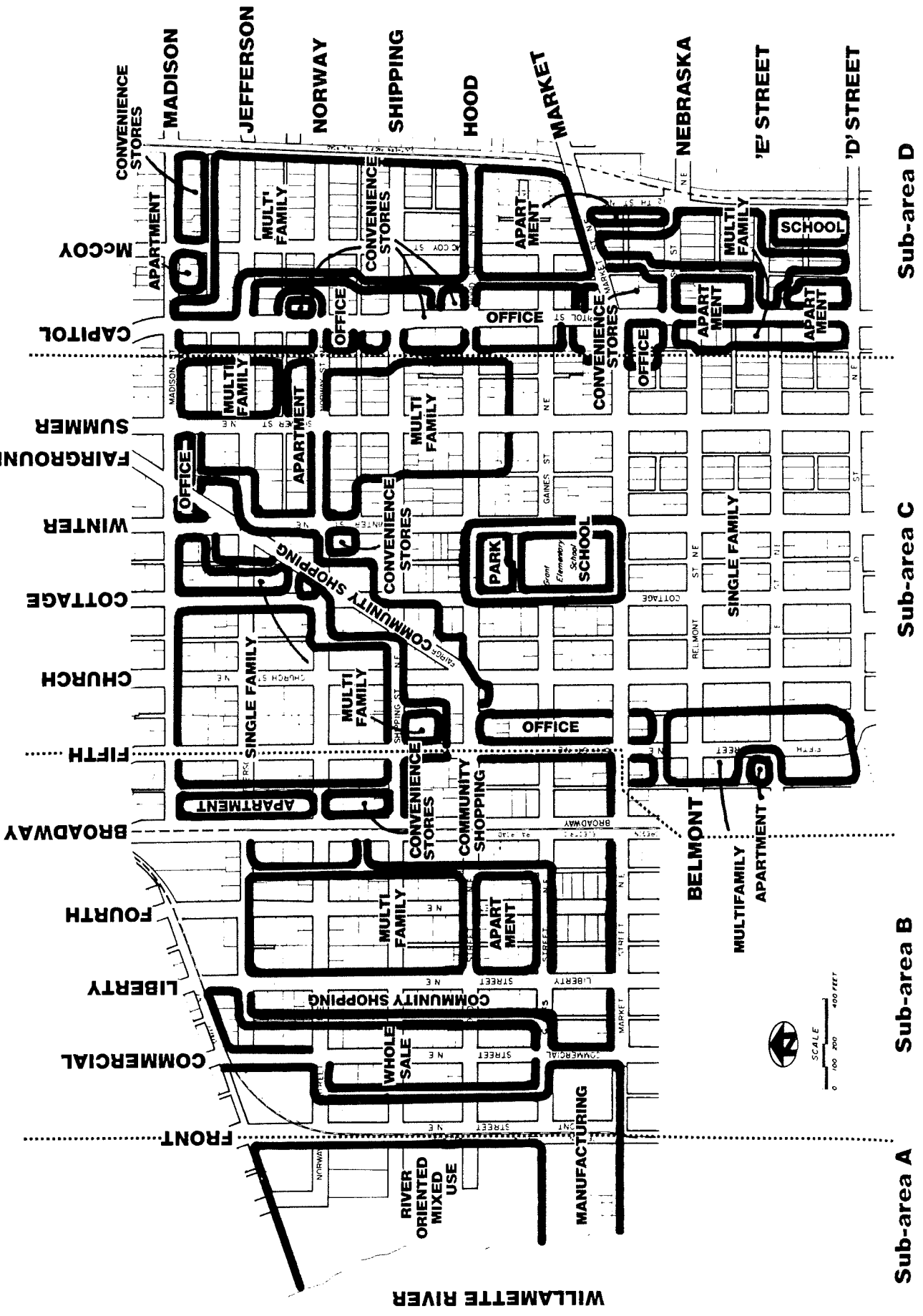
Association Goals and Policies are ones that were adopted by the Grant Executive Board but not City Council. Consequently, these goals provide directions to the board in its deliberation, but, at the same time, lack the standing of adopted City policy in the City decision-making process.

The Grant Neighborhood Plan can be found for reference in the Salem Public Library. Other sources include the Grant Neighborhood Chairman, the Grant Neighborhood Counselor (Room 305, Civic Center, 588-6173) and the Community Development Department, Planning Division (Room 305, Civic Center, 588-6173).

**LAND USE MAP**

# GRANT LAND USE PLAN MAP

ADOPTED BY CITY COUNCIL JUNE 13, 1983



WILLAMETTE RIVER



**LAND USE INTENT STATEMENTS**

## LAND USE INTENT STATEMENTS

The land use intent statements for the Grant Plan closely correlate with those found in the Salem Area Comprehensive Plan. The Grant Plan Land Use Intent statements are to accomplish the following:

- a. Define the relationship of land use designations on the Land Use Plan Map and the goals and policies from which the map is derived.
- b. Prevent a mix of incompatible uses that could occur if the intent was not specified.
- c. Indicate the predominant type of land use and the permissible mix of other compatible uses.

### RESIDENTIAL

1. Single Family: The intent is to preserve, maintain, and protect the character of the established single family residential area.
2. Multifamily: The intent is to maintain existing quality single family houses to the maximum extent practical while allowing conversion of houses and lots to multifamily densities where permitted by zoning.
3. Apartment: The intent is to provide for higher density multifamily use in areas where transition to more intense use is occurring, particularly along arterial streets.

### COMMERCIAL

1. Convenience Stores: The intent is to provide locations where commercial sales and services serving neighborhood residents can be accommodated. Neighborhood services include, but are not limited to, shopping needs such as groceries, cleaners, shoe repair, barber shops, and service stations.
2. Commercial Office: The intent is to include a wide variety of nonretail services. These may be located near residential areas to serve the residents.
3. Community Shopping: The intent is to provide locations with commercial sales and services that serve shopping needs that have a city or regionwide appeal.

### INDUSTRIAL

The intent is to designate the general location for a variety of industrial uses which place heavy demands on public facilities or result in significant environmental impact.

1. Industrial Commercial: The intent is to designate sites for commercial and a variety of limited industrial activities in which the nature of the business requires fabrication, storage, and retail or wholesale trade.
2. Manufacturing: The intent is to provide locations for a full range of manufacturing activities.

OTHER

1. River Oriented Mixed Use: The intent is to provide for a combination of urban uses which capitalize on the scenic, natural, and recreational facilities of the riverfront and to provide opportunities for the residents in the community to have both visual and physical access to the riverfront while allowing for the continuation of existing industries.

**LAND USE**

## NEIGHBORHOOD WIDE GOALS AND POLICIES

1. GOAL: To conserve this close in location for single family living and to prevent encroachment on the single family core area from more intensive uses.
2. GOAL: To maintain and enhance the predominately single family residential character of this area to assure continued operation of Grant School as a neighborhood school and community facility.
3. POLICY: Developers of multifamily or commercial uses should comply with the site design criteria listed below during the design review process specified in the North Salem Urban Renewal Plan. In addition, all property owners within 250 feet of the proposed project and a designated member of the Grant Executive Board should be notified in order to provide input to the Design Review Team.
  - a. Parking - Off-street parking shall be provided to Code.
  - b. Noise Generation - Structures should be designed to protect occupants from noise levels exceeding HUD criteria.
  - c. Landscaping - All development shall be landscaped in accordance with renewal plan requirements.
  - d. Visual Impact - Parking lots, signs, and bright lights should be screened from residential areas.
4. POLICY: Primary access to new multifamily development in areas designated Multifamily should be onto major and local streets instead of alleys to prevent excessive traffic disruptions to existing single family houses.
5. POLICY: Housing stock should be rehabilitated on a continuing basis. Low interest loans should be made available for this purpose.
6. POLICY: Architecturally and historically significant structures should be preserved.
7. POLICY: Zone changes that would allow more intensive residential uses in areas designated Single Family should be denied.
8. POLICY: Zone changes that would allow new commercial uses in areas designated Multifamily or Apartment will be opposed by the Neighborhood and should not be permitted. However, existing nonconforming uses should be allowed a zone change when requested, if those uses are found compatible with the surrounding area. The Neighborhood shall consider these on a case by case basis.
10. POLICY: Conversion of single family residences to multifamily use should be prohibited in areas designated Single Family.
11. POLICY: Density per building site in areas designated Multifamily should be no more than permitted by the zone code.

12. POLICY: Residential density shall not exceed the maximum density allowable under code in areas designated Apartment.
13. POLICY: Existing multifamily housing in areas designated Multifamily or Apartment may remain in multifamily use.
14. POLICY: Existing single family housing in areas designated Multifamily or Apartment should remain in single family use.
15. POLICY: Single family housing in areas designated Multifamily should be retained for single family use where there is sufficient good quality single family housing stock to represent a continuing commitment to single family living. A relevant index of this commitment is where more than 50 percent of the land area in a block face is in single family use and at least two housing units are of standard condition.
16. POLICY: Single family housing should only be replaced with single family housing in areas zoned RS.
17. POLICY: Vacant lots in areas designated Apartment should be developed using combinations of duplexes, triplexes, or apartments.
18. POLICY: Vacant lots located in areas designated Multifamily or Single Family Residential should be developed for single family use. Corner lots may be developed with duplexes providing code requirements are met.

SUB-AREA "A": WEST OF FRONT STREET

19. GOAL: To increase riverfront development opportunities for a combination of urban uses that take advantage of the scenic, natural, and recreational qualities of the riverfront.
20. POLICY: All development in the Willamette River Greenway shall conform with the Salem Area Comprehensive Plan, statewide land use goal #15, and other mandatory policies of the Grant Neighborhood Plan.
21. POLICY: Riverfront development should be a mixture of commercial, office and higher density residential uses.
22. POLICY: Private developers should take advantage of the scenic and recreational qualities of the river through the sensitive design and placement of buildings and the provision of active and passive recreational opportunities.
23. POLICY: Natural qualities of the riverbank, such as mature ground cover, trees, wildlife and contours shall be preserved conserved and maintained in accordance with the Willamette Greenway Ordinance and through the careful placement of buildings and related site improvements such as parking areas.

SUB-AREA "B": LIBERTY/COMMERCIAL AND BROADWAY CORRIDORS

24. GOAL: To develop Broadway south of Norway as a convenience goods and services commercial district.
25. GOAL: To develop Broadway north of Norway as a combination Multifamily and Apartment district.
26. GOAL: To maintain the single family character of Fifth Street between Shipping and Madison.
27. GOAL: To provide for the orderly transition along the west side of Liberty and both sides of Commercial to wholesale, retail service facilities, and office uses.
28. GOAL: To maintain and enhance the predominantly single family residential character on the east side of Liberty and both sides of Fourth Street between Hood and Jefferson.
29. POLICY: Existing industrial use west of Commercial Street designated Manufacturing may be maintained while discouraging further industrial development.
30. POLICY: Wholesale establishments along the Liberty/Commercial couplet should be required to conduct sales and have storage within the building structure, with screening required of any outdoor storage areas from adjacent residential uses and from view from public streets.
31. POLICY: Development along Commercial Street should be limited to wholesale, retail service facilities, and office use.
32. POLICY: Commercial development along Broadway should include the types of services that would be beneficial to the neighborhood.
33. POLICY: Broadway north of Norway should be developed as a Multifamily and Apartment district. Density shall not exceed the maximum allowable under the zoning code.

SUB-AREA "C": GRANT RESIDENTIAL CORE

34. GOAL: To conserve close-in locations for single family living, to prevent the encroachment on the single family residential core from more intensive uses and to maintain and enhance the predominately single family residential character of this area.
35. GOAL: To phase out Fairgrounds Road as an arterial as traffic needs decrease due to the completion of major street projects such as Liberty/Commercial and Salem Parkway.

SUB-AREA "D": SUMMER STREET TO RAILROAD TRACKS

36. GOAL: To encourage the development of Capitol Street as a mixed use corridor that has single family housing, multifamily housing, and compatible retail and office uses in distinct use clusters.
37. GOAL: To encourage the orderly development of areas designated for Multifamily.
38. POLICY: Development along Capitol Street should occur in distinct use clusters in order to avoid one continuous commercial strip.
39. POLICY: To alleviate the traffic congestion and visual clutter at intersections along Capitol Street, the development of retail or retail services should be discouraged on all four corners of any one intersection.
40. POLICY: Development of offices should be encouraged between Madison and Shipping along Capitol Street to conform with the existing office use pattern.
41. POLICY: Development along Capitol Street between Nebraska and Shipping should be limited to small, unobtrusive retail outlets and offices.
42. POLICY: The following design factors should be incorporated in new development adjacent to the Southern Pacific Tracks:
  - a. Soundproofing - Particular attention should be given to soundproof all structures adjoining the railroad right-of-way; and
  - b. Orientation - Residential structures adjacent to the tracks should be designed to minimize noise intrusion.



**TRANSPORTATION**

## TRANSPORTATION

### TRAFFIC PLANNING

43. GOAL: To formulate a traffic plan that will:
- a. Protect the residential areas of the neighborhood;
  - b. Move the heavy through traffic through commercial and industrial areas;
  - c. Provide adequate public transportation and safe routes for bicycle riders.

### MAJOR STREETS

44. GOAL: To make the existing major street system work more effectively and to make improvements to the system that have an overriding benefit to the Grant Neighborhood.

### TRAFFIC OPERATION IMPROVEMENTS

46. POLICY: Signal and left turn refuge lane improvements on major streets should be evaluated in terms of their impact on local and collector streets before improvements are made.
47. POLICY: Adequate warning devices should be provided in the immediate vicinity of fire stations for greater safety and faster fire response.
48. POLICY: Adequate alternative parking should be provided before the removal of on-street parking for traffic capacity purposes.
49. POLICY: Stop signs or other needed improvements should be provided at hazardous intersections.
50. POLICY: Traffic handling capacity in "bottleneck" areas should be improved based on consideration of: restriping traffic lanes, removal of on-street parking when off-street parking is provided, improved signal phasing and alternative modes.
51. POLICY: Public Utilities Commission (P.U.C.) regulations governing railroad crossings shall be enforced.

### LOCAL STREETS

52. GOAL: To reduce through traffic while maintaining access for local residences.
53. POLICY: Modification of local street circulation to reduce through traffic movement within residential portions of the neighborhood shall be considered as appropriate.
54. POLICY: The use of street closures and diverters shall be encouraged, providing they have local support, do not shift the traffic problem to

other local streets, and provide reasonable access to all abutting properties.

55. POLICY: Experimentation with temporary barriers shall be considered before making a permanent commitment for closures or diverters.

#### TRANSIT

56. GOAL: To maintain and enhance the current level of transit service to Grant Neighborhood.
57. POLICY: Factors to be considered in improving the level of service and convenience of transit services are:
- a. Nearness of transit routes and stops;
  - b. Time between buses;
  - c. Reliability of service;
  - d. Sheltered waiting areas;
  - e. Extended hours of operation;
  - f. Weekend service; and
  - g. Travel time.
58. POLICY: Commuter bus service should be continued. Park-and-ride and carpooling programs should also be continued.

#### SPECIAL TRANSPORTATION

59. GOAL: To provide demand-response service to the transit dependent, particularly the elderly and handicapped.
61. POLICY: Public funding for special transportation services shall be encouraged.

#### BIKEWAYS

62. GOAL: To provide a system of bikeways that connect points of activity, both within and outside of the neighborhood.

#### ALLEYS

64. GOAL: To maintain access to garages and households for essential services while discouraging through traffic.
65. POLICY: A maintenance-free surface should be provided if hazardous through traffic is not increased and that improvements do not require capital expenditures for abutting property owners.

**ASSOCIATION GOALS AND POLICIES**  
**(Adopted by Grant but not by City Council)**

## ASSOCIATION GOALS AND POLICIES

### RESIDENTIAL CONVERSION

9. NEIGHBORHOOD POLICY: The Grant Executive Board shall oppose variances that would allow the conversion of single family residences to multifamily use.

### MAJOR STREETS

45. NEIGHBORHOOD POLICY: Neighborhood recommendations on major street improvements and possible alternatives shall be based on consideration of applicable factors such as:
- a. Change in through traffic pattern;
  - b. Change in truck traffic pattern;
  - c. Isolation of any area or residences from the neighborhood;
  - d. Street widening;
  - e. Acquisition/relocation/displacement;
  - f. Pedestrian Safety; and/or
  - g. Shifting the problem location.

### SPECIAL TRANSPORTATION

60. NEIGHBORHOOD POLICY: Provision of private/nonprofit special transportation services shall be supported by the Grant Neighborhood Association.

### BIKEWAYS

63. NEIGHBORHOOD POLICY: The refinement and implementation of a neighborhood bicycle plan that fits into the citywide bicycle plan shall be pursued by the neighborhood.