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# Mill Creek Industrial Park Urban Renewal Plan

Adopted May 25, 2005  
Ordinance No. 37-05

After Recording Return To: ✓  
City of Salem  
Real Property Services  
350 Commercial St NE  
Salem, OR 97301

MILL CREEK INDUSTRIAL PARK URBAN RENEWAL PLAN

URBAN RENEWAL PLAN  
FOR THE  
MILL CREEK INDUSTRIAL PARK

CITY OF SALEM, OREGON

PART ONE – TEXT

PART TWO – EXHIBITS

ADOPTED MAY 25, 2005

AMENDED

FEBRUARY 11, 2008- RESOLUTION # 08-3 URA

MARCH 19, 2012 - RESOLUTION #. 12-4 URA

MAY 14, 2012 - RESOLUTION # 12-6 URA

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MARCH 14, 2016 – RESOLUTION #16-2 URA

MARCH 13, 2017 - RESOLUTION #17-1 URA

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Exhibit A: The Salem Regional Employment Center Master Plan and Development Strategy

## **I. INTRODUCTION**

The Mill Creek Industrial Park Urban Renewal Plan (the “Plan”) contains goals, objectives and projects for the development of the Mill Creek Industrial Park Urban Renewal Area (the “Area”).<sup>1</sup> The Area, shown in Figure 1, encompasses 828 acres of undeveloped property under the ownership of the State of Oregon. It is bounded by several major roadways, including Kuebler Boulevard, Turner Road, Highway 22, and Deer Park Road.

The Plan will help to facilitate the implementation of the Salem Regional Employment Center Master Plan and Development Strategy (the “Master Plan”), attached as Exhibit A. Adopted in October 2004 by both the City of Salem and State of Oregon, the Master Plan’s goal is to respond to the State’s shortage of “shovel-ready” parcels of industrial land, the region’s needs for employment, the City’s desire for family-wage jobs (jobs with above average pay), increased property tax revenues, and the unique potential of the site. In addition, by providing large industrial lots that do not otherwise exist within the City of Salem, this Plan may help delay the need to expand the Urban Growth Boundary (UGB).

The purpose of the Plan is to use the tools provided by urban renewal (ORS 457) to overcome barriers to the development of the Area, which is currently vacant, and create economic opportunities that will benefit local and regional residents. These tools include tax increment financing (see Section X), which means that the property taxes resulting from growth in property value within the Area can be used to finance improvement projects and programs, and the acquisition and sale of land for development as part of a public/private development partnership.

The Plan is administered by Salem Urban Renewal Agency (the “Agency”) which has been established by the City Council of the City of Salem as the City’s Urban Renewal Agency under Resolution No. 7986, adopted on October 23, 1961. Major changes to the Plan, if necessary, must be approved by the City Council as described in Section XI.

As required by ORS 457.085 (3), the Plan will be accompanied by the Mill Creek Industrial Park Urban Renewal Report (the “Report”), which is intended to provide public information and a basis for the findings made by the City Council as part of its approval of the Plan.

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<sup>1</sup> During the planning stages, the Mill Creek Industrial Park was also known as the Salem Regional Employment Center (SREC). Consequently some of the titles of earlier planning documents noted in this Plan refer to SREC.

**II. GOALS AND OBJECTIVES**

The goals of the Plan represent its basic intents and purposes. Accompanying each goal are objectives, which generally describe how the Agency intends to achieve the goals. The urban renewal projects identified in Chapter IV of the Plan are the specific means of meeting the objectives.

***LAND USE***

**Goal 1: Stimulate the Development of a Broad Mix of Compatible Employment Uses within the Area.**

Objectives:

1A: Assist in the financing and provision of transportation and public utility infrastructure improvements to support the development of industrial and business park uses according to the Master Plan. (See Exhibit A.)

1B: Work with developers, industrial brokers, local and regional economic development agencies, and the Oregon Department of Economic and Community Development or its successor agency to market properties within the Area.

1C: Support the development of on-site retail, service, and commercial uses that specifically serve local workers and visitors, thereby reducing commute traffic outside of the Area and offering conveniences that will make the Area a more attractive destination for prospective employers and workers.

1D: Increase the supply of buildable industrial land within the City of Salem, satisfying industrial land needs in the Salem area and maximizing the use of buildable industrial lands within the UGB.

1E: Property may be acquired for public and private development to facilitate the implementation of the Master Plan Concept.

**Goal 2: Promote High Quality Development that Preserves and Protects the Area's Natural Amenities and Environmentally Sensitive Areas.**

Objectives:

2A: Minimize the impact of public utility and infrastructure projects on wetlands and the natural environment through the integration of appropriate protective measures and mitigation strategies.

2B: Integrate open space uses and landscaping elements into the design and development of public improvement projects identified in the Plan to create a livable environment and provide opportunities for multimodal recreational use.

2C: An Intergovernmental Agreement allows the City, Agency, and State to develop and approve Codes, Covenants and Restrictions, and Development/Disposition Agreements to ensure high quality development while protecting open spaces and wetlands.

***TRAFFIC AND TRANSPORTATION***

**Goal 3: Implement Transportation Improvements that will Increase Access to the Area and Mitigate Traffic Impacts.**

Objectives:

3A: The Urban Renewal Agency will be able to utilize funds to construct street improvements, including arterials and collectors, as consistent with the Master Plan.

3B: Concurrent with the development and upgrade of arterial and collector roads, and in conformance with the Salem Transportation System Plan (TSP), provide bike lanes, sidewalks and streetscape improvements that promote multimodal usage, access and safety.

***PUBLIC UTILITIES***

**Goal 4: Provide Sewer, Water and Surface Water Management/Wetlands Enhancement Infrastructure within the Area that will Facilitate its Efficient and Timely Development.**

Objectives:

4A: Develop water, sanitary sewer and surface water management/wetlands enhancement improvements as necessary to serve anticipated development within the Area.

4B: Implement planned public utility projects in coordination with upgrades and investments by private utility providers, including gas, electric, telephone and fiber optic providers.



**III. MAP AND LEGAL DESCRIPTION OF URBAN RENEWAL AREA**

**MAP OF AREA BOUNDARIES**

Figure 1. shows the Area boundaries.

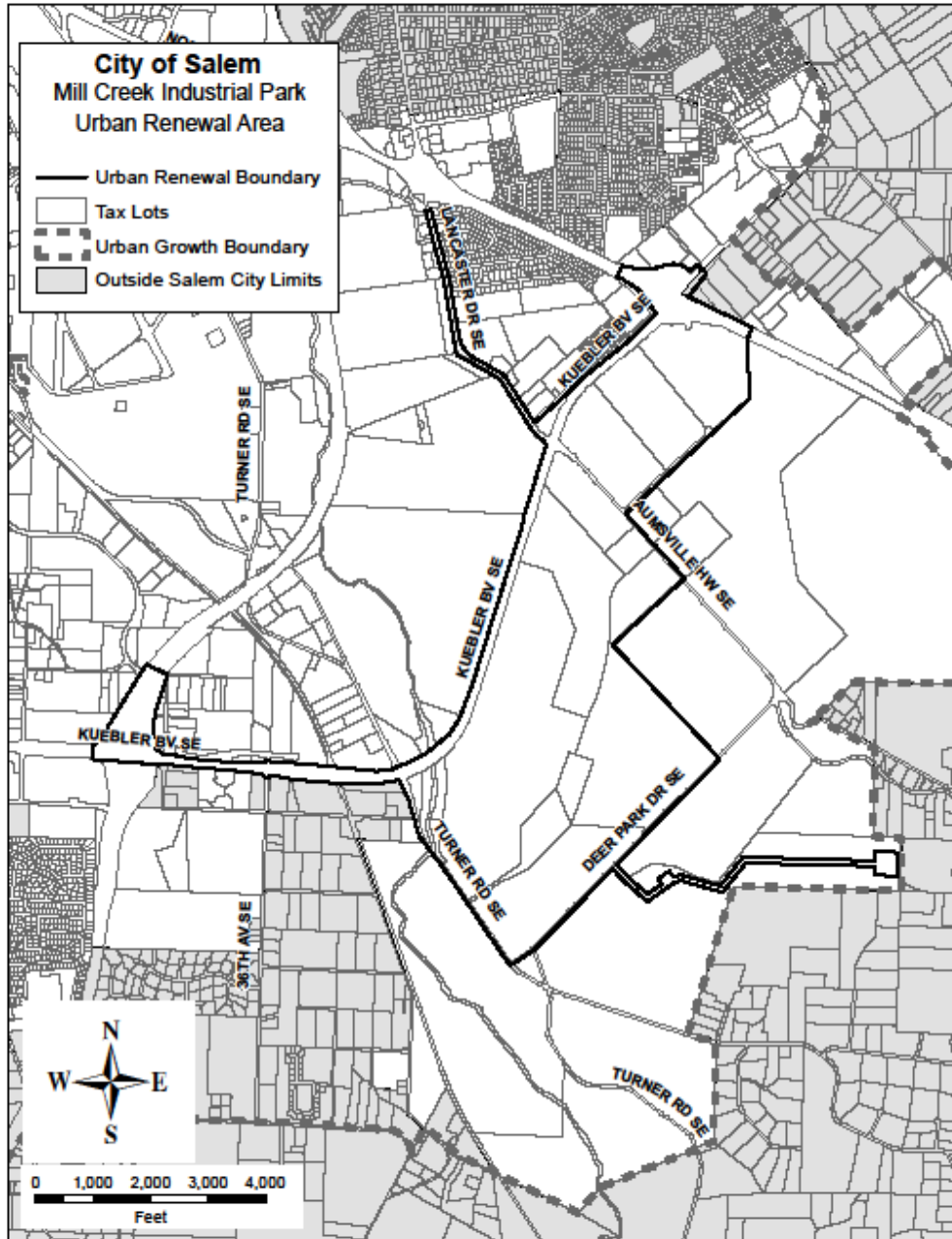


Figure 1

**LEGAL DESCRIPTION**

A tract of land located in the northwest one-quarter, northeast one-quarter and southwest one-quarter of Section 5, the east one-half of Section 6, the northeast one-quarter, southeast one-quarter and the southwest one-quarter of Section 7, the northwest one-quarter and southwest one-quarter of Section 8, the northwest one-quarter and northeast one-quarter of Section 17, the northeast one-quarter of Section 18, Township 8 South, Range 2 West, and the southeast one-quarter of Section 12, Township 8 South, Range 3 West, Willamette Meridian, City of Salem, Marion County, Oregon, described as follows:

Beginning at the intersection of the southerly right of way line of Turner Road SE (County Road No. 835) with the easterly right of way line of Deer Park Road SE (Salem-Turner Road Market Road No. 27), which point bears N.31°47'07"E., 184.06 feet from the Northwest corner of the J. Herren Donation Land Claim No. 60;

thence along the easterly right of way line of Deer Park Road SE on the following courses:

N.56°26'00"E., 537.06 feet; N.44°51'48"E., 988.98 feet; N.44°36'08"E., 919.19 feet;

thence leaving said easterly right of way line, S.43°16'30"E., 288.45 feet;

thence S.48°53'30"E., 529.24 feet;

thence N.55°10'23"E., 519.31 feet;

thence N.65°17'29"E., 101.08 feet;

thence N.79°22'09"E., 76.23 feet;

thence S.74°58'34"E., 746.29 feet;

thence N.38°40'31"E., 643.06 feet;

thence S.88°27'59"E., 2253.31 feet;

thence S.01°11'44"W., 150.00 feet;

thence S.88°27'59"E., 400.01 feet;

thence N.01°11'44"E., 400.01 feet;

thence N.88°27'59"W., 400.01 feet;

thence S.01°11'44"W., 150.00 feet;

thence N.88°27'59"W., 2302.43 feet;

thence S.38°40'31"W., 627.39 feet;

thence N.74°58'34"W., 703.69 feet;

thence S.79°22'09"W., 111.35 feet;

thence S.65°17'28"W., 39.60 feet;

thence N.34°49'37"W 124.53 feet;

thence S.55°10'23"W, 231.52 feet;

thence S.34°49'37"E., 110.00 feet;

thence S.55°10'23"W., 300.00 feet;

thence N.48°53'30"W., 446.30 feet to an angle point of the most southwesterly line of the Western Baptist College property as described in Reel 493 at Page 474, Marion County Deed Records;

thence along the most southwesterly line of said College property, N.43°16'30"W., 287.25 feet to a point on the easterly right of way line of Deer Park Road SE;

thence along said easterly right of way line on the following courses: N.44°36'08"E., 1.08 feet; N.44°43'31"E., 492.35 feet; N.43°30'31"E., 736.92 feet; N.46°47'01"E., 536.49 feet and N.44°28'42"E., 777.42 feet to the easterly extension of the southerly line of Tract E as described in Reel 2407 at Page 206, Marion County Deed Records;

thence leaving said easterly right of way line, N.43°39'45"W. along the southerly line and southerly line extended of said Tract E, 2692.79 feet to the southwesterly corner of said Tract E;

thence N.47°35'40"E. along the westerly line and westerly line extended of said Tract E, 1689.52 feet to the northerly right of way line of Aumsville Highway (Salem-Turner Road Market Road No. 27);

thence along the northerly right of way line on the following courses: N.42°27'20"W., 748.57 feet; S.47°32'54"W., 12.00 feet; N.42°27'20"W., 500.01 feet and N.42°27'46"W., 248.32 feet;

thence leaving said right of way line, N.47°27'41"E., 2902.10 feet;

thence N.01°02'19"W., 1011.18 feet to a point on the southerly right of way line of the North Santiam Highway (State Highway No. 22);

thence N.64°53'26"W. along said southerly right of way line, 14.21 feet;

thence N.25°06'34"E., 225.00 feet to a point on the northerly right of way line of the North Santiam Highway (State Highway No. 22);

thence N.64°53'26"W. along said northerly right of way line, 1239.09 feet to a point on the southerly extension of the easterly right of way line of Cordon Road SE;

thence along said southerly extension and the easterly right of way line of Cordon Road SE, N.39°09'56"E., 508.52 feet;

thence leaving said easterly right of way line, N.48°14'04"W., 200.00 feet to a point on the northerly right of way line of the North Santiam Highway (State Highway No. 22);

thence along said northerly right of way line on the following courses: N.87°11'10"W., feet; S.53°04'32"W., 127.48 feet, N.62°16'15"W., 206.16 feet; N.82°06'23"W., 101.90 feet; S.84°09'29"W., 116.62 feet; S.73°56'09"W., 265.75 feet; S.87°25'21"W., 225.89 feet and N.78°00'44"W., 308.06 feet;

thence leaving said northerly right of way line, S.25°07'19"W., 210.00 feet to a point on the southerly right of way line of the North Santiam Highway (State Highway No. 22);

thence along said southerly right of way line on the following courses: S.64°52'41"E., 100.0 feet; S.59°10'03"E., 301.50 feet; S.43°03'37"E., 107.68 feet; and S.35°41'14"E., 424.28 feet to a point on the westerly right of way line of Kuebler Boulevard;

thence along the westerly right of way line of Kuebler Boulevard on the following courses: S.39°54'37"W., 123.68 feet; S.45°17'09"W., 395.13 feet to a point of non-tangent curvature; southwesterly along the arc of a 6795.49 foot radius curve right (the radius point of which bears N.41°35'51"W.) through a central angle of 03°20'18", 395.94 feet (chord bears S.50°04'17"W., 395.88 feet); and S.51°44'26"W., 805.74 feet;

thence leaving said westerly right of way line, S.44°56'15"W., 428.80 feet;

thence S.49°26'11"W., 682.15 feet to a point on a line which is parallel with and 50 feet easterly of, when measured at right angles to, the centerline of Lancaster Drive SE;

thence tracing said parallel line along the following courses: N.32°48'43"W., 911.14 feet to the point of curve left of a 310.44 foot radius curve; along the arc of said curve left through a central angle of 28°32'24", 154.63 feet (chord bears N.47°04'55"W., 153.04 feet); N.61°21'07"W., 508.40 feet to the point of curve right of a 500.00 foot radius curve; along the arc of said curve right through a central angle of 51°20'01", 447.97 feet (chord bears N.35°40'10"W., 433.14 feet); N.10°00'46"W., 1038.79 feet; N.15°04'33"W., 1187.74 feet to the easterly extension of the north line of Hager's Grove Road;

thence S.81°47'55"W. along said easterly extension and the north line of Hager's Grove Road, 100.72 feet to a point on a line which is parallel with and 50 feet westerly of, when measured at right angles to, the centerline of Lancaster Drive SE;

thence S.49°26'11"W., 682.15 feet to a point on a line which is parallel with and 50 feet easterly of, when measured at right angles to, the centerline of Lancaster Drive SE;

thence tracing said parallel line along the following courses: N.32°48'43"W., 911.14 feet to the point of curve left of a 310.44 foot radius curve; along the arc of said curve left through a central angle of 28°32'24", 154.63 feet (chord bears N.47°04'55"W., 153.04 feet); N.61°21'07"W., 508.40 feet to the point of curve right of a 500.00 foot radius curve; along the arc of said curve right through a central angle of 51°20'01", 447.97 feet (chord bears N.35°40'10"W., 433.14 feet); N.10°00'46"W., 1038.79 feet; N.15°04'33"W., 1187.74 feet to the easterly

extension of the north line of Hager's Grove Road;

thence S.81°47'55"W. along said easterly extension and the north line of Hager's Grove Road, 100.72 feet to a point on a line which is parallel with and 50 feet westerly of, when measured at right angles to, the centerline of Lancaster Drive SE;

thence tracing said parallel line along the following courses: S.15°04'33"E., 1195.37 feet; S.10°00'46"E., 1322.82 feet; S.61°21'07"E., 796.64 feet to the point of curve right of a 210.44 foot radius curve; along the arc of said curve right through a central angle of 28°32'24", 104.82 feet (chord bears S.47°04'55"E., 103.74 feet); S.32°48'43" E., 928.99 feet to the point of curve left of a 813.94 foot radius curve; along the arc of said curve left through a central angle of 25°19'16", 359.71 feet (chord bears S.45°28'21"E., 356.79 feet); and S.24°30'40"E., 66.61 feet to a point on the westerly right of way line of Kuebler Boulevard;

thence along the westerly and northerly right of way line of said Kuebler Boulevard on the following courses: S.17°43'56"W., 1250.00 feet; S.12°01'18"W., 201.00 feet; S.17°43'56"W., 2862.94 feet; S.21°05'34"W., 622.02 feet; S.34°45'38"W., 285.31 feet; S.50°08'57"W., 376.30 feet to a point of non-tangent curvature; southwesterly along the arc of a 1632.95 feet curve right through a central angle of 21°07'30", 602.07 feet (chord bears S.61°11'11"W., 598.66 feet); S.68°24'06"W., 170.06 feet; S.62°52'08"W., 42.40 feet; S.81°42'56"W., 154.01 feet; S.86°04'59"W., 105.87 feet; N.86°29'47"W., 143.97 feet; N.83°49'48"W., 542.73 feet; N.81°47'50"W., 175.29 feet; N.85°04'04"W., 575.00 feet; N.89°58'01"W., 351.28 feet; N.85°04'04"W., 50.00 feet; N.47°07'50"W., 42.23 feet; N.87°11'15"W., 68.00 feet; S.60°28'08"W., 59.11 feet; N.88°30'05"W., 250.45 feet; S.89°24'39"W., 301.40 feet; N.85°04'04"W., 700.00 feet; N.77°54'09"W., 352.75 feet; N.85°04'04"W., 150.00 feet and N.54°43'47"W., 137.99 feet to a point on the easterly right of way line of Interstate Highway No. 5;

thence along the easterly right of way line of said Interstate Highway No. 5 on the following courses: N.06°56'48"W., 390.08 feet; N.06°19'30"E., 238.84 feet; and N.18°22'28"E., 682.39 feet;

thence leaving said right of way line, N.64°22'06"W., 409.54 feet to a point on the westerly right of way line of Interstate Highway No. 5;

thence along said westerly right of way line, S.31°59'52"W., 1548.76 feet;

thence S.59°22'35"W., 119.52 feet;

thence leaving said westerly right of way line, S.00°04'04"W., 235.85 feet;

thence S.04°55'56"W., 15.00 feet;

thence S.85°04'04"E., 100.00 feet;

thence S.85°36'49"E., 1050.05 feet to a point on the southerly right of way line of Kuebler Boulevard;

thence along the southerly right of way line of Kuebler Boulevard on the following courses:

N.89°13'18"E., 100.50 feet; S.85°04'04"E., 350.00 feet; S.83°38'09"E., 200.06 feet;

S.85°04'04"E., 900.00 feet; S.81°38'03"E., 250.45 feet; S.49°59'39"E., 71.98 feet;

S.87°11'15"E., 68.00 feet; N.43°39'54"E., 36.98 feet; S.85°04'04"E., 50.00 feet; S.80°10'07"E.,

351.28 feet; S.85°04'04"E., 743.81 feet; S.89°25'36"E., 131.57 feet; S.85°06'51"E., 125.44

feet; S.88°32'44"E., 307.85 feet; N.85°52'12"E., 157.25 feet; N.81°13'28"E., 118.15 feet;

N.80°54'11"E., 225.29 feet and S.84°46'31"E., 51.04 feet to a point on the southwesterly

right of way line of Turner Road SE (County Road No. 835);

thence along said southwesterly right of way line on the following courses: S.25°42'03"E., 241.88

feet; S.23°06'51"E., 122.33 feet; S.16°45'12"E., 646.48 feet to the northeasterly corner of

Tract H as described in Reel 2407 at Page 206, Marion County Deed Records;

thence continuing along said southwesterly right of way line of Turner Road SE on the following

courses: S.37°42'28"E., 619.25 feet; S.36°09'28"E., 239.28 feet; S.34°50'56"E., 512.55 feet;

S.34°52'20"E., 788.42 feet; S.34°41'58"E., 558.94 feet to the point of curve left of a 515.00

foot radius curve; along the arc of said curve left through a central angle of 00°02'49", 0.42

feet (chord bears S.34°43'22"E., 0.42 feet) to the Point of Beginning.

Contains 828 acres, more or less.

The Basis of Bearings for this description is the Oregon Coordinate System of 1983, North Zone.

[\(Approved 3/25/13 by Resolution No. 13-3 URA\)](#)

**IV. OUTLINE OF MAJOR URBAN RENEWAL PROJECT ACTIVITIES**

An outline of major urban renewal project activities is as follows:

- Transportation improvements to increase circulation from, to and within the Area.
- Sanitary sewer and water projects to serve development within the Area.
- Stormwater management and wetlands enhancement activities to serve the Area, mitigate impacts of stormwater on the natural environment on-site and downstream infrastructure, and enhance the value and function of existing wetlands.
- Acquisition and resale of real property for redevelopment.

**V. URBAN RENEWAL PROJECTS**

Urban renewal projects authorized by the Plan consist of public improvements that are described below and shown in Figure 2-4. Public improvements authorized under the Plan include transportation, sewer, water and stormwater infrastructure projects, as well as wetland mitigation and open space enhancement.

Figure 2: Map of Transportation Project Locations within the Mill Creek URA  
(Approved 3/25/13 by Resolution 13-3 URA)

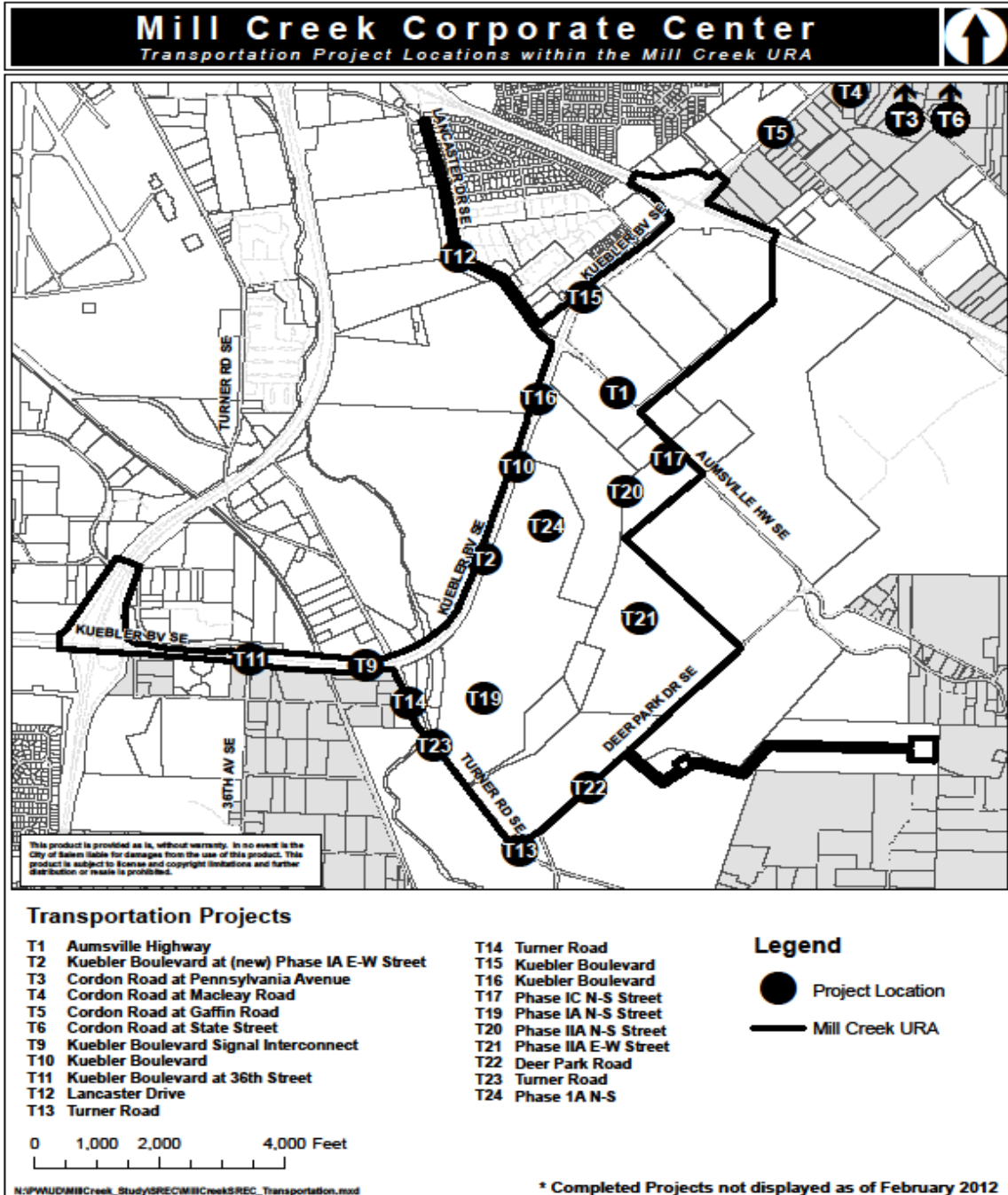




Figure 3: Map of Sanitary and Stormwater Project Locations within the Mill Creek URA  
 (Approved 3/25/13 by Resolution 13-3 URA)

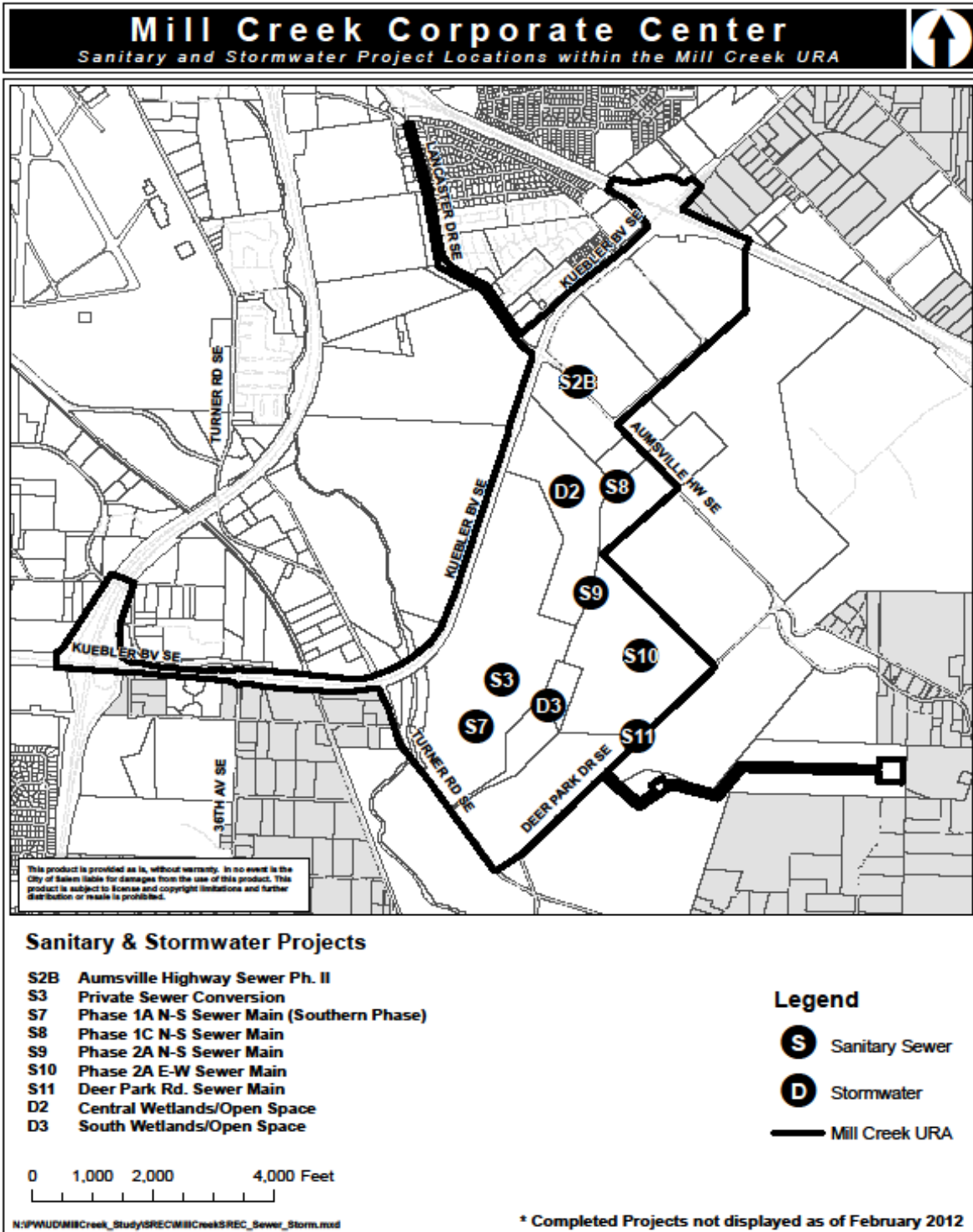
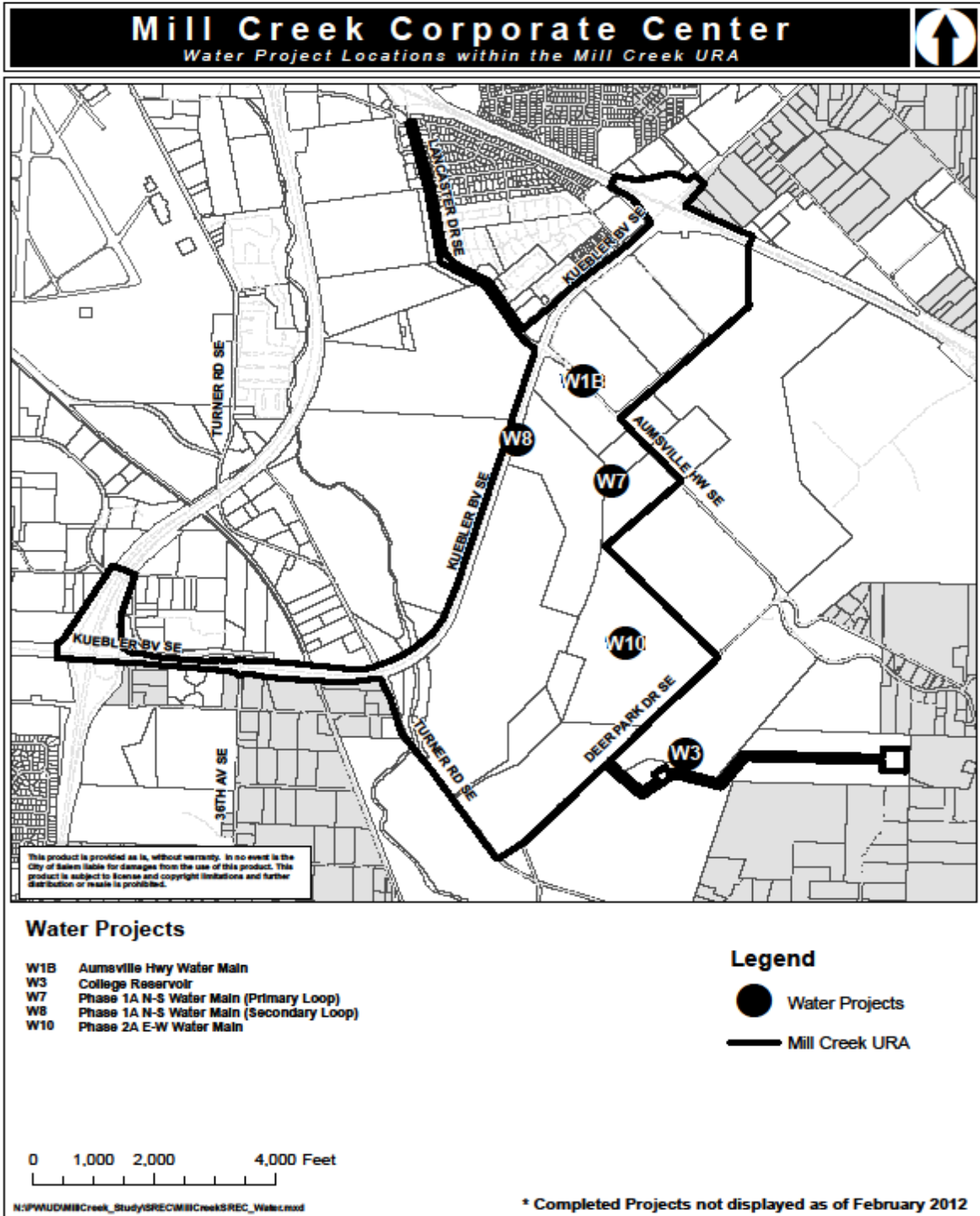


Figure 4: Map of Water Project Locations within the Mill Creek URA  
 (Approved 3/25/13 by Resolution 13-3 URA)



Transportation improvements will upgrade and expand existing roadways to increase access into, out of and within the Area, facilitate the development of vacant lands and accommodate increased levels of traffic as future development occurs. To promote neighborhood livability and increase multimodal connectivity, transportation projects may include bike lanes, sidewalks and streetscape improvements. Public utility improvements will include the extension of new water and sewer lines, upgrades to existing lines and the construction of a new 2.3 million gallon water reservoir. The development of new, on-site stormwater conveyance facilities, open space and stormwater detention sites will help ensure that the Area develops in a timely and efficient manner, with minimal impact to sensitive areas. To preserve and protect environmentally sensitive areas, open space enhancement and wetland mitigation will be an integral component of stormwater infrastructure improvements.

As shown in the Report, urban renewal funds will be combined with existing and other future sources of funding to finance project costs. The Master Plan (Exhibit A) assumes phased development and discusses each phase in greater detail. Initial sewer and water projects will be funded by the City's sewer and water funds and will be repaid by connection fees from Phase 1B and 1C development, as shown in the Master Plan. Specific projects that may be undertaken under the Plan are:

#### **A. Transportation**

##### 1. Aumsville Highway Improvements

Widen Aumsville Highway to three lanes from the Department of Public Safety Standards and Training (DPSST) property to Kuebler Boulevard. Add eastbound right-turn lane at the Kuebler Boulevard Intersection. The project may include, but is not limited to, design and construction of undergrounding of utilities (electrical power and communications) serving the area.

##### 2. Kuebler Boulevard at (new) Mill Creek Industrial Park East-West Street

Signalize intersection and add southbound left-turn lane on Kuebler Boulevard.

##### 3. Kuebler Boulevard at I-5 Northbound Ramp

Project specifics to be defined with consideration given to ODOT interchange improvement.

##### 4. Kuebler Boulevard at I-5 Southbound Ramp

Project specifics to be defined with consideration given to ODOT interchange improvement.

##### 5. Kuebler Boulevard Signal Interconnect

Install signal interconnect on Kuebler Boulevard from Aumsville Highway to I-5 interchange.

##### 6. Kuebler Boulevard

Widen west side of Kuebler Boulevard from north of Aumsville Highway to Turner Road.

Other project elements include the addition of northbound and southbound right-turn lanes at Aumsville Highway, a north-bound right-turn lane at the (new) Mill Creek Industrial Park East-West Street, and northbound and southbound right-turn lanes at Turner Road. (Note: assumes that the east side has been widened by Mill Creek Industrial Park property developers.)

##### 7. Kuebler Boulevard at 36th Street

Add southbound left-turn lane and eastbound and westbound right-turn lanes.

##### 8. Lancaster Drive

Widen Lancaster Drive to three lanes from Kuebler Boulevard to Carson Drive.

9. Turner Road

Realign Turner Road at Gath Road/Deer Park Road and add southbound and westbound left-turn lanes, and construct full street improvement on Turner Road from Kuebler Boulevard to the Mill Creek Bridge and the south side of Kuebler Boulevard from Turner Road to Mill Creek Bridge. Includes signal modifications and Turner Road N.

10. North-South Street

This project may include, but is not limited to, design and implementation of access paving, sidewalk reconstruction, lighting, street trees, outdoor furnishings, transit pull outs, bioswales and other related activities within the public right-of-way or on adjacent private property to promote pedestrian circulation and public transportation use in the renewal area.

[\(Approved 2/11/08, Resolution No. 08-03 URA\)](#) [\(Approved 3/19/12, Resolution No. 12-4 URA\)](#)

11. Other minor infrastructure improvements that are needed to support development in the URA and will not cost more than 10% of the total indebtedness identified in the URA Plan.

[\(Resolution No. 17-1 URA\)](#)

**B. Sewer**

1. Phase 1A Sewer

Improve connection under Mill Creek to existing State sewer and provide main from new connection to intersection of Kuebler Boulevard/(new) Mill Creek Industrial Park East-West street.

2. Aumsville Highway Sewer Loop

Construct 10- and 12-inch sewer lines on Aumsville Highway along Phase 1C frontage as part of Aumsville Highway Improvements.

3. Phase 1A, 2 Sewer Reorganization

Reorganize private sewer system in Phase 1A, 2 properties to create public system, align with the new street system, and provide metering for separate users.

[\(Approved 3/19/12, Resolution No. 12-4 URA\)](#)

4. Other minor infrastructure improvements that are needed to support development in the URA and will not cost more than 10% of the total indebtedness identified in the URA Plan.

[\(Resolution No. 17-1 URA\)](#)

**C. Water**

1. Aumsville Highway Water Main

Construct 18-inch water line along Aumsville Highway, from Marion County Jail property to Saddle Club Drive NE.

2. Phase 1A Water

Tap 48-inch water main near Kuebler Boulevard/Turner Road and provide water main to the intersection of Kuebler Boulevard/(new) Mill Creek Industrial Park East-West street.

3. Mill Creek Reservoir

Construct new 2.3 million gallon reservoir and pipelines.

4. Phase 1A North-South Water Main (Primary Loop)

Construct 18-inch and 24-inch water line from Deer Park Pump Station to Aumsville Highway.

[\(Approved 3/19/12, Resolution No. 12-4 URA\)](#)

5. Other minor infrastructure improvements that are needed to support development in the URA and will not cost more than 10% of the total indebtedness identified in the URA Plan. ([Resolution No. 17-1 URA](#))

**D. Stormwater and Wetlands Mitigation**

1. Phase 1B & 1C Stormwater Improvements  
Connect stormwater discharge from Phase 1B and Phase 1C to the DPSST system.
2. Central Open Space and Stormwater Detention  
Develop Central Wetlands and Stormwater Detention site.
3. Southern Open Space and Stormwater Detention  
Develop Southern Wetlands and Stormwater Detention site.
4. Phase 1A Predevelopment Improvements  
Silt Fencing to protect threatened Streak Horned Lark from development activities  
([Approved 3/14/16, Resolution No. 16-2 URA](#))
5. Other minor infrastructure improvements that are needed to support development in the URA and will not cost more than 10% of the total indebtedness identified in the URA Plan.  
([Resolution No. 17-1 URA](#))

## **VI. RELATIONSHIP TO LOCAL OBJECTIVES**

The Plan reflects the regional planning and development objectives contained in the Salem Area Comprehensive Plan, City of Salem Revised Code, Transportation System Plan, and Master Plan. Adopted in October 1992 and most recently revised in 2000, the Salem Comprehensive Plan identifies goals and policy objectives that support planning activities which will attract private investment to the area and create new economic opportunities for local residents. In 2005, the City amended the Salem Revised Code to include Employment Center (EC) Zone and the EC Retail-Service Center Subzone provisions that specifically identify permitted uses and development standards for Mill Creek Industrial Park. The most specific objectives to which the Plan responds are those contained in the Comprehensive Plan, Transportation System Plan and Master Plan.

### **A. Salem Area Comprehensive Plan Goals and Policies**

Chapter 4 of the Salem Comprehensive Plan identifies goals and policies pertaining to the City of Salem's long range planning and development objectives. Of particular relevance to the Plan are the goals and policy directives contained in the economic development, industrial development and transportation sections.

#### **Economic Development (Section G)**

The Salem Comprehensive Plan's Economic Development goal is to, "Strengthen the economic base of the Salem area to sustain the economic growth necessary to provide adequate employment opportunities and maintain community livability." The Salem Comprehensive Plan's economic development policies supported by the Plan include:

##### Policy 1: Economic Diversification

Diversify the basic economic sector of the Salem urban area through:

- a. Expansion of existing industrial enterprises and location of new, clean industries.
- b. Expansion of the light manufacturing element.

##### Policy 2: Labor Force

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

The Plan supports the Salem Comprehensive Plan Economic Development goal and policies by authorizing investments in transportation infrastructure and public utilities projects that will diversify the City's employment base and attract high paying industries to the Area. Most notably, by supporting the Master Plan's preferred land use and development strategy (Exhibit A), the Plan will help draw large lot industrial users to the City of Salem.

## Industrial Development (Section H)

The Salem Comprehensive Plan's Industrial Development goal is, "To encourage and promote industrial development which strengthens the economic base of the community and minimizes air and water pollution." The Salem Comprehensive Plan contains the following industrial development policies supported by the Plan include:

### Policy 1: Public Facilities, Services, and Utilities

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

- a. Expansion of the facilities, services, and utilities serves the community's interests; and
- b. A demonstrated need to expand the currently serviced inventory;

Or

- c. A specific, verifiable development project with specific site requirements that cannot be accommodated within the currently serviced inventory; and
- d. The project will employ a large number of employees, preferably at a high ratio of employees per acre.

### Policy 2: Traffic

Traffic generated by industrial uses should be diverted away from residential areas when feasible and should have convenient access to arterial or collector streets.

The Plan advances the Salem Comprehensive Plan goal and policies by facilitating the productive use of the Area's fallow lands and attracting industries that will provide "family wage" jobs for local residents. Because infrastructure is a prerequisite for industrial development, the Plan calls for the extension of new sewer and water mains and the construction of on-site stormwater management facilities that will connect to DPSST's off-site facility. The Plan also supports street widening projects and improvements that will increase the capacity of existing roadways and mitigate the potential adverse impacts of increased traffic volume generated by workers, commercial vehicles and visitors to the Area. The Plan conforms to the Traffic Policy because it specifically avoids creating traffic conflicts in residential areas; and provides new roads, and improvements to existing roads and connections, in support of industrial development. Further, the signalization of Kuebler Boulevard at the (new) Mill Creek Industrial Park East-West Street will promote multimodal safety and access management. When implementing planned public utility

and transportation improvements, the City will coordinate with private utility providers to maximize the efficiency of development and, to the greatest extent possible, minimize impacts on the natural environment.

### **Transportation (Section I)**

The Salem Comprehensive Plan's stated Transportation goal is, "To provide a balanced, multimodal transportation system for the Salem Urban Area that supports the safe and efficient movement of goods and people."

The Salem Comprehensive Plan's transportation policies supported by the Plan include:

#### Policy 3: Regional Mobility

A balanced system of transportation facilities and services shall be designed to meet the regional travel patterns and mobility needs of residents, businesses, and industries.

#### Policy 4: Multimodal Transportation System

The transportation system for the Salem Urban Area shall consist of an integrated network of facilities and services for a variety of motorized and non-motorized travel modes.

#### Policy 5: Connectivity and Circulation

The vehicle, transit, bicycle, and pedestrian circulation systems shall be designed to connect major population and employment centers in the Salem Urban Area, as well as provide access to local neighborhood residential, shopping, schools, and other activity centers.

#### Policy 6: Supportive of Land Use Plan Designations and Development Patterns

The provision of transportation facilities and services shall reflect and support land use designations and development patterns as identified in the Salem Area Comprehensive Plan. The design and implementation of transportation facilities and services shall be based on serving current and future travel demand, residential densities, retail, and employment centers.

#### Policy 7: Neighborhood Livability

Transportation facilities shall be designed and constructed to minimize noise; energy consumption; neighborhood disruption; economic losses to the private or public economy, and social, environmental, and institutional disruptions; and to encourage the use of public transit, bikeways, and walkways.

#### Policy 8: Aesthetics and Landscaping

Aesthetics and landscaping shall be considered in the design of the transportation system. Within the physical and financial constraints of the project, landscaping, and where appropriate, public art, shall be included in the design of the transportation facility. Various



landscaping designs, plants, and materials shall be utilized by local governments, private entities, or individuals to enhance the livability of the area.

The Plan helps to accomplish the Salem Comprehensive Plan transportation goal and satisfies the transportation policies by providing bike lanes, sidewalks and pedestrian oriented streetscape improvements in conjunction with new traffic lanes on Aumsville Highway, Kuebler Boulevard, Lancaster Drive and other Area roadways, the Plan supports transportation projects that will increase multimodal access and circulation throughout the Area. To promote neighborhood livability and create a visually appealing streetscape environment that protects and enhances the Area's natural features and environmentally sensitive areas, landscape improvements will be a key component of transportation projects.

## **B. City of Salem Zoning and Development Standards**

The City of Salem Revised Code was amended by the City of Salem in 2005 to accommodate new provisions for Mill Creek Industrial Park. The Salem Revised Code establishes zoning districts, which govern the allowed uses (including outright permitted uses and conditional uses) and contain development standards.

According to the City's Zoning and Development Ordinance, the stated intent and purpose of the EC Zone is to "further economic development activity within the City of Salem." The purpose of the EC Retail-Service Center Subzone ("Subzone") is to provide goods and services that are ancillary to uses permitted in the EC Zone. Further, the Subzone is intended to meet the needs of employees and visitors to the EC Zone.

Development standards for both zones are incorporated into this Plan and described in Section VII.

The Plan implements the public investments necessary to produce the development anticipated by the EC Zone and EC Retail-Service Center Subzone. The Plan will help ensure that the Area develops efficiently, with high quality and visually appealing development that enhances community livability. Further, one of the Plan's stated goals is to stimulate employment and business activity in the Area by drawing a diverse mix of industrial, business-park, commercial and office employers to the Area, creating jobs for local residents and strengthening both the local and regional economy.

## **C. Transportation System Plan Objectives and Policies**

Adopted in 1998 and most recently amended in 2005, the stated purpose of the Transportation System Plan (TSP) is to "provide a framework of goals, objectives, and policies that will guide our community's efforts at achieving mobility through the remainder of this century and the first third of the 21st century. In addition, the Plan (TSP) will show how our community must invest its resources in future transportation programs and infrastructure to meet anticipated travel demands."

The Plan's goals, objectives and transportation infrastructure projects directly address or correlate to planning needs identified in the TSP's Street System Element, Bicycle System Element and Pedestrian System Element as described below.

**Street System Element**

The TSP’s Street System Element goal is, “To provide a comprehensive system of streets and highways that serves the mobility and multimodal travel needs of the Salem Urban Area.” Objective Number 1 is to develop a comprehensive, hierarchical system of streets and highways that provides optimal mobility for all travel modes throughout the Salem Urban Area.

The Plan fulfills the following specific goals:

**Policy 1.1: Multimodal Capacity**

The City shall fulfill its system wide travel capacity needs through the utilization of multiple travel modes within the public rights-of-way.

**Policy 1.3: System of Peripheral Arterial Streets**

The City’s street system shall contain a network of peripheral arterial streets that intercept radial street routes, linking outlying residential, commercial, and business districts without having to travel through the central core area.

Objective Number 2 is to design City streets in a manner that maximizes the utility of public rights-of way, is appropriate to their functional role, and provides for multiple travel modes, while minimizing their impact on the character and livability of surrounding neighborhoods and business districts.

The Plan fulfills the following specific goals:

**Policy 2.1: Multimodal Street Design**

The City of Salem shall design its streets to safely accommodate pedestrian, bicycle, and motor vehicle travel.

**Policy 2.6: Streetscape Design and Aesthetics**

Wherever possible the City of Salem shall incorporate safely designed, aesthetic features into the streetscape of its public rights-of-way. These features may include: planting of street trees, shrubs, and grasses; incorporation of planting strips and raised medians; and, in some instances, the installation of street furniture, planters, special lighting, public art, and nonstandard paving materials.

Objective Number 4 is to efficiently plan, design, and construct City-funded street improvement projects to meet the safety and travel demands of the community.

The Plan fulfills the following specific goal:

**Policy 4.3: Project Design Life**

To maximize the longevity of its capital investments, the City shall design street improvement projects to meet existing travel demand and, whenever possible, accommodate the anticipated travel demand of the next 20 years for that facility.

**Bicycle System Element**

The TSP’s Bicycle System Element goal is, “To provide a comprehensive system of connecting on-street bicycle facilities that will encourage increased ridership and safe bicycle travel.”

Objective No. 1 is to create a comprehensive system of bicycle facilities.

The Plan fulfills the following specific goal:

**Policy 1.1: Provide Bicycle Facilities on Arterial and Collector Streets**

Bicycle lanes shall be provided on all newly constructed Arterial and Collector streets. Arterial and Collector streets undergoing overlays or reconstruction will be restriped with bicycle lanes as designated on the Bicycle Route and Facility System Map. Every effort will be made to retrofit existing Arterials and Collectors with bicycle lanes, as designated on the Map.

**Pedestrian System Element**

The TSP’s Pedestrian System Element goal is, “To provide a comprehensive system of connecting sidewalks and walkways that will encourage and increase safe pedestrian travel.”

Objective No. 1: is to create a comprehensive system of pedestrian facilities.

The Plan fulfills the following specific goal:

**Policy 1.4: Ensuring Future Sidewalk Connections**

All future development shall include sidewalk and walkway construction as required by the Salem Revised Code and adopted City of Salem Design Standards. All road construction or renovation projects shall include sidewalks.

The Plan supports the TSP objectives by planning transportation projects that will ensure adequate access to and circulation within the Area as build-out occurs, including the following projects:

- The Aumsville Highway improvements will widen the existing roadway to three lanes, with additional lanes at the intersection with Kuebler Boulevard SE.
- The construction of an additional southbound lane on Kuebler Boulevard will increase access to the Area and facilitate the efficient movement of bicycles, pedestrians and motorized vehicles.
- The inclusion of bike lanes and streetscape amenities in proposed transportation projects will increase multimodal safety and connectivity, create a more livable, visually pleasing physical environment and encourage alternative modes of transportation to the single occupancy vehicle.

Projects funded either fully or partially by tax increment revenues may be leveraged to facilitate private investment in the Area. Tax increment revenues may also be leveraged for State and Federal funding sources that require local governments to produce “matching funds.”

#### D. Salem Regional Employment Center Master Plan, Development Strategy Purpose and Goals:

The stated purpose of the Master Plan is to:

- “Stimulate economic development through the creation of job opportunities;”
  - “Create revenues for state programs and tax revenues for the State and local jurisdictions;”
- and
- “Create a new employment center consistent with applicable City and State livability policies.”

The Plan supports the following Master Plan goals, which reflect the values and longrange objectives shared by the City and State.

- **Livability:** Enhance the long-term quality of life in Salem and the region.
- **Economic Benefit:** Provide a range of employment and business opportunities that contribute positively to the local and regional economy in the short and long term. Employment opportunities should include family wage jobs. Business opportunities should contribute to a sustainable and diversified economy in Salem. Create local jobs for our community.
- **Implementation:** Develop plan implementation strategies, so that the project can be equitably financed, readily marketed and permitted.
- **Community Involvement:** Involve the community during the planning process and incorporate community input into plan recommendations in concert with project goals.
- **Quality Development:** Assure a quality built environment that is a positive addition to the community.
- **Compatibility:** Plan the location and nature of land uses to promote integration, transition, and compatibility with neighboring uses.
- **Open Space and Scenic Features:** Provide open space to address the needs of the Salem area and the local community and in balance with industrial uses of the property.
- **Environmental Protection and Enhancement:** Protect and enhance key natural features and sensitive environments in balance with industrial uses of the property.
- **Heritage:** Preserve important cultural and historical features and amenities.
- **Infrastructure and Services:** Provide local infrastructure and public services in concert with development needs. Integrate infrastructure planning with environmental planning.
- **Salem Futures:** Be consistent with applicable principles of Salem Futures.

**To summarize,** the Plan will provide public improvements that will enable the Area to attract high quality development and implement the preferred land use strategy identified in the Master Plan. In turn, the Master Plan was developed in support of local objectives regarding appropriate land uses

and improved traffic, public transportation, public utilities, telecommunications utilities, recreational and community facilities and other public improvements. Further, to promote development that is efficient and fiscally responsible, the Plan will provide transportation and public facilities projects.

The Master Plan places a high priority on development that preserves and enhances the Area's natural amenities. In response to this goal, the Plan supports the development of stormwater conveyance facilities that will have a minimal impact on the Area's wetlands. It also incorporates landscaping and streetscape elements into proposed transportation projects that will strengthen the connection between development and natural surroundings.

#### **E. Acquisition and Resale of Real Property for Redevelopment**

Property acquisition for public improvements, private development, and the disposition of land for private development are further discussed in Section VIII.

#### **F. Marketing**

Advertise, market, and promote available development sites to help eliminate blight. This work may be supported directly by Agency staff or be accomplished through grants or contracts with other entities. ([Approved 5/14/12: Resolution 12-6 URA](#))

### **VII. PLANNED LAND USES**

Land in the Area is within the Employment Center (EC) Zone and the EC Retail-Service Center Subzone. Permitted land uses, maximum densities, and building requirements ("development standards") for the EC Zone and EC Retail-Service Subzone are described below.

#### **A. EC Zone**

A broad mix of employment uses are permitted in the EC zone, including agriculture, manufacturing and production, industrial service, warehouse and freight movement, and wholesale sales. Other allowed uses include office uses, parks and open space, rail line and utility corridors, fire and police structures providing municipal services for the EC zone and public utilities such as the transportation, sewer, water and stormwater infrastructure that this Plan supports. With the exception of a dwelling unit or guest room for a caretaker or security guard on the premises being cared for or guarded, residential uses are not permitted in the EC Zone.

The Development Code specifies a maximum building height of 28 feet for structures within 90 feet of a lot or parcel line that abuts a residential district, and up to 80 feet elsewhere. While no minimum lot size is required, a minimum of sixteen feet of frontage is required for each lot or parcel in the EC Zone and up to 60 percent of any lot or parcel area may be occupied by buildings and accessory structure. For buildings that abut nonresidential districts, a minimum front yard setback and interior side and rear yard setback of ten feet is required. Buildings abutting a residential district are subject to a minimum setback requirement of 40 feet from any lot line.

The Employment Center Zone is codified in Chapter 161 of the Salem Revised Code and any future amendments to that code are automatically adopted and updated in this Plan.

**B. EC Retail-Service Center Subzone**

“Within the identifiable perimeter boundary of any area zoned EC, a single EC Retail-Service Center Subzone may be established upon a lot or parcel, or contiguous lots or parcels, totaling no more than three percent of the total area lying within the EC Zone perimeter boundary.”

Examples of permitted uses in the EC Retail-Service Center Subzone include retail sales and service, quick vehicle servicing and daycare. Retail sales and service uses are classified into four subgroups: retail sales-oriented, personal service-oriented, entertainment-oriented and product repair or service oriented uses. Except when otherwise noted, development in the EC Retail-Service Center Subzone is generally subject to the same development standards applicable in the EC Zone. With the exception of lodging facilities, which may occupy a maximum total floor area of 50,000 sq. ft., the total floor area of a single use in the EC Retail-Service Center Subzone shall not exceed 25,000 square feet.

To promote pedestrian circulation and multimodal access, the zoning provisions for the EC Retail-Service Center Subzone generally require pedestrian connections between building entrances and frontages or transit stops (if the transit stop is located within the frontage for the building). Further, “an on-site pedestrian circulation system shall connect all buildings within the EC-Retail-Service Center Subzone, and provide connections to parking areas, bicycle parking areas, recreational areas, common outdoor areas, and any pedestrian amenities.”

### C. Salem Regional Employment Center Master Plan

In accordance with ORS 457.085 (2)(d), the Master Plan contains preferred land uses and specifies desired uses and development patterns within the Area. Land use and development are anticipated to be managed within the framework of the Comprehensive Plan and Salem Revised Code, but additional objectives will be achieved through direct negotiation with those purchasing property from the State. Preferred uses identified in the Master Plan include the following:

1. Large Lot Industrial

Preferred industrial uses may include but are not limited to the following:

- A large user on a single parcel; and
- Multiple larger users on 40-acre parcels.

2. Smaller Lot/Industrial Park

Light industrial uses requiring smaller lots are anticipated to be located within parts of the Area designated as Industrial Park.

3. Business Park

Preferred business park uses may include but are not limited to office uses, including professional services, engineers and financial services.

4. Service Center

Proposed service center uses may include locally-oriented commercial and retail services such as food, banking, retail, etc.

5. Open Space

Proposed open space uses may include parks, public squares, plazas recreational trails, botanical gardens and nature preserves.

**VIII. PROPERTY ACQUISITION AND DISPOSITION**

The Plan authorizes the acquisition and disposition of property as described in this section. Property includes any and all interests in property, including fee simple ownership, lease, easements, licenses or other rights to use.

**A. Property Acquisition for Public Improvements**

The Agency may acquire any property within the Area for public improvement projects authorized in the Plan by all legal means, including use of eminent domain, without amendment of the Plan. Good faith negotiations for such acquisition must occur prior to institution of eminent domain procedures.

**B. Property Acquisition for Private Development**

The Agency may acquire any property in the Area for resale or lease for private development by all legal means, including use of eminent domain without amendment of the Plan. Good faith negotiations for such acquisition must occur prior to institution of eminent domain procedures.

**C. Disposition of Land for Private Redevelopment**

Property acquired for private development under subsection B shall, within the life of the Plan and as development opportunities occur, be sold or leased at its fair re-use value. Fair re-use value represents the value, whether expressed in terms of rental or capital price, at which the Urban Renewal Agency in its discretion, determines such land should be made available in order that it may be developed, redeveloped, cleared, conserved or rehabilitated for the purposes specified in the Plan.

Where land is sold or leased, the purchaser or lessee must agree to use the land for the purposes designated in the Plan and to begin and complete the building of their improvements within a period of time that the Agency determines is reasonable.



**IX. RELOCATION METHODS**

Where property is acquired under the Plan and the acquisition is through or under the threat of eminent domain, residential or commercial occupants of such property shall be offered relocation assistance as required under applicable state law. Prior to such acquisition, the Agency shall adopt rules and regulations as necessary for the administration of relocation assistance.

## **X. TAX INCREMENT FINANCING OF PLAN**

Tax increment financing consists of using annual tax increment revenues to make payments on loans, usually in the form of tax increment bonds. The proceeds of the bonds are used to finance the urban renewal projects authorized in the Plan. Bonds may be either long-term or short-term.

Tax increment revenues equal most of the annual property taxes imposed on the cumulative increase in assessed value within an urban renewal area over the total assessed value at the time an urban renewal plan is adopted. [Under current law, the property taxes for general obligation (“GO”) bonds and local option levies approved after October 6, 2001 are not part of the tax increment revenues.]

### **A. General Description of the Proposed Financing Methods**

The Plan will be financed using a combination of revenue sources. These include:

- Tax increment revenues;
- Advances, loans, grants and any other form of financial assistance from the Federal, State or local governments or other public body;
- Loans, grants, dedications or other contributions from private developers and property owners, including but not limited to assessment districts; and
- Any other public or private source.

Revenues obtained by the Agency will be used to pay or repay the costs, expenses, advancements and indebtedness incurred in (1) planning or undertaking project activities, or (2) otherwise exercising any of the powers granted by ORS Chapter 457 in connection with the implementation of this Plan.

### **B. Tax Increment Financing and Maximum Indebtedness**

The Plan may be financed, in whole or in part, by tax increment revenues allocated to the Agency as provided in ORS Chapter 457. The ad valorem taxes, if any, levied by a taxing district in which all or a portion of the Area is located, shall be divided as provided in Section 1c, Article IX of the Oregon Constitution, and ORS 457.440. Amounts collected pursuant to ORS 457.440 shall be deposited into the unsegregated tax collections account and distributed to the Agency based upon the distribution schedule established under ORS 311.390.

The maximum amount of indebtedness that may be issued or incurred under the Plan, based upon good faith estimates of the scope and costs of projects in the Plan and the schedule for their completion is \$26,000,000 (in inflated dollars). This amount is the principal of such indebtedness and does not include interest or indebtedness incurred to refund or refinance existing indebtedness.

### **C. Prior Indebtedness**

Any indebtedness permitted by law and incurred by the Agency or the City of Salem in connection with the preparation of this Plan or prior planning efforts related to this Plan may be repaid from tax increment revenues from the Area when and if such funds are available.

**XI. FUTURE AMENDMENTS TO PLAN**

The Plan may be amended as described in this section.

**A. Substantial Amendments**

Substantial Amendments are solely amendments:

- Adding land to the urban renewal area, except for an addition of land that totals not more than one percent of the existing area of the urban renewal area; or
- Increasing the maximum amount of indebtedness that can be issued or incurred under the Plan.

Substantial Amendments, in accordance with ORS 457.085(2)(i), shall require the same notice, hearing and approval procedure required of the original Plan under ORS 457.095, including public involvement, consultation with taxing districts, presentation to the Planning Commission and adoption by the City Council by non-emergency ordinance after a hearing. Notice of such hearing is provided to individuals or households within the City of Salem as required by ORS 457.120. Notice of adoption of a Substantial Amendment shall be provided in accordance with ORS 457.095 and .115

**B. Major Amendments**

Major Amendments consist solely of amendments which result in:

- Material changes to the goals and objectives of the Plan; or
- Addition or expansion of a project that adds a cost of more than ten percent of the total indebtedness identified in the Plan.

Major Amendments require approval by the Agency by resolution and by the City Council, which may approve the amendment by resolution.

**C. Minor Amendments**

Minor Amendments are amendments that are not Substantial or Major Amendments in scope. They require approval by the Agency by resolution.

**D. Amendments to the Salem Comprehensive Plan and/or Salem Revised Code**

Amendments to Salem’s Comprehensive Plan and/or Salem Revised Code that affect the Plan and/or the Area shall be incorporated within the Plan without any action required by the Agency or the City Council.

TABLE OF EXHIBITS

Exhibit A:

The Salem Regional Employment Center Master Plan and Development Strategy