

CITY OF SALEM
NORTH DOWNTOWN PLAN

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COMMUNITY DEVELOPMENT DEPARTMENT
CITY OF SALEM

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NORTH DOWNTOWN PLAN INTRODUCTION



SECTION I. INTRODUCTION

PURPOSE

With continued growth anticipated for the greater Salem area, the downtown and surrounding neighborhoods provide an opportunity to develop a central city which offers a wide range of employment, shopping, and housing opportunities. Redevelopment of the North Downtown area presents an opportunity to expand and strengthen the central city and to build on the strength of the downtown, the continuing overall growth of the region, and efforts to rediscover the riverfront.

Last year, the City completed the Riverfront/Downtown Core Area Master Plan which addressed redevelopment in the Core Area and improved connections between the downtown core and the new Riverfront Park. One of the major findings of the master plan was the future prosperity and vitality of downtown Salem is dependent on providing a range of housing opportunities within and adjacent to the downtown. The North Downtown area was identified as a place to develop a wide-range of new housing and mixed-use projects that take full advantage of the benefits of being near downtown, the riverfront and the Capitol Mall.

OBJECTIVES

The objectives for the North Downtown Plan include:

1. Building community consensus for a future direction for the area;
2. Developing a detailed strategic action plan to encourage reinvestment in focused subareas;
3. Demonstrating the feasibility of innovative housing in the central city;
4. Enhancing multi-modal transportation connections between the North Downtown, the Core Area, and the Capitol Mall.

The North Downtown Plan identifies development opportunities and key areas which can establish a direction for future infill and redevelopment. The plan identifies improvements that increase pedestrian, bicycle and transit connections between the study area and the downtown core. Finally, the plan identifies public and private actions needed to implement the plan, including zoning changes, design guidelines, public infrastructure investments, and appropriate redevelopment projects and incentives.

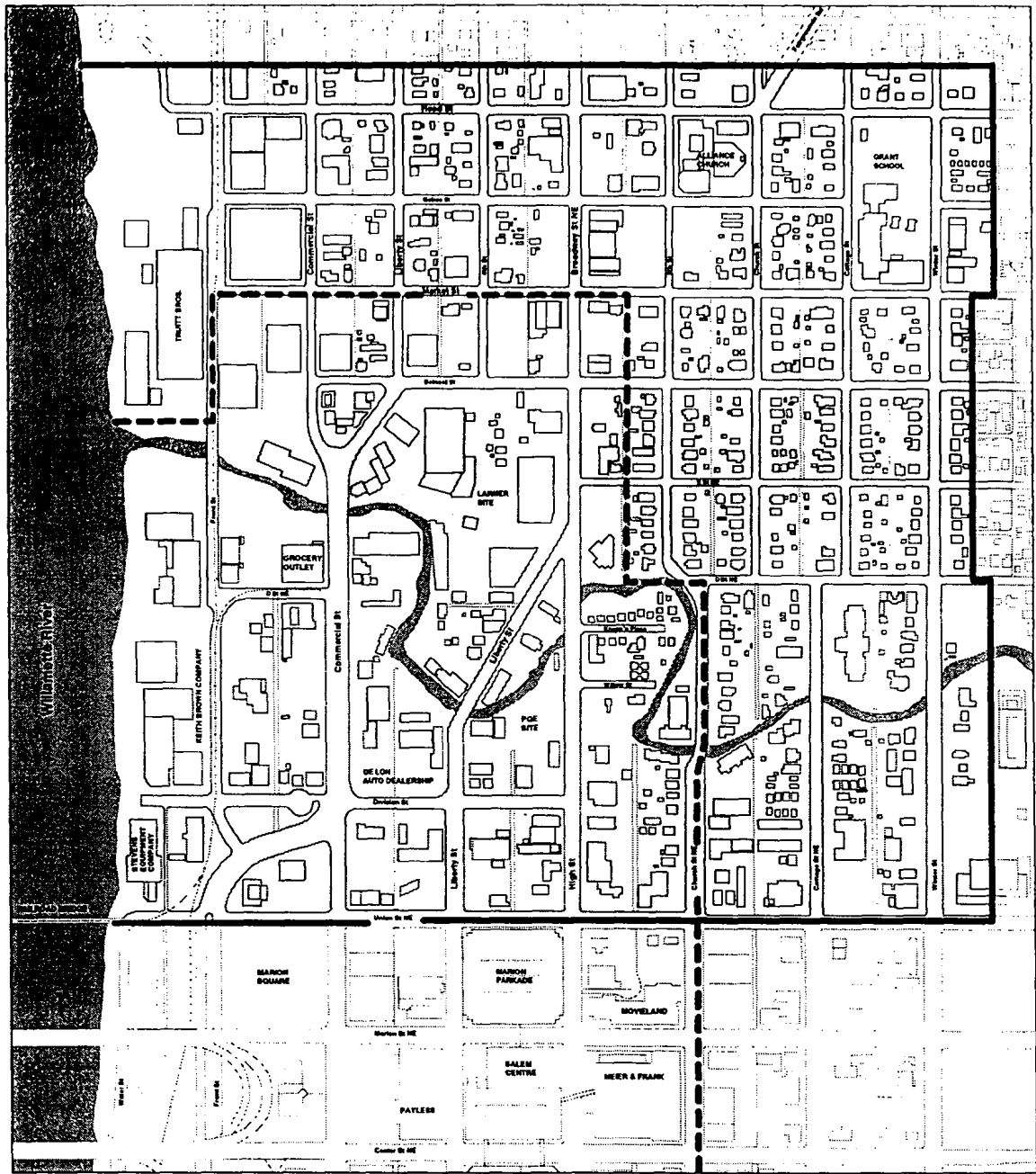
The North Downtown Plan is divided into two major categories: the General Plan and the Strategic Plan (see Figure I for plan boundaries). The General Plan provides a direction for future development and redevelopment in the North Downtown area over the long range (20 to 30 years). The Strategic Action Plan identifies an implementation strategy that consists of policies, programs, projects and outreach activities.

PROCESS

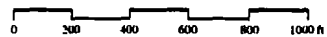
A Task Force, with broad representation from the community, oversaw the planning process. The planning process is based on a consensus-building process that will result in a set of recommendations that has the support of the Task Force, City staff, and the consultant team. The recommended North Downtown Plan will be forwarded to the Downtown Development Advisory Board for its recommendation and to the City Council for acceptance.

Achieving consensus for the plan recommendations requires close coordination between these different groups. If consensus is not possible on individual elements, then differences of opinion will be noted.

In addition to the Task Force meetings, which were open to the public, newsletters, public meetings, and presentations were held to ensure that area business/property owners and residents were informed about and had an opportunity to comment on the plan as it developed.



NORTH DOWNTOWN PLANNING AREA



- General Plan Boundary
- - - Riverfront Downtown Renewal District Boundary

FIGURE 1. NORTH DOWNTOWN PLANNING AREA

NORTH DOWNTOWN PLAN CONTEXT



SECTION II. CONTEXT

The North Downtown Plan provides a direction for future development and redevelopment in the area and builds upon certain relationships and fixed elements that influence the North Downtown Area.

BASELINE CHARACTERISTICS

Downtown Salem is a major regional center serving Polk and Marion counties, and as such, its impact stretches well beyond its physical boundaries. Likewise, the health and vitality of the Downtown has direct impacts on the surrounding neighborhoods. Therefore, it is important to consider the entire area as Central City and all of the different components that interact with the Downtown, including West Salem, the Capitol Mall, Willamette University and the surrounding neighborhoods.

The future of the North Downtown area is influenced by its potential function as:

- an extension of the Downtown;
- a part of the Capitol Mall;
- a part of the Grant Neighborhood; and
- a pedestrian connection to the Riverfront Park and West Salem (via the railroad bridge).

The North Downtown Plan also is influenced by the existing physical characteristics of the area that are "fixed" and therefore, by their relatively permanent nature, must be incorporated into the plan. Figure 2 illustrates these characteristics, which include:

WILLAMETTE RIVER

The riverfront is an underutilized resource. Salem is beginning to rediscover the river with the development of Riverfront Park. Redevelopment in the North Downtown area offers an excellent opportunity to strengthen connections along the river and increase public access to the riverfront.

MILL CREEK

This creek is another neglected resource that has great potential to be rediscovered through redevelopment in the area. Improved public access along the creek presents an opportunity to create a pedestrian loop around Downtown Salem that will eventually interconnect Riverfront Park, Mill Creek, the Capitol Mall, and Pringle Creek.

EXISTING STREET PATTERN

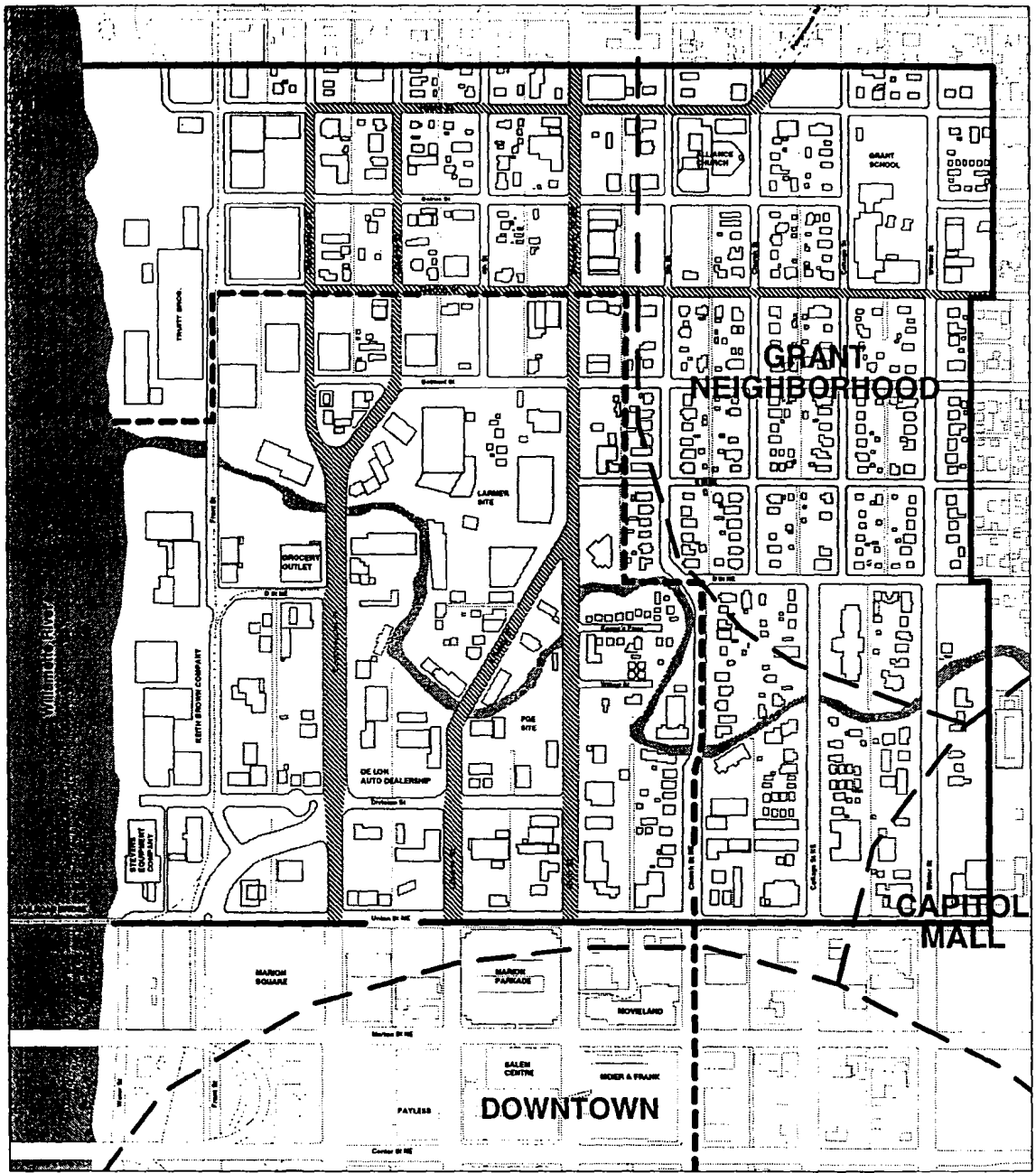
The existing streets and traffic patterns are not likely to change over the next 20 to 30 years. The Commercial/Liberty couplet is designated as State Highway 99E and provides an important connection between Downtown Salem, the Salem Parkway and Interstate 5. The Broadway-High Street serves as a secondary north-south connection between Downtown Salem and the Salem Parkway. Market and Hood Streets each serve as important east-west routes that provide connections to other parts of Salem. More specific information about the area's transportation system is presented below.

GRANT NEIGHBORHOOD

East of Broadway is a strong single-family neighborhood that offers relatively affordable ownership housing close to downtown and the Capitol Mall. It is important to preserve and protect the single-family character of this neighborhood; improve pedestrian, bicycle and transit connections, especially to the riverfront; and provide more nearby neighborhood-oriented shopping.

DOWNTOWN SALEM

The downtown core area, as a major employment center, represents a source of potential North Downtown area residents that want to live near their workplace. The North Downtown area represents an opportunity to provide housing in central Salem that will support core area shops, restaurants, and businesses. At the same time, the area also represents a potential expansion area for the downtown given that the core area is constrained by the Civic Center to the south, the Capitol Mall to the east, and the Willamette River to the west. Enhancing pedestrian, bicycle and transit connections to the core area also presents an opportunity to reduce reliance on the automobile.

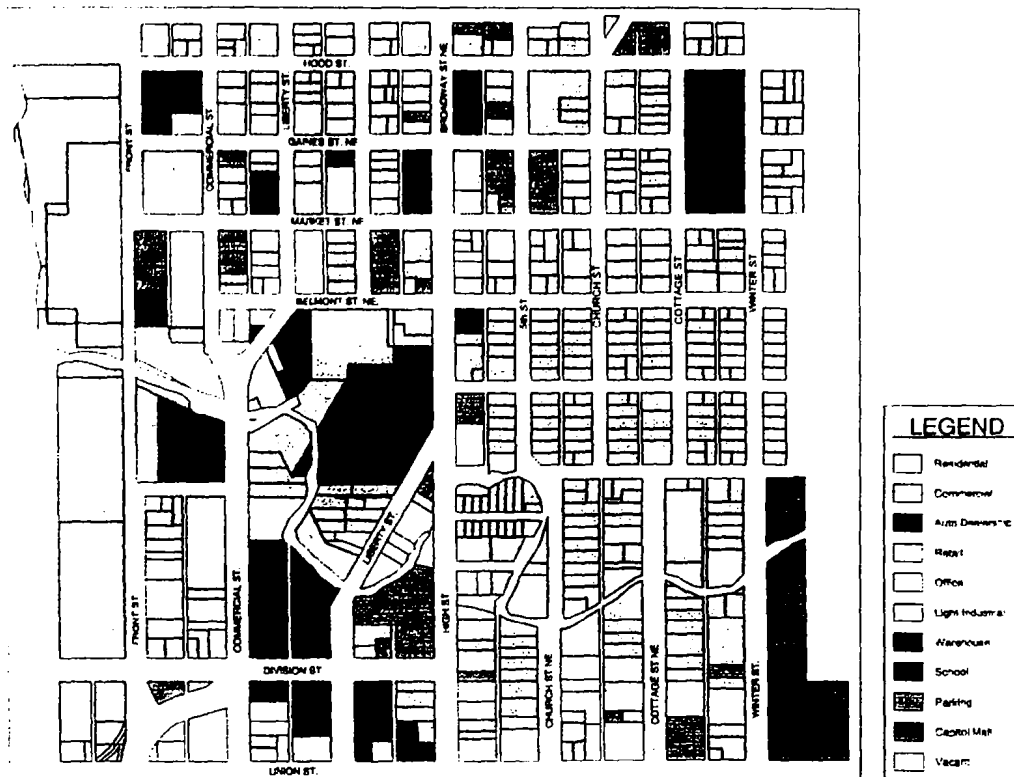


BASELINE CHARACTERISTICS

- 0 200 400 600 800 1000 ft
- General Plan Boundary
- - - Riverfront Downtown Renewal District Boundary
- - - Surrounding Areas
- ||||| Major Streets
- - - - - Railroad Tracks

FIGURE 2. BASELINE CHARACTERISTICS

FIGURE 3. EXISTING LAND USE



CAPITOL MALL

As another major employment center in central Salem, employees in the Capitol Mall represent a potential market for housing units in the North Downtown area. Enhancing pedestrian, bicycle and transit connections to the Capitol Mall also presents an opportunity to reduce automobile use.

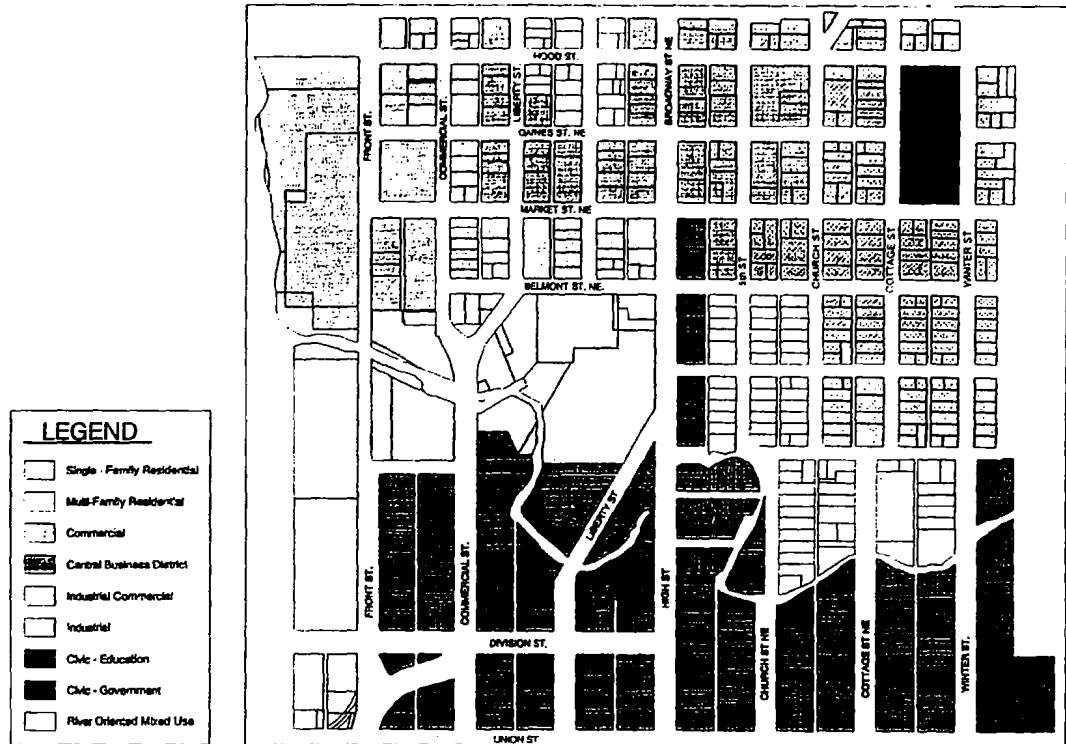
LAND USE ANALYSIS

EXISTING LAND USE

The North Downtown Plan area includes within its boundaries a variety of land use activities. In fact, the study area is more easily defined in terms of its differences (subarea to subarea) than by its similarities. The full array of land uses are represented in the study area: owner-occupied residential, renter-occupied residential, retail commercial, service commercial, governmental office, corporate office, general business office, manufacturing, distribution, warehousing, and civic/public uses. Figure 3 presents the results of a land use survey of existing uses. Major subareas include:

- The riverfront area along Front Street is predominantly industrial uses and warehouses with a few office buildings.
- The area between Commercial Street and High Street, south of Mill Creek, is dominated by automobile dealerships.
- The area east of High Street and south of Mill Creek is a mix of office and residential uses.
- The area north of Mill Creek and east of Broadway is a strong single family neighborhood with a few apartment buildings along the edges.
- Broadway currently has a low intensity mix of uses that are mainly retail.
- The area west of Broadway and along the Commercial/Liberty couplet is a mix of light industrial, commercial, and residential uses and is dominated by the warehouses on the Larmer Transfer Company site (SW corner of Belmont and Broadway).

FIGURE 4. COMPREHENSIVE PLAN



COMPREHENSIVE PLAN DESIGNATIONS

Without the North Downtown Plan, future development will be guided by the Comprehensive Plan designations and the underlying zoning. Figure 4 presents the current Comprehensive Plan designations. Some important designations include:

- The riverfront, south of Mill Creek, is planned for river-oriented mixed use.
- The remaining area south of Mill Creek is designated part of the central business district.

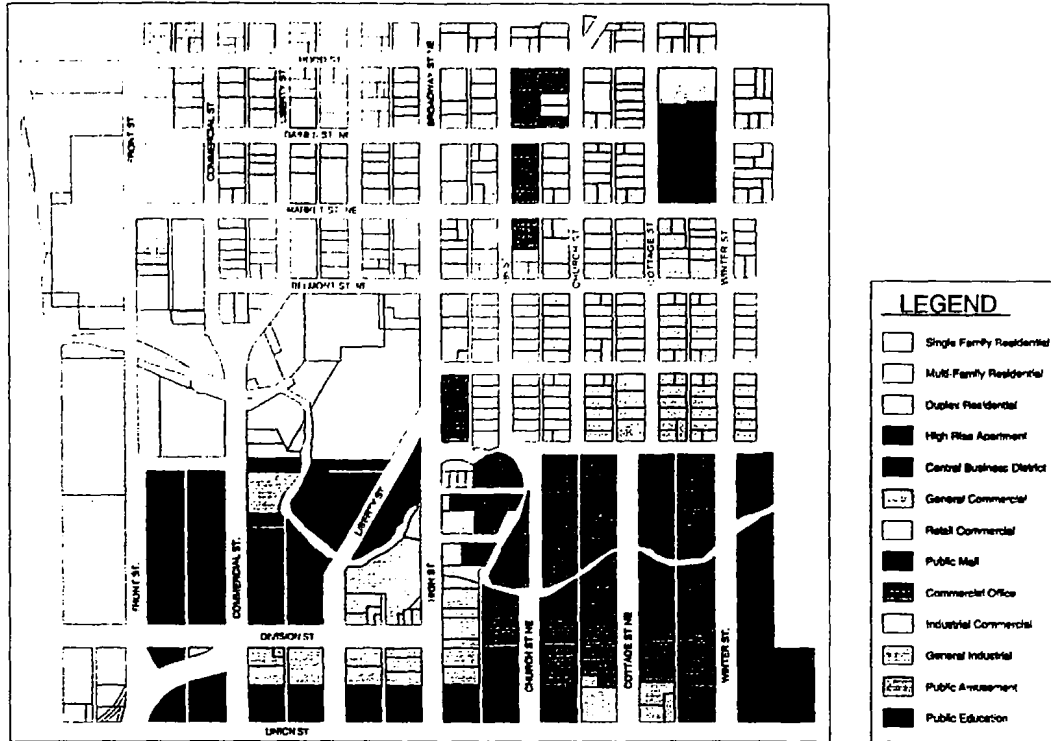
- The existing single family neighborhood is planned for a mix of single-family, multi-family and commercial uses.
- The area west of Broadway and north of Mill Creek is designated for a mix of industrial and commercial uses.

Table 1 describes each of the Comprehensive Plan designations in the North Downtown Area.

TABLE 1. COMPREHENSIVE PLAN DESIGNATIONS

DESIGNATION	BASIC DESCRIPTION
Single-Family Residential	Low density housing
Multi-Family Residential	Areas with a mixture of housing types, primarily apartments and higher density housing
Commercial	Areas which provide shopping and service opportunities. May include multifamily residential when appropriate.
Central Business District	Principal center of business and commerce in a compact, pedestrian friendly setting
Industrial Commercial	Indicates mixed areas of heavy commercial, light manufacturing and warehousing activities
Industrial	Provides a variety of sites for all types of industrial uses
River Oriented Mixed Use	Provides areas with opportunities to have both visual and physical access to the Riverfront while allowing for the continuation of existing industries
Civic - Education	Areas designated for schools
Civic - Government	Principal sites for local government, state and federal offices

FIGURE 5. ZONING



EXISTING ZONING

The zoning ordinance guides the specific types of development that can occur. Figure 5 presents the current zoning for the North Downtown area. Some important considerations include:

- The riverfront is zoned Industrial Commercial.
- The area between Commercial and High streets, south of Mill Creek, zoned for Central Business and General Commercial uses.
- The area west of High Street and south of and High Rise Apartment uses.
- The existing single family neighborhood is a mix of single-family, multi-family, and commercial zones.

- The area west of Broadway and north of Mill Creek is designated for a mix of industrial and commercial zones, with a pocket of multi-family zoning.

Table 2 on the following page describes each of the land use zones in the North Downtown Area.

MARKET CONTEXT

Given the long range time horizons of this Plan, a traditional market analysis is inappropriate inasmuch as traditional market studies are prepared for specific pieces of property to be developed in a fairly short timeframe of one to two years. In other words, traditional market studies have a "limited shelf life" and are not appropriate for long-term forecasting.

Perhaps more important than short-term market conditions is the need to understand the role of the North Downtown area in relation to its surroundings and to the Salem metropolitan region.

The study area has history. The North Downtown area contains parts of the old working waterfront along the Willamette River as well as older homes constructed in the 1920's, 30's and 40's. The first state treasury in Oregon is located in the study area, as well as some fine old homes, some of which have been converted to offices or rooming houses. Interspersed within these fragments of history is a

range of buildings, from newer single-family homes, one- and two-story office buildings, a large number of free-standing retail establishments that draw patronage from passing traffic, new and used automobile dealerships, and several structures occupied by state agencies.

The study area is adjacent to Downtown Salem. It represents the most logical area for expansion of downtown activities in the event the downtown needs to expand. There is always a danger in providing too much expansion area for a central business district which can dissipate the strength of the downtown by providing too much general commercial space on the downtown's periphery. This is probably not the case in Salem where the downtown, especially retailing, is quite concentrated.

The study area also abuts an established residential neighborhood to the east—portions of the Grant and CANDO neighborhoods. This is a district of older, well-maintained homes varying in size from urban cottages to very large homes built 30 to 40 years ago.

TABLE 2. LAND USE ZONES

DESIGNATION	BASIC DESCRIPTION
Single Family Residential (RS)	Primarily single family dwellings. Maximum density is 8 dwelling units per acre.
Duplex Residential (RD)	Primarily single family dwellings or duplexes. Maximum density is up to 16 dwelling units/acre.
Multi-Family Residential (RM)*	Allows medium density multi-family dwellings. Maximum density is approximately 38 units/acre.
Residential Multi-Family - 1 (RM1) <i>proposed</i>	Allows low density multi-family dwellings (8-14 units/acre).
Residential Multi-Family - 2 (RM2) <i>proposed</i>	Allows medium density multi-family dwellings (12-28 units/acre).
Multi-Family High Rise Residential (RH)	Primarily high density multi-family dwellings. Maximum density is approximately 60+ units/ acre.
Central Business District	Allow commercial, cultural and governmental uses within a high-density, pedestrian-oriented area.
General Commercial (CG)	Allows a full range of retail and services uses.
Commercial Office (CO)	Primarily office uses with a minor retail component.
Industrial Commercial (IC)	Allows a mixture of retail and service businesses and light industrial uses.
General Industrial (IG)	Allows most industrial uses.

* The City of Salem is currently considering splitting this zone into two new zones (RM1 and RM2). These new zones will be incorporated into the recommendations of this plan.

This inner-city residential enclave is an important element in the greater Salem downtown area and its stability is to be reinforced through the Salem North Downtown Plan by providing a distinct boundary at the Grant Neighborhood's western edge. The portion of the Grant Neighborhood within the study area has homes that mainly range in value from \$80,000 to \$100,000.

Further north of the study area is the Highland Neighborhood, another district of older, single-family homes and mixed development along the arterial roadways. To the southeast of the study area is the Capital Mall, a significant concentration of public space and civic buildings which form the eastern edge of the downtown central business district.

In summary, the study area is "a variety of places." Several large properties have a significant land use impact by the sheer presence of their size in the study area. These include the automobile dealerships on the south end, the lumber yard and cannery along the waterfront, a large warehousing and records storage facility located with the center of the study area and the former PGE property in the southeast.

OFFICE MARKET CONDITIONS

Current market conditions for real estate products in the general Salem area are very healthy. The 1996 vacancy rate for office space in Salem is at a 10-year low and represents "a very tight market."¹ According to surveys by C. Spenser Powell & Associates, Appraisers, Class A office space currently has a 1.55 percent vacancy rate with a current rental rate of \$16.50 per square foot per year.² Class B office space, which is found primarily in structures built after 1940, has a vacancy rate of approximately 3% percent and an annual rental rate of \$12.40 per square foot. Class C office space, the oldest office space available in the market (primarily built before 1900) has

approximately a 2.84 percent vacancy rate and an annual rental rate of \$12.70 per square foot. For all three types of office space (A, B and C), the vacancies are remarkably low. There are very few cities in the United States with vacancies as low as Salem's.

The factors that support these low vacancies is a combination of new organizations moving into the city, expansion of local firms currently doing business in the Salem market, together with a generally restrictive lending policy for financing development of new office buildings. Financing of new office space development has been a problem throughout the nation which resulted from over-building in the late 1980's and early 1990's. There is a general reluctance to finance new buildings without significant pre-leasing by tenants to assure cash flow upon completion of development.

CENTRAL BUSINESS DISTRICT OFFICE SPACE

The central business district and the area immediately around it contains about 1.1 million square feet of office space. As of the beginning of 1996, the overall office vacancy rate in the area was 2.39 percent according to C. Spenser Powell & Associates. Asking prices for rents were \$14.31 per square foot (full service) versus \$13.94 per square foot in the previous year. Of the inventory of downtown office space, approximately 515,000 square feet is in Class A space. This category has the lowest vacancy rate at 1.55 percent with rents in excess of \$16.50 per square foot. Older Class B buildings represent 400,000 square feet of space with a 3.2 percent vacancy rate and rents of approximately \$12.30 per square foot. The balance of Class C space is less than 250,000 square feet and its vacancy rate is 2.84 percent. As with the entire Salem-Keizer office market, Downtown Salem enjoys a very tight office market with significant undersupply necessary to serve a growing marketplace.

¹ The C. Spenser Powell & Associates survey information covers almost two million square feet of office space in over 100 buildings throughout the greater Salem area.

² Rental rates are for triple net leases, which mean the rent is only for the space and the tenant must pay for taxes and utilities in addition to the rent.

This situation in and around the downtown provides an opportunity for the North Downtown area. Parts of this area are targeted in the Comprehensive Plan for office development. This is a logical location for businesses wanting close proximity of the downtown. This situation in and around the downtown provides an opportunity for the North Salem area. Portions of the Salem North Downtown Plan area are targeted within the recommended comprehensive plan for office but seeking a slightly lower land price. A survey of commercial land prices in the North Salem study area is shown in Table 3. As shown, the average land value is approximately \$10.27 per square foot with a median value of \$11.00 per square foot. These are based on transactions completed in 1995 and 1996.

RETAIL MARKET CONDITIONS

C. Spencer Powell & Associates also prepared a survey of over 3.8 million square feet of retail square footage in more than 100 individual properties. At the time of the July 1996 survey, the vacancy rate for anchor stores was 8.09 percent and the vacancy rate for approximately two million square feet of surveyed space, classified as "inline or mall shop space," was 5.81 percent. This represents a drop in the vacancy rate of approximately one percent since 1995. City-wide retail rents for the vacant space had an asking price of \$12.24 per square foot.

Salem also has a very active downtown retail concentration including some very strong retail anchors (Meier & Frank, Nordstrom, J.C. Penney and Mervyn's). In addition to the department store anchors, there are a number of recognized national tenants such as The Gap, Eddie Bauer, Victoria's Secret, and others. Most of the mall shops are full and the non-mall central business district properties have a vacancy rate of 4.67 percent. The former Frederick & Nelson department store, a 75,000-square-foot retail and office structure, recently underwent renovations and opened in the fall of 1996.

Hobson Johnson & Associates examined the central business district retail submarket in the Riverfront/Downtown Core Area Master Plan. Hobson Johnson & Associates attributed the health of the downtown retail sector in large part to the Rouse Company's management of Salem Center. Since Rouse took over management of the mall in 1990, it replaced many local tenants with national chain stores, causing some locally-owned businesses to occupy previously vacant space outside the mall. A combination of local and national tenants greatly strengthen the downtown retailing center.

TABLE 3. NORTH DOWNTOWN AREA LAND VALUES (COMMERCIAL PROPERTIES)

SITE ADDRESS	LOT SIZE (SQ. FT.)	IMPROVEMENT VALUE	SALE PRICE	SALE DATE	Adjusted Market Value for Land*	
					PER ACRE	PER SQ. FT.
818 Liberty NE	6,534	0%	\$112,900	5/4/95	\$752,667	\$17.28
240 D St. NE	3,049	0%	\$12,000	8/14/95	\$171,440	\$3.94
810 Liberty NE	15,681	17%	\$120,000	6/2/95	\$284,911	\$7.65
1255 Broadway NE	7,840	19%	\$90,000	3/4/95	\$420,211	\$11.48
725 Church NE	8,276	16%	\$91,000	3/23/95	\$412,906	\$11.00
MEDIAN VALUE					\$412,906	\$11.00
AVERAGE VALUE					\$408,427	\$10.27

*Adjusted for value of structures

Source: Dataquick Information Systems, Fidelity National Title Company of Oregon and Leland Consulting Group

RENTAL APARTMENT MARKET CONDITIONS

Census data for the greater Salem area shows that 63.5 percent of all households own their own housing units while the other 36.5 percent reside in various forms of rental housing—predominantly apartments.

The apartment market continues to be strong in Salem with a vacancy rate of approximately 2.8 percent, representing a condition in which the market is under-supplied with rental housing. The introduction of new apartments into the marketplace results in readily-accepted units while continuing to keep the vacancy rate low—further testifying to a strong apartment market and the need for affordable housing.

Conditions driving the affordable housing market have to do with the increasing number of one- and two-person households (in excess of 60 percent of all households in the greater Salem area), rising incomes of approximately three percent per year and rising housing prices in excess of income growth. This combination of powerful statistics—small households, static income growth, and rapidly rising housing prices—all support the need for affordable housing, much of which can only be accomplished through the development of rental apartments.

Hobson Johnson & Associates also looked at the housing market during early 1996. Their findings were that the annual home appreciation rate in the

greater Salem area has been approximately 5.2 percent per year for the last several years. Smaller homes experience the most appreciation with one-bedroom homes appreciating as much as 17.8 percent. Average house prices in the central Salem area (bordered by the Salem Parkway, I-5, Mission Street and the Willamette River) have traditionally been lower than the average prices for homes throughout the Salem-Keizer area. In August of 1995, selling prices of homes in the central Salem area averaged \$73,693 compared with the region-wide average of \$108,849.

Table 4 shows an apartment rent comparison as of March 1996. The research shows that newer units located within the Salem central area are very close to rents in the greater Salem-Keizer area. The low vacancy rates are continuing to put upward pressure on apartment rents.

SUMMARY

As described in the preceding pages, all of the real estate markets (residential, office, retail) are experiencing record-low vacancies and record-high growth of new construction. This phenomena is in evidence in most of the mid-sized and larger cities throughout Oregon. The growth is attributable to a diversified economy, strong immigration from California and the East Coast, job opportunities, affordable housing (at least until recent years) and a

TABLE 4. APARTMENT RENT COMPARISON (MARCH 1996)

TYPE OF UNIT	SALEM CENTRAL (NEWER UNITS*)	SALEM-KEIZER AVERAGE
One-bedroom without amenities	\$365	\$373
One-bedroom with amenities	N/A	\$384
Two-bedroom without amenities	\$420	\$443
Two-bedroom with amenities	\$470	\$504
Three-bedroom	\$620	\$597
Vacancy rate	0.46%	2.80%

* Constructed after 1980

Source: Coldwell Banker Mountain West Real Estate, Inc. and Leland Consulting Group

quality of life considered amongst the best in the United States. Hence, the current growth experience in Salem is not unlike that being experienced in the Portland Metropolitan Area, Bend, Eugene, and other urban places in the state.

Because of the urban growth boundary, which limits the amount of available land for development, and the size of the parcels available for development, very few national home builders have entered the Oregon market. National and/or regional home builders generally require multiple projects in a given market area, as the means for achieving volume sales. As a result, Oregon is dominated by a large number of small builders. In the Salem Metropolitan Area, there are approximately 300 builders of which 150 are currently active. Less than 20 builders construct more than five to six housing units per year.

Most Salem home builders build traditional detached single-family homes on individual lots. Although there are increasing examples, there are also very few apartment builders within the Salem area and hence, a limited number of builders produce most of the rental units. What is significantly lacking in the Salem housing market are builders and developers that can provide "alternative forms of housing." Such forms include but are not limited to products such as clustered housing, attached/common wall housing, condominiums, stacked housing and a variety of other medium- and higher-density ownership and rental products. As a result, the housing market is required to select from essentially two forms of housing - a detached single-family home or a rental apartment. Nonetheless, 65% of all households are one and two persons, many of which might select an alternative housing product if it were available.

Forecasting urban housing, and particularly alternative forms of housing, becomes problematic when it is understood that the barriers to development of such housing is more on the supply side than on the demand side. As described, the combination of small households, static incomes and rising housing prices continue to create a market and a pent-up demand for attractively designed and priced, well-

located, alternative forms of housing such as cluster housing, condominiums, stacked housing, rowhouses, and the like. This supply problem is in evidence in other markets where the same conditions prevail—a lack of development companies who have the financial capability and experience with building other than traditional housing products.

Implementation of housing in the North Salem study area is further constrained by a lack of any recently built housing within the study area. As a general rule, inner-city neighborhoods that lose single-family detached homes have a very difficult time replacing such buildings. In the case of the North Salem study area, most of the housing in this location is currently priced from \$80,000 to \$100,000 with some housing above and below the range. Hence, the conditions are appropriate for introducing smaller, medium- and higher-density affordable housing products. To "go first" with small infill projects represents pioneering. It will probably be necessary for the city to become involved in a public-private venture that introduces a significant amount of housing at one time. This could take the form of public assembly of land, with an invitation by several participating developers who would simultaneously build a variety of housing products to serve different markets. The key, however, to housing development in this particular section of the greater Salem Metropolitan Area is affordability. Housing should not attempt to dramatically reach beyond the value of existing housing with its new housing prices.

Success breeds success and the involvement of the public sector in a larger public-private project can be the catalyst which provides other private developers, acting independently, to come back into the neighborhood once a pattern of success has been established.

TRANSPORTATION ANALYSIS

STREET CLASSIFICATIONS

The street classification system is used to reserve right-of-way, determine street designs, and develop future street improvement projects. Street classifications within the North Downtown project area are illustrated in Figure 6. These classifications are critical in predicting traffic volumes, travel patterns and appropriate land uses. Classifications of individual roadways ideally take into account the type of travel on the street (through, local or mixed), trip lengths, parallel facilities, traffic volumes and adjacent land uses. The City of Salem is in the process of revising the 1992 Transportation Plan. As part of the process, City staff have recommended the street classification system be simplified into the categories described in Table 5.

EXISTING TRAVEL PATTERNS

In the north-south direction, the Commercial Street/Liberty Street couplet functions as a major arterial by providing access to the Salem Parkway and Interstate 5. This couplet is the primary north-south through route through downtown Salem. Broadway Street/High Street and Liberty Street between Broadway and downtown also provide north-south access and are classified as major arterials; however, as they carry a mix of interneighborhood traffic, these streets generally function as minor arterials. Existing traffic volumes, forecasts and field observations indicate that traffic on these streets, especially Broadway Street/High Street, have a much stronger local component, with many trips originating and terminating within the North Downtown area. Furthermore, regional trips and through traffic tend to use the major arterial couplets (Commercial/Liberty and Summer /Capitol) which provide primary

TABLE 5. PROPOSED STREET CLASSIFICATIONS OF THE DRAFT SALEM TRANSPORTATION SYSTEM PLAN

TYPE OF STREET	BASIC DESCRIPTION
Freeway	High capacity, high speed highway that serves regional, statewide, and interstate travel. Volumes are approximately 50,000+ vehicles per day. Typical design is a divided highway with four travel lanes, bikeways on shoulders, and no sidewalks.
Parkway	High capacity, high speed roadway that primarily serves regional and intracity travel. Volumes are approximately 30,000 to 60,000 vehicles per day. Typical design is a divided roadway with four travel lanes, sidewalks and on-street bicycle lanes or separated bicycle paths.
Major Arterial	High capacity street that primarily serves regional and intracity travel. Volumes are approximately 15,000 to 50,000 vehicles per day. Serves as main routes through the City. Typical design is a four-lane roadway with left turn pockets, sidewalks and on-street bicycle lanes.
Minor Arterial	Primarily serves intracity and interneighborhood traffic. Serves as a peripheral arterial street. Volumes are approximately 7,000 to 20,000 vehicles per day. Typical design is a two-lane roadway with center turn lane, sidewalks, and on-street bicycle lanes.
Collector	Primarily distributes traffic between neighborhoods, activity centers and the arterial street system. Volumes are approximately 1,600 to 10,000 vehicles per day. Typical design is a two-lane roadway with some left turn pockets, sidewalks. Bicycles either share the roadway with automobiles or have a dedicated lane.
Local Street	Provides access to properties and basic circulation within a neighborhood. Volumes are generally below 1,600 vehicles per day. Typical design is a two-lane roadway with sidewalks. Bicycles share the roadway with automobiles.

access to Interstate 5. Therefore, Broadway Street/High Street and Liberty Street between Broadway and downtown may be better suited to minor arterial classifications. Local access to the North Downtown area is supplemented by Front Street. North of Division Street, Front is classified as a minor arterial and provides local access to commercial, industrial and residential uses near the river.

Market Street is a major arterial providing east-west access with a connection to Interstate 5. However, volumes decrease significantly west of the Sumner Street/Capitol Street couplet. Hence, within the study area, Market Street is classified as a minor arterial in the Draft Salem Transportation System Plan and provides local and some through access. Local east-west access to the study area is supplemented by Hood Street. This street is classified as a minor arterial and provides local connections to commercial and industrial destinations within the study area and to Fairgrounds Road, a major arterial serving north Salem. Most through trips in the east-west direction within the downtown occur on the Marion Street/Center Street couplet. This couplet is part of Highway 22 and provides regional and statewide access to Salem from areas west of the Willamette River. Consequently, the couplet is classified as freeway west of Front Street. East of the Front Street, the Marion Street/Center Street couplet becomes a major arterial providing regional and intracity access.

FUTURE TRAVEL PATTERNS

Based on current growth projections, traffic volumes on several major arterials approaching the study area are expected to increase by 20-40 percent over the next twenty years. Likewise, traffic volumes on major arterials such as the Commercial Street/Liberty Street and the Marion Street/Center Street couplets are projected to increase. This increase will be caused mostly by through trips with origins and destinations outside the North Downtown area. To accommodate this growth in traffic, the Draft Salem Transportation System Plan identified an improvement project to provide three southbound lanes on Commercial Street by removing the traffic island at Division Street. This project is listed as a high priority in the Draft Arterial Street and Highway Improvement Project List and will most likely be implemented in 10 to 15 years. Traffic volumes are also expected to increase by over 20 percent on Broadway Street. As a result, a low priority project to remove parking and provide an additional northbound travel lane on Broadway Street has been identified. This project would increase capacity along the street. However, the increased traffic may conflict with bicycle and pedestrian activity along the corridor.

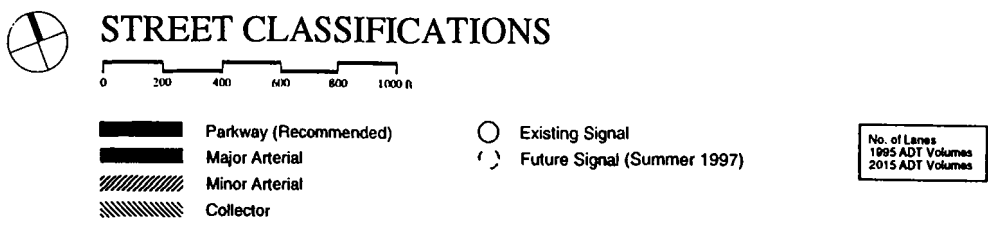
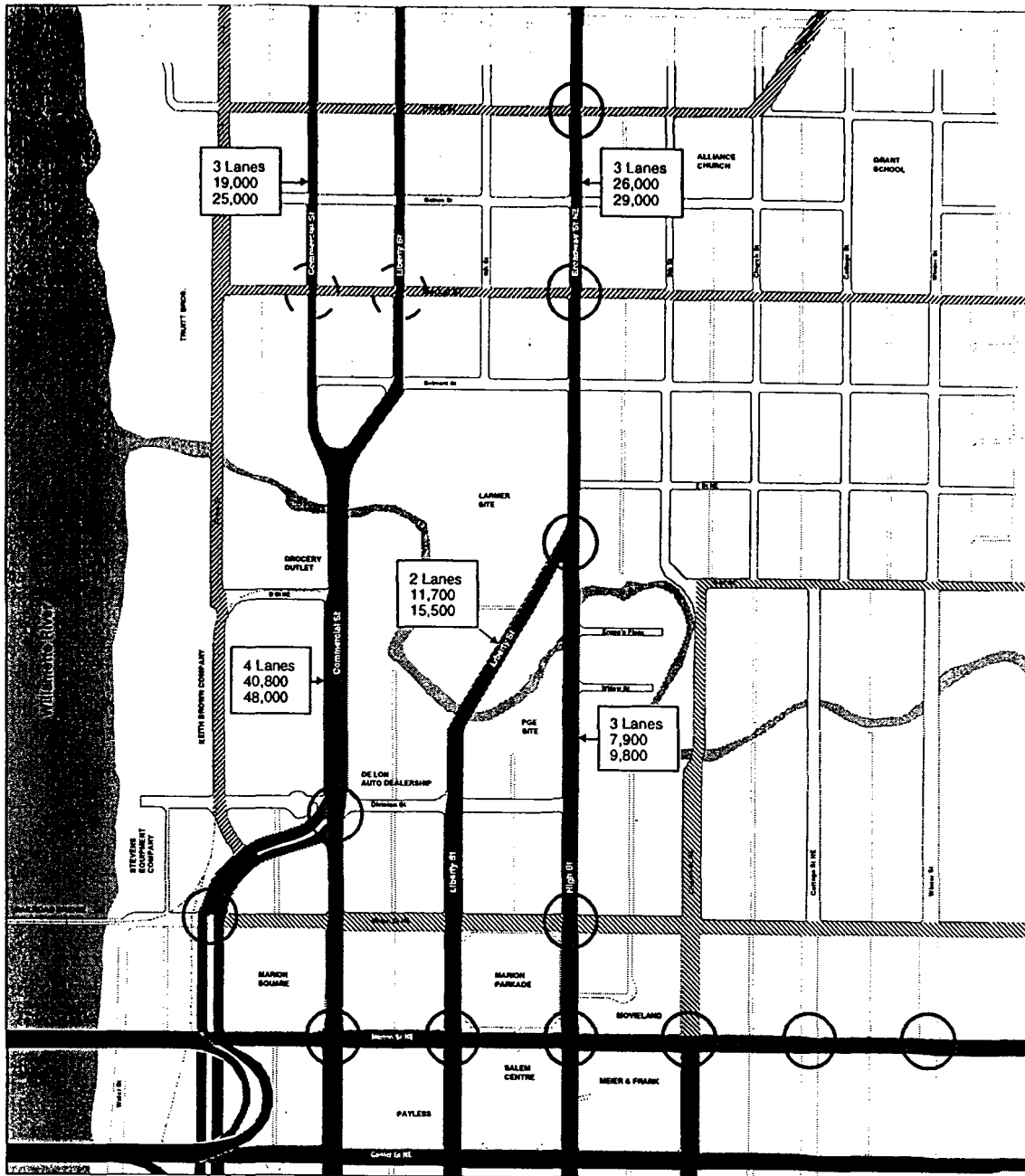


FIGURE 6. STREET CLASSIFICATIONS

NORTH DOWNTOWN PLAN GENERAL PLAN



SECTION III. GENERAL PLAN

The General Plan carries out the following objectives:

- Provides an overall vision for the area.
- Describes general policies that reflect underlying assumptions
- Divides the planning area into districts and define the role and function of each district.
- Divides each district into subareas and identify appropriate types of land uses.
- Outlines a general implementation strategy.

OVERALL VISION

The overall character of the North Downtown area is expected to change significantly over time. The vision for the area is a series of mixed-use districts offering a variety of employment, retail, and residential uses, including a range of low, medium and high density housing. Development is encouraged to take advantage of the area's proximity to Downtown Salem, the Capitol Mall and the amenities offered by the Willamette River and Mill Creek.

GENERAL PLAN GOALS

The following goals represent overall guidelines and underlying assumptions that are to be applied to the North Downtown area:

- Redevelopment of the area will be driven by private investment as a result of growth in the region and rising property values.
- Existing businesses and uses will be allowed to continue, but not expand unless the use conforms to the designated land uses in this Plan. Conducting maintenance and repair which is usual and necessary for the continuance of an existing use is acceptable.

- New development is expected to take measures (e.g. sound insulation) to ensure compatibility with adjacent, existing, conflicting uses.
- The area will provide a range of housing that is affordable to a wide range of income levels.
- The density of development at ultimate build-out (20 to 30 years) is higher than is feasible in the current real estate market. Therefore, a two-tiered density standard is created with a more moderate density standard established for the short-term (10 to 15 years).³
- Pedestrian, bicycle and transit improvements are needed to increase connectivity and reduce reliance on the automobile.
- Public access along the Willamette River and Mill Creek is to be accommodated through a system of pathways where physical topography permits and public safety can be assured.
- Public support from the City will be focused on infrastructure improvements and financial support for critical projects needed to demonstrate the feasibility of mixed-use development or new housing types in the area.
- The expiration date of the Riverfront Downtown Urban Renewal District will be extended beyond its current expiration date of 2005.

³ The transition between the interim and ultimate density standards can be achieved through a variety of approaches. One example is shadow platting which would allow development to master plan future expansions such as redeveloping a surface parking lot, to meet the ultimate density standard. Another is to periodically rezone land at a higher density, especially if there is rapid development and land absorption is high at the interim density levels.

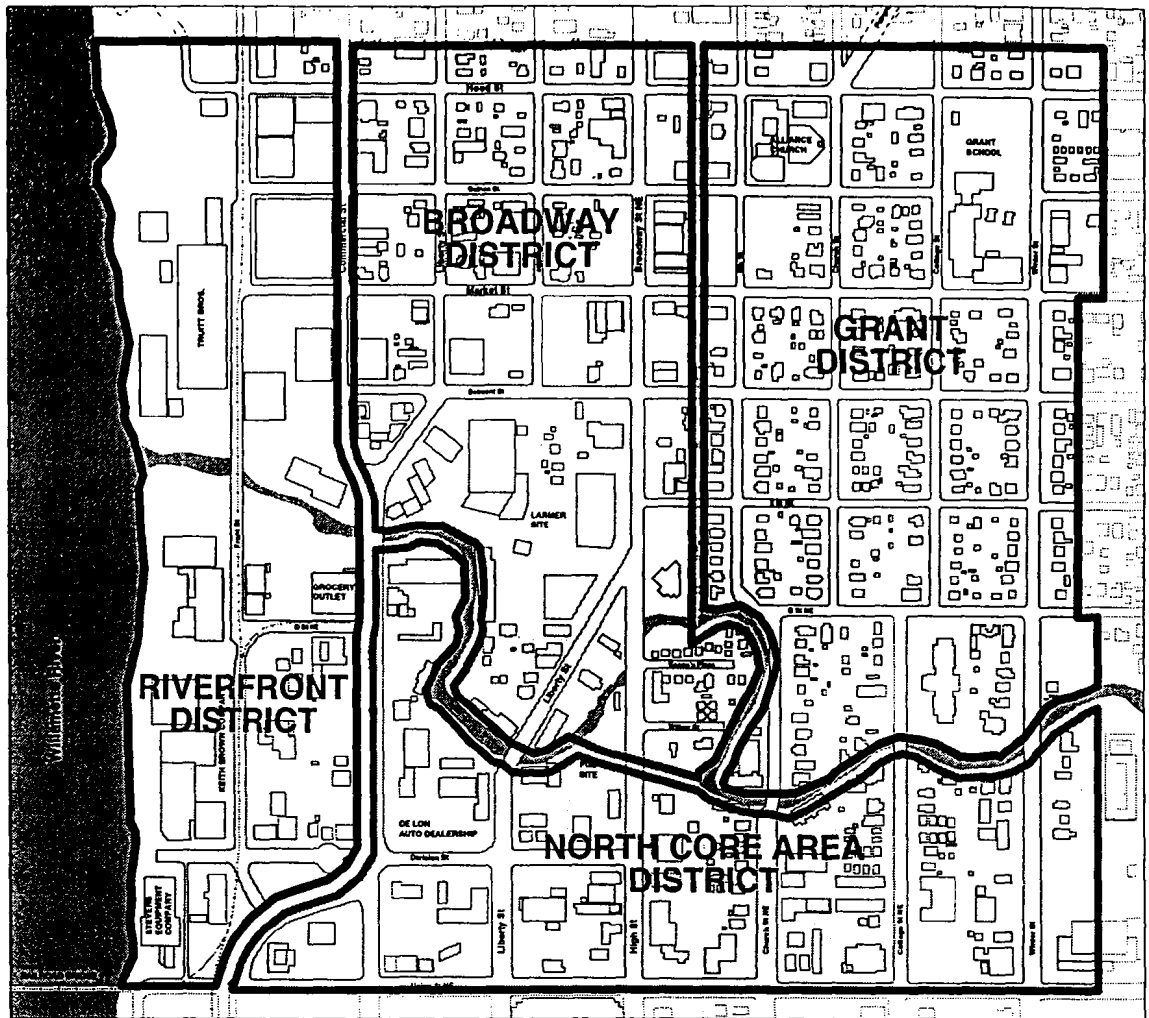


FIGURE 7. DISTRICT MAP

GENERAL PLAN DISTRICTS

The study area is divided into districts which provide a basic organizing system that helps to visualize how different types of uses will relate to each other (see Figure 7). The broad land use categories for each district are presented as a matrix in Figure 9. The five major districts include:

- *Riverfront District* - A mix of high density residential, office, and retail development which is oriented to the river with significant public access along the river as a connection to Riverfront Park.
- *Broadway District* - A new urban community with a mix of high density residential and retail uses.
- *Grant District* - Maintains the single-family character of the Grant Neighborhood.
- *North Core Area District* - Predominantly commercial uses (office/retail) with a downtown orientation and a minor residential component.
- *Mill Creek Overlay Corridor* - Development oriented to the creek with public access, pathways and viewpoints. Types of uses vary with underlying subarea designations.

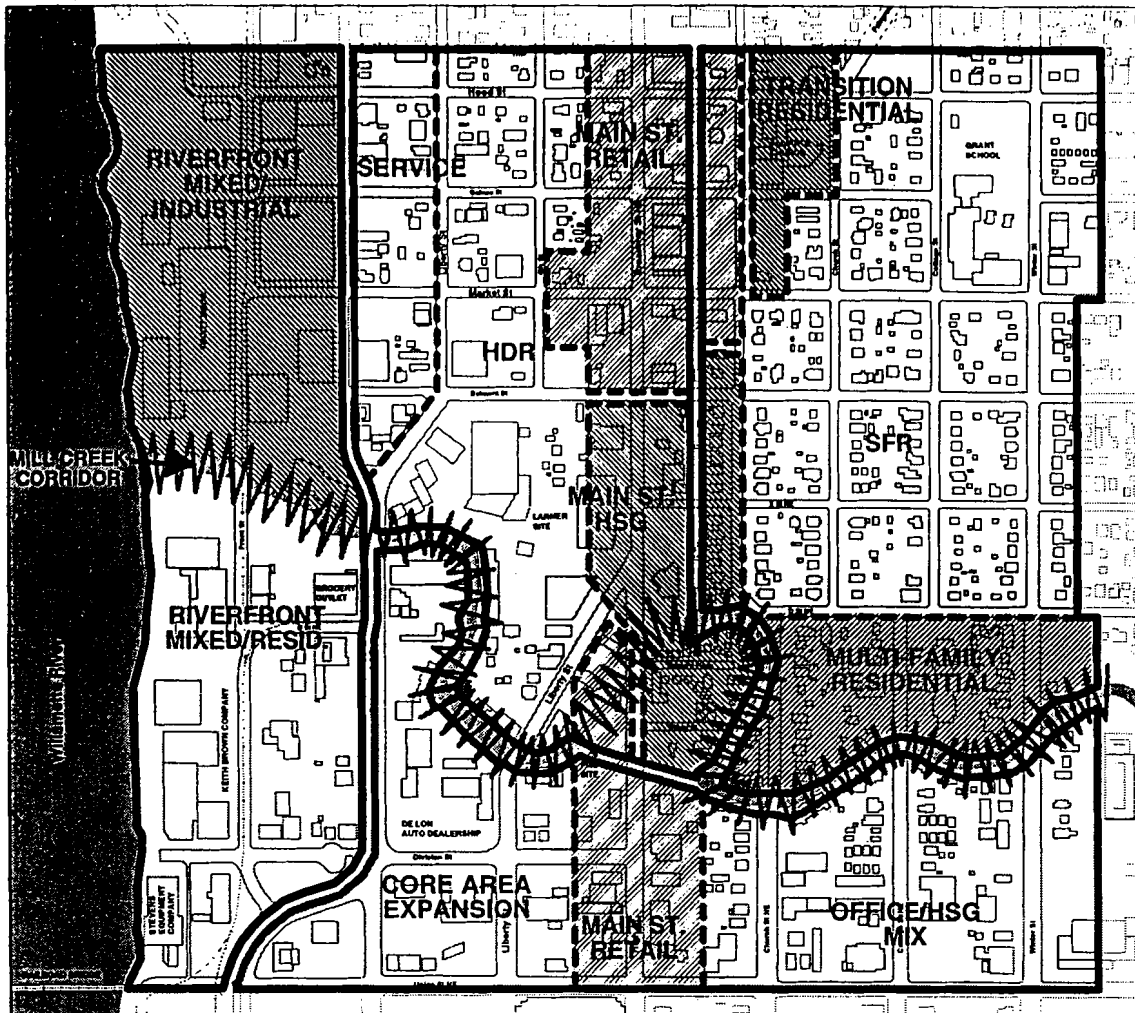


FIGURE 8. SUBAREA MAP

GENERAL PLAN SUBAREAS

Within the districts are subareas. These subarea designations provide an opportunity to define in more detail for the unique areas within each district. Figure 8 illustrates the subareas for the North Downtown Plan. A description of each subarea follows.

- ENCOURAGED
- ◐ ALLOWED
- DISCOURAGED
- NOT ALLOWED

District	Type of Use					
	SINGLE-FAMILY RESIDENTIAL	MULTI-FAMILY RESIDENTIAL	NEIGHBORHOOD RESIDENTIAL	REGIONAL RETAIL	OFFICE	INDUSTRIAL
Riverfront	—	●	◐	○	●	○
Broadway	○	●	●	◐	○	—
Grant	●	—	—	—	—	—
North Core Area	—	◐	◐	●	●	—

FIGURE 9. DISTRICT LAND USE MATRIX

RIVERFRONT DISTRICT RIVERFRONT MIXED/RESIDENTIAL

The riverfront south of Mill Creek is the starting point for redevelopment into mixed use developments that are oriented to the river. Significant public access along the river with a connection to the Riverfront Park is an important characteristic.

COMPREHENSIVE PLAN

Current:

River-Oriented Mixed-Use
Central Business District
Industrial Commercial

Proposed:

River-Oriented Mixed Use

ZONING

Current:

Industrial Commercial

Proposed:

Multi-Family High Rise
Residential and
Commercial Office with
special overlay district



TYPES OF USES

In the long run, industrial uses are inappropriate and will give way to more intensive mixed uses oriented to the riverfront that are predominantly medium to high density residential with supporting retail and office uses. The maximum density should be 40-60 dwelling units per acre (4-6 stories) with a minimum density of 20-40 units (2-3 stories). A minimum FAR for office uses should be determined. Small scale retail uses would be allowed as part of mixed use developments. Also, there is an opportunity to site a major public facility, such as a performing arts center.

OTHER ISSUES

Residential High Rise is the proposed zoning for the area between Front Street and the riverfront to take advantage of the riverfront location. Commercial

Office is the proposed zoning between Front and Commercial Streets, which also allows multi-family residential uses as a permitted use.

An overlay district is needed with special development standards to ensure development orients to the riverfront (see Appendix for proposed overlay zone). Also, the City of Salem owns a right-of-way for Water Street to help establish pedestrian access along the riverfront.

Front Street is expected to be upgraded to an urban street (as opposed to an industrial accessway) with sidewalks while continuing to accommodate the railroad, which is expected to remain active. New development must be compatible in terms of building orientation and design (e.g. extra sound insulation) with existing industrial uses and the railroad.

RIVERFRONT DISTRICT
RIVERFRONT MIXED/INDUSTRIAL

Interim preservation of industrial uses with a longer-term (20-30 years) transition to residential mixed use as private redevelopment opportunities arise to take advantage of the riverfront amenities. Significant public access along the river with a connection to Mill Creek is an important characteristic.



COMPREHENSIVE PLAN

Current:
 Industrial
 Industrial Commercial

Proposed:
 River-Oriented Mixed Use

ZONING

Current:
 Industrial
 Industrial Commercial

Proposed:
 Commercial Office with
 special overlay district

TYPES OF USES

Continuation of existing industrial uses with a transition to predominantly medium to high density residential with supporting retail and office uses. The maximum density should be 40-60 dwelling units per acre (4-6 stories) with a minimum density of 20-40 units (2-3 stories). A minimum FAR for office uses should be determined. In the long run, industrial uses will phase out along the riverfront.

holds an easement for public access along the riverfront on the Truitt Brothers Cannery property to help establish pedestrian access along the riverfront.

Front Street is expected to be upgraded to an urban street (as opposed to an industrial accessway) with sidewalks while continuing to accommodate the railroad, which is expected to remain active.

OTHER ISSUES

Commercial Office is the proposed zoning because multi-family residential uses are allowed as a permitted use.

New development must be compatible in terms of building orientation and design (e.g. extra sound insulation) with existing industrial uses and the railroad.

An overlay district is needed with special development standards to ensure development orients to the riverfront (see Appendix). The City of Salem

BROADWAY DISTRICT MAIN STREET RETAIL (BROADWAY)

Broadway Street has relatively lower traffic volumes, existing buildings that orient to the street, and wide planting strips that make it appropriate for a pedestrian-oriented shopping district with neighborhood-oriented retail and services (grocery stores, restaurants, dry cleaners) with some office and residential uses.

COMPREHENSIVE PLAN

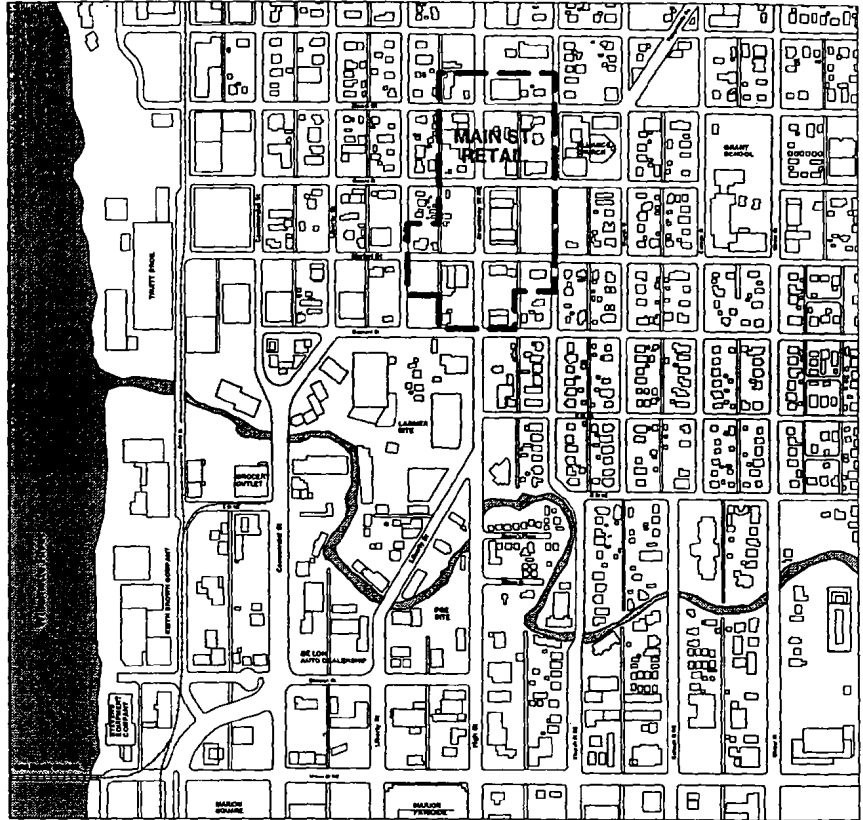
Current:
Commercial

Proposed:
Commercial

ZONING

Current:
General Commercial

Proposed:
Commercial Retail with
special overlay district



TYPES OF USES

Predominantly moderate density retail uses with some residential or small office uses. Buildings with groundfloor retail with 2-3 stories of housing above are appropriate. A minimum FAR should be determined. Storefronts are built-up to the sidewalk, with parking at the side or in the rear. The transition area along 5th Street would be limited to parking and residential uses.

OTHER ISSUES

An overlay district is needed with special development standards, such as requiring buildings to be built to the sidewalk (no front setback) with active groundfloor facades (building entrances and windows)(see Appendix).

The retail activity is concentrated in a three-block area because 1,000 to 1,200 feet is a common standard for pedestrian districts (including shopping malls). Concentrating retail uses also helps to create a critical mass of customer activity. This area already has a core group of businesses and buildings that can be used a starting point. Developing a viable shopping district will be a challenge, and is expected to be demand driven as new housing develops in the area.

Reclassification of Broadway/High from a major arterial to a minor arterial will match the existing 3-lane roadway configuration and is compatible with the pedestrian-oriented shopping district. Driveways and curb cuts will be restricted along Broadway. Parking will be accessed via the alleys with shared parking encouraged.

BROADWAY DISTRICT
MAIN STREET HOUSING

Continues main street urban design character with a greater emphasis on residential uses to support retail areas and to act as a transition between the single-family neighborhood to the east and the high density neighborhood to the west.



COMPREHENSIVE PLAN

Current:
 Central Business District
 Industrial Commercial

Proposed:
 Commercial

ZONING

Current:
 Multi-Family Residential
 Multi-Family High-Rise Residential
 Commercial Retail
 Commercial Office
 General Commercial
 Industrial Commercial
 Central Business District

Proposed:
 Multi-family Residential (RM2) with special overlay district

TYPES OF USES

Predominantly moderate density residential uses with some mixed retail or small office uses. Multi-family residential is oriented to Broadway/High to build continuity with the retail areas.

The existing small lot single-family housing along Knapps Place and Willow Street is maintained as single family residential with the City's new compact development overlay zone to match the existing character. The Compact Development Overlay District will provide for infill development in single-family residential zones. The overlay district will allow houses on small lots and rowhouses.

OTHER ISSUES

An overlay district is needed with special development standards (see Appendix). Buildings should be oriented to the street. Driveways and curb cuts will be restricted along Broadway/High. Parking will be accessed via the alleys and side streets.

The intersection of Broadway, High, Liberty and Mill Creek provides an opportunity to create a neighborhood park with emphasis on Salem's historical beginnings.

BROADWAY DISTRICT HIGH DENSITY RESIDENTIAL

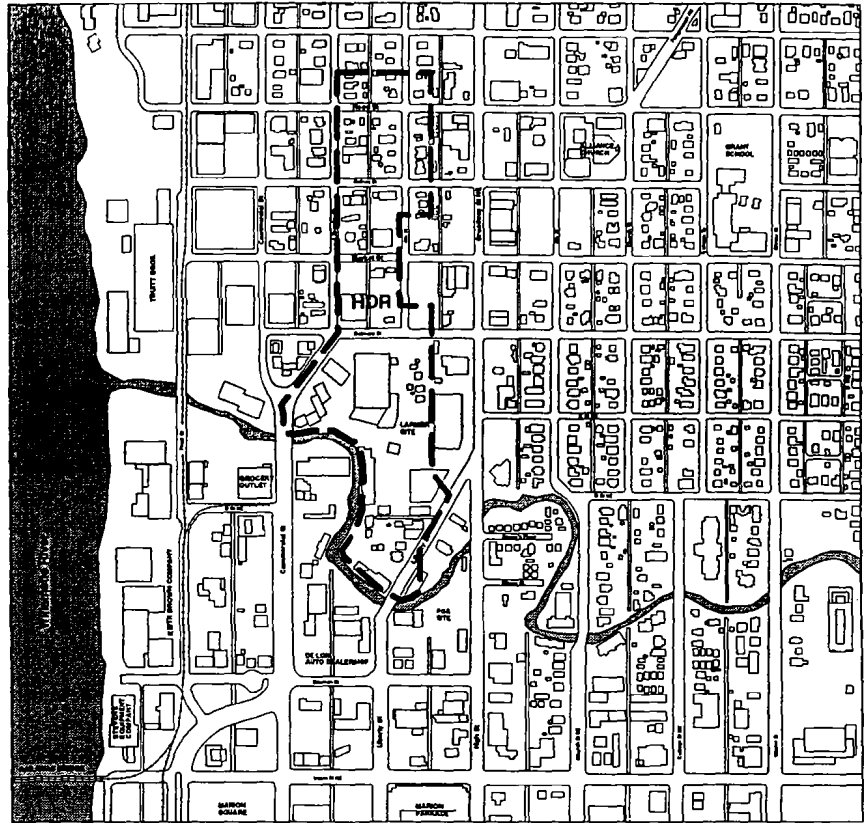
Intensive, high density housing is concentrated along 4th Street and the Larmer site to provide a large enough population base to support retail uses along the Broadway main street shopping district.

COMPREHENSIVE PLAN

- Current:*
Commercial
Industrial Commercial
Multi-Family Residential
- Proposed:*
Multi-Family Residential

ZONING

- Current:*
Central Business District
Industrial Commercial
General Commercial
Multi-Family Residential
- Proposed:*
Multi-Family High Rise Residential



TYPES OF USES

High density residential uses with a maximum density of 40-60 dwelling units per acre (4-6 stories) with a minimum density of 20-40 units (2-3 stories). The City will need to review the Multi-Family High Rise Residential zone to make it consistent with some of the changes proposed for the Multi-Family Residential zone.

OTHER ISSUES

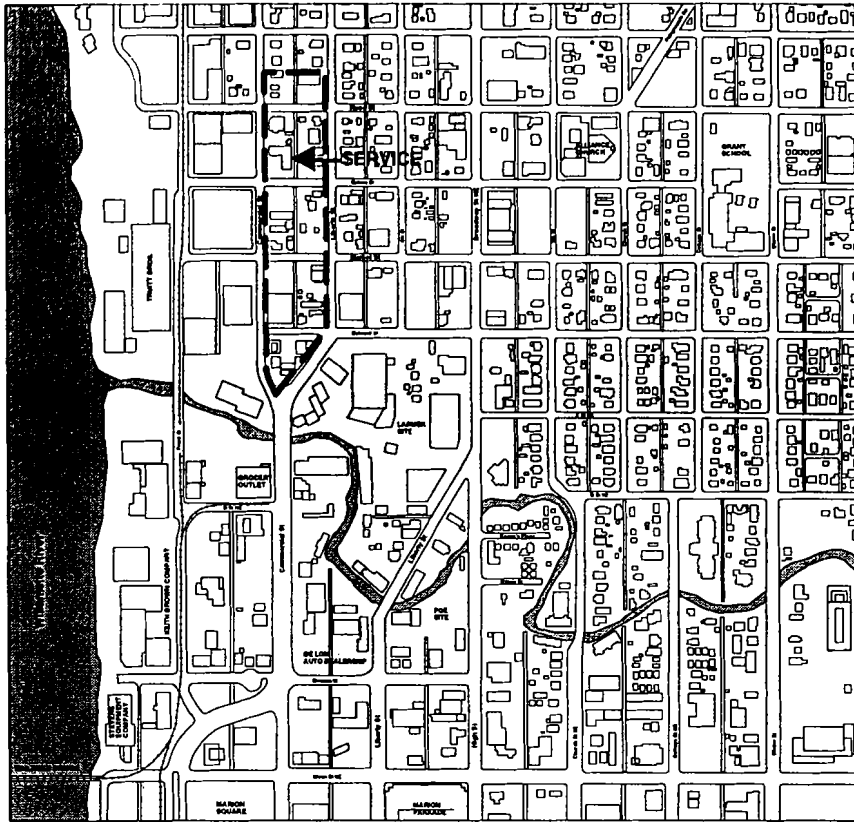
An east-west pedestrian connection across Commercial Street is needed to provide access to the riverfront. It might be possible to provide a pedestrian connection under Commercial Street along Mill Creek.

The east-west pedestrian connection along Market Street is an opportunity to create a "secondary" Main Street with small retail uses as part of mixed use developments to help strengthen the pedestrian character of this area.

Floodplain areas along Mill Creek also may provide opportunities for open spaces and parks.

The feasibility of reusing the Larmer site buildings for residential lofts or live/work space should be explored. Reuse may be difficult due to seismic reinforcing standards.

The Commercial/Liberty couplet provides a connection between Downtown and the Salem Parkway. Given the high volumes of traffic along this corridor, commercial uses that serve a wider market area are more appropriate as a transition between the High Density Residential subarea and the Riverfront District.



COMPREHENSIVE PLAN

Current:
Industrial
Industrial Commercial

Proposed:
Commercial

ZONING

Current:
General Commercial
Industrial Commercial

Proposed:
General Commercial

TYPES OF USES

Low-to-medium density office and retail uses. A minimum FAR should be determined.

OTHER ISSUES

Access management along Commercial and Liberty streets will require developments to oriented to Commercial and Liberty streets, with automobile access from the side streets and alleys.

A downtown "gateway" may be appropriate, perhaps at Mill Creek.

GRANT DISTRICT SINGLE FAMILY RESIDENTIAL

The single family neighborhood east of Broadway is strong, healthy and provides important ownership housing opportunities close to the downtown. The stability of the area is threatened by encroachment of commercial and multi-family residential uses

COMPREHENSIVE PLAN

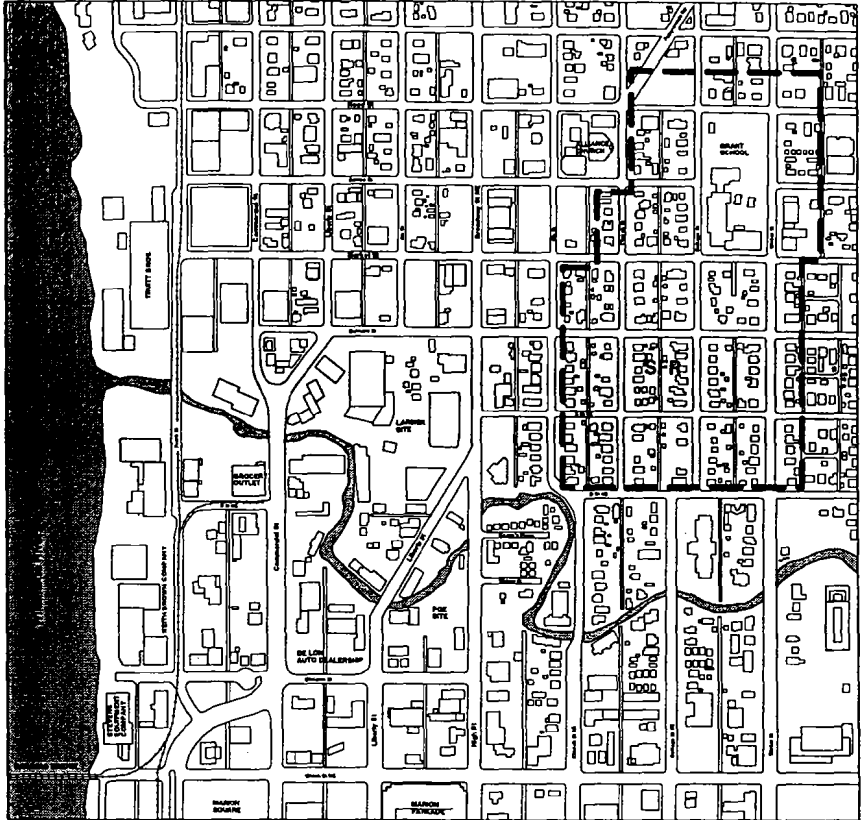
Current:
Single-Family Residential
Multi-Family Residential
Commercial
Central Business District

Proposed:
Single-Family Residential

ZONING

Current:
Single-Family Residential
Duplex Residential
Multi-Family Residential,
Multi-Family High Rise
Residential

Proposed:
Single-Family Residential



TYPES OF USES

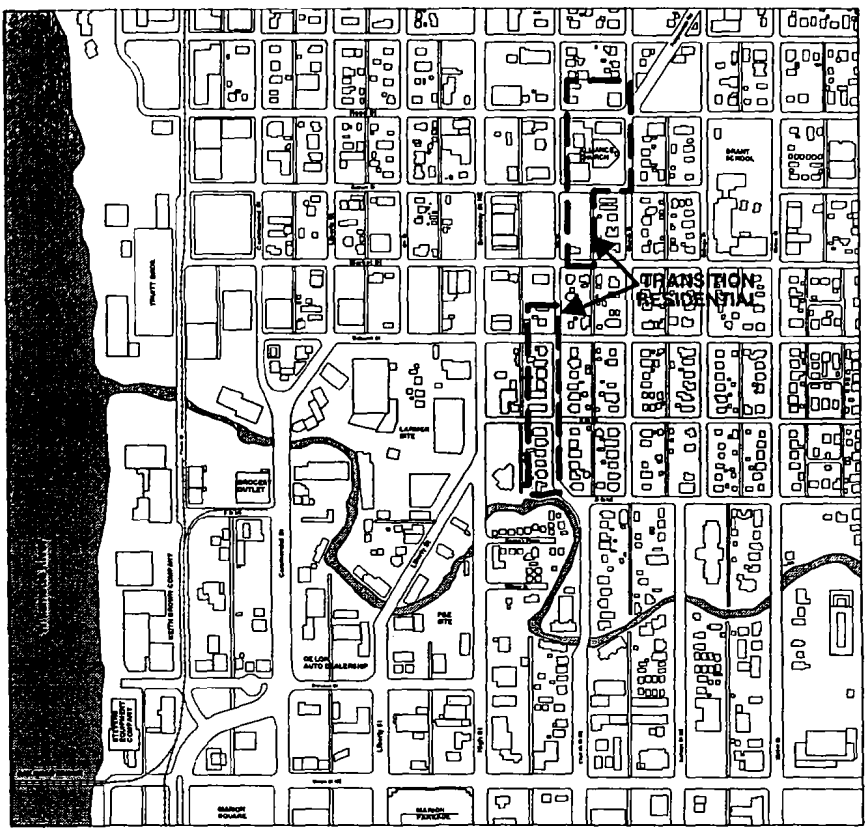
Single-family residential.

OTHER ISSUES

Some properties along the edges of the subarea may be appropriate for application of the proposed Compact Development Overlay Zone under consideration by the City.

GRANT DISTRICT
TRANSITION RESIDENTIAL

The area around the Salem Alliance Church will act as a buffer between retail uses along Broadway and the existing single family homes in the Grant Neighborhood.



- COMPREHENSIVE PLAN**
Current:
 Commercial
Proposed:
 Single-Family Residential
- ZONING**
Current:
 Single-Family Residential
 Multi-Family Residential
 Commercial
 Commercial Office
Proposed:
 Single-Family Residential with Compact Development Overlay
 Commercial Office

TYPES OF USES

Low/medium density, ownership housing on small lots (1,500-4,000 sq. ft.), such as rowhouses are appropriate, that are allowed as part of the City's proposed Compact Development Overlay Zone.

OTHER ISSUES

Redevelopment of Alliance Church parking lots and shared parking opportunities have the potential to reduce the impact on the surrounding neighborhood.

GRANT DISTRICT MULTI-FAMILY RESIDENTIAL

This area is a transition zone between the single-family neighborhood to the north and the office and higher density residential uses south of Mill Creek.

COMPREHENSIVE PLAN

Current:
Multi-Family Residential
Central Business District

Proposed:
Multi-Family Residential

ZONING

Current:
Multi-Family High Rise
Residential

Proposed:
Multi-Family Residential
(RM2)



TYPES OF USES

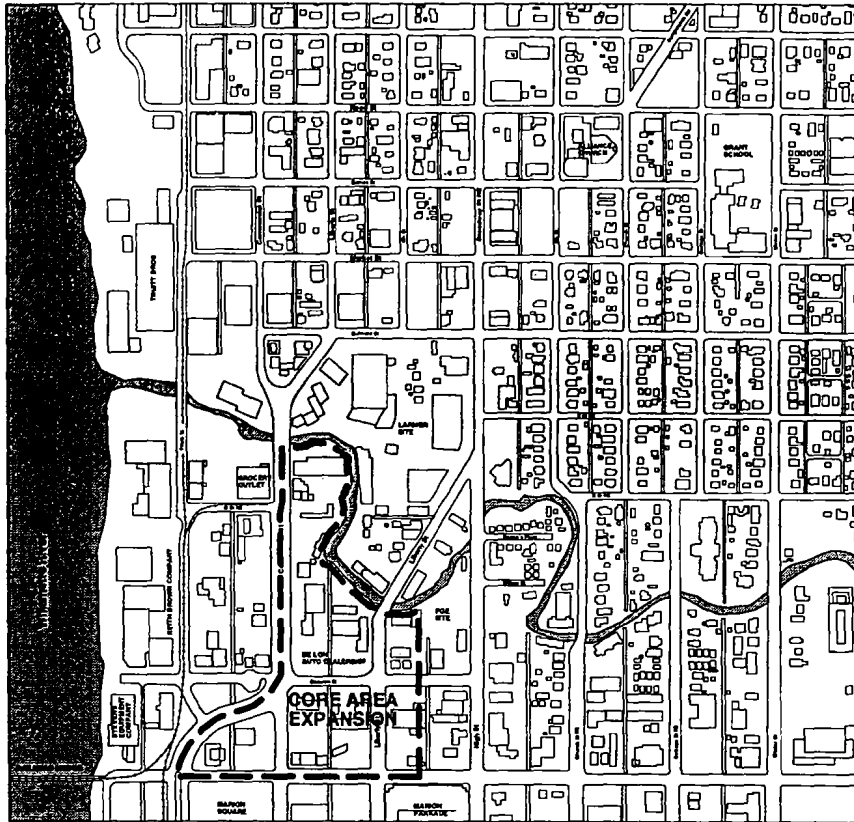
The moderate density multi-family residential designation (RM2) is compatible with the existing single-family houses in this area, while providing an appropriate transition to the single-family neighborhood north of D Street. The designation provides an increase in housing close to the downtown and Capitol Mall. It also seeks to maintain some of the investment expectations that came from the existing multi-family high-rise residential zoning.

OTHER ISSUES

Mill Creek is an opportunity to provide pedestrian connections as properties redevelop.

NORTH CORE AREA DISTRICT
CORE AREA EXPANSION

With the other constraints on possible future Downtown expansion, such as the Capitol Mall and the Willamette River, this subarea is a natural extension of the downtown core area.



COMPREHENSIVE PLAN

Current:
Central Business District
Industrial Commercial

Proposed:
Central Business District

ZONING

Current:
Central Business District
General Commercial
Industrial Commercial

Proposed:
Central Business District

TYPES OF USES

Intensive office uses with supporting retail. A minimum FAR should be determined. High density residential uses (maximum density should be 40-60 dwelling units per acre with a minimum density of 20-40 units) may be appropriate for the area between Commercial Street and Mill Creek to serve as a transition from the Riverfront District and the Broadway District.

OTHER ISSUES

It is reasonable to expect that, over time, the existing auto dealerships will intensify or relocate in response to rising property values, given the proximity to the core area, and changes in automobile retailing.

The junction of Commercial Street and Mill Creek is a critical location for a pedestrian connection across Commercial Street to connect the Broadway District to the riverfront and is a possible location for a "gateway" to Downtown Salem.

Access management along Commercial Street is needed to maintain its function as part of the regional transportation system. An east-west pedestrian connection across Commercial Street is needed to provide access to the riverfront. It might be possible to provide a pedestrian connection under Commercial Street along Mill Creek.

NORTH CORE AREA DISTRICT MAIN STREET RETAIL (HIGH)

This area continues the Broadway/High main street concept with additional retail and mixed use development that has more of an orientation to region-serving uses which support downtown activities. The commercial character is better suited to regional serving retail uses that draw from a wider market area and support Downtown Salem.

COMPREHENSIVE PLAN

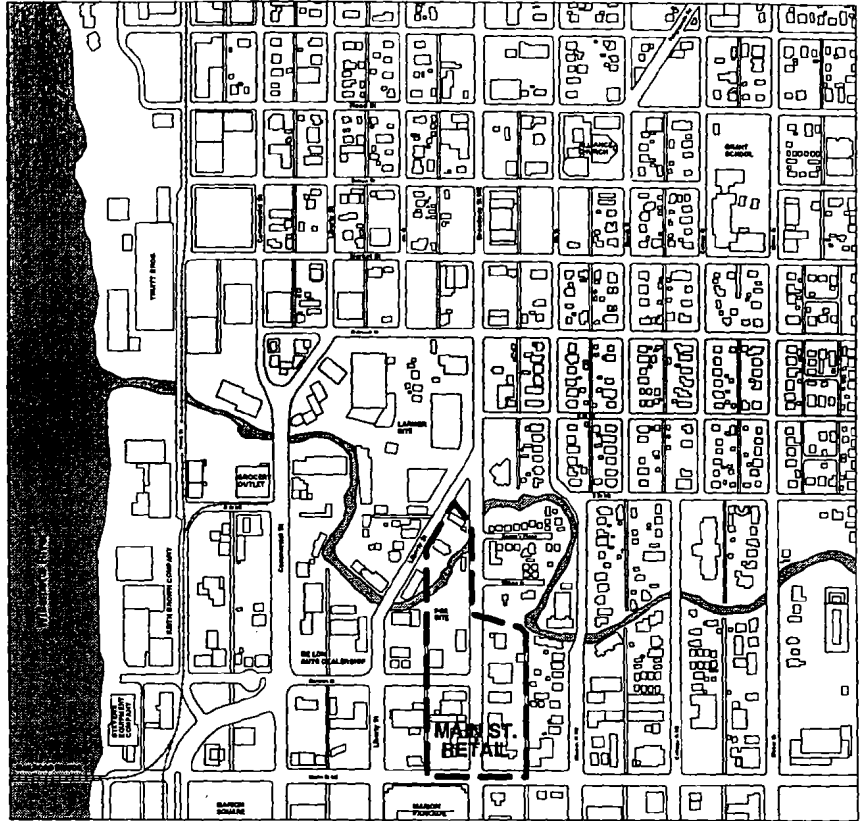
Current:
Central Business District

Proposed:
Central Business District

ZONING

Current:
Central Business District
General Commercial
Commercial Retail

Proposed:
Commercial Retail with
special overlay district



TYPES OF USES

Mixed use commercial with an emphasis on retail. Office and residential uses are a minor component. A minimum FAR should be determined.

OTHER ISSUES

An overlay district is needed with special development standards, such as requiring buildings to be built to the sidewalk (no front setback) with active groundfloor facades (building entrances and windows) (see Appendix).

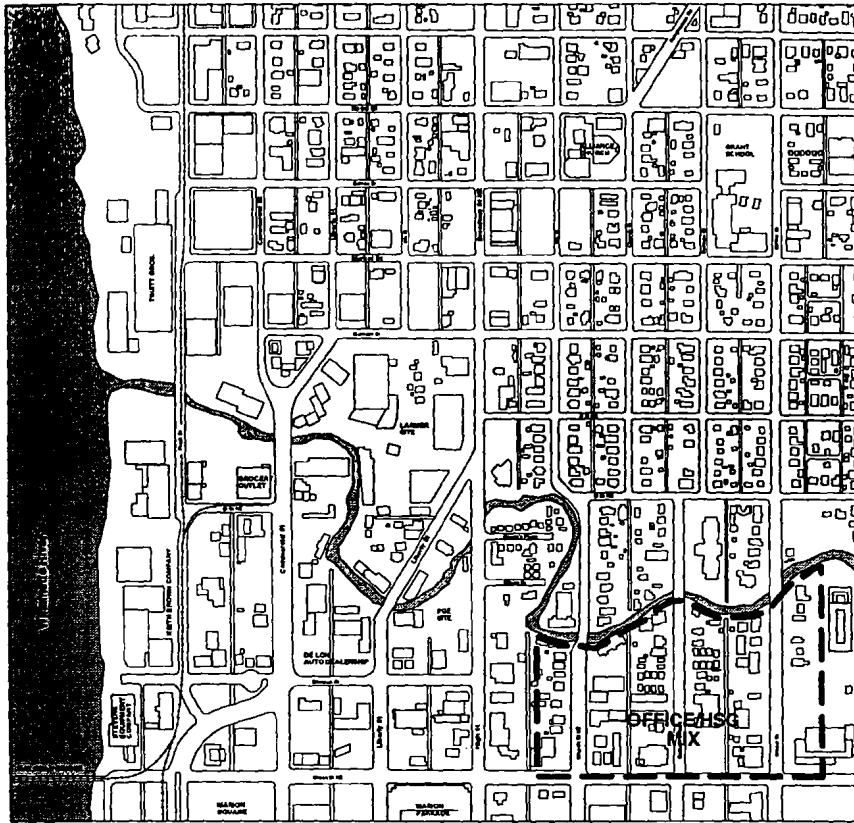
The retail activity is concentrated in a three-block area because 1,000 to 1,200-foot is a common standard for pedestrian districts (including shopping malls). Concentrating retail uses also helps to create a critical mass of customer activity. This area already

has a core group of businesses and buildings that can be used as a starting point for redevelopment. The proximity to the Salem Center, the Marion Parkade, and Movieland should help generate customer activity.

A key recommendation is reclassification of Broadway/High from a major arterial to a minor arterial. The minor arterial designation matches the existing 3-lane roadway configuration and is compatible with the pedestrian-oriented shopping district. Driveways and curb cuts will be restricted along High Street. Parking will be accessed via the alleys with shared parking encouraged.

NORTH CORE AREA DISTRICT OFFICE HOUSING MIX

Development in this district will serve as a buffer between the single-family neighborhood to the north, Downtown Salem to the south, and Capitol Mall to the east. This subarea is a combination of office and residential uses in keeping with the character of the existing development.



COMPREHENSIVE PLAN

Current:
Central Business District

Proposed:
Central Business District

ZONING

Current:
Central Business District
Commercial Retail
Commercial Office
Multi-Family High Rise
Residential

Proposed:
Commercial Office (south)
Multi-Family Residential (north)

TYPES OF USES

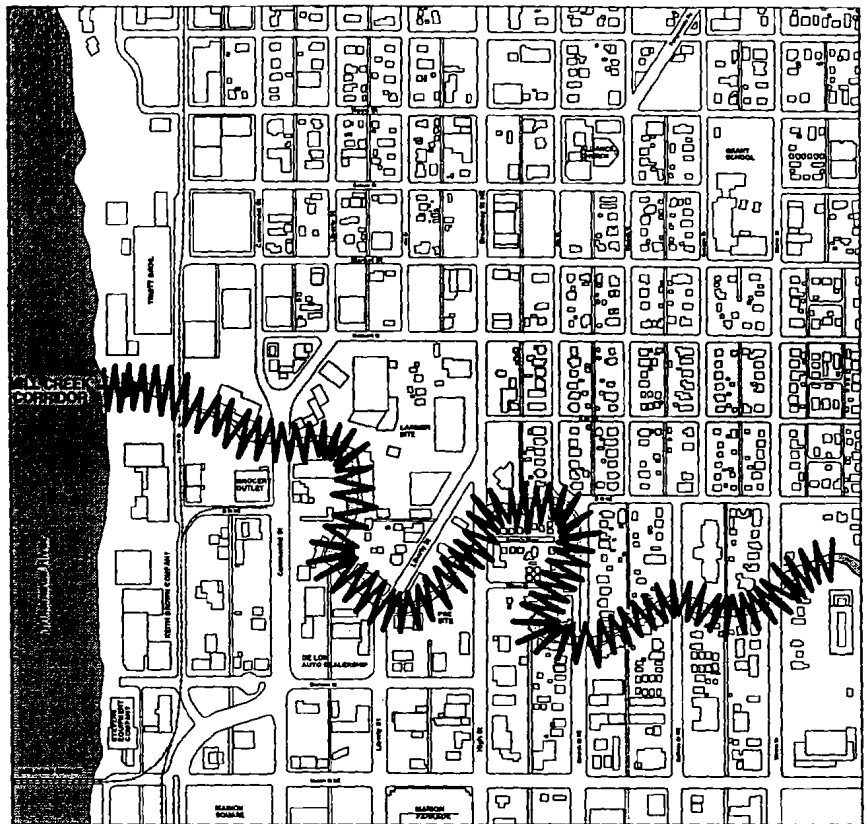
Moderate intensity office uses that are in scale with medium density residential uses. A minimum FAR for office uses should be determined. Residential densities should be consistent with the proposed RM-2 zone (12-28 units per acre, 3-4 stories). Office uses would be concentrated to the south, closest to Downtown and the Capitol Mall. Residential uses would be concentrated to the north, along Mill Creek.

OTHER ISSUES

This area offers the opportunity to introduce new types of mixed use developments such as "hoffices", which are a combination of residential and small office uses in one unit.

MILL CREEK OVERLAY CORRIDOR

Mill Creek is an important community asset. Future development should orient towards the creek with public pedestrian access and viewpoints provided along the creek from the Willamette River to the Capitol Mall.



TYPES OF USES

An overlay district would extend 50-100 feet on each side of the creek and provide design guidelines for building orientation and public access along the creek (see Appendix). The underlying zoning would determine the permitted land uses. Public access should be accommodated where physical topography permits and public safety can be assured.

OTHER ISSUES

Development orientation to Mill Creek will require special design guidelines for different types of development (i.e. commercial and residential buildings).

A pedestrian connection along Mill Creek has the opportunity to link the riverfront to the Capitol Mall. This connection will create a pedestrian route that circles Downtown Salem with a pathway along Mill Creek, through the Capitol Mall and Willamette University, along Pringle Creek, through the Riverfront Park and to the Riverfront District.

Access to and along the creek is expected to be implemented over time as properties redevelop. Interim pedestrian routes that may be outside of the overlay corridor will help provide a continuous connection parallel to the creek. Public access along the creek will require a public role in terms of acquisition, design, and construction.

TRANSPORTATION IMPACTS

The General Plan land use concept creates a framework for mixed-use districts with a variety of employment, retail and residential land uses. In some areas, existing land use would remain the same; in other areas, industrial or commercial uses would be converted to high density housing and retail. Four districts have been identified within the study area: Riverfront, Broadway, Grant and the North Core Area. Transportation impacts for each district are described below:

RIVERFRONT DISTRICT

Currently, this area is predominantly built out with industrial and commercial land uses. Redevelopment of this area would be oriented toward more high and medium density residential uses and office space. Front Street provides local access to the area and would continue to do so in the future. However, it would be upgraded to urban street standards with sidewalks to encourage pedestrian activity. The railroad line is expected to remain at its present location to provide service to the existing commercial and industrial uses. Future street improvements will help reduce conflicts with the occasional rail traffic and improve access to new development sites. Although traffic projections are not expected to significantly change with redevelopment, there would be more passenger cars and fewer trucks. Improved pedestrian and bicycle connections to the downtown core and Broadway District should increase the modal split for this area.

BROADWAY DISTRICT

Redevelopment in this area would be oriented toward neighborhood retail shopping and some office uses with nearby high and medium density housing. Redevelopment will increase population and employment densities, thus increasing local traffic volumes in the district. Some congestion is expected but regional traffic will be able to bypass the congestion by diverting to other north/south routes. Travel within the area already has a strong local component. With redevelopment, this local component would dominate travel patterns, especially

on Broadway Street. Likewise, pedestrian and bicycle activities are likely to grow along the corridor.

GRANT DISTRICT

This area is predominantly a single-family neighborhood. Some compact residential development along the fringe of the district would provide a buffer between the Broadway Main Street and the neighborhood. Traffic projections will not change significantly.

NORTH CORE AREA DISTRICT

This area would have an urban character as an expansion of the downtown commercial area. Redevelopment will increase population and employment densities, thus increasing local traffic volumes in the district. Depending on the intensities of use, increased congestion may occur; however, regional traffic will be able to bypass the congestion by diverting to other north/south routes. Most development would be consistent with existing zoning. Projected traffic volumes and travel patterns are not expected to change significantly.

In addition to the four districts, the Mill Creek Overlay Corridor has been identified as a community resource. This corridor could be developed into a valuable pedestrian connection between Capitol Mall and the Willamette River.

The General Plan Concept will encourage redevelopment of the North Downtown area from industrial and commercial land uses to mixed retail, business and residential land uses. Although the North Downtown area is predominantly built out, local traffic volumes are expected to increase as the area redevelops into more intense uses within the next twenty years. Overall traffic volumes also are expected to increase on most streets as a result of regional growth in traffic. Redevelopment of the North Downtown area is expected to have a minimal affect on traffic volumes since local traffic makes up only a small percentage of the overall regional growth. In addition, increased congestion on streets such as Broadway/High is compatible with the creation of a pedestrian-oriented shopping district.

The General Plan will have three noticeable changes on the transportation system. The General Plan will:

- Establish a pedestrian-oriented shopping district along the Broadway/High Street corridor.
- Change the character of the area from an automobile dominated environment to a multimodal atmosphere with more pedestrian and bicycle activity.
- Provide enhanced east-west connections between the four districts.

As a result of these impacts, it is recommended that Broadway Street be reclassified as a minor arterial. Today, this street already has a strong local trip component and essentially functions as a minor arterial. Broadway Street is currently a 2 lane facility with a center left turn and on- street parking. This design is suited to a minor arterial street classification. With the General Plan, the local component of traffic volumes will be even more noticeable as the corridor develops to complement surrounding mixed residential uses. Furthermore, parallel facilities to the east and west (Summer Street/Capitol Street couplet and Commercial Street/Liberty Street couplet) provide regional north-south access as major arterials.

In conjunction with reclassifying Broadway as a minor arterial, it also is recommended that the Draft Transportation System Plan modify the proposed project to be consistent with this plan. Although an additional travel lane would increase capacity, it may also increase speeds along the street and deteriorate the ability to create a more pedestrian friendly environment along the corridor. Without this proposed project, congestion will increase over time with existing 2 lane plus center left turn lane configuration. However, the increase in congestion will also reduce vehicular speeds and enhance the urban community character of the corridor. In addition, congestion on Broadway will encourage the use of the Commercial Street/Liberty Street couplet for through regional trips. To maintain the function of Broadway Street as a intracity and interneighborhood connection, Broadway Street should be reclassified as a minor arterial and the

parking removal project should be eliminated from the Draft Transportation System Plan project list.

As part of the overall plan, access management techniques should be included to offset some of the impacts of increased traffic, particularly along Broadway Street. Where possible driveways should be removed or combined to reduce accident potential and conflicts with street traffic. Limiting driveways also will maximize the usable curb space for on-street parking. Proposed medians also will limit left-turn conflicts and help smooth traffic flow.

Since it is impossible to forecast all future transportation needs, site specific analyses should be performed by developers to determine traffic impacts and necessary mitigation. At the time of development, the need for improvements such as additional capacity, turn lanes, and pedestrian facilities can be assessed.

NORTH DOWNTOWN PLAN STRATEGIC ACTION PLAN



SECTION IV. STRATEGIC ACTION PLAN

The North Downtown area, situated between the riverfront, the Capitol Mall and Downtown Salem, provides exciting public and private opportunities to create a unique urban neighborhood. As an overall guideline, this plan recognizes the limitations on traditional approaches associated with urban renewal and other public programs that tend to focus on regulations. This strategic action plan encompasses a different approach that seeks to establish the framework and incentives to encourage and support private actions which are consistent with the vision and objectives of the North Downtown Plan.

Following successful preparation and adoption of the North Downtown Plan comes the challenges of implementation. Webster's Dictionary defines implementation as "*a means for accomplishing an end*" or "*to put into effect.*" This section of the North Downtown Plan report discusses implementation and recommends a strategic action plan for accomplishing the vision of the North Downtown Plan. The strategic action plan begins with a discussion of the context in which implementation takes place. This is followed by a description of recommended strategies that need to be undertaken in the next seven to ten years to establish a foundation for success.

CONTEXT-LIMITED FINANCIAL RESOURCES

The most significant barrier to implementation of community plans is lack of money. There have been few times in the past 25 years when government, particularly local government, has had such financial constraints as today. Redevelopment of the North Downtown area comes at a time when the demands on the City of Salem are high, resources are low. These constraints are compounded by the fact that Measure 47 (approved by the voters in 1996) will have an extraordinary impact on the city's operating budget for the foreseeable future. Implementation is therefore very challenging and innovative strategies are needed.

The responsibility for implementing a plan and the many public projects that contribute to the evolution of a community have historically been borne predominantly by the public sector. Some communities consider adoption of governing regulations as implementation (tools such as the comprehensive plan, zoning ordinance, planned unit development ordinance, design review / overlay district regulations, and the like). While these regulations are necessary, they are only the beginning of the implementation process. Implementation, as discussed in this report, is much more comprehensive in scope and includes considerably more than just establishing a regulatory framework.

MAINTAINING A BROAD PERSPECTIVE

Implementation in the broader context refers to how the City of Salem can build a process that results in the successful development of an on-going and continuous stream of projects that contribute to the shared goals and objectives of the North Downtown Plan.

Most implementation tends to be transaction-based that is tied to a single project, either public, private or public-private. This implementation strategy recognizes the need for both transaction-based projects and an on-going process that assures that the city's plan is moving continually forward. Implementation should never become dependent on, or vulnerable to, any specific project.

PROJECT STRATEGY

Part of the recommended implementation strategy is the design of a process that keeps multiple projects moving forward simultaneously. A project in this sense is broad in definition and can include:

- A private-sector development project.
- A city-sponsored public works project.
- Developing an on-going public relations program for the community.
- Establishing an environmental stewardship program.

- Installing streetscape improvements.
- Designing a lender education program for innovative types of housing, etc.

The project definition is broad. It includes public, private or public-private physical projects, social and educational programs, public relations and goodwill building programs, etc. What is most important is to maintain a wide variety of programs that are constantly being introduced and moving forward. This strategy:

- Builds community goodwill.
- Enhances the quality of life.
- Emphasizes public participation.
- Allows special-interest groups to have a role in the community.
- Sends a message to the outside world that the area is successful and is making positive strides.
- Creates an increasingly attractive environment for development.

Investors, developers and lenders seek out environments with market opportunity and areas with prospects for success. Such people like to follow success, "*success breeds success*".

KEY COMPONENTS

A few key components should be in effect for an implementation program to succeed. These key components include:

COMMITTED ON-GOING LEADERSHIP

Successful urban development usually comes down to leadership. A few individuals that are focused and committed to seeing the project or the program through are critical to successful completion. It may be an elected public official, it may be a business or citizen leader or a combination working in committee. Nonetheless, virtually all urban redevelopment programs such as downtown redevelopment, civic center development, community beautification and the like have consistent and determined leaders to see it through.

MULTIPLE PROJECTS

The previous subsection discussed the need for a variety of on-going simultaneous projects. The actual target number is less important than the fact that there is a range of projects that will always keep moving forward in the North Downtown area. The number might be 20, 30 or even more. It should represent enough "action" to ensure that there will be continuous success stories to tell even if one project slows down or fails.

MANY STAKEHOLDERS

Broadening the number of stakeholders is critical to a successful implementation program. Stakeholders should include, but not be limited to, public officials, public employees, business leaders, citizens, representatives of other nearby local and regional governments, representatives from the state legislature, the governor's office, congressional delegates, special interest organizations, the media, local businesses, and the like. Any organization or individual that can possibly have an interest in and a desire to play a role in the successful implementation of projects that contribute to the future of the North Downtown area should be encouraged.

In some cases individuals or organizations have a very limited and focused interest. Nonetheless, it is important to keep them involved in the process through communications, invitations to meetings and events and other parts of the process that communicate the city's desire to embrace a wide range of citizens and special interests. Ultimately, these stakeholders will become supporters, workers, and financial contributors, and provide access to local, state and federal funding programs.

COMMUNICATIONS

The fourth and equally important component of the strategy is an on-going communications program that tells what is happening and being accomplished. This is essentially a public relations effort and involves communicating to the media, to special interest groups, to stakeholders, to residents, to the development community, to the lenders, and to others that may help with implementation of the plan. Part of the "*Success breeds success*" strategy is the

communication of success as it happens. This can only happen on a consistent basis if it is part of a planned communications and public relations program.

In summary, the critical components of success in the implementation strategy are:

- Success is dependent on committed leadership from the public and private sectors.
- Success cannot be vulnerable to the failure of one project, many projects have to be underway at any given time.
- Success, even minor victories, must be continually broadcast through an on-going communications strategy.
- Success is dependent on removing barriers to development.
- Success is dependent on engaging a wide variety of stakeholders. Get people excited about individual projects that make up the whole process.

ORGANIZATION

The implementation of the North Downtown Plan must be well-directed, fast-moving, involve multiple projects and continually tell the story of its success. The reason for the strategic action plan is to bring support from as many sources as possible to achieve the objectives of the North Downtown Plan. The strategy has many benefits including pride of participation, community involvement, engaging quality developers, and creating an attractive community for current and future residents and businesses.

An organization to accomplish this implementation strategy is needed. Just as the implementation strategy is a highly flexible and continually changing process, the organization or organizations that carry it out will also require flexibility. There are three basic forms or organizational structures with many variations and combinations. They include:

- City-operated organization.
- Private-sector organization.
- Public-private partnership organization.

The City of Salem has the largest and longest term interest and responsibility in the implementation strategy. Therefore, under any organizational structure, the City needs to have a very strong involvement and perhaps be the entity that provides continuing leadership. Not only does the City have the legal responsibility to address many of the implementation components described in the North Downtown Plan, but it is also the logical conduit to local, regional, state and federal funding sources.

Delegation of specific projects to the private-sector may be appropriate given the nature of the specific project and the availability of City staff and financial resources. For example, a merchant's association is largely a private-sector endeavor. However, its relationship to the on-going communications plan suggests a public-private partnership for communication.

There are examples of public-private partnerships around the United States that were established for the purpose of implementing multiple projects. Campus Partners -- a public-private partnership in the form of a non-profit corporation in Columbus, Ohio -- is the facilitator of a number of projects on behalf of the City of Columbus, Ohio State University and neighborhoods surrounding the campus. Portland State University and the City of Portland are in the process of establishing a Campus Partners non-profit organization. This organization is essentially a communications entity, cheerleader, grant applicant and expediter for attracting private capital and quality developers into the University District. It may or may not actually develop anything in and of itself. Rather, it becomes the catalyst that will bring development to a neglected area.

In Tualatin, a private non-profit organization called Tualatin Futures was formed to assist the City with the downtown redevelopment project known as Tualatin Commons. A small but highly-vocal group of citizens put a measure on the ballot to stop the project. Tualatin Futures was formed as a citizens group to counter the ballot measure --it could say and do things that the City could not. Tualatin Futures was focused, very vocal and very effective in defeating the measure. The organization then went on to conduct other tasks associated with the project such as involving school children, collecting funds for art projects, arranging festivities and public events, and similar responsibilities.

IMPLEMENTATION STRATEGIES

This strategic action plan begins to describe implementation strategies and identify important relationships between individual strategies. The implementation strategies are separated into four groups: Policies, Programs, Projects, and Outreach.

Short term strategies are the initial efforts for the next 1-3 years that lay a foundation for future success. The short term strategies form a base from which specific projects and programs can be implemented. These strategies need to lay a foundation to overcome two major barriers to redevelopment: 1) the limited public financial resources that are available at this time; and 2) existing developments that provides little in the way of a point of reference for the future vision of the area. Short-term actions also continue to build community interest with efforts which generate visibility but do not rely initially on a large public investments.

Mid-term actions take place in years 4-10 and begin to establish a momentum for reinvestment and redevelopment in the area. These strategies tend to be more project oriented and more capital intensive. Hopefully, when the conditions are right to undertaken these projects, the City will be in a stronger financial position to invest in public improvements.

OVERLAY DISTRICTS

This process has identified some subareas as unique with opportunities for mixed-use development that is not allowed under the basic zoning ordinance. Overlay districts allow or restrict the mix of uses and include specific development standards that are unique to a subarea, and thus differ from the underlying zoning designation. Overlay districts are needed for the Riverfront District, the Broadway/ High Main Street subareas, and the Mill Creek Corridor.

The development standards will be a combination of prescriptive standards and performance guidelines. Prescriptive standards are defined in terms of distances, heights, density, and other precise and quantifiable standards.

On the other hand, performance guidelines outline community objectives, and are more flexible and likely to result in exciting and innovative design, but do require a higher level of discretion and judgement.

Comprehensive plan and zoning changes are needed to incorporate the recommendations of the North Downtown Plan into the Salem Area Comprehensive Plan Map and to ensure that the underlying land use zoning designations allow uses that are consistent with the vision of the area as a series of mixed use districts.

The Salem Area Comprehensive Plan Map and the zoning maps provide a foundation for implementing the City's land use plans. The existing comprehensive plan designations and zoning are a mix of various industrial, commercial, and residential uses that do not fully recognize the redevelopment potential of the North Downtown area given its proximity to Downtown Salem, the Capitol Mall and the amenities offered by the Willamette River and Mill Creek.

RESPONSIBILITY

City of Salem

TIMEFRAME

Year 1

ESTIMATED COST

Staff Time

The zoning recommendations for the North Downtown Plan establish a range of uses to create a mix of residential densities with office and retail development, while maintaining the single-family character of the Grant Neighborhood, east of Broadway. The underlying zoning also will prohibit uses that are incompatible with the future vision for the North Downtown area. To enhance the zoning, special overlay zones are recommended for the Riverfront District, the Broadway/High Main Street area, and the Mill Creek Corridor (see Policies #2, 3 and 10). These overlay zones will include development standards that are unique to each area.

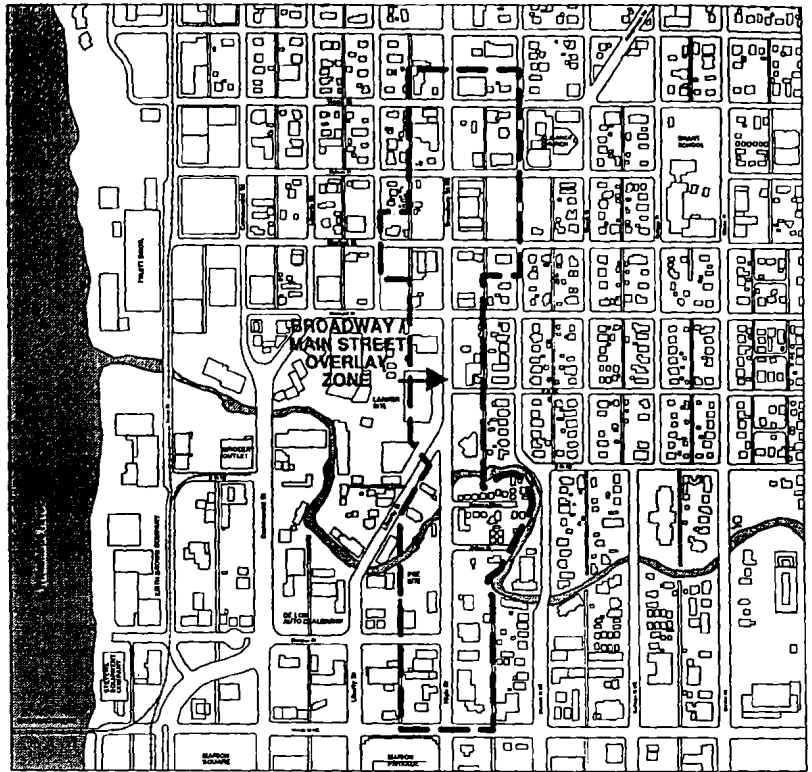
ACTION PLAN

1. City identifies parcel level changes based on the North Downtown Plan and notifies property owners, neighborhood associations and DLCD.
2. Public hearing on changes before Salem Planning Commission.
3. Planning Commission recommendation to City Council.
4. City Council public hearing and final decision.

BROADWAY/HIGH MAIN STREET OVERLAY ZONE

The Broadway/High Main Street Overlay Zone will provide special development standards which encourage neighborhood retail and mixed-use development projects which creates a pedestrian-oriented shopping district.

- RESPONSIBILITY
 - City of Salem
 - Neighborhood associations
 - Property owners and developers
- TIMEFRAME
 - Year 1
- ESTIMATED COST
 - Staff Time
- NOTES
 - A draft overlay zone is attached as an appendix



Broadway/High Street has the basic foundation (relatively lower traffic volumes, existing buildings that orient to the street, and wide planting strips) for creating a pedestrian-oriented shopping district. Changing the underlying zoning to Commercial Retail (CR) will establish a set of allowed uses that is consistent with the main street concept, but it will not allow for the type of intensive mixed use, especially residential uses, that is desired as part of the main street concept. CR zoning also does not properly address the urban design character of buildings which will be critical to creating a pedestrian-friendly environment.

Because the main street concept is unlike anything else in Salem, additional development standards are needed. An overlay zone is a way to apply those standards to a focused area along Broadway/High Street from Union Street to Hood Street. This "main street" has three distinct areas (two primarily retail areas and one primarily residential area) that require distinct standards. For example:

- In the retail areas, the ground floor facade shall directly abut the sidewalk. Up to a 10-foot setback would be allowed to create plazas, outdoor facilities, or other public spaces.
- In the retail areas, the ground floor facade shall be highly transparent and the main building entrance shall face Broadway/High Street.
- In all areas, off-street parking shall be to the side or rear of buildings and driveways onto Broadway/High shall be restricted with vehicle access primarily via the alleys and side streets.
- Residential buildings shall have a minimal front setbacks and articulated facades to avoid a flat appearance.

ACTION PLAN

1. City staff proposes draft overlay zone and notifies property owners and the neighborhood associations.
2. Planning Commission public hearing and recommendation.
3. City Council public hearing and final decision.

The Riverfront Overlay Zone will provide special development standards which encourage new development to orient to the riverfront and provide public access along the river.



RESPONSIBILITY

- City of Salem
- Neighborhood associations
- Property owners and developers

TIMEFRAME

Year 1

ESTIMATED COST

Staff Time

NOTES

A draft overlay zone is attached as an appendix.

The defining theme of the Riverfront District is the Willamette River and its integration into the development pattern. Existing uses and buildings do not orient to the riverfront. Changing the underlying zoning to Residential High Rise Apartment and Commercial Office will allow for a shift of future uses from industrial to a combination of primarily high density residential and office uses. Existing industrial uses are deemed allowed uses and conforming structures under the current zoning. However, with a change in use, the provisions of this overlay zone will be triggered.

The overlay zone will include specific development standards that will be unique to this riverfront location. For example:

- Each building design will contribute to the evolving context of the riverfront and should enhance and contribute to the public experience, especially as it relates to the Willamette River.
- New development shall recognize and reinforce public access along the riverfront. A 30-foot setback from the top of the bank will create a

pedestrian activity zone. This zone could include areas for outdoor dining, food carts, and other retail uses, in addition to public access along the riverfront and to the river.

- Building walls that face the riverfront should inspire interaction from pedestrians. At least one major entrance should be oriented to the riverfront. Groundfloor facades shall be highly transparent giving views into shops and offices where feasible. Upper levels of buildings facing the riverfront should incorporate decks, balconies or other designs that activate the wall enclosing the riverfront.
- Building facades that face Front Street will have to incorporate some the main street design concepts (such as "no blank walls") and added measures to mitigate noise from the railroad.

ACTION PLAN

1. City staff proposes draft overlay zone and notifies property owners and the neighborhood associations.
2. Planning Commission public hearing and recommendation.
3. City Council public hearing and final decision.

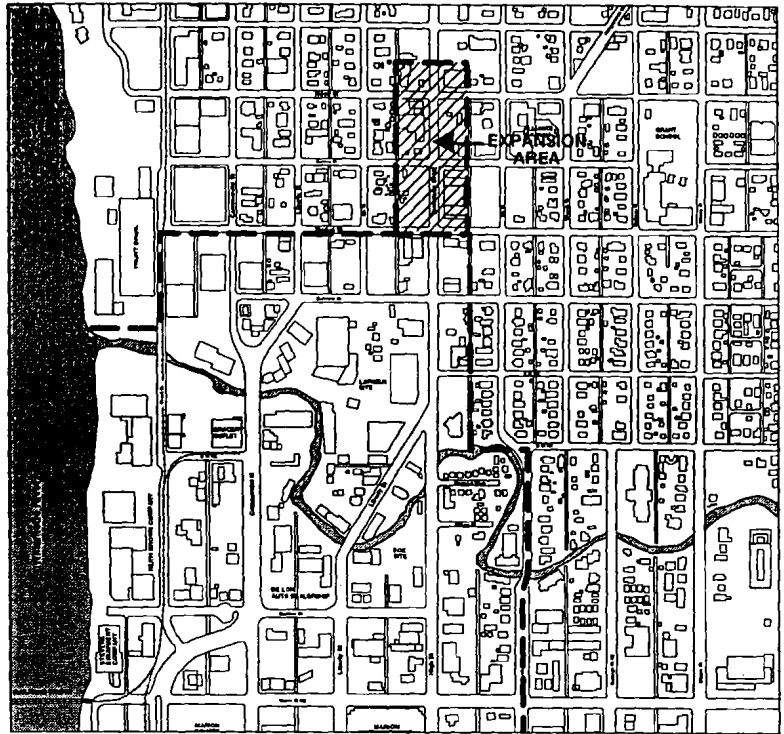
POLICY 4
URBAN RENEWAL DISTRICT EXPANSION

Expanding the Riverfront/Downtown Urban Renewal District to include both sides of Broadway Street, north to Hood Street, will enable the City of Salem to use urban renewal funds and other tools to encourage development of the Broadway/High Main Street concept.

RESPONSIBILITY
 City of Salem

TIMEFRAME
 Year 1

ESTIMATED COST
 Staff Time



Expansion of the Riverfront/Downtown Urban Renewal District will provide the City more flexibility in supporting the development of a pedestrian shopping district along Broadway. The City will be able to use Urban Renewal Funding to subsidize projects from Broadway Street to Hood Street.

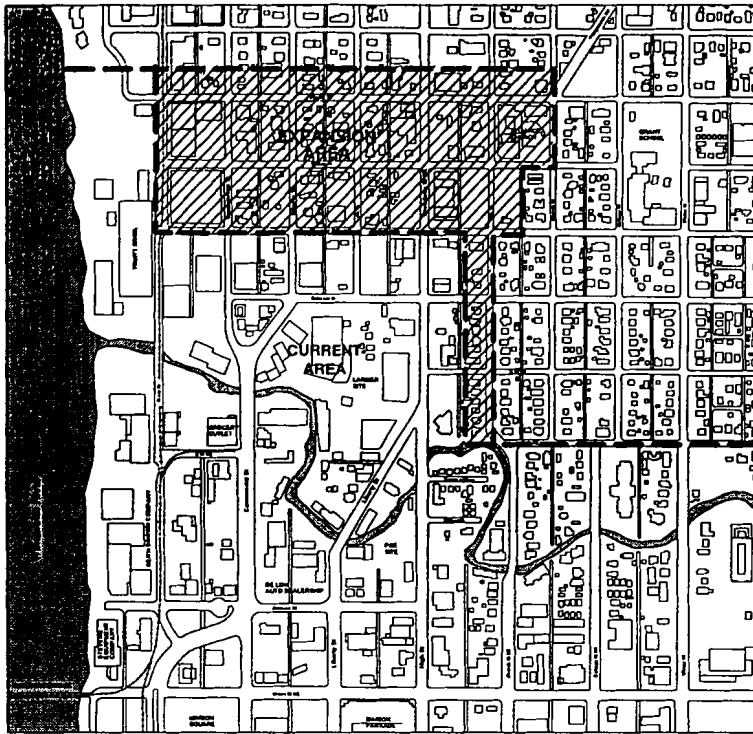
The City currently has the ability to expand the Urban Renewal District by approximately 30 acres. In the past, the City has sought to keep this capacity in reserve for the eventual inclusion and redevelopment of the Boise Cascade site (south of Riverfront Park) and the Truitt Bros. Cannery. The Broadway Street expansion of the Urban Renewal District will enable the City to take a more proactive role in creating the main street district, which is critical to the implementation of the North Downtown Plan.

The Broadway Street expansion is approximately 3.75 acres, leaving an additional 26 acres for future expansion of the Urban Renewal District. The Boise Cascade site is approximately 15 acres and the Truitt Cannery site is up to 13 acres. Through this planning process, the Truitt Cannery is expected to remain an economically viable operation over the long term and is not expected to undergo a major redevelopment that would require inclusion in the Urban Renewal District. Therefore, this expansion is not expected to limit the City's flexibility to include this or any other area that have been under consideration in the past.

ACTION PLAN

1. Staff prepares an urban renewal plan amendment and notifies DLCD and affected property owners.
2. Downtown Development Advisory Board review and recommendation.
3. Planning Commission hearing and recommendation.
4. City Council public hearing and final decision.

Expansion of downtown housing property tax exemption program will encourage the development of rental and ownership housing in the North Downtown area.



RESPONSIBILITY

City of Salem

TIMEFRAME

Year 1

ESTIMATED COST

Staff time plus an undetermined amount of foregone property tax revenues to the City of Salem, the Salem School District, and Marion County

Increasing the amount of housing in Central Salem is critical to the continued vitality of the Downtown. The Core Area, the Capitol Mall, and the areas immediately south of the Downtown all have limited opportunities for future housing development. The North Downtown area has the greatest potential for residential development given the area's proximity to Downtown Salem, the Capitol Mall, and the amenities offered by the Willamette River, Mill Creek and the Riverfront Park. However, existing uses and structures create a physical and financial barrier to new development in the area.

Since 1978, the City of Salem has had a program to grant property tax exemptions to stimulate the production of rental housing in the downtown area. The program was recently expanded to include owner-occupied housing. The tax exemption program was created as a financial incentive to overcome some of the barriers to developing housing in Downtown Salem. For properties receiving a tax exemption, 100% of the taxes on the improvements of the project

(excluding land) will be tax-exempt for a ten-year period. The current program is confined to the area south of Market Street, between Fourteenth Street and the Willamette River, and north of Mission Street.

Expansion of this area north to Hood Street will provide an important financial incentive to encourage the development of housing in the North Downtown. A strong housing component is critical to supporting retail businesses along Broadway and in the Downtown, while reducing reliance on the automobile by providing housing that is close to jobs in Downtown Salem and the Capitol Mall.

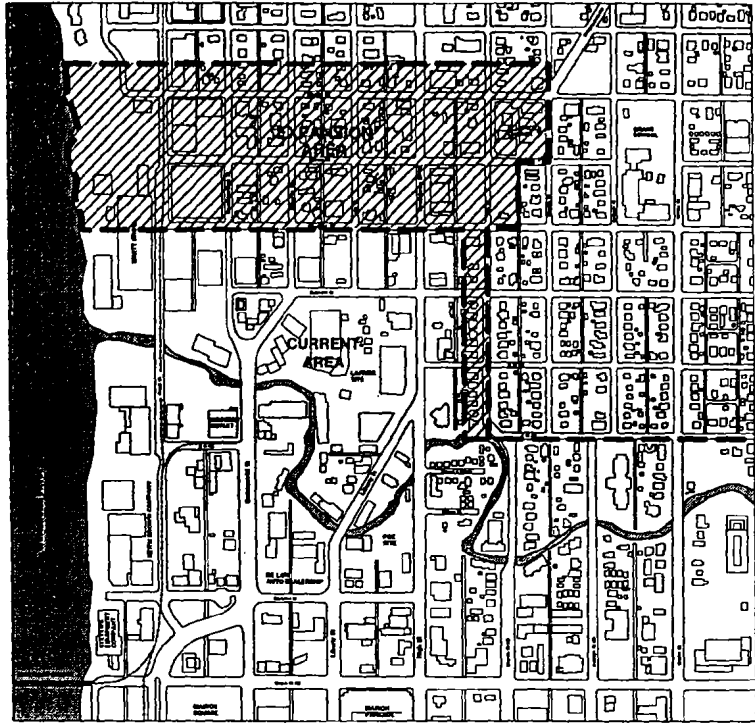
ACTION PLAN

1. Prepare boundary expansion amendment ordinance.
2. Notify other taxing districts and the public.
3. Planning Commission recommendation.
4. City Council public hearing and final decision.
5. Work with other taxing jurisdictions for concurrence

**POLICY 6
CSDP EXPANSION**

Extension of the CSDP boundary to include the significant portion of the North Downtown Plan area will further solidify the relationship to the downtown master plan and the common goals shared by both plans.

RESPONSIBILITY
City of Salem
TIMEFRAME
Year 1
ESTIMATED COST
Staff Time



The Central Salem Development Plan (CSDP) was adopted in 1972 by City Council. The CSDP was the downtown master plan which preceded the Core Area Master Plan and the North Downtown Plan. It recognized the importance of downtown housing by recommending a number of specific actions which remain in place today. A program which has its roots in the CSDP is the Core Area Multifamily Housing Tax Exemption Program (see Policy 5).

The CSDP also includes special parking requirements that apply to downtown Salem. Multifamily residential developments (3 or more units) within the CSDP boundary are required to provide a minimum of only one parking space per unit rather than one one-half spaces per unit for developments elsewhere in Salem. This parking standard is only a minimum and reflects the increased walking, bicycling, and transit opportunities that reduce reliance on the automobile. It is anticipated that the market will tend

to provide more parking spaces per unit in the initial projects developed in the North Downtown area. As the area develops to greater densities, these more flexible parking requirements are anticipated to become more heavily used.

Most of the North Downtown area is already within the existing boundary. It is recommended that the boundaries be expanded to include all of the North Downtown area to allow consistent development opportunities. The expansion area includes significant portions of the Broadway Main Street and High Density Residential subareas.

ACTION PLAN

1. Prepare boundary expansion amendment ordinance.
2. Notify the public.
3. Planning Commission recommendation.
4. City Council public hearing and final decision.

As residential growth occurs in the North Downtown area, coordination with the school district will be essential to assure that there is adequate capacity to accommodate increases in the school age population.

The number of residential units will dramatically increase with redevelopment of the North Downtown area. This development is expected to be primarily higher density residential and mixed use development, such as row houses and apartments. Based on the assumed population characteristics associated with higher density residential development, the school age population is expected to be, on average, less than the overall Salem average number of school age children per household.

However, the overall growth can be expected to increase the number of children attending local schools. Therefore, the City of Salem should continue to keep the school district and Grant School, in particular, informed of the progress of redevelopment. The school district should establish a monitoring program to track school enrollment from the new residential development to establish projected enrollment rates for this unique urban neighborhood. If needed, consideration should be given to identifying additional space needs. In evaluating space needs, the school district should consider the unique qualities of this area, as a central city neighborhood, and work to accommodate any added facility needs within the planned character of the area. This could include smaller urban sites, perhaps space in a multi-story setting, shared open space opportunities, etc.

RESPONSIBILITY

City of Salem
Salem School District

TIMEFRAME

Year 1 and ongoing

ESTIMATED COST

Staff Time

ACTION PLAN

1. City staff should meet with the school district to discuss the North Downtown Plan and potential for additional population growth and anticipated rate of development.
2. The school district should coordinate with the City as they develop and refine growth projections, and monitor enrollment levels as development begins to occur.
3. As needed, the City should coordinate with the school district to identify facility needs and options, consistent with the character of the North Downtown area.

POLICY 8
 SYSTEM DEVELOPMENT CHARGE DEFERRAL

In order to encourage development in the North Downtown area, the City should revise its policy regarding the timing and/or method of payment for system development charges for certain types of development that are consistent with the vision in the North Downtown Plan.

<p>RESPONSIBILITY City of Salem</p> <p>TIMEFRAME Year 1</p> <p>ESTIMATED COST To be determined</p>	<p>The North Downtown area has experienced very little housing development in recent years. In order to encourage development of medium and high-density housing, financial incentives are important.</p> <p>System development charges for new development represent a significant up front cash requirement on the part of developers and builders. As an incentive for developers and builders to construct medium and higher-density housing in the North Salem planning area, system development charges would be deferred until such time that:</p> <ol style="list-style-type: none"> 1. A "for sale" housing unit is sold out of escrow; 2. A rental housing unit receives an occupancy permit; or 3. A commercial (office or retail) building receives an occupancy permit.
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The primary benefit of the deferred system development charge is the reduced amount of front-end capital to be committed to development prior to construction. Since front-end charges are typically equity rather than debt, it reduces the amount of capital outlay for the developer at the beginning of the project and defers the cost until such time as there is a source of revenue from the sale of the unit. This incentive does not reduce the amount of money received by the City but merely defers it so that it is received after construction, typically six- to nine-months later than under the current system.

This incentive should be predominantly applied to the North Salem planning area where housing is difficult to get started. It could also apply to downtown which is a similar pioneering area.

This incentive, bundled with other incentives (such as city-paid infrastructure for desired projects, or a tax exemption), will help to encourage development of housing in the North Salem planning area.

Building relationships with universities and colleges is an opportunity to engage faculty and students in an effort to bring additional expertise to the redevelopment effort. This expertise and knowledge can supplement city staff resources and can undertake follow-up studies that might not otherwise happen under the City's constrained work program.

Many undergraduate and graduate programs require students to be engaged in field work and to learn from that experience, whether in the form of internships, class projects, special studies, etc. The planning and design programs at Portland State University and the University of Oregon, as well as perhaps some programs at Willamette University, lend themselves to involvement in the North Downtown area. This plan sets the stage for multiple ongoing projects which could involve the universities. Faculty and students could provide opportunities for inter-institutional cooperation, a more sustained involvement with a community, and a chance to see the results of a variety of studies and projects over time. At the same time, the community gains important assistance and resources to help define and provide direction for public and private actions, and continuing the planning activities when City staff resources may be constrained.

RESPONSIBILITY

City of Salem
Local universities and colleges

TIME FRAME

Year 2

ESTIMATED COST

Staff time, plus \$7,500 - \$10,000 per year for expenses and internships

ACTION PLAN

1. City staff identifies a range of internships and field study opportunities.
2. City staff initiates contacts with university faculty to discuss and refine a multi-year program.
3. Interagency agreements between the City and universities can formalize the relationships, identify the work program elements (internships and projects), and identify the resources each party will provide.

POLICY 10
LEVERAGING PUBLIC FUNDS

In order to encourage private-sector development in the North Downtown area with an emphasis on housing, riverfront development and main street development, public funds should be expended in ways that best leverage private capital related to desired projects.

<p>RESPONSIBILITY City of Salem</p> <p>TIMEFRAME Year 1</p> <p>ESTIMATED COST To be determined</p>	<p>In order to encourage desired development in the North Downtown area, the City should give priority to funding infrastructure and capital improvement projects that leverage private investment on adjacent properties. Such public investment should be tied to specific agreements with property owners and developers to ensure that the expenditure of public funds for infrastructure, streetscape, and other public improvements produces a timely and appropriate response from the private sector.</p>
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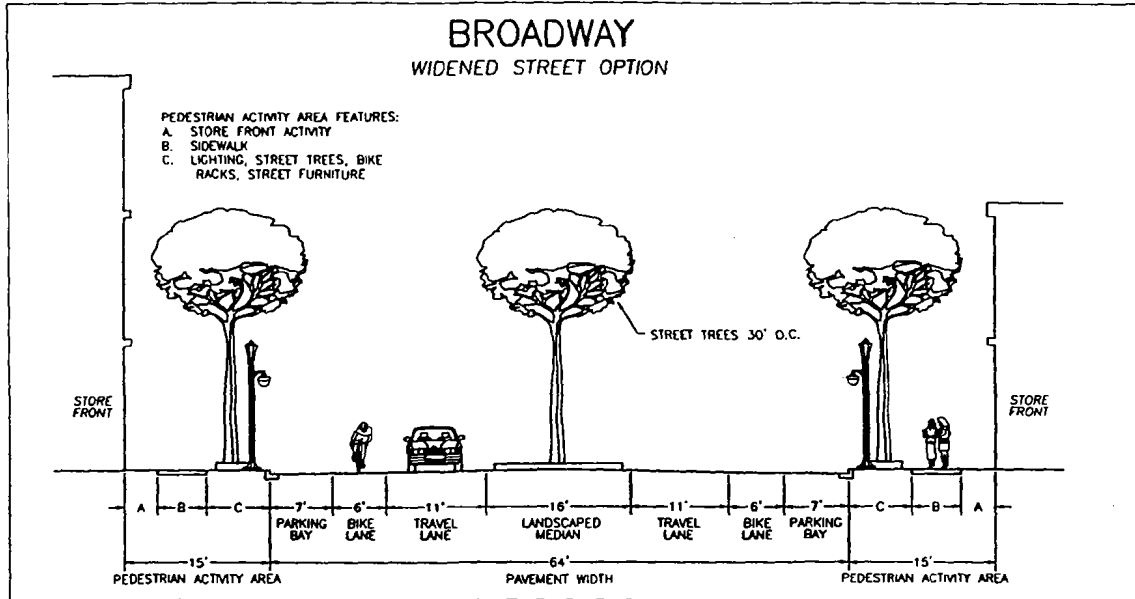
Some examples of leveraging public dollars have to do with creating public open spaces, water features and other amenities around which private-sector development can be arranged. By virtue of proximity to such public amenities, the value of nearby private-sector development is enhanced. For example, there is a positive correlation between open space, water and views for real estate values. The Urban Land Institute suggests that land adjacent to water is worth 150 to 250 percent more than land a short distance away but not on water. A similar benefit can be enjoyed from public open space.

Investment of public dollars adjacent to a private site can measurably impact the attractiveness and therefore, the value of that private site. Attractive street trees, landscaping, signing, lighting and street furniture all help to create a more positive environment for a successful private-sector development project.

ACTION PLAN

1. Identify potential public improvements and potential private development opportunities.
2. Prioritize public improvements and negotiate development agreements.
3. Fund and construct public improvements.

To develop and implement a streetscape design for Broadway/High Street that supports a pedestrian friendly shopping district and enhances the main street character of the area.



A pedestrian-friendly streetscape with wide sidewalks, on-street parking, benches, street trees, and lighting can create a common theme and an attractive shopping environment. The existing three-lane cross section for Broadway/High Street can support these types of improvements with minor impacts on the overall transportation system as discussed in the general plan section.

- A final, optional step is the eventual replacement of the center turn lane with a landscaped median. With parking access via side streets and the alleys, mid-block left turns should become unnecessary. Left turns at intersections would be maintained. The median will reinforce the continuity of the street and also help to slow down traffic.

The downtown streetscape improvements can contribute design elements (colors, materials), but the Broadway/High streetscape is not expected to be as elaborate. The proposed streetscape includes:

- One 11-foot travel lane with a 6-foot bike lane in each direction plus a center turn lane and on-street parking .
- A 15-foot pedestrian activity area. The curb-side area (5-feet) is dedicated to street trees, lighting, benches, bus shelters, bike racks, etc. The middle section (5-feet) functions as a sidewalk for pedestrian travel. The storefront section (5-feet) is an area for window shopping, outdoor dining, and other activities associated with the adjacent businesses.
- Curb extensions at each corner to reduce the distance required for pedestrians to cross the street and to slow down traffic.

ACTION PLAN

1. Refinement of streetscape design with final selection of materials.
2. One block demonstration project. Site selection should be tied to mixed use development project (see Policy 10).
3. As more properties along Broadway/High are redeveloped, the City should extend the streetscape improvements from Union Street to Hood Street.

RESPONSIBILITY
City of Salem
Property Owners

ESTIMATED COST
\$100,000 - \$200,000 per block face

TIMEFRAME
Design Year 2
Demo Project Year 3
Full Build Year 5-10

POLICY 12
MILL CREEK DESIGN GUIDELINES

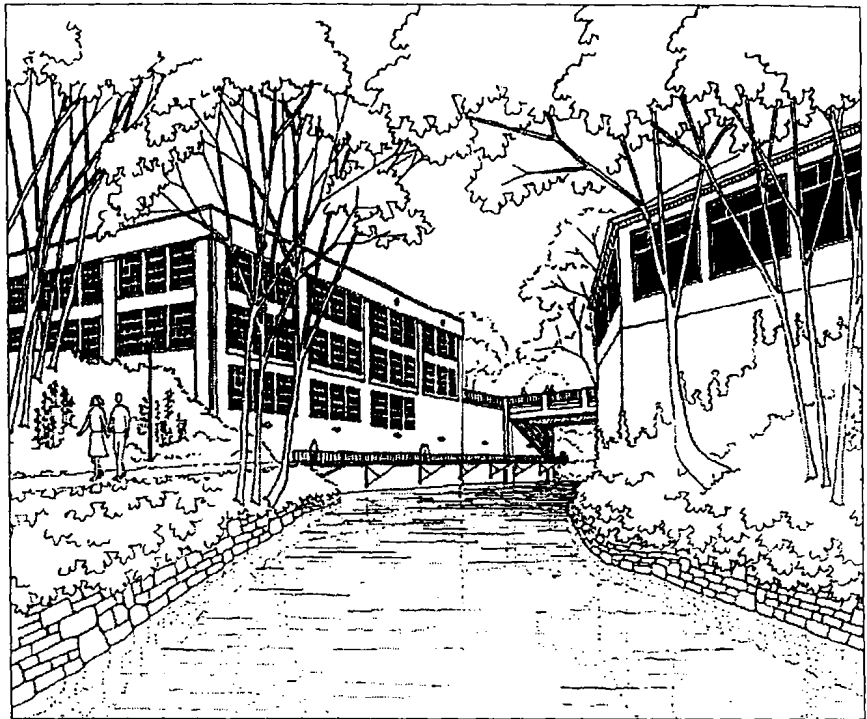
An Overlay Zone with special development standards is needed to ensure future development is oriented towards Mill Creek and provides public access and viewpoints where possible. Development orientation to Mill Creek will require development standards for different types of development (i.e. commercial and residential).

RESPONSIBILITY
City of Salem
North Downtown
Coalition
Neighborhood
Associations
Property owners and
developers

TIMEFRAME
Year 1

ESTIMATED COST
Study - \$20,000

NOTES
A draft outline of the
overlay zone is
attached as an
appendix



While development along Mill Creek will be incremental over time, an overarching vision for the Mill Creek corridor is to enhance its natural characteristics while providing access to and along the creek to create a pedestrian link between the Capitol Mall and the Riverfront.

Mill Creek is a meandering natural corridor that passes through the rigid geometry of streets and alleys, creating exposures to building sites along its length. Currently, some public viewpoints and access are available, but it lacks continuity and consistency. Access to and along the creek is expected to be implemented over time as properties redevelop. To guide these actions, a study should be undertaken to identify appropriate types of access and open space opportunities along the various segments of Mill Creek. Interim pedestrian routes that may be outside the creek corridor will help provide a continuous connection parallel to the creek and link the Capitol

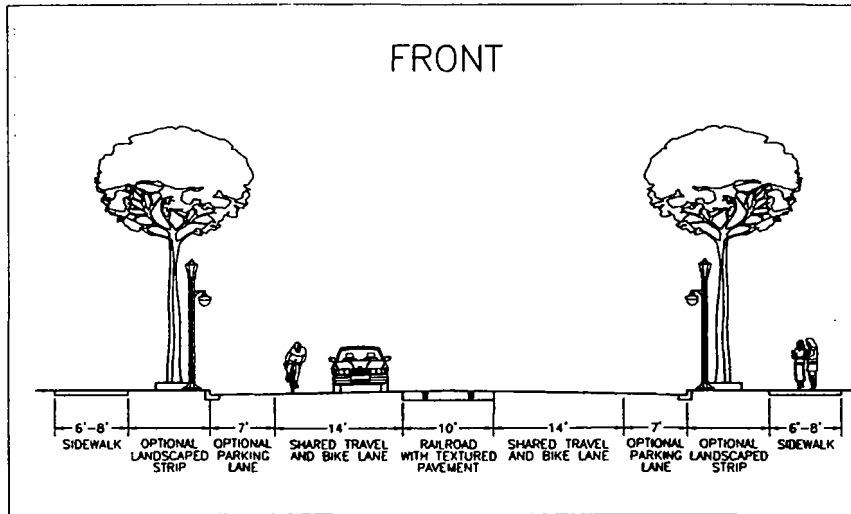
Mall to the riverfront. Public access along the creek will require a public role in terms of easement acquisition, facility design, or construction.

Physical design should consider seasonal use, day and night use, visual and functional accessibility. The floodway area should be examined to identify access opportunities that can enhance developments. Design of buildings and spaces adjacent to the creek should include a consideration of "defensible space" to create a greater sense of security while respecting the creek as a natural feature.

ACTION PLAN

1. Study access and open space opportunities.
2. Develop design guidelines that enhance Mill Creek as a important natural feature.
3. Educate property owners and developers on the vision for Mill Creek and the opportunities for access and amenities.

To develop and implement a streetscape design that supports pedestrian, bicycle, automobile, truck and train activity in a transitional and mixed use environment.



RESPONSIBILITY
City of Salem
Property Owners

TIMEFRAME
Design Year 2
Widen Street Year 4
Sidewalk Improvements, Year 5-10

ESTIMATED COST
\$150,000 - \$200,000 per block face.
\$200,000 - \$400,00 for bridge widening or replacement

As a multi-modal route, Front Street presents a challenge to create a streetscape that is compatible with railroad tracks. Between Division and Mill Creek, the railroad tracks are located in the eastern portion of the street and are used approximately 1-4 times a day. When trains are present, northbound automobile traffic shifts to the west side of the street and creates a traffic hazard. In addition, Front Street is heavily traveled by truck traffic serving the cannery and other industrial uses. On-street parking is permitted but not striped. Sidewalks are provided in only a few areas.

To accommodate the various multi-modal needs south of Mill Creek, the roadway and streetscape should be improved to help to clearly identify travel areas for each mode. Redevelopment of adjacent properties should account for future widening of the street to provide two 14-foot travel lanes, one on each side of the railroad tracks. This will reduce traffic hazards when trains are present. Striped, dedicated bikes lanes will not be provided because they are provided on the Commercial/Liberty Street couplet. The curb-to-curb width of the street should be placed to locate the railroad tracks to the center of the street. The tracks

should be offset with textured pavement, such as exists north of Mill Creek, as a warning to drivers. As the area north of Mill Creek redevelops, the bridge across Mill Creek will need to be replaced to extend this streetscape design. Since many of the adjacent land uses are likely to include parking areas, on-street parking is optional. Any intersection improvements should accommodate wide-turning large trucks.

As redevelopment occurs, 8-foot sidewalks should be provided to connect the pedestrian network to other parts of the Downtown. Wider sidewalks are not necessary, given the enhanced pedestrian access along the riverfront (see Policy 3). Landscape strips should be considered as optional, especially where on-street parking is not allowed or provided.

ACTION PLAN

1. Refinement of streetscape design.
2. Widen Front Street, from Division to Mill Creek, to place the railroad tracks to center of street.
3. As properties are redeveloped, install curbs and sidewalk improvements.

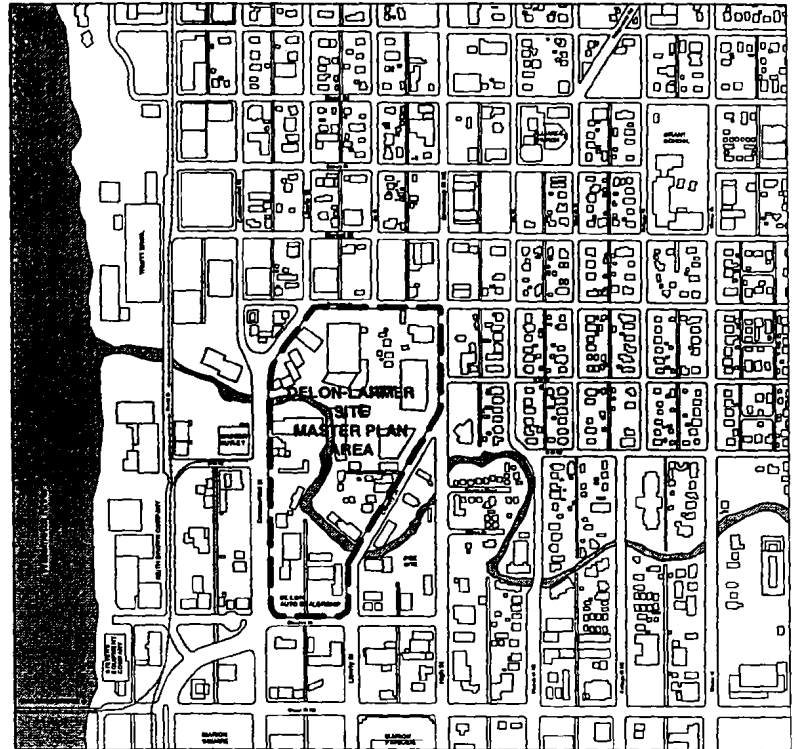
POLICY 14
DELON-LARIMER MASTER PLAN

A master plan for the DeLon and Larmer properties will set a detailed direction for redevelopment and reinvestment in the central part of the North Downtown area.

RESPONSIBILITY
 City of Salem
 Property owners

TIMEFRAME
 Year 3

ESTIMATED COST
 Concept Master Plan -
 \$35-50,000
 Specific Development
 Plan - \$20-30,000
 Implementation Projects
 - To be determined



Approximately 18 acres of land in the middle of the North Downtown area is held in two ownerships, DeLon and Larmer. These properties provide opportunities for commercial (office and retail) development as well as high density housing uses. The site is in a critical location as a transition area between the Broadway District, the North Core Area, and the Riverfront District. Mill Creek is an amenity and can serve as a pedestrian linkage between the riverfront and the Capitol Mall.

Because these central properties abut each other, a concept master plan for the entire area could capitalize on the locational advantages, especially Mill Creek as an open space amenity. A concept master plan is more focused and coordinates development between property owners and public improvements. The concept master plan would be followed by a specific development plan which would identify a development program and serve as a foundation for a development agreement between the property

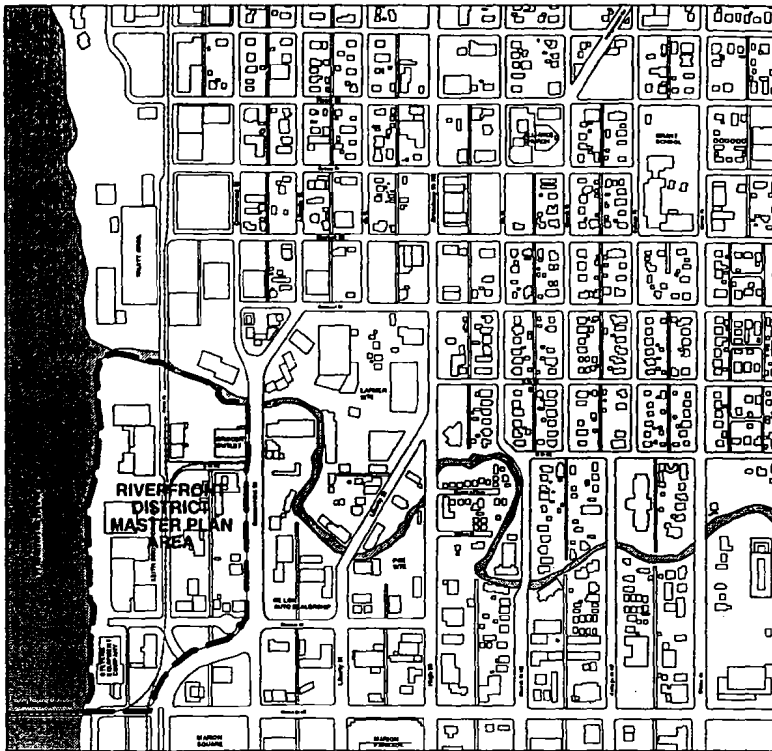
owners and the City. The development agreement would identify public and private actions needed to implement the master plan. Public actions could include:

- Street improvements to provide for local circulation.
- Pedestrian improvements along Mill Creek.
- Financial incentives for a large (80-100 units) high density residential project.

ACTION PLAN

1. The City and property owners agree to scope of work and financial participation for concept master plan.
2. Develop concept master plan with public outreach.
3. Concept master plan review by Downtown Development Advisory Board and City Council.
4. Negotiate specific development plan.
5. Public and private implementation actions.

A master plan for the Riverfront area south of Mill Creek is an opportunity to involve property owners, the City, neighborhood groups and other affected stakeholders in a planning process that focuses on the design, mix of land uses and building types for redevelopment of this area.



RESPONSIBILITY

City of Salem
Property owners
Affected stakeholders

TIMEFRAME

Year 4

ESTIMATED COST

Master Plan -\$35,000
Specific Plan - \$30,000
Implementation Projects
-To be determined

A master plan for the Riverfront/Mixed Residential subarea south of Mill Creek should include, at a minimum, site analysis, master planning, design standards, development programming, financial analysis, and an implementation strategy to coordinate redevelopment between different landowners.

It will involve the City, property owners and any stakeholders who have an interest in the riverfront. This process is a publicly funded effort, although some financial participation from property owners is desirable. The master plan will identify an appropriate mix of land uses, recommended locations, the transportation network, infrastructure requirements and public open space/access. A key component will be the design of public access along the riverfront and Mill Creek. A financial analysis will identify the risks and rewards of proceeding with implementation.

The master plan would be followed by a specific development plan or development agreement to identify a series of joint development projects according to the development program. The master plan's financial analysis will be critical to determining the level of public investment that will be required. Anticipated needs include: financial assistance for a large (5 acre, 250-unit) market-rate, high density residential development, Front Street streetscape improvements, and pedestrian access improvements along the riverfront and Mill Creek.

ACTION PLAN

1. The City and property owners agree to scope of work and financial participation for concept master plan.
2. Develop concept master plan with public outreach.
3. Concept master plan review by Downtown Development Advisory Board and City Council.
4. Negotiate specific development plan.
5. Public and private implementation actions.

PROGRAM 1
INFRASTRUCTURE INVESTMENT PROGRAM

The City needs to identify the infrastructure improvements that will be necessary to support the mixed use development character of the North Downtown area and begin to incorporate them into the City's capital improvement program.

<p>RESPONSIBILITY City of Salem Property Owners</p> <p>TIME FRAME Needs Analysis - Year 1 Improvements - Ongoing</p> <p>ESTIMATED COST Needs Analysis - \$10-15,000 Improvements - To be determined.</p>	<p>Based on the North Downtown Plan and subsequent planning efforts, such as the proposed master plans and streetscape refinements, a capital improvements program should be developed to set priorities for infrastructure investment to support future development.</p> <p>At the same time, the City should review its Capital Improvement Program and identify potential funding sources, such as urban renewal funds, in order to begin to schedule infrastructure improvements for the area. This will send a clear message to developers and property owners that public improvements that are needed to support private reinvestment will be available. This programming will create an understanding as to when and how these public investments will be made.</p> <p>It is anticipated that some of these improvements can be identified in the first year of implementation, while others will have to wait for the more detailed planning and financial analyses identified in this strategic plan.</p>
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ACTION PLAN

1. Develop more detailed streetscape and infrastructure analyses needed to support proposed levels of development
2. Develop an initial list of public improvements based on infrastructure needed as prerequisite for support for private investment; improvements to be made in response to private initiatives; and sources of funding for these improvements.
3. Adopt these infrastructure improvements as part of the City's Capital Improvement Program and/or Urban Renewal Plan.
4. Periodically update the infrastructure program to reflect changes to the North Downtown Plan or the rate of growth.
5. Construct the improvements.

A Business Relocation Assistance Program will provide support and incentives to existing businesses which need to relocate to create redevelopment opportunities in the North Downtown area.

Most of the existing businesses in the area are economically viable and a number have a large capital investment in their current site that could discourage redevelopment. Assistance and financial incentives may be necessary to induce these businesses to relocate to other parts of Salem. Relocation assistance will be important early in the process to create redevelopment opportunities and generate momentum for implementation of the North Downtown Plan.

The forms of assistance could be staff advice on permitting issues or identifying alternative locations. Financial incentives could include low-interest loans to defray moving costs. The City also could work with Salem lenders to make available lines of credit to businesses for new site or building improvements. The incentives should be focused and appropriate for plan implementation. Funding sources could include: the General Fund; urban renewal district funds; CDBG funds, if appropriate; or special loan programs provided by lending institutions. If successful, this program might be helpful in other parts of the downtown. A study should be conducted, with involvement of affected businesses, to identify the types of assistance that might be appropriate and useful, under what conditions such assistance might be offered, and the level of assistance that may be needed.

RESPONSIBILITY

City of Salem
Downtown Development Advisory Board
Business owners
Private lending institutions

TIMEFRAME

Study - Year 2
Program - Year 3

ESTIMATED COST

Feasibility Study - \$10-15,000
Ongoing Program Costs - To be determined

ACTION PLAN

1. City staff task force to evaluate establishing relocation assistance program, including alternative funding sources and eligibility for assistance.
2. Downtown Development Advisory Board review and recommendation to City Council.
3. City Council public hearing and final decision.

PROGRAM 3
INNOVATIVE FINANCING TECHNIQUES

Establishing a coalition of construction and mortgage lenders will be critical to financing innovative housing and other redevelopment projects in the North Downtown area.

RESPONSIBILITY
 City of Salem
 Participating lenders
 Selected developers

Financing innovative development—not previously found in the Salem marketplace—presents challenges. These challenges come largely in resistance from the secondary mortgage market (i.e., Fanny Mae) to buy debt paper generated by local banks when there is limited or no precedent for such types of real estate in the local community.

TIMEFRAME
 Year 2

The most direct way of overcoming this challenge is to form a coalition of local lenders who, collectively, are each willing to take a portion of an overall lending pool for innovative redevelopment projects to be held in their respective institutional portfolios. This means that a group of local banks would agree to make construction and take-out loans, and each of the participating lenders would carry their pro rata share of the debt in their bank and not sell it to the secondary mortgage market.

ESTIMATED COST
 To be determined

For example, if a lending pool of \$20 million were established with four participating lenders, each lender would agree to carry \$5 million of construction and permanent mortgage debt. This debt would be subject to normal loan underwriting criteria and other protective covenants normally placed against the borrower and the assets that establish loan security.

Such a pool would provide a ready source of capital that can support innovative housing and mixed use developments in the North Downtown area. Such projects might include rowhouses, stacked housing (condominiums or apartments), "main street" mixed use developments with ground floor retail and 1-2 stories of housing on the upper floors and other development products not typically found in Salem.

The lending pool can expedite the loan approval process and at the same time, encourage developments since developers know that there is a source of financing standing by. By the willingness of each institution to carry the long-term mortgage debt, those institutions can eliminate some of the more restrictive policies of the secondary loan market.

The Broadway/High Main Street Facade Maintenance Program would provide assistance in maintaining and improving the facades of existing buildings along Broadway/High Street to create and enhance the pedestrian friendliness along the street.

The Broadway/High Main Street concept seeks to create a pedestrian-oriented shopping district. Well-maintained building facades that create an inviting environment are a key component of creating pedestrian friendliness. A facade maintenance program would provide low-interest loans and design assistance to property owners.

The loan program could be similar to the City's North Gateway Urban Renewal Area Facade/Landscaping Improvement Program. Under such a program, the City makes loans to property owners for facade maintenance or improvements. The maximum amount of the loan is \$10,000. The interest rate is 6% and the term of the loan is five years. As an incentive, the interest rate could be reduced in proportion to the level of private investment. A subcommittee of the Downtown Development Advisory Board evaluates the loan application and advises staff. As part of the application process, proposed improvements would be reviewed to ensure that they are consistent with the design guidelines in the Broadway/High Main Street Overlay Zone. The final decision is made by the Director of the Community Development Department.

In addition to loans, the City also could provide design assistance, similar to the Downtown Pedestrian Weather Protection Program. The design assistance could identify interesting or significant architectural features that could be preserved or enhanced as part of the improvements.

ACTION PLAN

1. Program Design and Implementation
2. Property owner education
3. Loan Processing

RESPONSIBILITY

City of Salem

TIMEFRAME

Year 3

ESTIMATED COST

Staff Time for implementation and administration

Revolving loan fund of \$100,000

PROGRAM 5
COMMUNITY SAFETY

The purpose of a Community Safety Program is to enhance public safety through the establishment of community policing and neighborhood watch programs.

<p>RESPONSIBILITY</p> <p>City of Salem Neighborhood Associations</p> <p>TIMEFRAME</p> <p>Year 3</p> <p>ESTIMATED COST</p> <p>Staff Time</p>	<p>Community safety is important to maintaining a high quality of life and can be a factor in private investment decisions. Creating a safe living environment will be important to attracting new residents, especially to new higher density housing west of Broadway.</p> <p>Community safety can be enhanced through a number of different measures including a more visible or physical police presence and increasing the neighborhood awareness of community safety activities. A more visible police presence can be created through a neighborhood substation. This substation does not have to be elaborate. It could be as basic as a small storefront that can serve as a place for police officers to do paperwork, make calls, or have small meetings. The increased activity created by officers coming and going from such a place will be an important deterrent. The neighborhood substation does not have to be staffed continuously and could involve volunteers who can answer questions or direct people to the proper authorities.</p>
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Another option is to increase the numbers of "eyes on the street" through a neighborhood watch program. Such a program could include public education about suspicious activity and how to report it, increasing communication between neighbors as part of a block program, or an active neighborhood patrol program that might canvass the area at night.

ACTION PLAN

1. Discuss community policing opportunities in the North Downtown area with the Police Department.
2. Work with neighborhood groups that are interested in establishing a neighborhood watch.
3. Incorporate a community police substation along Broadway Street.

main street area develops into a pedestrian friendly shopping district, additional off-street parking will be needed to support local businesses and minimize spillover impacts on adjacent residential neighborhoods. Options include a parking district or an extension of the Downtown Parking District, a residential permit program or shared parking.

As redevelopment begins to occur on the Broadway/High main street, it is anticipated that conflicts over parking spaces will begin to occur.

On-street parking should be maintained along both sides of the Broadway/High Street and off-street parking to the side and rear of buildings is allowed. However, as evidenced in other successful "main street" areas in older neighborhoods, parking demand is expected to exceed the number of available spaces which could spill over into the residential areas. In other central city neighborhoods with established street patterns and land uses, the potential for meeting needs through "shared parking" is not uncommon. In this instance, the Alliance Church has indicated an interest in exploring shared parking opportunities.

Consequently, establishment of a parking district should be considered, based on a careful analysis of need considering the following factors:

- Setting goals for the residential, business and institutional users and taking into account their peak and off-peak parking demands
- Establishing supply targets that take into account the on-street supply, the effect that a shuttle system may have on demand, and possible shared parking opportunities between businesses, institutions and residents.
- Determining to what extent a public role is needed to assist with the provision of additional places. Issues include formation of a parking district or expansion of the existing downtown district; potential sources of revenue; surface lots versus structured parking; and permits or other neighborhood parking controls.

ACTION PLAN

1. Seek private and public funding for feasibility study.
2. Set up an advisory committee to oversee the study.
3. Conduct the study and implement its recommendations.

RESPONSIBILITY

City of Salem
 Salem Area Transit District
 Grant Neighborhood Association
 Major Property/Business Owners

TIME FRAME

Years 3 to 5

ESTIMATED COST

Study: \$35,000

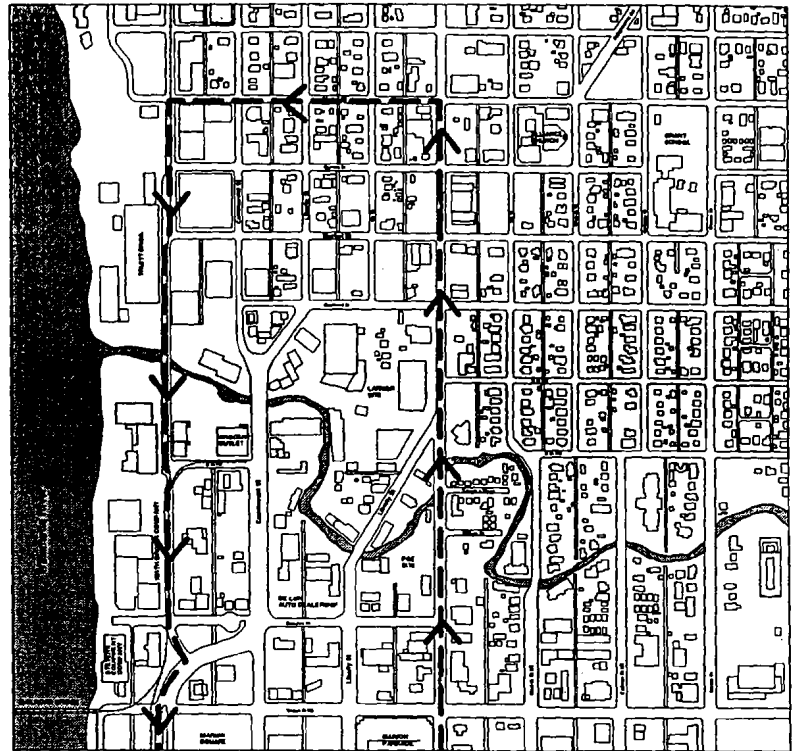
PROGRAM 7
DOWNTOWN SHUTTLE

The Riverfront/Downtown Core Area Master Plan recommended the establishment of a shuttle service to provide convenient transit connections between the Capitol Mall and the Riverfront Park, as well as the North Downtown and the Civic Center. Once the North Downtown area has developed a critical mass of housing and retail shops, a shuttle connection to provide access to the downtown core area should be feasible.

RESPONSIBILITY
Salem Area Transit District
City of Salem
Grant Neighborhood Association
Major Property/Business Owners

TIME FRAME
Year 2 to 5

ESTIMATED COST
Study - \$20,000



One of the major advantages of creating new housing opportunities in the North Downtown area is the potential for use of alternate modes of transportation, including transit, pedestrian and bicycles. With relatively short distances to the downtown, the Capitol Mall, Willamette University, and Riverfront Park, There is a strong potential for a shuttle bus, van or "jitney" system to serve the Riverfront District, Broadway District, and other parts of the North Downtown.

A possible shuttle route would be a loop that could run north on Broadway, across Hood Street, and south on Front Street with connections to the Riverfront Park and the Civic Center. This loop could intersect a similar shuttle route that would provide an east-west connection to the Capitol Mall and Willamette University.

Service options include regularly scheduled shuttles, on-call service, tie-ins with social service and elderly transit needs, and/or fareless alternatives. Sources of funding for the shuttle service could include user fees, subscription services, contributions from public agencies, business and community groups, and/or establishment of a "shuttle district".

ACTION PLAN

1. Meet with transit district to initiate discussion of routes, frequencies, and costs,
2. Seek funding from private and public sources to evaluate options and identify revenue sources for provision of services.
3. Establish an advisory committee to make recommendations on an implementation strategy.

Redevelopment in the North Downtown area would be greatly enhanced with the creation of a private, nonprofit community development corporation (CDC) that is focused on community revitalization and affordable housing. A CDC could take lead responsibility for certain kinds of development projects and would be a more formal organization than the North Downtown Coalition (see Outreach #1).

There are several nonprofit community development corporations (CDCs) operating within Salem which are involved with the provision of housing and other services to various communities. However, with the diverse agenda put forward for the North Downtown area, a new CDC is recommended which will focus its attention on this area. The distinctive advantage that a non-profit CDC provides is its flexibility in developing a broad agenda to address a variety of community projects and needs. In addition, as a legal, nonprofit corporation, a CDC also has legal standing to accept and disburse funds and to enter into contracts for which public agencies or for-profit businesses may not be eligible.

RESPONSIBILITY
Community members with City advice and assistance

TIMEFRAME
Year 2

ESTIMATED COST
Minimal staff time

The CDC should be independent of the North Downtown Coalition or any other business organization, though the board membership of the CDC could include institutional, neighborhood, business, financing and other representatives. As a separate legal entity, it needs to maintain its independence as the Coalition is intended to serve as a group which advocates for the North Downtown Plan, and in some instances may compete for potential funding sources. The primary objective of the CDC is to provide an alternative mechanism to help the community implement the North Downtown area development.

Because of the diversity of needs, this CDC should assume a broader mandate than is typical of CDCs and could assist in a variety of areas, including:

- provision of affordable housing;
- participation in housing demonstration projects;
- sponsoring student projects;
- fund raising to support community-based initiatives or to provide matching funds;
- serving as a conduit for CDBG, foundation, Community Reinvestment Act funds;
- legal representation of community interests in development activities;
- participation with City and other public agencies in provision of services.

ACTION PLAN

1. City or community members call a meeting of parties interested in forming a CDC.
2. A CDC board of directors is formed and statement of purpose agreed upon.
3. Submit application to IRS to become a nonprofit corporation.
4. CDC board of directors sets priorities and initiates efforts to assist with implementation of the North Downtown Plan.

PROGRAM 9
CULTURAL ARTS SUPPORT

Cultural arts can enhance the quality of life of a neighborhood. The City should encourage the creation of small scale spaces for public art displays, historical plaques, and informal performing arts space. Opportunities for these types of spaces should be explored as part of future planning work, such as the concept master plans (see Policies #12 and 13).

RESPONSIBILITY
North Downtown
Coalition
Neighborhood and
Business Groups
Historical Society
Salem Arts
Association
TIMEFRAME
Year 4
ESTIMATED COST
To be determined

The key to creating a successful and attractive identity for the North Downtown area is to develop a set of unique attributes and attractions which help differentiate this area from other parts of Salem. As an area just north of downtown, but in the historic location of the City's founding, there are several ideas worth exploring.

In the vicinity of Liberty and Broadway streets and in other locations, plaques commemorating the history of the area could be set. These could be in conjunction with a small park located in that vicinity.

Another idea is to encourage small galleries and other activities along the Broadway/High main street area, especially south of Mill Creek and as an extension of downtown, creation of an "arts" district could include walking tours and other attractions with ties to other key downtown locations.

Finally, as development takes place, consideration should be given to providing spaces for the display of art, such as along the Mill Creek corridor and along Broadway/High, especially at the north and south end gateways.

There are no specific mechanisms for accomplishing this, though a merchants association, the CDC, or the North Downtown Coalition could all play a role in encouraging support for historic and cultural activities and displays in the area.

ACTION PLAN

1. Discuss specific strategies for cultural and arts activities in the areas and encourage consideration of them in master plans and public improvements as they are developed.
2. Monitor considerations of cultural arts activities and continue to advocate.
3. Consider initiation of projects, including fundraising, historic plaques, art in the parks, etc.

In order to introduce new housing products -- such as rowhouses, condominiums and/or mixed use projects - into the Salem marketplace, small infill housing projects are needed. With assistance and incentives from the City, these projects will demonstrate design and market feasibility.



RESPONSIBILITY

City of Salem
Project developers
Local lenders
Neighborhood
Associations
CDC

TIMEFRAME

Year 3

ESTIMATED COST

To be determined

As with the small-scale

The North Downtown Plan is based on a vision of an urban neighborhood that is unlike any other in Salem. Because of the uniqueness of higher density, mixed use development, there is a certain amount of risk involved in developing projects, especially in the beginning when there is little context to build upon. A small (4-12 units) infill housing project can play a number of different roles. Primarily, it can demonstrate a market for new housing products. It also can serve as an education tool for developers and neighborhood residents to show how higher density designs can enhance livability. Ideally, the project should be located where it can stimulate development of other nearby housing projects of similar quality, density, and affordability.

Given the amount of risk involved, the City will need to facilitate and assist with the initial demonstration projects. Once the early projects establish a market demand for these housing products, the City's role can be reduced. The City could assist in the initial demonstration project by means such as:

- Land acquisition and write-down to a developer who responds with a suitable project;
- Planning and design assistance—the city can retain a planner/architect to work with the selected developer;
- Financing through a local lender housing loan pool (see Program #3) and other incentives such as deferred system development charges and/or building permit fees, upgraded infrastructure in front of the demonstration site and other techniques.

ACTION PLAN

1. Identify potential sites.
2. Prepare design and development plans, possibly through design competition.
3. Develop project through request for proposals from prospective developers.

PROJECT 2
BROADWAY MIXED-USE PROJECT

infill housing demonstration project, the City should work with a developer to design and build a mixed-use affordable housing project. Such a project would be located in the Broadway Main Street area and would include some ground floor retail with one to two stories of housing located above the retail.

RESPONSIBILITY
City of Salem
Private developer
CDC

TIMEFRAME
Year 3

ESTIMATED COST
To be determined



Mixed-use development is more challenging than other types of development because a project involves differing uses. The most common form of vertical mixed-use development is an office building with retail uses on the ground floor.

Vertical mixed-use development with housing above retail is more challenging because it is generally difficult to finance and it involves two distinctly different types of lending -- residential and commercial. For this reason, it is necessary to find lenders who are willing to provide both construction and long-term debt capital to finance such a project. It may be appropriate to include the Broadway mixed-use demonstration project within the lending pool described in Program 3.

The simplest mixed-use project on Broadway would take the form of small retail shops fronting along Broadway accommodating tenants offering both a combination of goods and retail services, such as convenience items, specialty clothing, a small restaurant, real estate offices, etc. The simplest form

of housing to place above such a commercial development is smaller rental apartments. If some or all of the units were made affordable to lower income households, the City could use CDBG funds, and not have to rely upon overburdened urban renewal funds. An affordable housing project could also serve as replacement housing for any existing units that are lost through redevelopment.

The exact size of the retail component and the number of housing units needs to be determined. Ideally, the project would not be not less than half a block in length and preferably the entire length of the block and would include at least two retail uses and associated parking. The project would have to conform to the design standards in the Broadway/High Main Street Overlay Zone (see Policy #2).

ACTION PLAN

1. Identify potential sites.
2. Prepare design and development plans, possibly through design competition.
3. Develop project through request for proposals from prospective developers.

The purpose of this project is to facilitate the development of a grocery store to serve the North Downtown area and nearby neighborhoods .

The lack of a grocery store has been identified as a barrier to developing housing in Downtown Salem. However, a critical mass of housing units is needed to create the market demand to support a grocery store. As redevelopment in the North Downtown area gains momentum, a grocery store will fill a need and provide an anchor for other retail activity along Broadway.

Convenience shopping is best characterized by a grocery store. Grocery stores have changed with time and most grocery stores today are quite large (40,000 to 60,000 square feet) and incorporate many of the shops and functions that used to be provided by in-line "mom and pop" retail outlets -- gifts, cards, fish market, bakery, liquor store, pharmacy, etc. At the same time, there is a small but emerging trend of smaller grocery stores coming back into inner-city locations. Zupan's, a Vancouver, Washington specialty grocer, is developing smaller stores in the 12,000 to 20,000-square-foot range in selected inner-city neighborhoods. Nature's, an environmentally-supportive "green grocer" has similar grocery outlets around the Portland metropolitan area approximately the same size as the stores being developed by Zupan's.

A small specialty grocer in the size range of Zupan's or Nature's would be appropriate along the Broadway/High Main Street area. It is possible that a retail component of a Broadway Mixed-use Demonstration Project, such as Project #2, could incorporate a grocery store of this type.

ACTION PLAN

1. Identify companies interested in operating a smaller-sized grocery store.
2. Identify potential sites that meet site design criteria for grocery store.
3. Provide incentives to attract developer and grocery store tenant.

RESPONSIBILITY

City of Salem
North Downtown Coalition
Private developer

TIMEFRAME

Year 5-7

ESTIMATED COST

To be determined

OUTREACH 1
NORTH DOWNTOWN COALITION

The North Downtown Coalition will provide a continuing public involvement and advocacy mechanism to support more detailed planning and implementation of the North Downtown Plan.

<p>RESPONSIBILITY City of Salem (start-up only) Private businesses, property owners, and residents</p>	<p>The Task Force established to advise the development of the North Downtown Plan is unique in that it brings business, neighborhood, and institutional leaders together to address this area and its unique opportunities. The formation of a Coalition for the area is intended to build on this initial effort, and continues to recognize that all of the interests have to be engaged to provide advocacy, support and continuity for plan implementation. By continuing to involve all of the interests, the Coalition could also serve as a sounding board for the implementation strategies. It would assure the community will have a chance to discuss future public and private actions to implement the North Downtown Plan.</p>
<p>TIMEFRAME Year 1</p>	<p>The Coalition is envisioned to be an independent organization, similar to the Downtown Association, that may have its own staff and programs. It is a mechanism by which a variety of interests can continue to discuss and work together to encourage redevelopment in the North Downtown area, while retaining the autonomy of their individual organizations. It is not expected to take on an entrepreneurial role of a community development organization with direct investment or involvement in development projects.</p>
<p>ESTIMATED COST Staff costs for start-up only Organization annual budget - To be determined</p>	<p>The City may need to assist in the start-up of the organization, which would eventually be scaled back to a coordination role. The North Downtown Coalition would be expected to be financially self-sufficient, probably through dues, voluntary contributions, or other fundraising efforts.</p>

ACTION PLAN

1. Formation of Coalition, including interested members from the current Task Force.
2. Initial meetings to agree to mission statement.
3. Ongoing involvement in implementation strategies.

An on-going communications program will publicize activities and successes in the North Downtown area to generate interest and support from a broad range of stakeholders and the general public.

Part of the "Success breeds success" approach is the communication of success as it happens. An on-going communications program will tell what is happening and more importantly what is being accomplished in the North Downtown area. A key message is the North Downtown is changing into a vibrant, new community. This is essentially a public relations effort and involves communicating to the media, to special interest groups, to stakeholders, to the development community, to residents, and to others that may help with implementation of the Plan. This can only happen on a consistent basis if it is part of a planned communications and public relations program.

RESPONSIBILITY
North Downtown
Coalition

City of Salem

TIMEFRAME
Start-up Year 1

ESTIMATED COST
One half-time staff
person, eventually a
full-time staff person.

The communication strategy must be multi-faceted with a variety of activities that support the implementation process, including:

- Public meetings and presentations
- A newsletter
- A slide show
- Media releases on significant events/accomplishments
- Design awards or other recognition programs
- Human interest stories
- Coordination with other communication organizations

The North Downtown Coalition will be responsible for establishing the communications program and providing on-going staffing. The City will work with the Coalition, especially as part of the process.

ACTION PLAN

1. Prepare communication strategy to support policy adoption process.
2. Identify communication partners and opportunities (media organizations, events).
3. Prepare overall communication strategy for on-going activities.
4. Transition communication responsibilities to North Downtown Coalition.

OUTREACH 3
STAKEHOLDER OUTREACH

An essential element of successfully implementing the North Downtown Plan is continuing engagement as well as involvement of the stakeholders.

RESPONSIBILITY
City Staff (start-up)
North Downtown
Coalition

TIMEFRAME
Year 1

ESTIMATED COST
No additional cost,
integral component of
other implementation
strategies.

While the Coalition (see Outreach #1) provides a means to involve stakeholders, it also is critical to engage individual property owners, business leaders, other government agencies, as well as local, state, and federal elected officials. Any organization or individual that can possibly have an interest in and a desire to play a role in the implementation of the Plan should be encouraged.

Through a communications strategy (see Outreach #2), additional planning activities, Coalition activities, and other special effort, contact should be maintained with all stakeholders.

In some cases individuals or organizations have a very limited and focused interest. Nonetheless, it is important to keep them informed and involved. Coordination of the stakeholder outreach should be the primary responsibility of the North Downtown Coalition, with additional assistance from the City.

ACTION PLAN

1. Identify key stakeholder interests and how to communicate with them.
2. Establish specific actions to involve and engage stakeholders on a continuing basis.

To communicate and engage State agencies participating in the implementation of the North Downtown Plan.

The State of Oregon is a key player in the successful implementation of the North Downtown Plan in two regards:

1. As a major employer/developer/lessor in Downtown Salem.
2. As policy maker/administrator/grant funder for growth management, economic development, and housing programs.

To be effective, the State needs to be engaged beyond the current land use planning and coordination role of the Capitol Planning Commission (CPC). State agency awareness, in places such as the Department of Administrative Services (DAS), about the Plan and new development standards will facilitate agency support and encourage decisions, such as leasing additional office space, that are consistent with the Plan.

The second area of working with the State involves the implementation of State policies related to transportation, growth management, housing and economic development. Aspects of the North Downtown Plan, such as multi-modal transportation, housing in close proximity to employment centers, and providing a range of housing, are particularly relevant to the goals of the State's Transportation Growth Management program and the Transportation Planning Rule.

The North Downtown area provides an excellent opportunity for demonstration grants and other state-sponsored activities to showcase how state policies are meant to work and how public and private cooperation can achieve positive community benefits. The Governor's Community Solution Team is an interagency effort that can be used to assist in the implementation of the Plan, as well as providing direct contact to state agencies.

ACTION PLAN

1. CPC and DAS presentations on the North Downtown Plan.
2. Mayor should discuss Plan opportunities with the Governor and the Community Solutions Team.
3. Continual follow-up to assure State participation and cooperation.

RESPONSIBILITY

City of Salem
Mayor/City Council
North Downtown
Coalition

TIMEFRAME

Year 1

ESTIMATED COST

Staff time

OUTREACH 5
MILL CREEK ENVIRONMENTAL STEWARDSHIP

Mill Creek is a central feature of the North Downtown area and has the potential to engage a wide range of people through an Environmental Stewardship Program.

<p>RESPONSIBILITY City of Salem North Downtown Coalition Community and environmental groups Local businesses and residents</p>	<p>Mill Creek is a neglected resource that has the potential to become a highly visible indicator of a new direction for the North Downtown area. An environmental stewardship program represents an opportunity to increase the amenity value of the creek through public access improvements and wildlife habitat restoration while involving large numbers of residents and businesses.</p>
<p>TIMEFRAME Year 1</p>	<p>As a component of an outreach strategy, the Mill Creek Environmental Stewardship Program would seek to create a partnership between the City, other government agencies, environmental groups, and local businesses, residents, and property owners. This cooperative effort would identify a program of activities to increase the public awareness of Mill Creek as a valuable community resource. The projects could be as simple as a neighborhood cleanup day to more elaborate habitat restoration projects. Potential improvements could increase public access (see Policy #10), improve water quality, and restore wildlife habitat. Many of these activities are expected to be undertaken by community volunteers, school programs or other institutions. The volunteer effort could be organized by a volunteer from the Americorp service program, or a similar agency.</p>
<p>ESTIMATED COST City staff time for start-up Primarily volunteer effort</p>	

ACTION PLAN

1. Identify and recruit partners.
2. Develop a list of projects with volunteer opportunities.
3. Establish an Americorp coordinator and begin organizing activities.

As the number of businesses increases and the Broadway/High main street begins to take shape, the City should encourage the creation of a merchant's association to promote the area and advocate for business interests.

As the Broadway/High "main street" area develops a critical mass of businesses, a merchant's association could help support of a revitalized North Downtown. Potential activities for a merchants association could include:

- actively promoting area businesses;
- supporting reinvestment in the area;
- advocating for funding of public improvements;
- providing a base for participation in Coalition and CDC activities;
- working on common issues such as parking, Mill Creek restoration, and cultural arts activities;
- supporting the creation of new housing;
- promoting the North Downtown area as "the place with a different look."

The North Downtown Coalition should initiate and maintain contacts with property owners and merchants to explain the opportunities this Plan has to offer in terms of future growth and how they can become part of an effort to establish a new shopping district in Salem. These initial contacts, followed by discussions with other potential developers and merchants, will provide the basis for the formation of a merchant's association to focus on the Broadway/High main street area.

To help establish this association, the North Downtown Coalition and the City should seek the advice and assistance from the Downtown Association, the Chamber of Commerce and other business associations. The merchant's association might be independent organization or a subcommittee of the North Downtown Coalition.

ACTION PLAN

1. Contacts with merchants as part of stakeholder outreach activities.
2. Contact with Downtown Association and Chamber to determine their interest in helping to establish a merchant's associations for the area.
3. Initiate meetings with property owners and businesses.
4. Create a merchant's association.

RESPONSIBILITY

North Downtown Coalition
City of Salem
Downtown Association
Chamber of Commerce

TIMEFRAME

Year 5

ESTIMATED COST

Coalition staff time

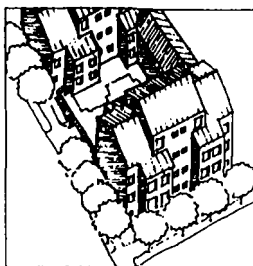
NORTH DOWNTOWN PLAN
APPENDIX



HOUSING TYPES

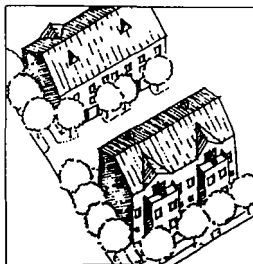
APARTMENTS OVER PARKING PODIUM

3-4 story buildings
Partially below grade parking garage
45-50 dwelling units/acre
Rental or condominiums



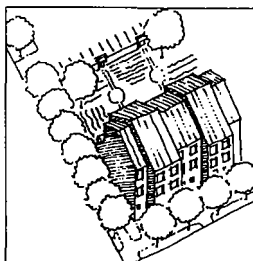
APARTMENTS WITH ATTACHED GARAGES

3-4 story buildings
Parking garages under buildings
30 dwelling units/acre
Rental or condominiums



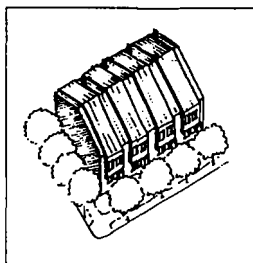
GARDEN APARTMENTS

2-3 story buildings
Surface parking located behind buildings or in
central areas
14-16 dwelling units/acre
Rental or condominiums



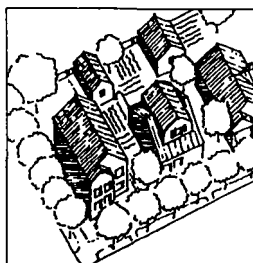
TOWNHOUSES

1-2 story buildings
Parking in individual garages accessed from alleys
10-12 dwelling units/acre
Ownership



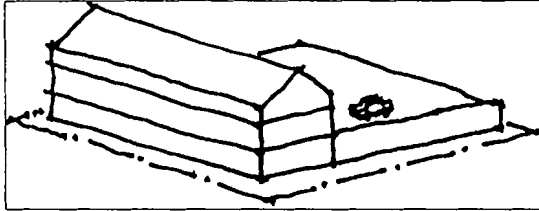
SMALL-LOT SINGLE-FAMILY

1-2 story buildings
Parking in individual garages located behind
dwelling units
8 dwelling units/acre
Ownership



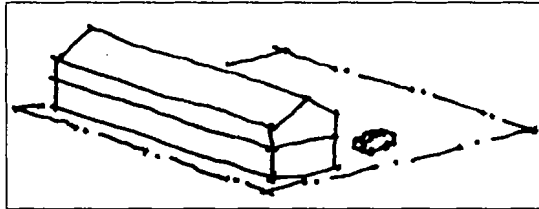
FLOOR AREA RATIO

Floor Area Ratio: The amount of floor area in relation to the amount of site area, expressed in square feet. For example, a floor area ratio of 3 to 1 means three square feet of floor area for every one square foot of site area. The following three examples demonstrate different FARs on the same hypothetical lot, and how these buildings can differ in size.



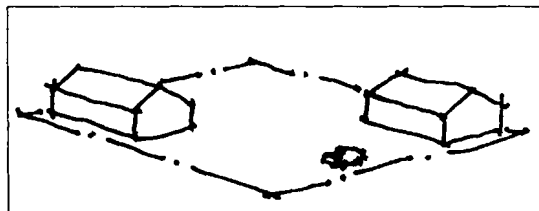
1.00 FAR

Built-Up
Urban Building Pattern
Structured Parking



0.50 FAR

Mix of Surface and Attached Parking
Mix of Open and Structured Space



0.30 FAR

Low-Density Building Pattern
Open
Surface Parking

The following is from a memo dated 4 June 1997, from Sumner Sharpe to John Russell, regarding the Floor Area Ratio (FAR) Description and Uses in North Salem.

WHAT IS FAR?

Floor area ratio (FAR) is a measure of the relationship of floor area in a structure to the amount of land on the building site (see attached for a description). There are several ways of calculating FAR and there are differences of opinion with regard to what is or is not included when calculating the total floor area, i.e. whether it includes gross floor area or whether it excludes features such as staircases, corridors, etc. The attached example appears to be more inclusive in its approach than others with whom we have discussed FAR implementation.

Before utilizing an FAR it is recommended that the City pursue discussions with other cities, consultants, and architects with FAR experience, and determine what works best in situations such as those that exist in North Salem. Also we understand that Salem is considering the use of FAR at Kuebler Interchange and you should check on that application, though it is a different setting. Several sources I can suggest are Mike Harrison and/or Mark Bellows at the City of Portland and Mark Hinshaw, a planning/design consultant from Seattle (206/622-2261).

It is clear that FAR calculations generally do not include parking structures. Deciding what to include or exclude as part of the floor area appears to be a function of how much flexibility to provide to the developer or architect. Ultimately FAR is a measure of that portion of a building that affects people and their use of the structure.

WHEN TO USE FAR?

FAR is best used in lieu of density requirements, especially in commercial/office, retail, and multi-family areas. So if density requirements are placed on a parcel, then design should be controlled by height and bulk restrictions; and FAR probably only adds another layer of regulation. Note: There may be some difference of opinion also on this point.

Used in place of discrete density requirements, FAR provides flexibility for the developer and architect, allowing for development which is then generally controlled in appearance by design guidelines and regulations. In some cases, such as the waterfront or high rise residential area, a maximum height limitation may be advisable as it sets an overall level of appearance and does not create unfair advantages to one owner over another or conflicts between the heights of adjacent uses. Also clarifying where parking should be located with respect to a structure is important if that is a desired outcome, e.g. in the main street area, to the side or rear of a structure.

If there is a master plan requirement, then the FAR could apply to the entire parcel affected by a master plan; or if divided into smaller development parcels, it would apply to the individual parcel.

FAR USE IN NORTH DOWNTOWN

The following are suggested approaches to begin the discussion. These are only suggested for areas where there are no discrete density requirements. Note: This assumption may not apply to the HDR zone as presently constituted

Also minimum and maximum FARs are suggested, and these are set so that development is allowed to occur as part of the infill process, and provides incentives for increasing intensities of development as infill experience and acceptance occurs. One source suggests it also produces more affordability with more units/structure, as there is design flexibility for the architect which is not present with the typical units/acre density standard.

These minimum/maximum FARs are suggestive only. FAR can be as exact as desired, e.g. .75:1, .66:1, .33:1. Setting the FAR should be part of a dialogue with the community but the minimum should be set to allow development to occur but in a creative way, but also establishing maximums help provide design compatibility within a district.

RIVERFRONT

A suggested minimum FAR of 1:1 and a maximum of 4:1. Specific standards or guidelines such as the 70 foot height limit, or allowing for shared or tandem parking could be included. Setting a lowered parking ratio is appropriate so that a site is not dominated by parking lots.

COMMERCIAL OFFICE (CO)

Minimum FAR of .5:1 or 1:1, with a maximum of 4:1. If possible, encourage shared parking and set a parking requirement of 1/1000 feet minimum, up to 2 or 3 spaces/1000.

BROADWAY/SERVICE

An FAR for the area between Commercial and Liberty may not be that useful, given the character of the area. Design guidelines, in combination with tree requirements and sign controls may be adequate to allow for the one to two story development occurring there.

BROADWAY/HIGH RISE RESIDENTIAL (LARMER AND AREA TO NORTH)

1:1 minimum and 4:1 maximum FARs with a height limit of say 60 feet to provide some predictability in appearance and to be sure that new shorter buildings are not overshadowed by new taller buildings.

BROADWAY-HIGH MAIN STREET

Overall .5:1 minimum and 3:1 maximum. The FAR need not apply to the market/grocery store, if its size is limited, say to 12 - 20,000 square feet. The assumption is that a single use, other than the market, will not exceed 4-5,000 and there will be a short list of desirable uses, so that the character of the area is consistent with the intent.

BROADWAY/HIGH MAIN STREET OVERLAY ZONE

DRAFT - MAY 27, 1997

INTENT AND PURPOSE

The Broadway/High Overlay Zone sets forth development standards to guide development, redevelopment, and changes in land use to encourage mixed use retail and residential development to create a pedestrian-oriented shopping district consistent with the North Downtown Plan.

DEFINITIONS

As used in this chapter, except as the content otherwise requires:

1. "Change of use" means making a different use of any building, structure or land than which existed on [EFFECTIVE DATE] and for which permission may be required pursuant to this code.
2. "Develop" or "Development" means to divide a parcel of land into two or more parcels; the construction, reconstruction, structural alteration, relocation, or enlargement of any buildings; any extension of any use of land or any clearing, grading, landscaping, curb cutting, or other use of land for which permission may be required pursuant to this code. To "develop" does not include:
 - a) Completion of a structure or use of land for which a valid permit has been issued as of [EFFECTIVE DATE] and under which construction has been undertaken by [EFFECTIVE DATE];
 - b) Maintenance, repair, usual and necessary for the continuance of an existing use;
 - c) Reasonable emergency procedures necessary for the safety or operation of property;
 - d) Interior remodeling and such exterior remodeling that does not increase square footage of building, increase building height, or alter the appearance of the structure.
3. "Side street" means any public street that intersects Broadway or High Streets.
4. "Public right-of-way" is an inclusive term that includes streets, sidewalks, and alleys. "Public street right-of-way" is defined to include curb and sidewalk areas, but does not include alleys.

5. "Main building entrance" means the principal access point through which people enter the building. A building may have more than one main entrance.
6. "Parking structure" means at least two levels of parking.

ESTABLISHMENT OF BROADWAY/ HIGH OVERLAY ZONES

For the purposes of regulating the use of land within districts shown on the official zoning map, the following overlay zones are created:

1. Main Street Retail (Broadway). Bounded by Hood Street, mid-block alley between Fourth Street and Broadway Street, mid-block alley between Broadway Street and Fifth Street, and Belmont Street. In addition, both sides of Market Street, from Broadway Street to Fourth Street, and the south side of Market Street from Broadway Street to Fifth Street, to a depth of 132 feet.
2. Main Street Residential. Bounded by Belmont Street; mid-block alley between Broadway Street and Fifth Street; the area 170 feet west of Broadway Street between Belmont and Liberty Streets; and the area east of High Street, south and west of Mill Creek, and north of Willow Street.
3. Main Street Retail (High). Bounded by the area west of High Street to Liberty or 170 feet which ever is less; the mid-block alley between High and Church Streets; the mid-block alley between High and Liberty Streets; and Union Street.
4. Main Street Transition. Bounded by Hood Street, mid-block alley between Broadway Street and Fifth Street, and Market Street.

The above boundaries are for general reference only. See official zoning map for the exact location of overlay zone boundaries.

USES IN BROADWAY/HIGH OVERLAY ZONE

1. Any use permitted in the underlying zone shall be permitted in the overlay zone. Any change of use or development in an overlay zone shall additionally meet the following use and development standards.
2. Drive-through and drive-up services are prohibited.
3. Free standing billboards are prohibited.
4. Parking structures are permitted uses.
5. Main Street Residential. Additional permitted uses include commercial uses allowed in the Commercial Retail zone, provided the use is restricted to the ground floor of the building.
6. Main Street Transition. Retail uses are allowed only in combination with residential uses or a parking structure.

DEVELOPMENT DESIGN STANDARDS

In order to provide design flexibility, a proposed development must conform to EITHER the development standards through an administrative review process; OR the design guidelines through a design review process. If any of these development standards conflict with the underlying zoning, then the standards of this chapter shall prevail.

MAIN STREET RETAIL

Development Standards

1. Setbacks
 - a) Maximum Setback Adjacent to Public Street Right-of-Way. All new structures shall abut a public street right-of-way for at least the first 25 feet of building height. An exception is allowed for up to a 10 foot setback to create plazas or other outdoor facilities that are open to the public. Outdoor storage or parking in this exception area is prohibited. Setbacks are allowed for upper floors to a maximum of 15 feet.

- b) Side Yard Setback. The minimum required side yard setback that is not adjacent to a public right of way is zero. The setback must be zero or at least 3 feet to be consistent with the UBC.
- c) Rear Yard Setback. There is no required setback.

2. Orientation and Design

- a) At least one main building entrance shall face a public street right-of-way. If a structure has frontage on more than one public street, a single building entrance on the corner where the two streets intersect may be allowed in place of separate entrances on each street.
- b) All new structures shall provide at least 65% of the ground floor facade along a public street as transparent windows that allow views into pedestrian entrances, lobbies, working areas, or displays.
 - 1) Darkly tinted or mirrored windows that block two-way visibility are prohibited as groundfloor windows along public street facades.
- c) Building facades shall be modulated or articulated to provide interest and to avoid a flat appearance. Buildings must include changes in relief on 15% of their street facades. This standard can be satisfied through the use of cornices, bases, fenestration, fluted masonry, and other treatments that create pedestrian interest and scale.
- d) Building facades shall provide for weather protection in the form of canopies or awnings appropriate to the design of the structure.
 - 1) The weather protection shall cover at least 50% of the length of the groundfloor building facade along a public street right-of-way.
 - 2) The weather protection shall be at least 8 feet above any public walkway.
 - 3) Awnings may extend over a public right-of-way no more than 7 feet from the groundfloor facade of the building.

3. Landscaping
 - a) All areas not occupied by structures, parking areas, or driveways shall be landscaped with living plant material or dedicated to public spaces such as plazas or outdoor dining facilities.
 - b) A 6 foot wide landscaped strip shall be provided for surface parking lots that abut a public right-of-way (see SRC 132.230 (d)(1) D.). A sight-obscuring masonry wall or hedge shall be maintained to a maximum height of 3 feet. The strip shall be planted with a minimum of one plant unit per 20 square feet of yard area. The wall shall not infringe upon the vision clearance area as prescribed in SRC 130.280.
4. Open Space
 - a) Mixed use buildings with residential dwellings are not required to provide dedicated common open space areas.
 - b) Each dwelling unit shall have at least 48 square feet of private open space, with no dimension less than 6 feet.
 - c) All private open space shall be directly accessible from the dwelling unit through a doorway.
5. Height
 - a) All new structures shall be limited to a maximum height of 50 feet.
 - b) The minimum height of a facade that abuts a public street right-of-way shall be 25 feet.
6. Access
 - a) Vehicle access to parking and loading areas shall be via an alley or side street. No new vehicle access or driveways on Broadway and High Streets shall be permitted. Existing vehicle access and driveways on to Broadway and High Streets should be eliminated where possible.
7. Off-Street Parking and Loading Areas
 - a) Off-street parking and loading areas shall meet the requirements of SRC Chapter 133.
 - b) Off-street parking lots and loading areas shall be located behind or beside structures. Parking and vehicle maneuvering areas shall not be located between a structure and a public street. Off-street parking may be located on a different lot that is within 500 feet of the site and may be shared with other uses.
8. Lighting
 - a) Exterior lighting, if used, shall be designed to provide illumination to the site and not cause glare to surrounding residential uses as prescribed in SRC 130.550.
9. Signs
 - a) Signs shall not be located so as to be visible from surrounding residential zones.
10. Utilities
 - a) All utilities including, but not limited to, electrical and telephone wiring, along Broadway and High Streets shall be installed underground in conjunction with public streetscape improvements.
 - b) Electric power transmission lines, or primary feeder lines, and transformer vaults shall be underground.

Design Guidelines

1. Setbacks
 - a) Building setbacks from public street right-of-ways should be minimized. Setbacks should reflect the desired character of the area and bring the building close to the sidewalk. Zero lot line buildings are encouraged. The setback from a public alley should be appropriate to minimize impacts on adjacent uses.

- 2. Orientation and Design
 - a) Structures should address the street with entries, balconies, architectural features, and activities which help create safe, pleasant pedestrian environments.
 - b) Building intensities, orientation, massing and heights should promote an active pedestrian environment.
 - c) Building facades shall provide for weather protection in the form of canopies or awnings appropriate to the design of the structure.
- 3. Off-Street Parking and Loading Areas
 - a) The scale and orientation of parking lots and loading areas shall be consistent with their purposes in supporting a mix of commercial and residential uses and creating safe, pleasant pedestrian environments.
 - b) Shared or structured, on- or off-site, parking should be encouraged to minimize the amount of land dedicated to parking areas.
- 4. Landscaping
 - a) Landscaping shall be provided that is appropriate with the urban character of the area.
- 5. Access
 - a) Vehicle access to parking and loading areas shall minimize conflicts with pedestrians along Broadway and High Streets and should be via an alley or side street wherever feasible.
- c) Rear Yard Setback. All new structures shall set back a minimum of one foot for each one foot of building height from the adjacent right-of-way line of the alley, but need not exceed 20 feet.
- 2. Orientation and Design
 - a) At least one main building entrance shall face a public right-of-way. If a structure has frontage on more than one street, a single building entrance on the corner where the two streets intersect may be allowed in place of separate entrances on each street.
 - b) All new structures that abut a public street right-of-way shall provide at least 65% of the ground floor facade along a public street as transparent windows that allow views into pedestrian entrances, lobbies, working areas, or displays.
 - 1) Darkly tinted or mirrored windows that block two-way visibility are prohibited as groundfloor windows along public street facades.
 - c) Building facades shall be modulated or articulated to provide interest and to avoid a flat appearance. Buildings must include changes in relief on 15% of their street facades. This standard can be satisfied through the use of cornices, bases, fenestration, fluted masonry, and other treatments that create pedestrian interest and scale.
 - d) Building facades that abut a public street right-of-way shall provide for weather protection in the form of canopies or awnings appropriate to the design of the structure.
 - 1) The weather protection shall cover at least 50% of the length of the groundfloor building facade along a public street right-of-way.
 - 2) The weather protection shall be at least 8 feet above any public walkway.
 - 3) Awnings may extend over a public right-of-way no more than 7 feet from the groundfloor facade of the building.

MAIN STREET RESIDENTIAL

Development Standards

- 1. Setbacks
 - a) Maximum Setback Adjacent to Public Right-of-Way. All new structures shall be set back from a public street right-of-way a maximum of 12 feet for at least the first 25 feet of building height. Additional setbacks are allowed for upper floors to a maximum of 25 feet. There is no minimum set back.
 - b) Side Yard Setback. The minimum required side yard setback that is not adjacent to a public right of way is zero. The setback must be zero or at least 3 feet to be consistent with the UBC.

3. Landscaping

- a) All areas not occupied by structures, parking areas, or driveways shall be landscaped with living plant material or dedicated to spaces such as plazas or outdoor facilities for tenants or the public.
- b) A 6 foot wide landscaped strip shall be provided for surface parking lots that abut a public right-of-way (see SRC 132.230 (d)(1) D.). A sight-obscuring masonry wall or hedge shall be maintained to a maximum height of 3 feet. The strip shall be planted with a minimum of one plant unit per 20 square feet of yard area. The wall shall not infringe upon the vision clearance area as prescribed in SRC 130.280.

4. Open Space

- a) Buildings are not required to provide dedicated common open space areas.
- b) Each dwelling unit shall have at least 48 square feet of private open space, with no dimension less than 6 feet.
- c) All private open space shall be directly accessible from the dwelling unit through a doorway.

5. Height

- a) All new structures shall be limited to a maximum height of 50 feet.
- b) The minimum height of a facade that abuts a public street right-of-way shall be 25 feet.

6. Access

- a) Vehicle access on to Broadway and High Streets shall be restricted to existing driveways. Vehicle access to parking areas shall be via an alley or side street.

7. Off-Street Parking and Loading Areas

- a) Off-street parking and loading areas shall meet the requirements of SRC Chapter 133.
- b) Off-street parking and loading areas shall be located behind or beside structures. Parking and vehicle maneuvering areas shall not be located between a structure and a public street.

- c) Off-street parking and loading areas shall not occupy more than 50% of the site's frontage onto a public street. Where a site has frontage on to two public streets, the parking area may occupy more than 50% of the site's side street frontage.

- d) Parking structures may occupy more than 50% of the site's frontage onto Broadway or High Streets provided such ground floor street frontage, excluding driveway entrances and elevators, shall be designed to accommodate commercial floor space. Any wall openings which allow for viewing into the structure from an abutting public right-of-way shall be considered a groundfloor window.

8. Lighting

- a) Exterior lighting, if used, shall be designed to provide illumination to the site and not cause glare to surrounding residential uses as prescribed in SRC 130.550.

9. Utilities

- a) All utilities including, but not limited to, electrical and telephone wiring, along Broadway and High Streets shall be installed underground in conjunction with public streetscape improvements.
- b) Electric power transmission lines, or primary feeder lines, and transformer vaults shall be underground.

Design Guidelines

1. Setbacks

- a) Building setbacks from public street right-of-ways should be minimized. Setbacks should reflect the desired character of the area and bring the building close to the sidewalk. Zero lot line buildings are encouraged. The setback from a public alley should be appropriate to minimize impacts on adjacent uses.

2. Orientation and Design

- a) Structures should address the street with entries, balconies, architectural features, and activities which help create safe, pleasant pedestrian environments.
- b) Building intensities, orientation, massing and heights should promote an active pedestrian environment.

3. Off-Street Parking
 - a) The scale and orientation of parking lots shall be consistent with their purposes in supporting a mix of commercial and residential uses and creating safe, pleasant pedestrian environments.
 - b) Shared or structured, on- or off-site, parking should be encouraged to minimize the amount of land dedicated to parking areas.
4. Landscaping
 - a) Landscaping shall be provided that is appropriate with the urban character of the area.
6. Access
 - a) Vehicle access to parking and loading areas shall minimize conflicts with pedestrians along Broadway and High Streets and should be via an alley or side street wherever feasible.

MAIN STREET TRANSITION

Developments must conform to the Main Street Retail development standards or design guidelines.

INTENT AND PURPOSE

The Riverfront Overlay Zone sets forth development standards to guide development, redevelopment, and changes in land use to encourage a mixed use residential and commercial development with pedestrian access to and along the riverfront consistent with the North Downtown Plan.

DEFINITIONS

As used in this chapter, except as the content otherwise requires:

1. "Abandonment" as it applies to industrial uses and structures means the cessation of land or structure use for a continuous period of one year, or a change of land or structure use to a non-industrial use,
2. "Change of use" means making a different use of any building, structure or land than which existed on [EFFECTIVE DATE] and for which permission may be required pursuant to this code.
3. "Develop" or "Development" means to divide a parcel of land into two or more parcels; the construction, reconstruction, structural alteration, relocation, or enlargement of any buildings; any extension of any use of land or any clearing, grading, landscaping, curb cutting, or other use of land for which permission may be required pursuant to this code. To "develop" does not include:
 - a) Completion of a structure or use of land for which a valid permit has been issued as of [EFFECTIVE DATE] and under which construction has been undertaken by [EFFECTIVE DATE];
 - b) Maintenance, repair, usual and necessary for the continuance of an existing use;
 - c) Reasonable emergency procedures necessary for the safety or operation of property;

- d) Interior remodeling and such exterior remodeling that does not increase square footage of building, increase building height, or alter the appearance of the structure.
4. "Side street" means any public street that intersects Broadway or High Streets.
5. "Public right-of-way" is an inclusive term that includes streets, sidewalks, and alleys. "Public street right-of-way" is defined to include curb and sidewalk areas, but does not include alleys.
6. "Main building entrance" means the principal access point through which people enter the building. A building may have more than one main entrance.
7. "Parking structure" means at least two levels of parking.

ESTABLISHMENT OF RIVERFRONT OVERLAY ZONE

For the purposes of regulating the use of land within the district shown on the official zoning map, the following overlay zone is created:

1. Residential Mixed Use. Bounded by Hood Street, Front Street, Union Street, and the Willamette River.
2. Office Mixed Use. Bounded by Hood Street, Front Street, Union Street, and Commercial Street.

The above boundaries are for general reference only. See official zoning map for the exact location of overlay zone boundaries.

USES IN RIVERFRONT OVERLAY ZONE

1. Any use permitted in the underlying zone shall be permitted in the overlay zone. Any change of use or development in an overlay zone shall additionally meet the following use and development standards.
2. Drive-through and drive-up services are prohibited.
3. Free standing billboards are prohibited.
4. Parking structures are permitted uses.
5. Residential uses shall be developed at a minimum density of 20 dwelling units per acre.
6. Residential Mixed Use. Additional permitted uses include commercial uses allowed in the Commercial Office zone provide those uses do not exceed 50% of the gross floor area of the development.
7. Industrial uses and structures existing within the overlay zone area that conform to the zoning code on [EFFECTIVE DATE] and those classified under Standard Industrial Code Industry Group 203, "Canned and Preserved Fruits and Vegetables" are deemed allowed uses and conforming structures under the zoning code within this overlay zone. Such structures may be altered, enlarged or rebuilt and such uses may be extended or intensified; provided such alteration, enlargement, rebuilding, extension or intensification otherwise complies with the regulations specified by the Salem Zoning Ordinance for the zone in which the use is permitted. Abandonment shall remove the use or structure, and the legal lot associated with such use or structure, from the scope of this section. Such abandonment or change of use requires such uses and structures thereafter to comply with all regulations in the Salem Zoning Ordinance.

DEVELOPMENT STANDARDS

In order to provide design flexibility, a proposed development must conform to EITHER the prescriptive standards through an administrative review process; OR the performance standards through a design review process. If any of these development standards conflict with the underlying zoning, then the standards of this chapter shall prevail. Any development within the Willamette Greenway also must meet the standards of SRC Chapter 141. When development standards conflict, the Willamette Greenway standards shall be superior.

DEVELOPMENT STANDARDS

1. Setbacks
 - a) Riverfront Setback. The minimum set back shall be 30 feet from the top of the bank of the Willamette River. The maximum set back shall be 50 feet from the top of the bank of the Willamette River. This setback area shall be used to accommodate public access along the riverfront. Outdoor facilities shall be permitted to allow for outdoor dining and other retail uses that are oriented to the pedestrian activity along the riverfront. Parking and outdoor storage in the setback area is prohibited.
 - b) Maximum Setback Adjacent to Public Right-of-Way. The maximum setback that is adjacent to a public street right of way is 12 feet. There is no minimum.
 - c) Side Yard Setback. There is no side yard requirement.
2. Orientation and Design
 - a) For structures adjacent to the riverfront, at least one main building entrance shall face the riverfront and provide for safe, convenient and direct pedestrian access to and from the structure and the riverfront setback area.

- b) At least one main building entrance shall face a public street right-of-way. If a structure has frontage on more than one public street, a single building entrance on the corner where the two streets intersect may be allowed in place of separate entrances on each street. The development shall provide for safe, convenient and direct pedestrian access to and from the structure and the public street.
 - c) All new structures that face the riverfront or abut a public street right-of-way shall provide at least 65% of the ground floor facade along the riverfront or public street as transparent windows that allow views into pedestrian entrances, lobbies, working areas, or display windows.
 - 1) Darkly tinted or mirrored windows that block two-way visibility are prohibited as groundfloor windows along public street facades.
 - d) Building facades shall be modulated or articulated to provide interest and to avoid a flat appearance. Buildings must include changes in relief on 15% of their street facades. This standard can be satisfied through the use of cornices, bases, fenestration, fluted masonry, and other treatments that create pedestrian interest and scale.
 - e) Building facades shall provide for weather protection in the form of canopies or awnings appropriate to the design of the structure.
 - 1) The weather protection shall cover at least 50% of the length of the groundfloor building facade along a public street right-of-way.
 - 2) The weather protection shall be at least 8 feet above any public walkway.
 - 3) Awnings may extend over a public right-of-way no more than 7 feet from the groundfloor facade of the building.
 - f) This overlay zone area is transitioning from industrial uses to a mix of residential and commercial uses. As such, all new structures must take additional measures to minimize the noise impacts of surrounding industrial uses or the railroad. The maximum permissible sound levels for a residential structure shall be 55dBA during the day and 50dBA at night. The maximum permissible sound levels for a commercial structure (retail or office) shall be 70dBA during the day and 65dBA at night.
3. Landscaping
- a) All areas not occupied by structures, parking areas, or driveways shall be landscaped with living plant material as required in Chapter 132.
 - b) A 6 foot wide landscaped strip shall be provided for surface parking lots that abut a public right-of-way (see SRC 132.230(d)(1) D.). A sight-obscuring masonry wall or hedge shall be maintained to a maximum height of 3 feet. The strip shall be planted with a minimum of one plant unit per 20 square feet of yard area. The wall shall not infringe upon the vision clearance area as prescribed in SRC 130.280.
 - c) Sight-obscuring screens taller than 3 feet are prohibited in the riverfront setback area.
4. Open Space
- a) The riverfront setback area can be used to satisfy common open space requirements.
5. Height
- a) All new structures, including residential buildings, shall be limited to a maximum height of 70 feet.
6. Access
- a) Vehicle access on to Front Street shall be minimized to reduce conflicts with the railroad.

- b) Public access, via a pedestrian pathway or local public street, between the Riverfront and Front Street shall be provided every 400 feet
7. Off-Street Parking and Loading Areas
- a) Off-street parking and loading areas shall meet the requirements of SRC Chapter 133.
 - b) Off-street surface parking lots and loading areas shall be located behind or beside structures. Surface parking lots, loading areas and vehicle maneuvering areas shall not be located between a structure and the riverfront setback area.
 - c) Off-street surface parking lots shall not occupy more than 50% of the site's frontage onto a public street. Where a site has frontage on to two public streets, the surface parking lot may occupy more than 50% of one of the site's street frontages.
 - d) If abutting the Front Street right-of-way, multi-level parking structures may occupy more than 50% of the site's frontage onto Front Street provided such ground floor street frontage, excluding driveway entrances and elevators, shall be designed to accommodate commercial floor space. Any wall openings which allow for viewing into the structure from an abutting public right-of-way shall be considered a groundfloor window.
8. Lighting
- a) Exterior lighting, if used, shall be designed to provide illumination to the site and not cause glare to surrounding residential uses or the Willamette Greenway as prescribed in SRC 130.550.
9. Signs
- a) On the riverfront side of structures, signs shall be limited to non-illuminated wall or signs.
 - b) Free standing billboards shall be prohibited.
10. Utilities
- a) All utilities including, but not limited to, electrical and telephone wiring, along the riverfront or Front Street shall be installed underground in conjunction with public streetscape improvements.
 - b) Electric power transmission lines, or primary feeder lines, and transformer vaults shall be underground.

DESIGN GUIDELINES

1. Setbacks

- a) Development within the overlay zone area shall recognize and reinforce public access along the riverfront.

2. Orientation and Design

- a) Building designs should fit into and contribute to the evolving context of the riverfront and should contribute and enhance the public experience, especially as it relates to the Willamette River and Mill Creek.
- b) Building facades that face the riverfront should inspire interaction from pedestrians. Ground floor facades shall be highly transparent giving view into shops and offices where feasible. Upper levels of buildings facing the riverfront should incorporate decks, balconies or other architectural features that activate the wall enclosing the riverfront.
- c) This overlay zone area is transitioning from industrial uses to a mix of residential and commercial uses. As such, all new structures must take additional measures to minimize the noise impacts of surrounding industrial uses or the railroad.

3. Off-Street Parking

- a) The scale and orientation of parking lots shall be consistent with their purposes in supporting a mix of commercial and residential uses and creating safe, pleasant pedestrian environments.

b) Shared or structured parking should be encouraged to minimize the amount of land dedicated to parking areas.

4. Landscaping

a) Landscaping shall be provided that is appropriate with the urban character of the area.

5. Access

a) Vehicle access and driveways onto Front Street shall be minimized.

b) Public pedestrian access between the riverfront and Front Street shall be spaced to provide an inter-connected pedestrian circulation system.

MILL CREEK CORRIDOR OVERLAY ZONE

DRAFT - MAY 27, 1997

The Mill Creek Corridor Overlay Zone provides a framework for design guidelines to direct both public improvements and private development along Mill Creek. The overlay zone would extend 50 feet on either side of the creek. It will focus on design guidelines, with allowed uses being determined by the underlying zoning. Specifically, there are three primary areas of concern:

- Open Space
- Pedestrian Connections
- Public Access

OPEN SPACE

Mill Creek and associated small open spaces are expected to be important features of future redevelopment in the area. The following are guidelines that should be considered as future planning and development takes place:

- The goal should be to provide for a "natural" corridor that provides open space as well as a habitat corridor.
- Native vegetation should be maintained along the stream corridor. A minimum 5-foot riparian corridor should be provided from the top of the bank.
- Small, selected public open space opportunities associated with Mill Creek should be identified through subsequent master planning efforts. Potential sites for further consideration include a small park/open space associated with the DeLon-Larmer master planning effort, a small public park at the Mission Mill site near the Liberty Street bridge, and at least one opportunity for a small green space providing direct access to the water.
- Areas set aside to meet open space requirements for developments should be located adjacent to the creek.

PEDESTRIAN CONNECTIONS

The Mill Creek corridor provides an opportunity for east-west pedestrian movement from the riverfront through to the Capitol Mall. This connection is part of a larger pedestrian circulation route which connects the Capitol Mall, Willamette University, the Pringle Creek/Civic Center area, the Riverfront Park; and the Riverfront District. This pedestrian system links into a larger network of trails along the Willamette River and could be extended to West Salem via the abandoned railroad bridge.

The goal is to provide movement along the length of the corridor in the North Downtown area. In some areas the pedestrian route will be directly along the creek. For other portions there will be alternative parallel sidewalk connections to provide for east-west movement. The following are design guidelines that should be considered as future planning and development takes place:

- A pedestrian path plan should be developed taking into consideration: existing development along the creek; existing and potential public ownership opportunities; potential private easements or dedicated rights-of-way for the path system; address the nexus question between pedestrian use and conditions of approval for private development when easements/rights-of-way may be required; address security and access needs at night; options for continuous pedestrian east-west movement when a path along the creek may not be feasible; frequency, type and location of; and an implementation and maintenance strategy.
- Develop a signage system which clearly identifies: the creek corridor, especially at street/bridge or underpass crossings; the historic events and features associated with this area of Salem (e.g, Mission Mill site); and the connections to the larger pedestrian system around the central city.

DEVELOPMENT ORIENTATION

As part of the overall guidelines, the relationships between the siting of structures and the creek is important. Development should address the creek as an amenity. The following guidelines provide direction for development orientation and addressing potential conflicts.

- A riparian area setback of 5 feet from the top-of-the-bank to create and maintain a natural corridor.
- A pedestrian access setback of 10-15 feet shall be provided between structures built adjacent to the creek and the riparian setback to allow for pedestrian access and activities along the creek. This setback shall be provided as a public easement or right-of way to allow for development of the pathway systems.
- Public access can be limited to daylight hours.
- No blank walls. Create defensible space through the use of windows, building entrances, etc.
- Structures along the creek take advantage of the creek as an amenity with balconies, terraces, and other spaces that offer views of the creek. These areas may or may not be open to the public.
- For development sites that also have frontage on Broadway/High Street or Front Street/Willamette River, the streetscape improvements and overlay zone requirements also shall apply.