

## **Amend the Salem Area Comprehensive Plan**

### **Substantive Findings**

#### **Major Comprehensive Plan Amendment**

SRC 64.020(f)(1) establishes the following approval criteria for a major amendment to the Salem Area Comprehensive Plan to be approved:

- A. *The amendment is in the best interest of the public health, safety, and welfare of the City.*
- B. *The amendment conforms to the applicable statewide planning goals and applicable administrative rules adopted by the Department of Land Conservation and Development.*

Findings are provided below.

#### ***A. Best interest of the public health, safety, and welfare of the City***

**Finding:** The proposed updated Salem Area Comprehensive Plan (Comprehensive Plan) is in the best interest of public health, safety, and the welfare of the City because it responds to a need identified by the community to manage and guide growth and development in the Salem area. The need was identified in Salem's 2017 Strategic Plan, and the City Council subsequently funded the Our Salem project to update the Comprehensive Plan.

The existing Salem Area Comprehensive Plan has not been holistically updated in decades and does not reflect the priorities of the community today. The three-year process to update the Comprehensive Plan provided the community with the opportunity to express their current priorities for future growth and development. Based on extensive public engagement, the plan introduces new goals and policies that address current and emerging community priorities, such as climate change, resiliency, and equity, while carrying forward goals and policies in the existing Comprehensive Plan that are still relevant today. The proposed Comprehensive Plan therefore responds to the needs of current and future residents.

For example, proposed goals and policies addressing housing affordability and homelessness will improve public health by encouraging more shelter and housing options for residents. Proposed goals and policies that promote complete neighborhoods and encourage more housing near transit service will help more people easily access jobs, services, and amenities. Proposed goals and policies addressing climate change and resiliency will help to minimize economic damages and safety hazards related to natural disasters and changes in the local climate. In addition, proposed policies related to employment and economic development will help improve the general welfare of the community by promoting economic growth and increased access to jobs and training.

By prioritizing equity and equitable outcomes of the City's work, the proposed Comprehensive Plan can also improve the health and welfare of all Salem residents, especially those who have been historically excluded or underserved in the community. The proposed updated Comprehensive Plan is therefore in the best interest of public health, safety, and the welfare of the City.

***B. Conforms to the applicable statewide planning goals and applicable administrative rules adopted by the Department of Land Conservation and Development***

**Finding:** The proposed updated Comprehensive Plan is consistent with and conforms to the applicable statewide planning goals and administrative rules adopted by the Department of Land Conservation and Development as described below.

***Goal 1: Citizen Involvement***

*To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.*

The proposed Comprehensive Plan advances the goal of citizen involvement in multiple ways. The proposed plan was developed through a multi-year planning project called Our Salem, which included extensive public outreach. The community provided input in a variety of ways, including public meetings and workshops, in-person and virtual stakeholder interviews and meetings, focus groups, surveys, interactive mapping applications, property owner meetings, and more. Several meetings or events were held in Spanish. Information about the project was also provided via mail, the project website, social media, informational meetings, flyers, television, radio, newspapers, and more. Many project materials were translated into Spanish, and several were translated into additional languages, including Chuukese and Marshallese. Overall, staff hosted or attended roughly 260 in-person and virtual meetings and events and engaged with more than 80 community groups. These opportunities were provided throughout the process.

During each phase of the Our Salem project, opportunities for input were provided to the general public, neighborhood associations, community organizations, local institutions, and partner jurisdictions across the Salem Urban Area (e.g., Salem's portion of the urban growth boundary it shares with Keizer). To ensure that all citizens had the opportunity to be involved, targeted outreach was conducted with groups in the community that have not traditionally been engaged in planning efforts or that have historically been excluded from planning efforts, including communities of color, youth, and lower-income residents.

Many outreach activities focused on getting ideas for – or input on – potential goals and policies for the proposed Comprehensive Plan. For example, staff held weekly policy meetings over a two-month period in 2021, with each week focusing on a different policy issue such as housing or transportation. The policy meetings were offered two different times during the day to expand opportunities for people to participate. Staff also created a survey and attended community group meetings to further gather input on potential goals and policies. This wide array of engagement opportunities allowed community members to weigh in and inform the development of the proposed goals and policies.

Additionally, the proposed Comprehensive Plan includes goals and policies that will ensure robust opportunities for all residents to participate in planning decisions in the future. For example, they call for equitable community engagement, including expanding opportunities for Salem's communities of color, low-income residents, renters, sovereign tribes, and other underserved and underrepresented groups to participate in planning and investment decisions.

These proposed goals and policies are much more expansive than what exists in the existing Comprehensive Plan, thereby broadening opportunities for involvement in the future.

The public process for adoption of the proposed Comprehensive Plan also involves multiple public hearings with opportunities for public input. This ensures that this final phase of the process includes the opportunity for citizen involvement. For these reasons, the proposed Comprehensive Plan conforms with this goal.

***Goal 2: Land Use Planning***

*To establish a land use planning process and policy framework as a basis for all decisions and actions related to the use of land and to assure an adequate factual base for such decisions and actions.*

The proposed Comprehensive Plan updates the existing Comprehensive Plan, which was adopted by the City and acknowledged by the Land Conservation and Development Commission as being in compliance with the statewide goals, state statutes, and state administrative rules. The City will use the proposed Comprehensive Plan – if acknowledged – as a policy framework and a basis for all decisions and actions related to the use of land.

The proposed Comprehensive Plan has a factual basis, including the Salem Economic Opportunities Analysis (EOA) and Salem Housing Needs Analysis (HNA), both of which project land needs through 2035. Specifically, the EOA, which was adopted by the City in 2015, includes a buildable lands inventory for employment within Salem’s portion of the urban growth boundary (UGB). The HNA, which is planned for adoption with this updated Comprehensive Plan, includes a buildable lands inventory for housing within Salem’s portion of the UGB. The inventories and analyses project the need for residential and employment land through 2035, including the type and amount of land by Comprehensive Plan designation. This proposed Comprehensive Plan – its goals and policies as well as the component proposed Comprehensive Plan Map – aligns with, responds to, and addresses the identified needs in the EOA and HNA. (The Comprehensive Plan Map is proposed to be updated concurrently with the proposed Comprehensive Plan.)

The proposed Comprehensive Plan also relies upon data related to other topics or issues, including demographic data provided by the U.S. Census Bureau, spatial data, and data related to City infrastructure systems, natural resources, and historic resources.

In line with the Goal 2 guidelines, the process of developing the proposed Comprehensive Plan and associated implementing measures included broad phases in which general problems were identified, alternative courses of action were evaluated, and specific provisions were identified to address these issues. Specifically, the City worked with the community and a consultant team to identify problems and priorities in the early phases of the Our Salem project; the City examined the existing conditions of the community and projected how it would grow under existing policies. The result was a report card that showed the issues that the community wanted to address in the proposed Comprehensive Plan such as access to frequent transit and greenhouse gas emissions.

Next, the City and community evaluated a variety of alternatives – land use scenarios – to address the identified issues. The potential impacts of each alternative were weighed against each other, and the results helped inform the goals and policies in the proposed Comprehensive Plan and the proposed changes to the Comprehensive Plan Map. Additionally, the City worked with the community to test various policy alternatives, and the results further informed the policies in the proposed Comprehensive Plan.

The proposed Comprehensive Plan addresses the applicable statewide planning goals through the Comprehensive Plan Map as well as goals and policies related to a variety of topics (see findings related to specific statewide goals below). Together these components are anticipated to guide future development through 2035 and beyond. The proposed Comprehensive Plan also addresses special needs and critical issues identified by the Salem community such as climate change, community spaces, and food systems.

Additionally, the proposed Comprehensive Plan serves as a basis for implementing measures. These implementation measures are specifically presented in the proposed Comprehensive Plan to highlight the tools the City has to carry out the goals and policies. They include the Unified Development Code, which is proposed to be updated at the same time as the Comprehensive Plan to advance several priority goals and policies.

Additional implementation steps are listed in Appendix A; they include updating the Salem Transportation System Plan and the Salem Comprehensive Parks System Master Plan, coordinating and implementing strategies in the Salem Climate Action Plan, conducting a Goal 5 inventory for natural resources, and developing a Housing Production Strategy. This City anticipates conducting these additional projects after the proposed Comprehensive Plan is adopted. This will help implement several of the plan's goals and policies related to transportation, climate change and resiliency, parks and recreation, housing, and natural resources.

As described above, the proposed Comprehensive Plan provides a policy framework and a factual basis for all decisions and actions related to the use of land in Salem and therefore conforms with this goal.

### ***Goal 3: Agricultural Lands***

*To preserve and maintain agricultural lands.*

The proposed Comprehensive Plan will help to preserve and maintain agricultural lands by providing goals and policies that support this objective. For example, Goal L1 Urbanization and Growth Management and Policy N1.5 Agricultural Land promote maintaining agricultural lands. The proposed plan also maintains the Farm and Resource Management land use designation and the corresponding Exclusive Farm Use (EFU) zoning. This land use designation preserves and maintains agricultural uses where it is applied. Therefore, the proposed Comprehensive Plan conforms with this goal.

### ***Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces***

*To protect natural resources and conserve scenic and historic areas and open spaces.*

The proposed Comprehensive Plan contains goals and policies related to natural and scenic resources and open space, which help to conserve these assets as growth and development occur. Goal N1 Environmental Protection is aimed at protecting and enhancing natural resources, ecosystems, and the environment in Salem, and policy N 1.1 Natural Resource Protection specifically promotes protections for wetlands, waterways, floodplains, and critical habitat. Policy W 2.1 Scenic Easements calls for the scenic qualities of the Willamette River to be preserved through easements where practical, and policy N 1.6 Natural Open Space promotes increasing the amount of open space in Salem.

There are existing regulations in Salem that aim to protect and preserve the urban forest and riparian corridors. In Salem, riparian corridors are defined as the areas adjacent to waterways and measured as 50 feet from top of bank of creeks or streams and 75 feet from top of bank from the Willamette River. Under Salem Revised Code (SRC) Chapter 808, trees and native vegetation within these riparian corridors cannot be removed without a tree removal permit, variance, or approval pursuant to a tree conservation plan – that require the preservation of trees and native vegetation in riparian corridors. SRC Chapter 808 (Preservation of Trees and Vegetation) includes additional provisions that preserve significant trees and trees on large lots. SRC Chapter 809 (Wetlands) provides a framework for identifying wetland resources and establishes a foundation for wetlands protection in Salem, thereby helping to conserve this resource.

Furthermore, the proposed Comprehensive Plan calls out the specific implementation step of conducting a Goal 5 inventory of natural resources. This implementation project is expected to bring the City’s regulations in line with changes to Goal 5 that have occurred after the existing Comprehensive Plan was acknowledged by the Land Conservation and Development Commission.

The proposed Comprehensive Plan contains a goal and policies related to historic preservation that support continued protection of historic and cultural resources. Goal CS 3 Historic Preservation promotes historic preservation broadly. Policy CS 3.1 encourages increased outreach and education about historic resources in the community, and policy CS 3.2 Restoration encourages restoration and preservation of historic resources. The recently updated Salem Historic Preservation Plan, a support document for the Comprehensive Plan, further elaborates on the City’s efforts to support preservation of historic and archaeological resources in line with the proposed Comprehensive Plan. SRC Chapter 230 also regulates historic resources, specifically the standards and procedures to designate, preserve, and reuse them.

In addition, the proposed Comprehensive Plan maintains and describes the Parks, Open Space, and Outdoor Recreation designation on the Comprehensive Plan Map that is applied to lands in Salem. This designation identifies and dedicates areas for open space and recreational uses, including parks.

For the reasons described above, the proposed Comprehensive Plan conforms with this goal.

***Goal 6: Air, Water and Land Resources Quality***

*To maintain and improve the quality of the air, water and land resources of the state.*

The proposed Comprehensive Plan contains goals and policies that help maintain and improve the quality of the air, water, and land in Salem. The proposed goals and policies address air quality directly, including policy N 1.3 Air Quality that promotes protecting and improving air quality in Salem. The proposed goals and policies also indirectly improve air quality by encouraging compact, mixed-use development that will reduce the need for automobile travel. This, in turn, will reduce greenhouse gas and particulate emissions from transportation. This is demonstrated by policies like H 4.1 Mixed Use and E 3.2 Transit-Oriented Development. Reductions in automobile travel are also encouraged by goals related to transportation, like goal T1 – Transportation for All, which includes a focus on reducing greenhouse gas emissions. Goal T5 Bicycle System, goal T6 Pedestrian System, and goal T8 Travel Demand Management also promote reductions in automobile travel.

Water quality is addressed by the proposed goals and policies in multiple ways. There are policies directly addressing water quality such as policy N 1.2 Water Quality and policy PF 2.3 Water Conservation. There are also proposed goals and policies related to stormwater runoff as well as protections for riparian and wetland areas and the Willamette River Greenway. Land quality is addressed in proposed policies that encourage remediating brownfields (policy E 2.7), managing waste disposal and reducing solid waste that goes to landfills (policies CC 1.10 and N 1.9), and protecting wildlife habitat (policies N 1.1, N 1.11, and N 2.6).

Salem’s water quality is also supported by the Public Facilities Plan – which is a component of the Comprehensive Plan – as well as Public Facilities Support Documents, all of which are being maintained. These include the recently updated Stormwater Master Plan, which helps to protect water quality by identifying strategies to manage stormwater runoff and mitigate its impacts.

The implementation steps outlined in the proposed Comprehensive Plan call for updating the Salem Transportation System Plan, a component of the Comprehensive Plan. This update is expected to continue promoting multimodal transportation and decreased reliance on automobiles in line with the proposed Comprehensive Plan. This will help to improve air quality. Another implementation step is to coordinate with the Salem Climate Action Plan and help implement its strategies. These strategies will help to further improve the quality of the air, water, and land in Salem, as they seek to reduce greenhouse gas emissions.

For the reasons described above, the proposed Comprehensive Plan conforms with this goal.

***Goal 7: Areas Subject to Natural Hazards***

*To protect people and property from natural hazards*

The proposed Comprehensive Plan includes goals and policies to protect people and property from natural hazards. Goal CC2 Climate Change and Natural Hazards directly addresses protecting Salem from natural hazards, and the policies to support this goal include increasing public awareness and education (policy CC 2.2), emergency response (policy CC 2.1), and hazard mitigation. Policies specifically address the hazards of flooding, landslides, and wildfires. Additionally, Goal CC3 Resilience addresses community resiliency, and policies supporting this

goal include adaptation (policy CC 3.2) and upgrades of infrastructure to withstand earthquakes (policy CC 3.3).

There are numerous proposed goals and policies that focus on mitigating, preparing for, and withstanding and recovering from the effects of climate change. Policy CC 2.9 Climate Justice, for example, states that the City should work to ensure the equitable distribution of the benefits climate protections and reduce unequal burdens on underserved and underrepresented communities. Other proposed policies focus on reducing single-occupancy vehicle trips through land use and transportation system changes (policy CC 1.1) and supporting the development of a network of resilience hubs that can support the surrounding areas during emergency events, including climate-related emergencies (policy CC 3.7).

Other proposed goals and policies, as well as the City's recently-updated Stormwater Management Plan, address stormwater management, which help to mitigate flood and landslide hazards (policy PF 3.3). These goals and policies will continue to be implemented through Salem's Unified Development Code.

Specifically, existing regulations that address development in hazard-prone areas will remain in place. SRC Chapter 810 (Landslide Hazards) helps to minimize the risk of landslide hazards to residents and property by establishing standards and requirements for the use and development of land within landslide hazard areas that mitigate risks. SRC Chapter 601 (Floodplain Overlay Zone) establishes standards and requirements for the use and development of lands within all special flood hazard areas and interim flood hazard areas which help to reduce and mitigate the hazards posed by flooding.

For the reasons described above, the proposed Comprehensive Plan conforms with this goal.

### ***Goal 8: Recreational Needs***

*To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.*

The proposed Comprehensive Plan includes goals and policies that guide the development and expansion of parks and recreation opportunities for Salem residents as the city grows. For example, goal P1 is to provide a comprehensive system of parks and recreational facilities in Salem, and goal P2 is to provide recreational programs to serve all Salem residents. Goal W2 Recreation and Access promotes and enhances the recreational and scenic qualities of the Willamette River and adjacent lands. In addition, policy E 1.11 Downtown supports enhancing downtown Salem as a regional destination with opportunities for recreation, and policy H 5.3 Healthy and Active Living encourages multifamily housing developments to include recreation areas.

The proposed Comprehensive Plan proposes to maintain and expand the Parks, Open Space, and Outdoor Recreation (POS) designation on the Comprehensive Plan Map, which identifies lands that help meet the community's recreational needs. Other land use designations and corresponding zones also allow recreational uses, both indoor and outdoor, to help meet this need.

The implementation work included in the proposed Comprehensive Plan identify an update to the Salem Comprehensive Park System Master Plan (CPSMP), a component of the Comprehensive Plan. This was included – and is anticipated to be completed after the updated Comprehensive Plan is adopted – to ensure that the CPSMP is revised to advance the goals and policies in the updated Comprehensive Plan. Policy ideas gathered during the planning process for the proposed Comprehensive Plan will be provided for further consideration in the update of the CPSMP. These ideas include expanding the network of trails throughout Salem to provide more recreational opportunities and expanding active recreational opportunities and programmed spaces in parks and indoor recreation facilities. The CPSMP identifies specific recreation opportunities, priorities, and improvements that will ensure that the recreational needs of Salem residents are met.

For the reasons described above, the proposed Comprehensive Plan conforms with this goal.

***Goal 9: Economic Development***

*To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.*

The proposed Comprehensive Plan provides goals and policies that align and advance the recommendations in the Salem Economic Opportunities Analysis (EOA), which was adopted in 2015. The EOA found that there is sufficient land within Salem's portion of the UGB to meet employment needs through 2035. Specifically, it projected 271-acre deficit of commercial land and projected 907-acre surplus of industrial land in Salem's portion of the UGB through 2035. It therefore recommended managing the existing industrial land base and encouraging commercial and mixed-use development to provide adequate opportunities for economic activities in the Salem area.

The goals and policies in the proposed Comprehensive Plan reflect these recommendations by seeking to preserve high value industrial land (policy E 2.8) while also outlining when it may be appropriate to convert industrial land to commercial or other non-industrial uses (policy E 2.9). Other policies call for retaining and growing traded-sector industries (policy E 1.2), which will support the local economy, and supporting and expanding opportunities for small businesses and entrepreneurs (policy E 1.4).

The proposed Comprehensive Plan also looks to promote improved access to jobs as well as increased job training opportunities in line with the community's priorities. For example, goal E3 Access and Livability promotes a vibrant economy that increases access to jobs, goods, and services. Policy E 5.1 Training calls for supporting job training programs, career and technical schools, and multilingual workforce programs to build and align skills with local jobs and help workers advance their careers.

Beyond goals and policies, the proposed Comprehensive Plan describes the designations on the Comprehensive Plan Map that support employment lands, including industrial, commercial, mixed-use lands. Each Comprehensive Plan Map designation such as Industrial is described, the corresponding zones are listed, and primary uses are provided. This provides the framework for



changes to the Comprehensive Plan Map, which have been proposed concurrently to the update to the Comprehensive Plan. For example, the proposed Comprehensive Plan describes the Mixed Use designation as being “generally located at major intersections and along major transportation corridors that are served by frequent transit routes.” The proposed changes to the Comprehensive Plan Map therefore redesignate land along frequent transit routes in Salem – Cherriots Core Network – to Mixed Use.

In addition, the proposed Comprehensive Plan calls for updating the existing Economic Opportunities Analysis as an implementation step to continue assessing future needs for economic growth, particularly on industrial lands. Listed in an appendix, the future update to the EOA will help ensure that future economic development efforts align with the goals and policies of the updated Comprehensive Plan.

Based on the reasons provided above, the proposed Comprehensive Plan conforms with this goal.

***Goal 10: Housing***

*To provide for the housing needs of citizens of the state.*

The proposed Comprehensive Plan provides goals and policies that align and advance the recommendations in the Salem Housing Needs Analysis (HNA). The HNA, which is proposed to be adopted concurrently with the updated Comprehensive Plan, determined that Salem’s portion of the UGB has enough land designated to meet the need for single-family detached housing through 2035, but it has a projected 207-acre deficit for land designated for multifamily housing (2,897 dwelling units). It recommends evaluating tools to increase redevelopment and mixed-use development, lowering barriers to multifamily development, increasing opportunities to develop affordable housing, and increasing opportunities for multifamily housing in single-family designations. (The HNA also recommends redesignating or rezoning land for multifamily housing; this is being proposed as changes to the Comprehensive Plan Map and zoning map concurrently with the updating of the Comprehensive Plan.)

Accordingly, the proposed Comprehensive Plan includes goals and policies that promote housing affordability (goal H2 and associated policies) and housing diversity, including the ability to incorporate or create multifamily housing (Goal H1 and associated policies). Several policies encourage redevelopment, reuse, and mixed-use development in line with the HNA.

In addition, there are policies that aim to guide housing development to the areas that the community has prioritized to promote access to transit and services. Specifically, policies encourage denser development and affordable housing in areas with convenient access to goods, services, and jobs (policy H 3.1); in areas served by transit (policy H 4.3); and in and around downtown Salem (policy H 4.4). Policy H 3.2 Dispersal also reflects the community’s desire to see affordable housing distributed across Salem as opposed to concentrated in one neighborhood or area.

The proposed Comprehensive Plan describes the designations on the Comprehensive Plan Map that support residential lands, including mixed-use land. Each Comprehensive Plan Map

designation such as Single Family Residential is described, the corresponding zones are listed, and the primary use are provided. As mentioned earlier, this provides the framework for updates to the Comprehensive Plan Map. For example, the proposed Comprehensive Plan describes the Multiple Family Residential designation as being “generally located near mixed-use and employment areas, low-density residential areas, major transportation corridors, transit routes, parks, and schools.” The proposed changes to the Comprehensive Plan Map therefore redesignate land near schools, parks, transit, and mixed-use areas to Multiple Family Residential.

Development of a Housing Production Strategy is identified as an implementation step in the proposed Comprehensive Plan (Appendix A). The Housing Production Strategy will identify tools and actions Salem plans to take to address its housing needs and encourage the type of development needed in the community.

For the reasons above, the proposed Comprehensive Plan conforms with this goal.

***Goal 11: Public Facilities and Services***

*To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.*

The proposed Comprehensive Plan contains a chapter focused on public facilities and infrastructure that support the growing community and future development. The proposed goals and policies in that chapter guide the development of public facilities and provision of City services, including promoting the orderly extension of services (PF 2), supporting capital programming that balances new facilities with maintaining existing facilities (PF 2.10), calling for water diversification (PF 2.4), and encouraging seismic resiliency for water and sewer facilities (PF 2.7). The proposed goals and policies related to stormwater management (Goal PF 3 and associated policies) also align with the recently-updated Salem Stormwater Master Plan. In addition, the proposed Comprehensive Plan includes policies that promote coordination with Marion and Polk counties on the provision of services within Salem’s portion of the UGB.

The goals and policies in the proposed Comprehensive Plan are and will continue to be implemented by the Unified Development Code as well as other plans, standards, and projects. The UDC regulates development of public facilities and services in coordination with development land within Salem. This ensures that public facilities and services are developed in a timely, orderly, and efficient manner. The proposed Comprehensive Plan therefore conforms with this goal.

***Goal 12: Transportation***

*To provide and encourage a safe, convenient and economic transportation system.*

The proposed Comprehensive Plan provides goals related to transportation. They include promoting multimodal transportation options and decreasing reliance on the single-occupancy vehicles (goals T1, T2, T4, T5, T6, and T7), managing parking (goal T9), and providing for the efficient movement of people and freight (Goals T10, T11, and T12).

Goals and policies throughout the proposed Comprehensive Plan also support close coordination between land use and transportation (goal L5). For example, policy H 4.2 Connectivity calls for facilitating multimodal connections between residential neighborhoods and services and amenities, and policies H 4.3 and E 3.2 Transit-Oriented Development encourages high-density housing and mixed-use development near frequent transit service. Policy L 5.5 Trails also calls for expanding bicycle and pedestrian trails to align with and provide access to natural resources.

The proposed Comprehensive Plan includes the implementation step of updating the Salem Transportation System Plan (TSP) to align with and advance the updated Comprehensive Plan. This will ensure that the policies, strategies, and investments needed to achieve the goals in the Comprehensive Plan are identified and pursued. By doing this, the proposed Comprehensive Plan encourages a safe, convenient, and economic transportation system and conforms with this goal.

### ***Goal 13: Energy Conservation***

*To conserve energy*

The proposed Comprehensive Plan promotes energy conservation through goals and policies that encourage energy conservation, including promoting or supporting green building (policy H 5.2), sustainable industries (policy E 1.3), sustainable development and energy-efficiency in buildings (policies E 4.5 and N 3.3), and renewable energy (N 3.4). Several policies also encourage infill and redevelopment (policies H 3.3 and E 2.4).

Throughout the proposed Comprehensive Plan are goals and policies that promote walkable, complete neighborhoods and transit-oriented development, which in turn, reduces energy consumption by decreasing the need to drive and making it easier to walk or bike to shops, services, and other destinations (policies H 4.1, H 4.3, E 3.2, CC 1.1). Policies E 3.3 Neighborhood Hub and E 3.4 New Neighborhoods specifically encourage the creation of neighborhood hubs – small, neighborhood-serving businesses clustered within residential areas – and their inclusion in new, large subdivisions. These neighborhood hubs aim to make it easier for people to meet some of their daily needs by walking or biking, therefore decreasing the need to drive.

An implementation measure of the proposed Comprehensive Plan is to coordinate and implement strategies included in the Salem Climate Action Plan. The Salem Climate Action Plan contains a wide range of strategies to conserve energy, and by proposing to implement these strategies, the proposed Comprehensive Plan further supports the conservation of energy. For the reasons above, the proposed Comprehensive Plan complies with this goal.

### ***Goal 14: Urbanization***

*To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.*

As mentioned earlier, the proposed Comprehensive Plan contains goals and policies that seek to advance the recommendations in the EOA and HNA to meet the projected housing and

employment needs in Salem’s portion of the UGB. There are two goals that specifically call for sufficient land for housing and employment (goals H3 and E2), and policy L 1.2 Land Sufficiency calls on the City to periodically update the HNA, EOA, and buildable lands inventory to ensure Salem’s portion of the UGB has enough land to accommodate population and employment projections. In addition, the changes proposed to the Comprehensive Plan Map, a component of the proposed Comprehensive Plan, accommodate the projected housing needs identified in the HNA. The map also increases the amount of land for commercial uses, which is identified as a projected need in the EOA.

In addition to addressing land needs, the proposed Comprehensive Plan contains goals and policies that focus on urbanization in Salem. Goal L1 Urbanization and Growth Management and policy L 1.1 Growth Management Program ensure the City continues its growth management plan that guides the conversion of urbanizable land to urban uses and provides for the orderly and economically efficient extension of public services and facilities to that land. Supporting policies focus on the orderly annexation of land (policies L 1.5 and L1.6), urbanization of land within the UGB (policy L 1.3), and the efficient use of land (policy L 1.10).

There are also proposed goals to help provide for a livable community, like Goal H5 Livability and Sustainability and Goal E3 Access and Livability. Supporting policies encourage healthy and active living (policy H 5.3), context sensitive design (policy H 5.4), and increased access to healthcare and childcare (policies E 3.7 and E 3.8). Other proposed goals and policies promote livability through the reduction, mitigation, or minimization of impacts such as light or noise pollution and displacement. Numerous proposed goals and policies seek to improve livability through the promotion of community spaces and services (goal CS 1 and associated policies) and increase access to healthy fresh food (goal CS 2 and associated policies).

The use and division of the land is and will continue to be managed by the proposed Comprehensive Plan, Comprehensive Plan Map, zoning map, the Unified Development Code, Urban Growth Management Program, and other implementing tools. Orderly expansion of public facilities to support designated land uses is managed by the Public Facilities Plan and supporting documents and the TSP. The implementation measures outlined in the proposed Comprehensive Plan also identify updating the TSP to ensure it aligns with and advances the goals and policies in the proposed Comprehensive Plan.

For the reasons above, the proposed Comprehensive Plan conforms with this goal.

***Goal 15: Willamette River Greenway***

*To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.*

The proposed Comprehensive Plan provides goals and policies that address the objectives of Goal 15. Goal W1 Management is to protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River. This proposed goal is supported by policies addressing, for example, development within the Greenway (policy W 1.1) and riparian vegetation and wildlife (policy W 1.2). Goal W2

Recreation and Access supports the recreational and scenic qualities of the Willamette River and is advanced by policies like W 2.1 Scenic Easements and W 2.3 Public Access.

These goals and policies are supported by the adopted Salem Willamette River Greenway Plan, a component of the Comprehensive Plan. The City also has existing regulations (SRC Chapter 600) that implement the goals and policies and Salem Willamette Greenway Plan. Specifically, SRC Chapter 600 establishes procedures, standards, and requirements for the use of land and development along Willamette River corridor. It also designates the compatibility review boundary, as required by Goal 15.

The proposed Comprehensive Plan describes the designations on the Comprehensive Plan Map, including the River-Oriented Mixed Use (ROM) that promotes a mix of commercial and residential uses that can take advantage of the scenic, natural, and recreational qualities of the Willamette River as well as close proximity to Riverfront Park. The ROM designation is generally located adjacent to the Willamette River both north and south of downtown Salem. The designation implements and advances the goals and policies in the proposed Comprehensive Plan.

For the reasons above, the proposed Comprehensive Plan complies with this goal.

### **Public Testimony**

Public testimony on the proposed amendments was received both prior to and at the Planning Commission public hearing. **Exhibit 1** summarizes and addresses those public comments.