

# OUR SALEM



VISION

JANUARY 2021

*“We are faced with colliding crises of public health, economic inequality and climate change. They require strong, creative programs and policies at all levels of government and civic life. Our Salem provides an opportunity to enhance well-being and resilience as we confront the consequences of these crises.”*



*“We need more mixed use and housing closer to amenities, jobs, and services so those things are accessible to everyone.”*



*“Increase or improve parks in under-served communities.”*



*“It’s all about transportation and jobs.”*

*“Support smaller businesses/entrepreneurs. people want to start their own businesses, want programs to help start their own businesses, need affordable places to do small businesses.”*



Quote Sources: Our Salem Spring 2020 Survey and Fall Workshop 2019.





*“Safe connectivity of parks, neighborhoods, and businesses for people who ride bikes and trikes, walk, and use wheelchairs.”*



*“How can we promote a more diverse array of dining and shopping options, galleries, and other spaces?”*



*“Prioritize foot, bike, and mass transit.”*



*“Housing affordability is important.”*

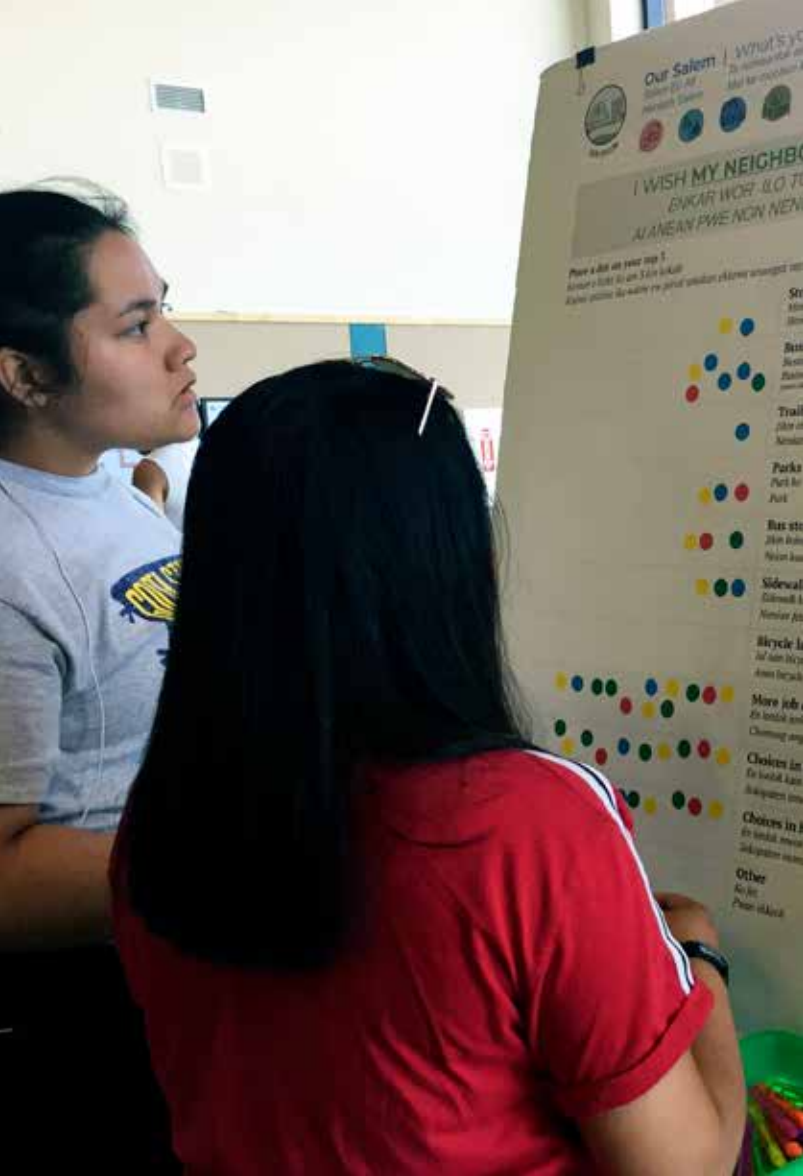
*“Strong focus on economic development to support projected population growth. Make streets safe and accessible for all ages and abilities.”*



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# Vision Snapshot

*How do we want Salem to grow and develop?*

*What goals do we have?*

*How can we improve our community?*

*What is our vision for the future?*



## Vision Statement

**Salem is a livable, equitable, carbon neutral city where everyone has access to affordable housing and safe mobility choices, families and local businesses are thriving, diversity and culture is celebrated, and open spaces and the environment are valued and protected.**



# Overview

2018 - 2019

## PHASE 1

Evaluate existing conditions and how Salem could grow

In the summer of 2019, the City of Salem launched a visioning process to engage the community in developing its vision for future growth and development. The Salem area has seen a lot of changes and development in recent years, and the population is expected to continue growing. This visioning process has been a tremendous opportunity for the community to proactively voice how and where future growth should occur.

2019 - 2020

## PHASE 2

Establish a community vision for future growth

The vision presented here is a critical milestone in the multi-year Our Salem project, which will update the Salem Area Comprehensive Plan. The vision lays the foundation for that update by describing and illustrating the community's priorities for growth for Salem through 2035. Simply put, the vision is our roadmap.

2021

## PHASE 3

Update the Comprehensive Plan to implement the community's vision

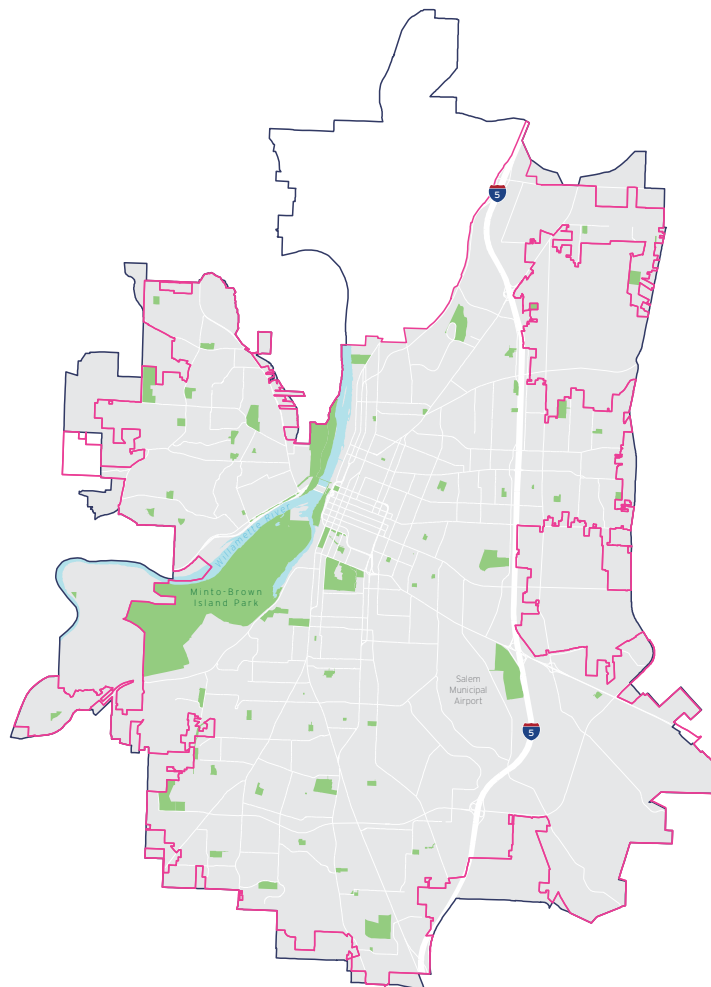
It addresses a wide variety of priorities related to future growth, including community engagement, land use and urbanization, housing, economic development, natural resources and natural hazards, the Willamette Greenway, parks and recreation, transportation, and public facilities and services. This vision document lists goals related to each topic, and it contains proposed changes to the Comprehensive Plan Map; both the goals and map are expected to be carried forward as the process to update the Comprehensive Plan continues.




Salem's vision is a culmination of extensive community engagement that spanned roughly a year. Residents, businesses, neighborhoods, community organizations, partner agencies, and other Salem community members provided input on their needs and hopes for the future through numerous ways. Engagement opportunities included community events, meetings, workshops, surveys, emails, phone calls, webinars, and online tools. The project website ([cityofsalem.net/our-salem](http://cityofsalem.net/our-salem)) became the hub of information throughout the visioning process.

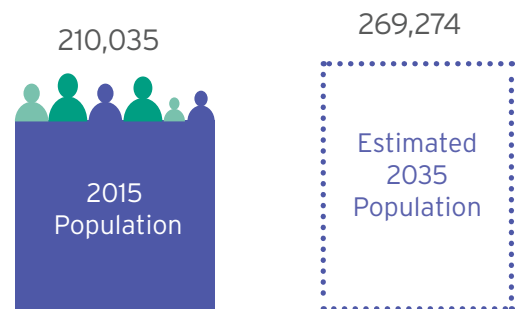




# Salem Today



-  Salem's Portion of the UGB
-  Urban Growth Boundary
-  Salem City Limits



*Salem Population Projection  
Population estimates are for Salem's portion  
of the UGB.*

## Population

Salem's portion of the urban growth boundary (UGB) is projected to add nearly 60,000 people through 2035, which would increase the population to 269,274.<sup>1</sup> Continued growth in employment is also expected in Salem, including new and expanded industrial and commercial businesses.

<sup>1</sup> ECONORTHWEST, *Salem Housing Needs Analysis and Economic Opportunity Analysis: Summary Report*, (Salem, OR: City of Salem, January 2015), <https://www.cityofsalem.net/CityDocuments/econorthwest-housing-needs-analysis-and-economicopportunities-analysis-2015-2035-summary.pdf>.

\* Unless otherwise noted, all data reflects Salem City limits and is available from US Census Bureau, ACS 5-Year Estimate 2014-2018.

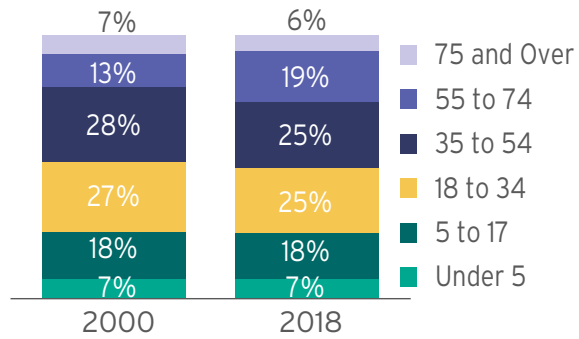


## Age and Education

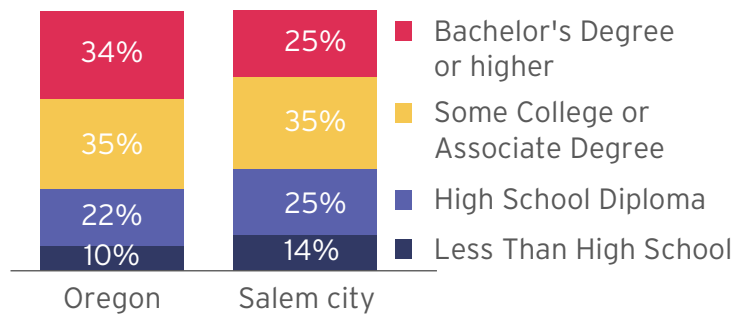
Salem has a relatively young population, with a median age of 35.4. Approximately 50% of the city's population is under the age of 35. From 2000 to 2018, the breakdown of Salem's population by age remained relatively constant.

Approximately 86% of Salem's population has earned at least a high school diploma, with 25% of the entire population going on to earn a bachelor's degree or higher. A higher percentage of Salem's school-aged population (5-17 years old) is concentrated in north and west Salem, while a higher percentage of Salem's senior population (65 or older) is concentrated near the edges of Salem's city limits.

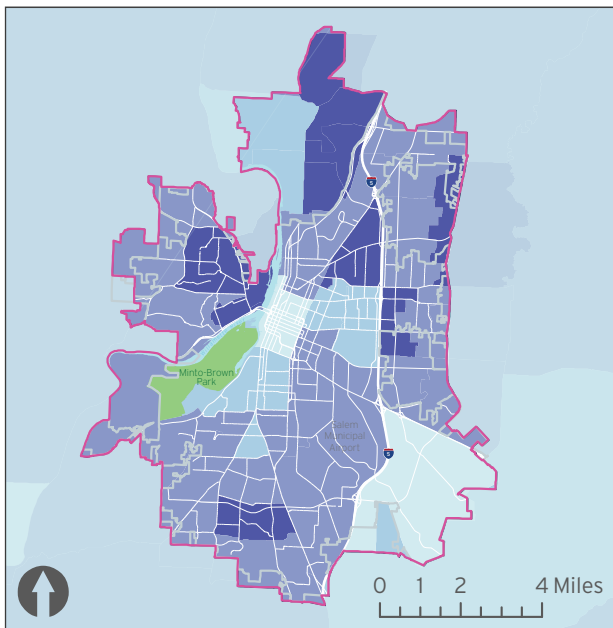
SALEM CITY AGE DISTRIBUTION



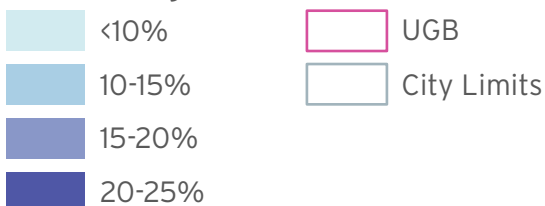
EDUCATIONAL ATTAINMENT (AGES 25-64)



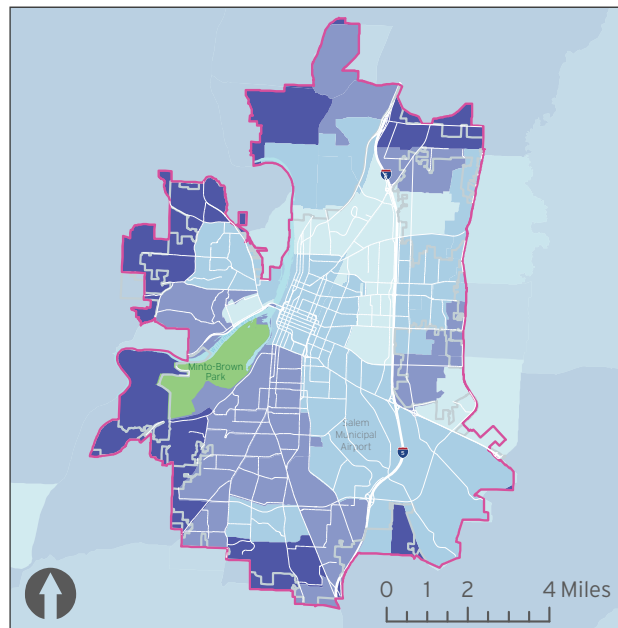
SALEM SCHOOL AGE POPULATION DISTRIBUTION



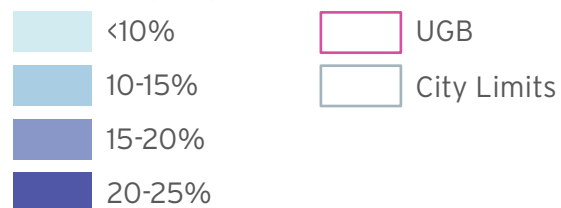
% School Age (5-17)



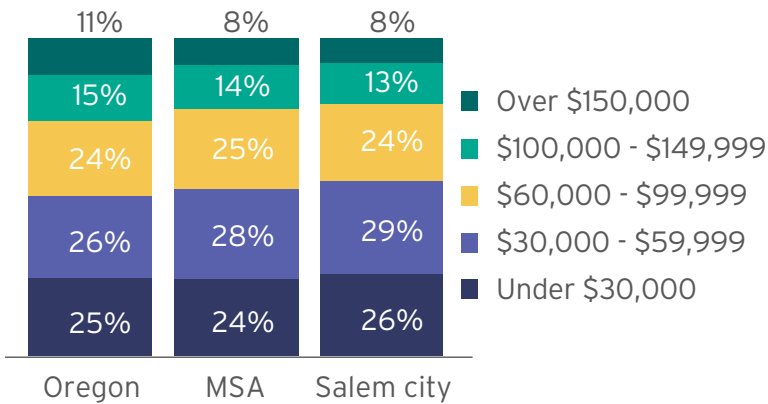
SALEM 65+ POPULATION DISTRIBUTION



% Senior (65+)



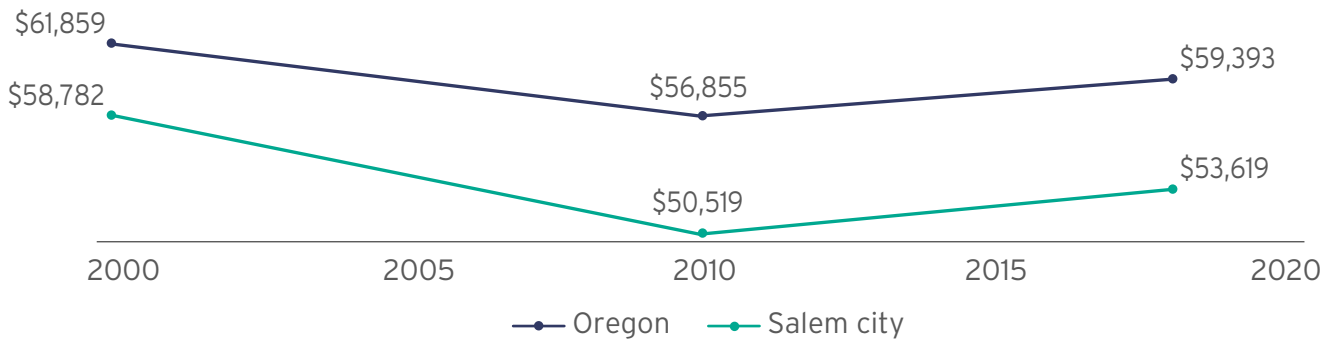
### HOUSEHOLD INCOME DISTRIBUTION



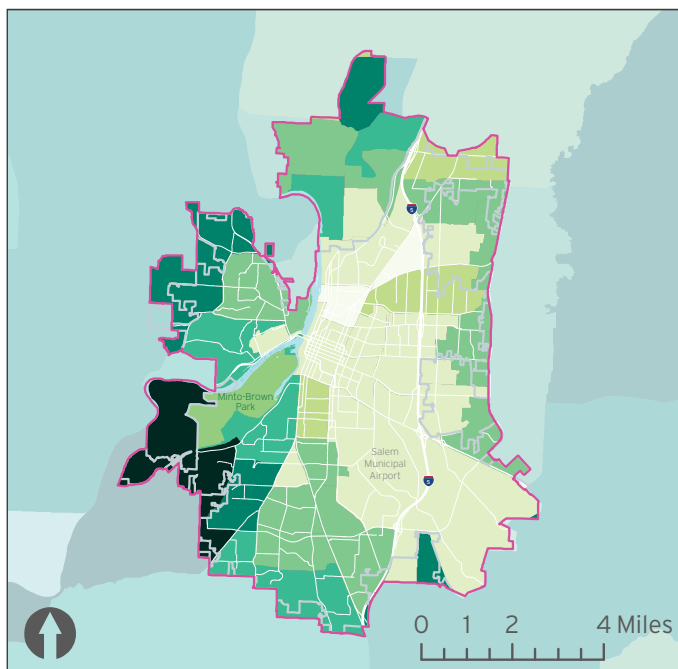
### Income

Salem’s median household income (\$53,619) is lower than the Metropolitan Statistical Area (MSA) (\$56,542) and State (\$59,393), but it reflects similar changes overtime, decreasing from 2000 to 2010 and increasing into 2018. Salem’s household income distribution is similar to the State and MSA; 55% of Salem’s households earn less than \$60,000 per year. Census tracts with the highest median household income are located in south and west Salem.

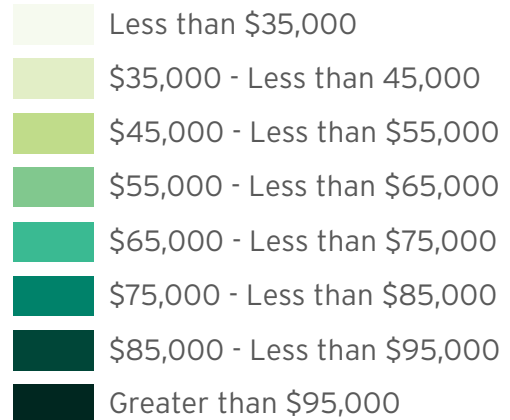
### MEDIAN HOUSEHOLD INCOME OVER TIME



### SALEM MEDIAN HOUSEHOLD INCOME DISTRIBUTION



#### Median Household Income



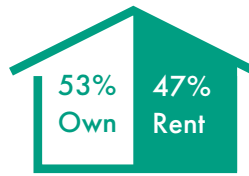
## Housing

Single-family homes make up the largest proportion of Salem’s housing mix (66%). As Salem’s population grows, Salem is expected to need more diverse housing types, including more middle housing such as townhomes and duplexes as well as more multifamily housing. While Salem’s housing supply is occupied almost equally by renters and owners, a greater percentage of renters (51%) are cost-burdened when compared to owners (24%).

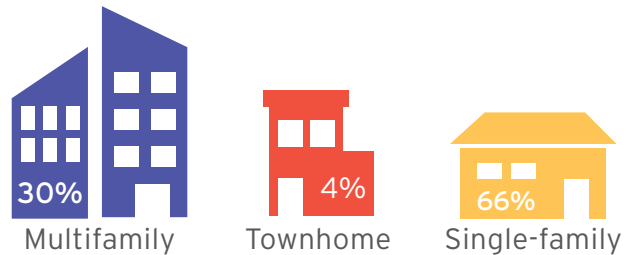
When someone is “cost-burdened”, they’re **spending over 30%** of their income on housing.

The percentage of people living in poverty in Salem city (16%) is similar to Oregon (14%) and the MSA (15%).

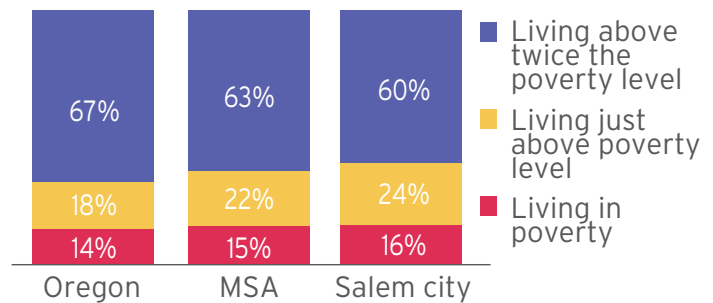
SALEM CITY HOUSING TENURE



SALEM CITY HOUSING MIX



RATIO OF INCOME TO POVERTY



## Commute Patterns and Industries

Roughly two thirds of the people who work in Salem commute in from outside the city. Salem’s largest industry is Educational Services and Health Care followed by Retail Trade and Professional Services.

2017 COMMUTE TRENDS



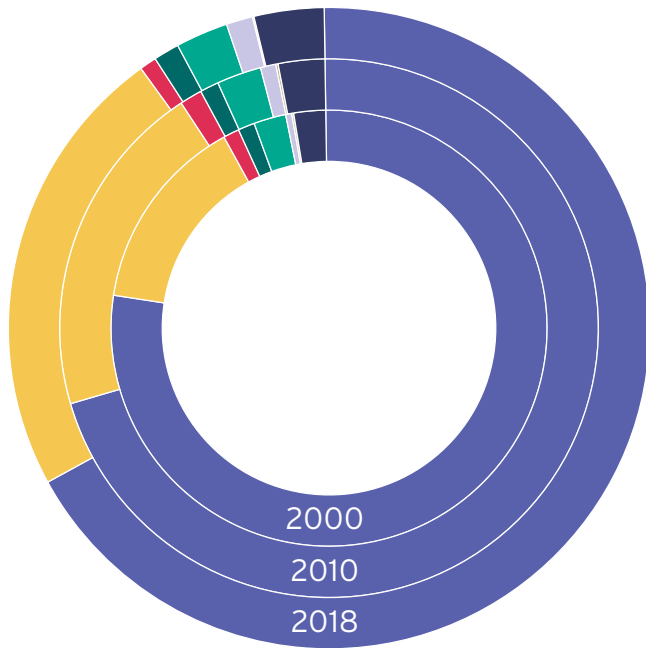
Source: OnTheMap U.S.Census Bureau, Center for Economic Studies

SALEM CITY TOP FIVE INDUSTRIES





SALEM CITY RACE AND ETHNICITY OVERTIME



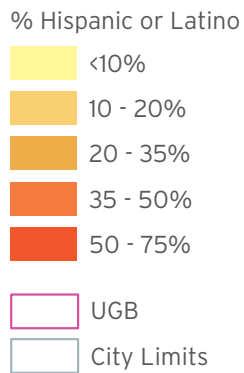
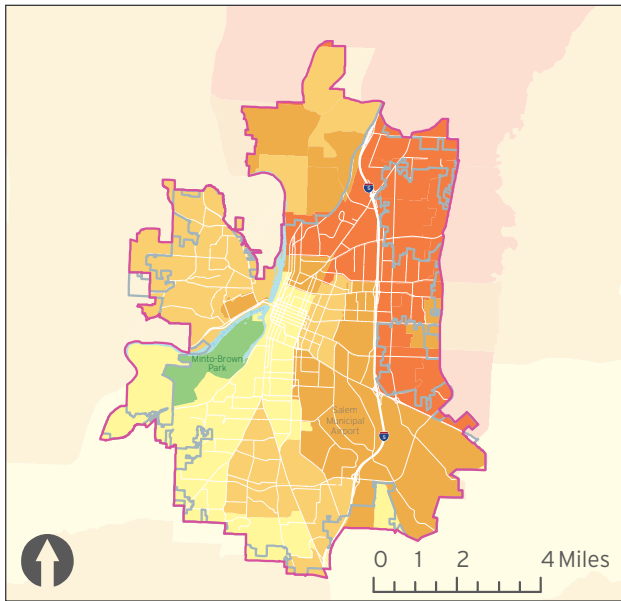
**Race and Ethnicity**

Salem’s population has become more diverse overtime. From 2000 to 2018, the percentage of individuals identifying as Hispanic or Latino has increased by 8.4%.

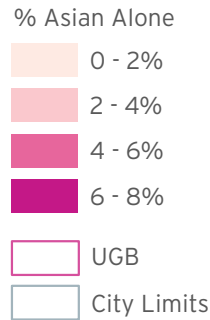
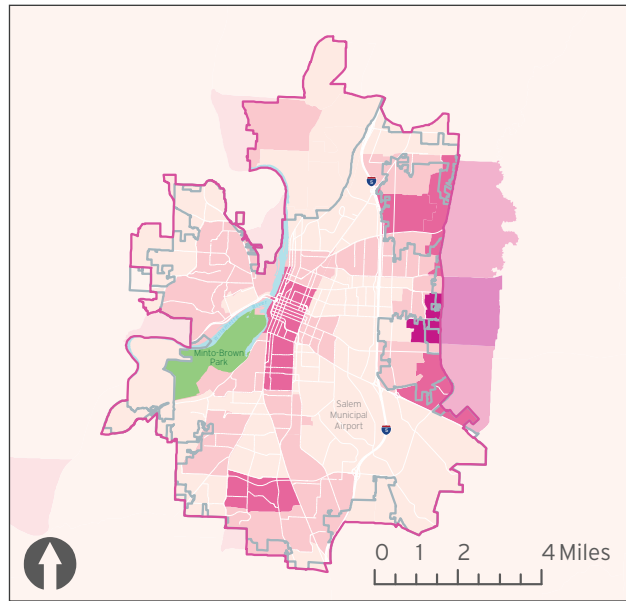
Salem’s Hispanic or Latino population is largely concentrated in north and east Salem, and Salem’s Asian population is largely concentrated in east Salem with the exception in east and central Salem.

	White	Hispanic or Latino	Black or African American	Indian and Alaskan Native	Asian	Pacific Islander	Other	Two or More
2000	77.7%	14.6%	1.2%	1.2%	2.4%	0.5%	0.1%	2.4%
2010	70.7%	20.3%	1.4%	1.1%	2.7%	0.9%	0.1%	2.8%
2018	67.3%	23.0%	0.9%	1.3%	2.7%	1.3%	0.1%	3.5%

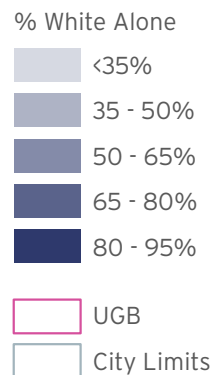
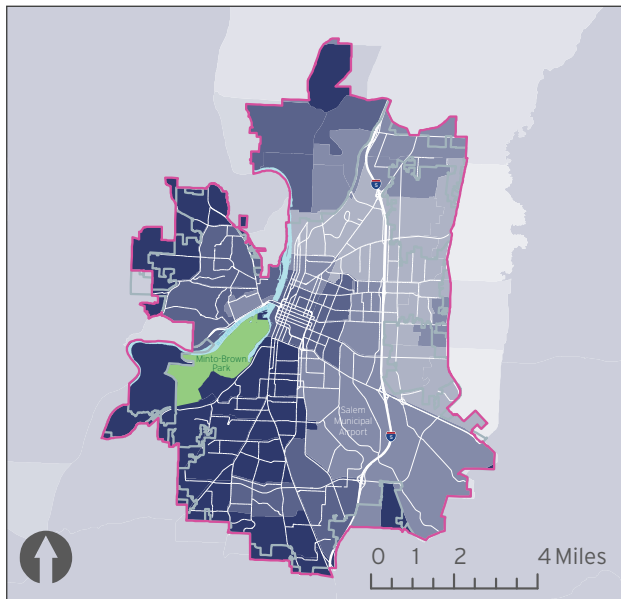
SALEM PERCENT HISPANIC OR LATINO POPULATION DISTRIBUTION



SALEM PERCENT ASIAN POPULATION DISTRIBUTION



SALEM PERCENT WHITE POPULATION DISTRIBUTION



# The Process





# Phase I

## Evaluating existing conditions and how Salem could grow

The first phase of the Our Salem project focused on understanding the existing conditions in Salem and evaluating how Salem could grow under existing policies. The City’s existing conditions were evaluated against 20 key indicators across six result areas.

### KEY INDICATORS FROM PHASE 1

Welcoming and Livable Community	Safe, Reliable, Efficient Infrastructure	Strong and Diverse Economy	Good Governance	Natural Environment Stewardship	Safe Community
Affordability	Walk and Transit Friendliness	Employment Mix	Revenue-to-Cost Ratio	Development in Environmentally Sensitive Areas	Traffic and Pedestrian Crashes
Housing Affordability	Access to Frequent Transit	Average Wage	Annual Level of Service (Expenditures per capita)	Tree Canopy	Active Transportation
Complete Neighborhoods	Bicycle and Pedestrian Use	Jobs and Housing Balance	Property Tax Revenue	Greenhouse Gas Emissions	
Proximity to Parks				Air Pollution from Travel	
Infill Development and Redevelopment					



We seem to be heading in the right direction. We are meeting goals or targets we set in the past. We are comparable with other cities or are meeting national standards.



Is this the right direction? We do not have targets established in this area, and we are not sure where the community wants to go.



We are not meeting targets we set for our city. We are falling behind other similar cities in this area. We seem to be moving in the wrong direction.

# Phase II

## OUTREACH METHODS

- Community meetings
- Community events
- Dot voting
- Facebook Live
- Interactive online mapping
- Project website
- Property owner meetings
- School events
- Social media
- Stakeholder interviews
- Surveys
- Traditional media
- Utility bill insert
- Webinar
- Videos
- Workshops

*\*many materials were translated into Spanish, and materials for two events were translated into Chuukese and Marshallese*

## Establish a community vision for future growth

The second phase of the Our Salem project focused on broad community engagement to inform Salem’s vision for the future and ultimately the next step of updating the Comprehensive Plan. The City, working with a consultant team, learned about the community’s needs and desires for Salem’s future through a variety of in-person and online community meetings, events, workshops, surveys, and more.

## Community Meetings and Events

Community engagement and input was a critical part of the visioning process. The planning team collaborated with more than 80 community groups to learn about the community’s needs and expectations for the future. Groups included advocacy groups, business organizations, neighborhood associations, fraternal organizations, communities of color, social service agencies, schools, school groups, environmental groups, and others.

The planning team attended more than 160 in-person and online community meetings and events where the public helped shape and influence the vision. These meetings provided opportunities to listen to community ideas and concerns, conduct small interactive activities, and distribute project materials and updates.



## Scenario Workshops

The planning team hosted three in-person scenario workshops, one in Spanish and two in English, with more than 120 people in attendance. The workshop in Spanish was co-hosted by ENLACE Cross Cultural Community Development Project. At the workshops, small groups created scenario maps identifying where different types of development should occur in the future. In addition to public workshops, the planning team attended an additional scenario workshop with the business community with more than 100 people in attendance.

## Online Scenario Mapping

In addition to in-person workshops, an interactive online scenario map was used to gather public input. Participants placed pins on a map to indicate where different types of development should occur in the future, and they wrote comments to provide specific suggestions. The online mapping activity was available in English and Spanish.

The Technical Advisory Committee (TAC), made up of all City departments and seven agency partners, provided direction at key milestones and support for decision-making processes.

We engaged with **more than 80** community groups

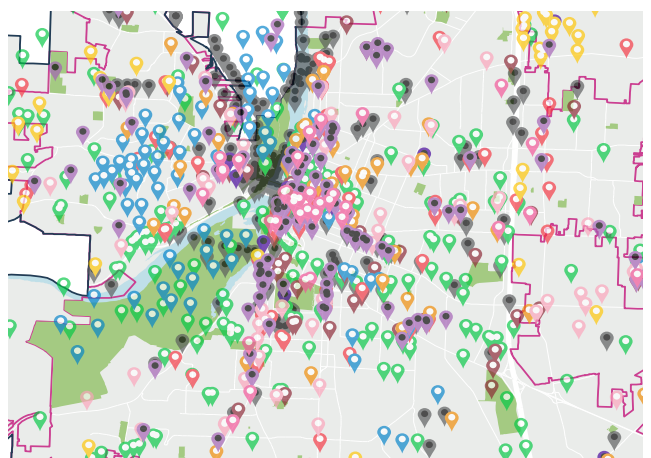
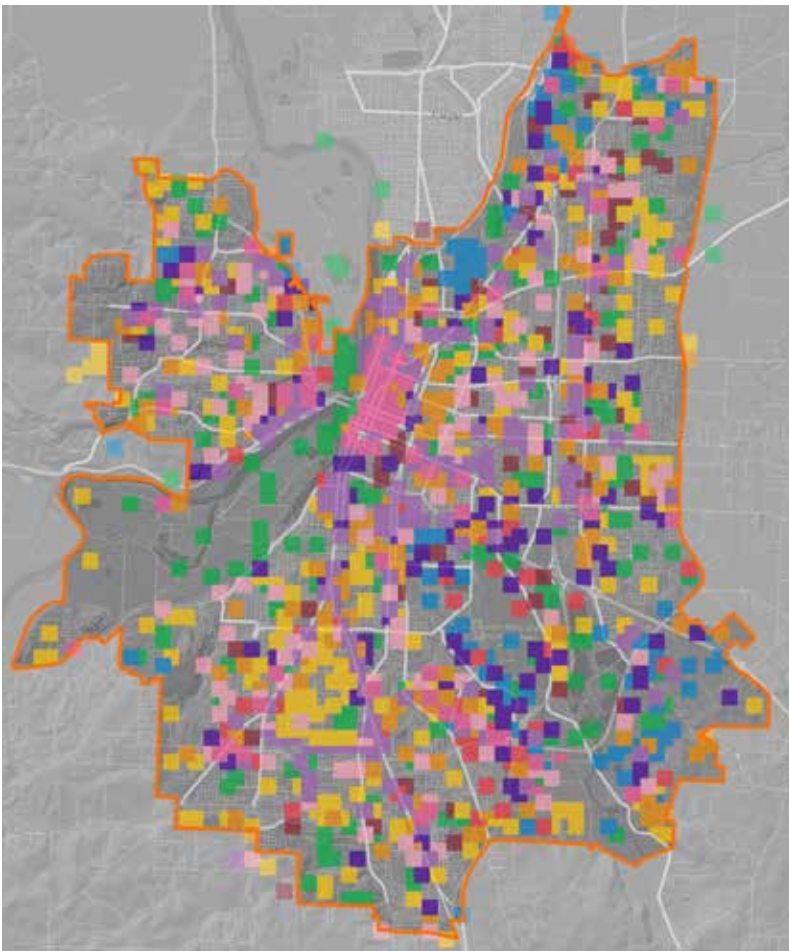
Our surveys had **more than 1,800** responses







Community members used stickers, dots, and virtual pins to show where they wanted to see different development types throughout Salem. They also used markers to show where trails, transit, and roads were needed.



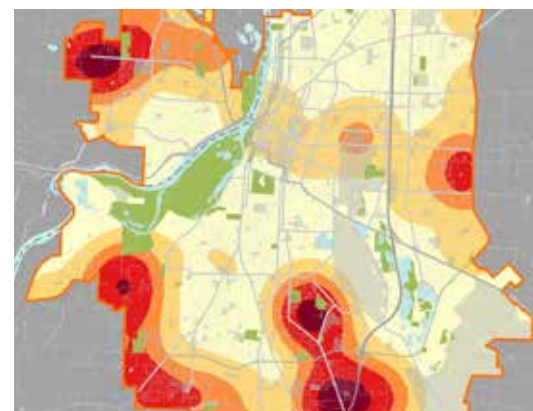
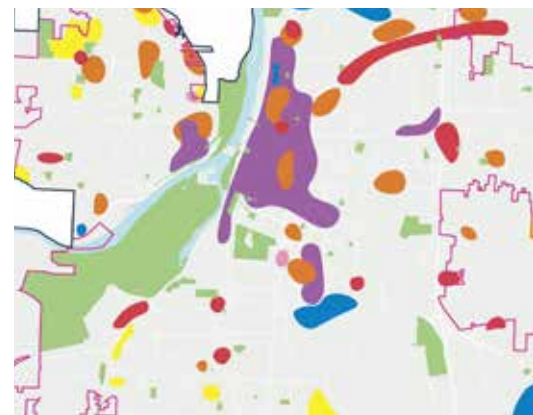
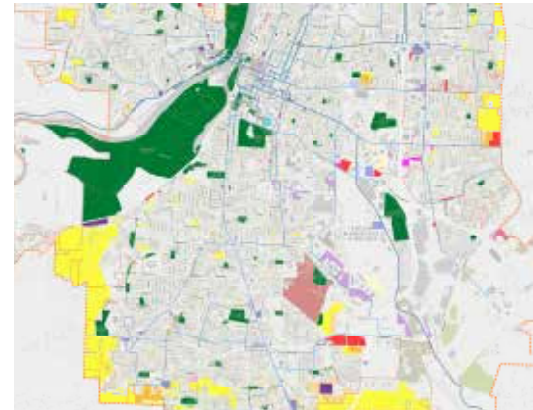


## Scenario Analysis and Modeling

Scenario planning was used to explore different growth and development options through 2035. Scenario modeling illustrates specific ways that planning choices impact important community issues, such as access to parks, transportation, and jobs.

The planning team created four scenarios for Salem based on the community's input. Each scenario met Salem's future job and housing projections, and each tested a variety of ideas such as the location of future housing, the amount of mixed-use development, and the intensity of downtown redevelopment. The scenarios were evaluated against more than 20 indicators related to housing, natural resources, transportation, sustainability, and economic development.

Community input on scenarios was collected through a scenario survey, an online webinar, and numerous community meetings. Community feedback and stakeholder expertise was used to create a final preferred scenario that combines and builds on the ideas most desired by the community. The preferred scenario informed Salem's draft Comprehensive Plan Map.



# Guiding Principles

Salem's guiding principles reflect the City's commitment to the topics listed below. The guiding principles were informed by community engagement and will inform future goals and policies.



**Housing:** Provide a variety of housing types throughout Salem to accommodate the needs, abilities, and preferences of all residents, including ensuring an adequate supply of housing that is affordable and accessible for current and future generations.



**Transportation:** Provide a complete, integrated transportation network that ensures safe and efficient travel by all modes and enhances connectivity for residents and businesses.



**Economic Development and Employment:** Strengthen the economy of Salem, while promoting a diverse range of employment opportunities and improving access to jobs and job training.



**Mixed Use:** Allow mixed-use development more broadly in Salem to improve access to jobs and services and to promote flexibility in the use of properties.



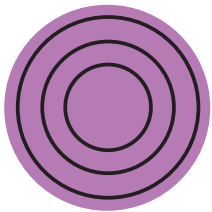
**Parks and Recreation:** Develop, enhance, and expand parks and recreational facilities - and access to these amenities - to better serve residents of all ages, abilities, and cultures.



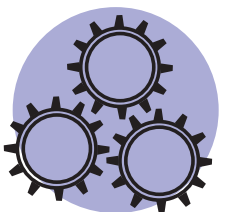
**Natural Resources and Environment:** Preserve and protect natural areas and expand green spaces, while reducing negative impacts of growth on the environment.



**Community Services:** Promote access to community spaces and services throughout Salem.



**Culture & Identity:** Celebrate Salem's diversity by highlighting local art, culture, and heritage.



**Equity:** Use an equity lens when engaging the public in policy decisions and when assessing and implementing actions to ensure that all Salem residents have access to opportunities to advance their well-being and that the benefits and impacts of growth are shared.





# Salem's Vision

**Salem is a livable, equitable, carbon neutral city where everyone has access to affordable housing and safe mobility choices, families and local businesses are thriving, diversity and culture is celebrated, and open spaces and the environment are valued and protected.**

# Focus Areas

Salem’s vision is a result of the community’s hard work and dedication to building a better future. It includes broad goals and a map that reflect the community’s priorities for future growth in the Salem area. Both will be advanced into the next phase of the Our Salem project, the update to the Salem Area Comprehensive Plan. The map shows the proposed changes to the Comprehensive Plan Map, and the goals will be incorporated into the Comprehensive Plan. Detailed policies that support the goals will be developed in the next phase of this project. (A draft of potential policies are included in Appendix A)

Salem’s vision focuses on the following areas:

**Community Engagement**

**Land Use and Urbanization**

**Housing**

**Economic Development**

**Parks and Recreation**

**Natural Resources and Natural Hazards**

**Willamette Greenway**

**Transportation**

**Community and Public Facilities and Services**

# Community Engagement

Salem will strengthen partnerships with the growing, diverse community and provide ongoing opportunities for meaningful involvement. Salem will ensure transparency in planning processes and will enhance the community's ability and capacity to effectively participate through training and education. The City will continue to support neighborhood associations and will expand opportunities for people of color, low-income residents, and other underserved and underrepresented groups to participate in planning and investment decisions. To improve citywide equity outcomes, equity will be embedded in all planning and community engagement efforts.

## GOAL

### Community Engagement

Engage the public in planning, investment, and policy decisions and in the implementation of this Comprehensive Plan through inclusive, equitable, transparent, and collaborative processes that foster meaningful involvement from all members of the community.





# Land Use and Urbanization

Salem will plan for and manage future growth and development in the Salem Urban Area to encourage the efficient use of land and provision of services, while enhancing the quality of life in the community. Salem will continue coordinating with Marion County, Polk County, and the City of Keizer to ensure land use and public facility planning decisions promote equitable, efficient, and sustainable growth.

Salem’s land use patterns and policies will promote infill and redevelopment that minimizes public costs and impacts on the environment. Salem will encourage flexibility in the use of land, while creating more complete neighborhoods where residents have access to a range of housing types, services, and amenities. Neighborhoods will be well-connected to surrounding areas, including nature, and they will feature neighborhood hubs that provide residents with safe, easy access to goods and services to help meet their daily needs.

## GOALS

### Urbanization and Growth Management

Manage growth in the Salem Urban Area through cooperative efforts between the City of Salem, Marion and Polk counties, and other jurisdictions to provide area residents with a high quality of life, contain urban development, promote the City’s efficient delivery of services, and preserve adjacent agricultural lands.

### Transportation and Land Use Coordination

Coordinate transportation and land use planning efforts to ensure infrastructure improvements support development patterns, land use designations, and densities.

### Urban Development

Ensure that future development within the Salem Urban Area is designed to respond to and enhance the surrounding environment, while accommodating growth.

### Plan Administration

Ensure the Salem Area Comprehensive Plan and its implementation tools advance the community’s vision for the future and are consistent with state and federal regulations.

### Regional Coordination

Coordinate land use, transportation, and public facility planning and investment decisions with Marion and Polk counties and the City of Keizer to promote equitable, efficient, and sustainable growth.



# Housing



Salem’s neighborhoods will offer a range of housing choices that meet the needs of residents of all ages, abilities, and backgrounds. Across Salem’s neighborhoods, housing will be accessible and affordable at different income levels, and Salem will coordinate with community partners to minimize involuntary displacement and support unsheltered residents.

More housing will be provided in locations that allow residents to safely and conveniently access jobs, services, and amenities. Salem’s neighborhoods will continue to be safe, stable places where residents build connections and community.

## GOALS

### Housing Choice

Promote a variety of housing options to meet the needs, abilities, and preferences of all current and future residents.

### Land Supply

Provide a supply of residential land that accommodates the amounts and types of housing needed to meet the population forecast for the Salem Urban Area.

### Housing Affordability

Provide opportunities for housing that are affordable to current and future residents of all income levels.

### Complete Neighborhoods

Encourage housing that provides convenient access to jobs, services, and amenities that meets residents’ daily needs.

### Livability and Sustainability

Enhance Salem’s neighborhoods to ensure that they are safe, welcoming, stable, sustainable, and attractive places to live.





# Economic Development

As the Capital city of Oregon, Salem’s economy will be diverse, equitable, and resilient, adapting to changing business, community, and industry needs. Salem will provide a variety of employment types throughout the city, fostering traded-sector businesses while growing and supporting small businesses and entrepreneurs. Workforce training programs will provide residents with opportunities to advance their careers and align their skills with local jobs.

Downtown Salem, which includes a historic district, will continue to be a regional destination for jobs, arts and entertainment, shopping, and recreation. Citywide, Salem’s major corridors, industries, and developments will be both sustainable and attractive. Salem’s corridors, particularly those with frequent transit service, will provide a mix of jobs, housing, and services, increasing the community’s access to jobs and services. Neighborhood hubs will provide residents in Salem’s neighborhoods with new opportunities to support local businesses, congregate with friends and family, and walk or bike to get goods and services.

## GOALS

### Economic Development

Strengthen and diversify the economy to enhance Salem’s economic prosperity and resiliency.

### Land Supply

Maintain an adequate supply of land to meet Salem’s economic and employment needs.

### Access and Livability

Promote a vibrant economy that increases access to jobs, goods, and services.

### Design

Encourage commercial, mixed-use, and industrial development that creates safe, sustainable, attractive urban environments.

### Workforce and Training

Support the advancement of the local workforce.





# Parks and Recreation



Salem will provide a wide range of park and recreational facilities that meet the community’s diverse active and passive recreational needs. The City will prioritize underserved areas when seeking land for new parks. Residents across the city will be able to safely access Salem’s network of parks, natural open space, and recreational facilities, and those parks and natural open spaces will be connected through trails and active transportation facilities. Parks will promote community-building by providing spaces to gather and to celebrate Salem’s diversity, cultural heritage, and unique neighborhood identities.

## GOALS

### Opportunities

Provide a comprehensive network of parks and recreational facilities - and access to these amenities – to serve all ages, incomes, cultures and abilities.

### Equity

Consider need-based equity when allocating funding for renovations and development of new parks and recreation facilities.

### Community and Culture

Develop and enhance parks as safe and welcoming public spaces that celebrate cultural heritage and diversity, reflect surrounding neighborhood identity, and provide for community gatherings.

### Multipurpose

Consider parks as multipurpose infrastructure needed to maintain and improve the quality of life for all community members.

### Access and Connectivity

Provide an interconnected network of recreational opportunities and increase safe and convenient access to them.



# Natural Resources and Natural Hazards

## *Natural Resources*

Salem will balance growth and development with the protection and conservation of its natural resources, including wetlands, waterways, floodplains, riparian corridors, and the urban tree canopy. Salem will work to improve the quality of air, water, and land; enhance the benefits that the natural resources provide; and build in climate resiliency. Salem will promote land use and transportation changes and pursue other strategies to reduce greenhouse gas emissions. This will include promoting energy saving opportunities, the use of green infrastructure, and other sustainable practices.

## *Natural Hazards and Resiliency*

Salem will continue to reduce and mitigate the impact of natural disasters and hazards on the community, including floods, earthquakes, and landslides. The City will work with the community and agency partners to help increase Salem’s preparedness and response to future natural disasters. Salem will also support and encourage improvements to buildings and infrastructure to make them more resilient to disasters and disruptions.



## GOALS

### **Environmental Protection**

Protect and enhance the quality and function of Salem’s natural resources, ecosystems, and environment.

### **Greenhouse Gas Emissions**

Reduce Salem’s greenhouse gas emissions to 50 percent of the citywide emissions for the baseline year of 2016 by 2035 and be carbon neutral by 2050.

### **Urban Forest**

Maintain, increase, and enhance Salem’s urban forest.

### **Design and Development**

Promote sustainable practices in design and development.

### **Natural Hazards and Resilience**

Protect the community from the impacts of natural hazards and disasters and promote community resiliency.





Photo Source: Salem Waterfront Park.  
R. Cooper, City of Salem.

# Willamette Greenway

Salem will continue to protect and conserve the Willamette Greenway, recognizing its natural, scenic, economic, and recreational qualities. The public will enjoy access to parks and open spaces along the Willamette River. Development and resource extraction opportunities will be balanced with a need to protect and conserve the greenway for future generations.

## GOALS

### Management

Protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River.

### Recreation and Access

Promote and enhance the recreational and scenic qualities of the Willamette River and adjacent lands and increase access to these areas.



# Transportation

Salem will provide complete streets that enable safe and comfortable travel for all users, including pedestrians, bicyclists, motorists, and transit riders. Salem will make investments to ensure alternative modes are viable and safe options, and that includes supporting and facilitating efforts to improve access to transit and expand sidewalk connectivity. These and other strategies, including programs to reduce travel demand, will help Salem pursue its commitment to reduce greenhouse gas emissions from transportation, as coordination continues with climate action efforts. Street improvements will also increase access to reliable transportation options in traditionally underserved areas.

The transportation system will support businesses and the local economy by providing for the reliable and efficient movement of goods and people. This will include relieving congestion and improving connectivity throughout the city. The system will specifically connect the community to key destinations across Salem such as employment centers, parks, and schools. Safety will be incorporated in any new designs or renovations of existing transportation infrastructure.

## GOALS

### Transportation for All

Develop and maintain an integrated, equitable multimodal transportation network that promotes safe, convenient, efficient travel for every user and contributes directly to the health, economic vitality and quality of life of all residents, especially the most vulnerable, and the broader community. Include non-automobile modes of transportation, including

bicycling, walking and public transportation, in all transportation planning and projects. Ensure the transportation system continues to support motor vehicle travel that serves personal needs, commerce, and emergency response. Plan for new and emerging transportation modes.





### **Greenhouse Gas Emissions Reduction**

Pursue strategies and investments to reduce travel demand and support non-motorized transportation to help Salem pursue its commitment to reduce greenhouse gas emissions from transportation.

### **Equity**

Address the transportation needs and safety of people of all ages, abilities, races, ethnicities, and incomes, including those who have been historically marginalized or underserved. Through transportation investments, respond to the needs of system users, be context sensitive, and distribute the benefits and impacts of transportation decisions fairly throughout the Salem Urban Area. Mitigate or minimize any potential negative impacts transportation improvements may have on low-income populations, communities of color, and other underserved communities.

### **Complete Streets**

Provide a comprehensive system of streets and highways that serves the mobility and multimodal travel needs of persons of all ages, abilities, and circumstances in the Salem Urban Area. Ensure that the street system supports a diversity of transportation modes for all kinds of trips, including commuting, shopping, going to school, and recreating. Increase

the resiliency of the transportation system to help ensure continued service and reduce risks to people following seismic events and other natural hazards.

### **Transportation System Management**

Maximize the efficiency of the existing surface transportation system through management techniques and facility improvements.

### **Neighborhood Traffic Management**

Preserve and enhance neighborhood livability and safety through community supported education, enforcement, and engineering measures that address vehicle speed and volume appropriate to the street's designated functional classification and land use context.

### **Local Connectivity**

Provide an interconnected local street system that allows for dispersal of traffic, encourages a mix of travel modes, reduces the length of trips, and increases opportunities for people to walk and bike.

### **Bicycle System**

Accommodate bicyclists of all ages and abilities by providing a well-connected system of on- and off-street bicycle facilities that will encourage increased ridership, safe bicycle travel, and active transportation and will support public health.



### **Pedestrian System**

Accommodate pedestrians of all ages and abilities by providing a comprehensive system of connecting sidewalks, walkways, and trails that will encourage and increase safe pedestrian travel and active transportation to support public health.

### **Transit System**

Support a public mass transit system that provides convenient, robust, and accessible transit services to residents throughout the Salem Urban Area, particularly in transportation-disadvantaged areas.

### **Travel Demand Management**

Employ strategies to reduce the demands placed on the current and future transportation system by decreasing reliance on single-occupancy vehicles as the dominant means of travel and ensuring that other modes are viable and convenient travel options.

### **Parking Management**

Design and manage on- and off-street parking to ensure an appropriate supply of parking facilities for all modes, while protecting Salem's neighborhoods and environment.

### **Intercity Passenger Travel**

Provide safe, efficient and convenient locations for passengers to access a variety of local and intercity travel services.

### **Freight Movement**

Ensure a multi-modal transport system for the efficient, safe, and competitive movement of goods and services to, from, and within the Salem Urban Area to support the local economy.

### **Transportation System Maintenance**

Maintain the City of Salem's street, sidewalk, and bikeway system in a state of good repair.

### **Transportation Finance**

Analyze and prioritize capital and operating investments to cost-effectively achieve the above goals while responsibly managing and protecting past investments and existing assets.





# Community and Public Facilities and Services



## *Community Services*

Residents will have access to community spaces and other gathering places throughout Salem’s neighborhoods. Salem’s cultural diversity and heritage will be visible and celebrated through events and designated places. Historic resources, will continue to be preserved, restored, and put into use, providing educational opportunities for the community and an ongoing contribution to Salem’s unique character.

## *Public Facilities*

Salem will provide an efficient system of public facilities and services that support the growing community and future development. Key water and wastewater facilities will be enhanced to ensure continued service after a seismic event. Neighborhoods across the city will have improved access to library and other important City services.

## GOALS

### **Community Spaces and Culture**

Foster development of community gathering spaces and other amenities that provide opportunities for people to socialize and celebrate together.

### **Public Facilities and Services**

Provide accessible, high-quality public facilities and services to meet the needs of current and future generations and to promote quality of life.

### **Service Provision and Development**

Provide an orderly and efficient system of public facilities and services to serve existing and future development.

### **Stormwater Management**

Maintain and improve the drainage system to alleviate stormwater problems, reduce flooding, and protect the safety and security of residents and properties.

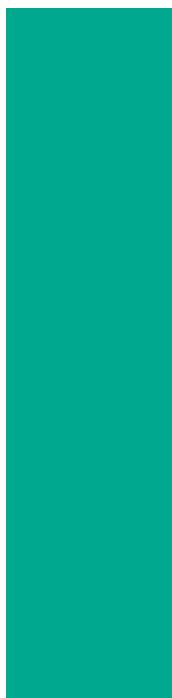
### **Food**

Increase access to healthy, fresh food.

### **Historic**

Identify, protect, and encourage the awareness and sensitive use of historic resources, places, archaeological sites, and landscapes that contribute to the unique character and history of Salem.







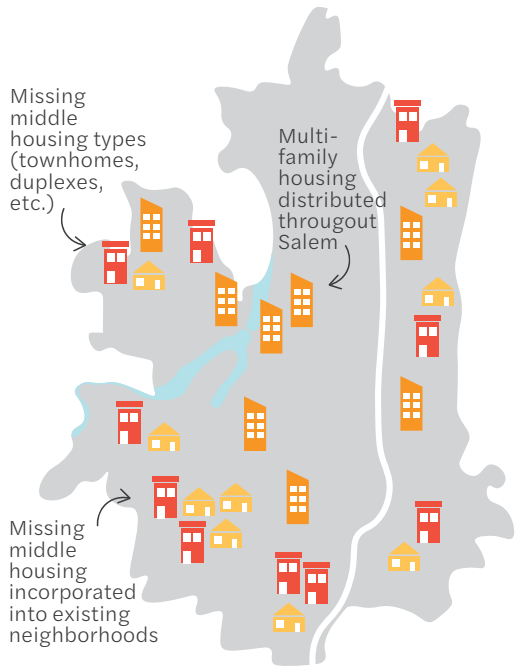
# Proposed Comprehensive Plan Map

An aerial photograph of a city, likely Salem, Oregon. The foreground is dominated by a dense canopy of green trees. In the middle ground, a prominent white steeple rises above the rooftops of buildings. The background shows a vast expanse of green forest under a bright, slightly cloudy sky. A green banner with white text is overlaid on the top left of the image.

## Big Ideas

Salem's vision is captured in a proposed Comprehensive Plan Map. The map reflects the big ideas that we heard from the community about where different types of development and land uses are desired in the future. The big ideas focus on housing, neighborhood hubs, mixed use, and employment. The proposed Comprehensive Plan Map, if adopted, will be implemented through changes in Salem's zoning map and zoning code.





## Housing

Existing residential neighborhoods are primarily made up of single-family homes today. In the future, these areas will incorporate a broader mix of housing types, and they will continue to be maintained with improved access to services and amenities. Multifamily housing will be distributed throughout Salem and incorporated into mixed-use corridors.

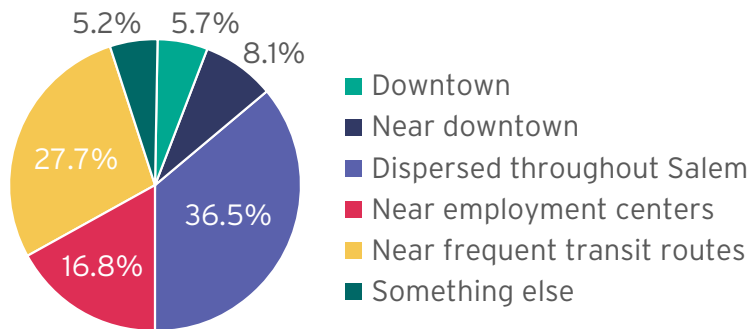
### What did we hear about housing?

*“There needs to be a stronger focus on the development of affordable housing including subsidies and aggressive leveraging of state and federal resources.”*

*“Preserve residential neighborhoods, keep sidewalks, promote walkability to schools.”*

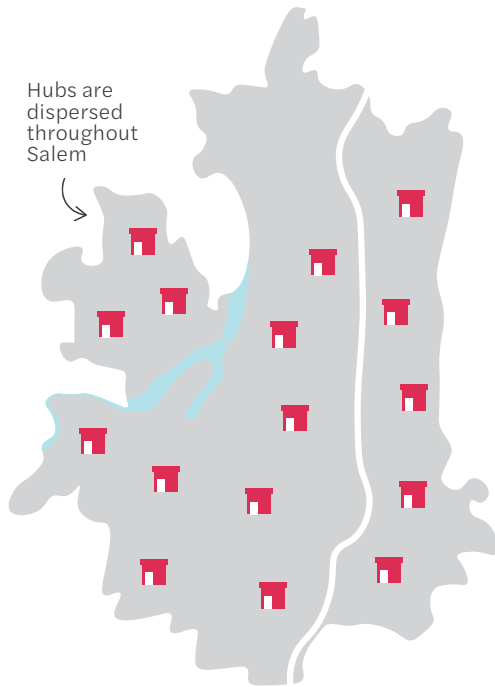
*Response from Our Salem Spring 2020 Survey.*

### WHERE SHOULD THE DEVELOPMENT OF MULTIFAMILY HOUSING BE FOCUSED?



Source: Our Salem Spring 2020 Survey.  
Total responses: 458 (includes English and Spanish responses)





## Neighborhood Hubs

In the future, neighborhood hubs will be located in residential neighborhoods throughout the city, particularly those with limited access to services and shops today. These areas will be easily accessed on foot, bike, or bus and will provide access to small-scale businesses and services that help meet the daily needs of residents within existing and new neighborhoods.

See Appendix B for more information on neighborhood hubs.

### What did we hear about neighborhood hubs?

*“We shouldn't be forced to drive a car to go out to eat, get a coffee, get groceries, or have happy hour out with friends. These things should be in EVERY residential neighborhood.”*

Response from Our Salem Spring 2020 Survey.

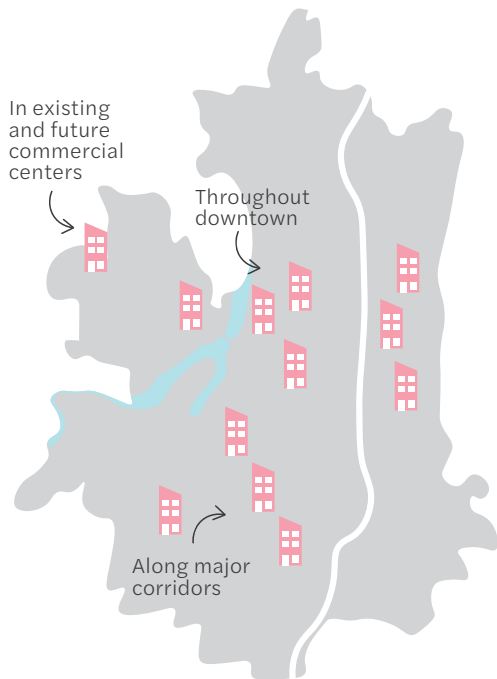
WHAT TYPES OF SMALL BUSINESSES AND SERVICES SHOULD BE ALLOWED IN A NEIGHBORHOOD HUB?



Source: Our Salem Neighborhood Hub Survey 2020

Total responses: 4,291 (includes English and Spanish responses, participants could select more than one type)





## Mixed Use

Major corridors, such as Lancaster Drive and Commercial Street, serve as important shopping destinations and travel routes today. These corridors could be enhanced in the future to include a diverse mix of residential and employment uses that are more walkable and accessible by transit.

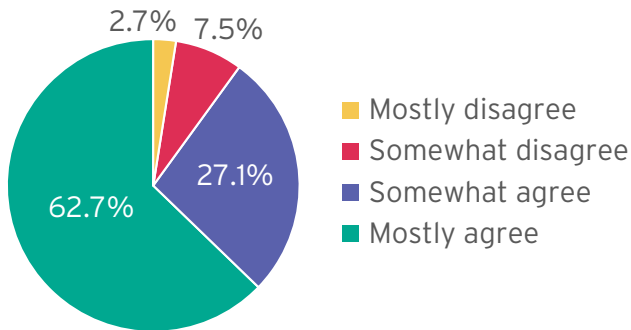
### What did we hear about mixed use?

*“I think we should have more mixed use throughout Salem - creates more community.”*

*“Having more areas of mixed use allows people to live near work and be car free.”*

*Responses from Our Salem Spring and Scenario 2020 Surveys.*

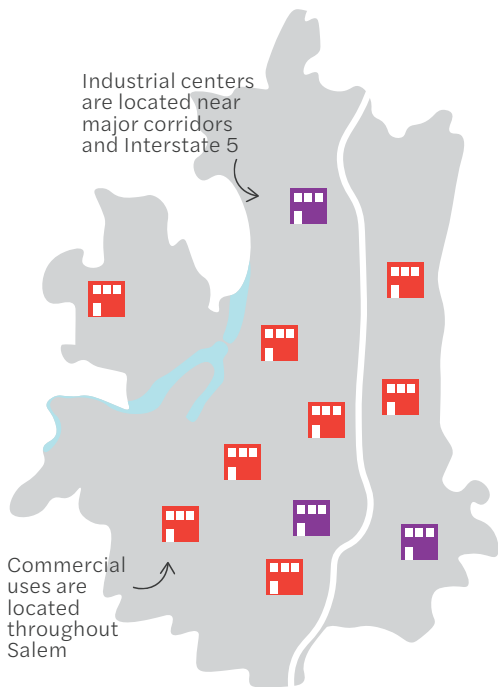
PROMOTE A MIX OF USES ALONG COMMERCIAL CORRIDORS AND NEAR DOWNTOWN SALEM TO INCREASE WALKABILITY, ACCESS TO JOBS AND SERVICES, AND FLEXIBILITY IN USE



Source: Our Salem Spring 2020 Survey.  
Total responses: 482 (includes English and Spanish responses)







## Employment

Areas of commercial, office, and industrial uses will continue to support the city’s diverse economy. Creating flexibility in where commercial uses are allowed, in what form they are allowed (live-work spaces for example), and maintaining existing industrial areas will be important in the future.

See Appendix C for more information on employment opportunities.

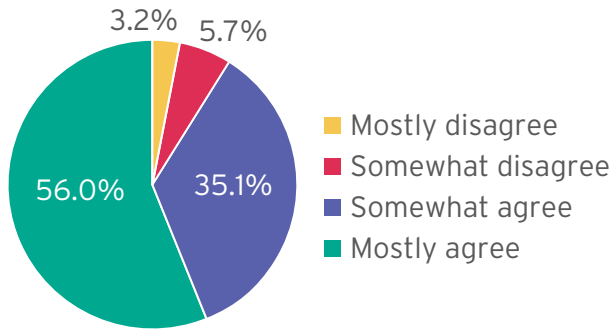
### What did we hear about employment?

*“Improving freight access to large industrial complexes like Amazon in the Mill Creek Urban Renewal Area is important.”*

*“Encourage economic activity and development downtown.”*

Responses from Our Salem Spring and Scenario 2020 Surveys.

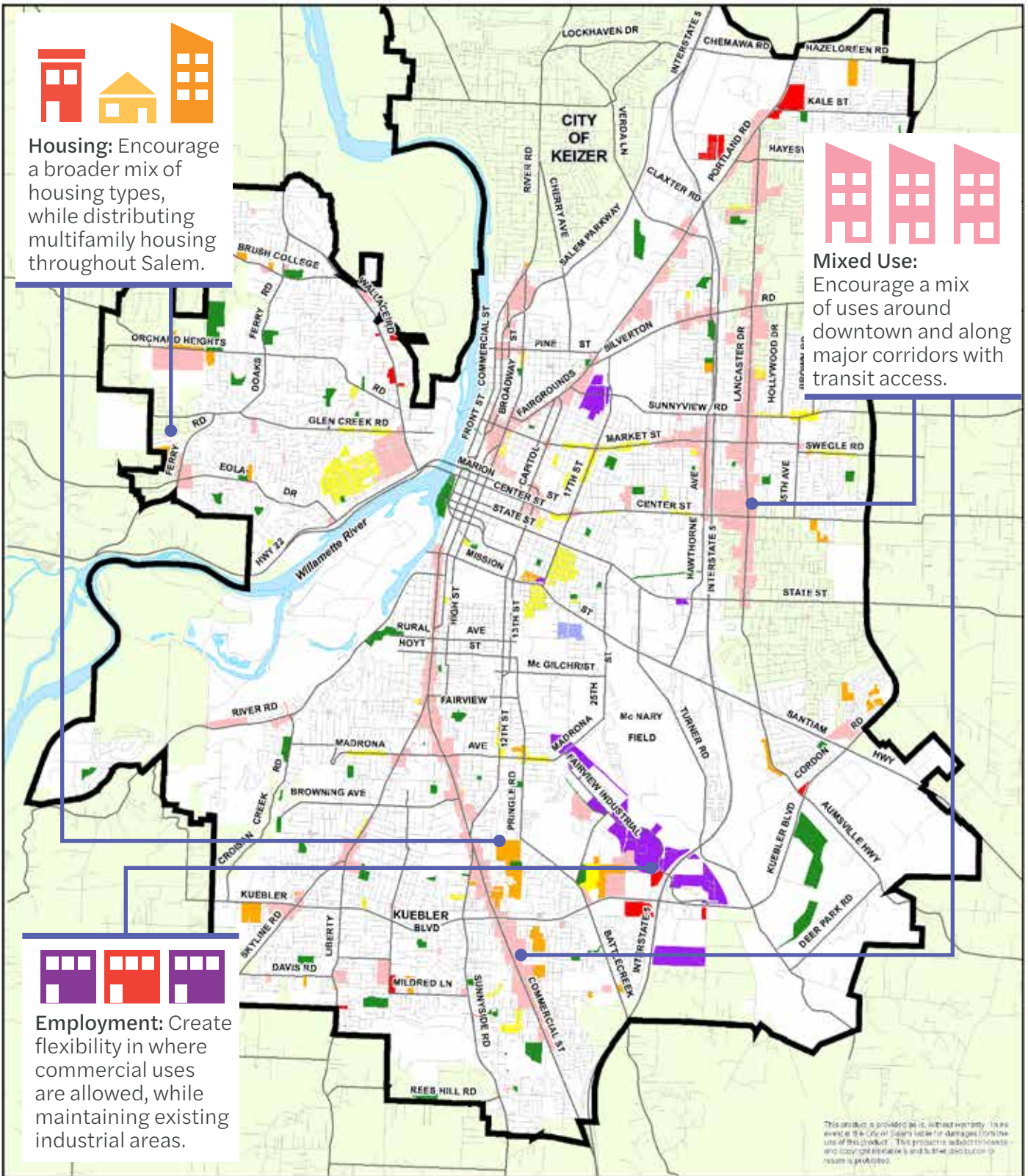
ALLOW SERVICES AND EMPLOYMENT MORE BROADLY THROUGHOUT SALEM TO IMPROVE ACCESS FOR ALL RESIDENTS



Source: Our Salem Spring 2020 Survey.  
Total responses: 476 (includes English and Spanish responses)



# Proposed Salem Comprehensive Plan Changes



**Housing:** Encourage a broader mix of housing types, while distributing multifamily housing throughout Salem.

**Mixed Use:** Encourage a mix of uses around downtown and along major corridors with transit access.

**Employment:** Create flexibility in where commercial uses are allowed, while maintaining existing industrial areas.

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## Legend

### Proposed Salem Comprehensive Plan Designation Changes

- COM - Commercial
- CSE - Community Service Education
- CSG - Community Service Government
- IC - Industrial Commercial

- MF - Multi-Family Residential
- MU - Mixed Use
- POS - Parks - Open Space - Outdoor Recreation
- SF - Single Family Residential

- Urban Growth Boundary
- Outside Salem City Limits
- Major Streets
- Other Streets























To view an interactive version of the Comprehensive Plan Map, visit [cityofsalem.net/our-salem](http://cityofsalem.net/our-salem). See Appendix B and C for more information on neighborhood hubs and employment.



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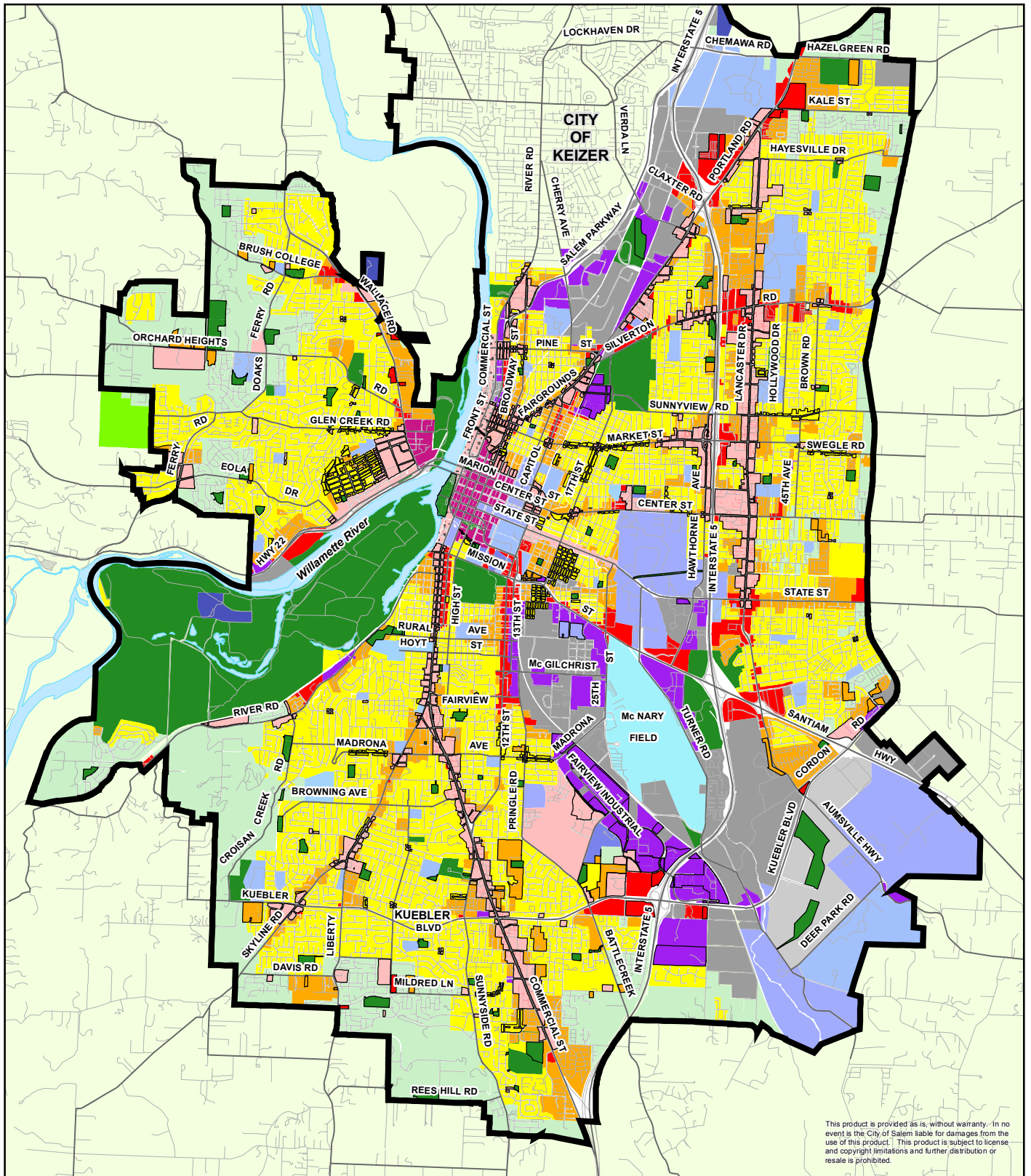
PROPOSED SALEM COMPREHENSIVE PLAN DESIGNATION

-  CB - Central Business District
-  COM - Commercial
-  CS - Community Service
-  CSA - Community Service Airport
-  CSC - Community Service Cemetary
-  CSE - Community Service Education
-  CSG - Community Service Government
-  CSH - Community Service Hospital
-  CSS - Community Service Sewage and Solid Waste
-  DR - Developing Residential
-  EC - Employment Center
-  FRM - Farm Resource Management
-  IC - Industrial Commercial
-  IND - Industrial
-  MF - Multi-Family Residential
-  MU - Mixed Use
-  POS - Parks - Open Space - Outdoor Rec
-  ROM - River Oriented Mixed Use
-  SF - Single Family Residential
  
-  Proposed Comprehensive Plan Change Areas
-  Urban Growth Boundary
-  Outside Salem City Limits
-  Major Streets
-  Other Streets

*To view an interactive version of the Comprehensive Plan Map, visit [cityofsalem.net/our-salem](http://cityofsalem.net/our-salem). See Appendix B and C for more information on neighborhood hubs and employment opportunities.*



# Proposed Salem Comprehensive Plan Map



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## Legend

### Proposed Salem Comprehensive Plan Designation

- |   |   |  |   |
|---|---|--|---|
| <span style="display:inline-block; width:15px; height:15px; background-color: #e91e63; border: 1px solid black;"></span> CB - Central Business District     | <span style="display:inline-block; width:15px; height:15px; background-color: #42a5f5; border: 1px solid black;"></span> CSH - Community Service Hospital               | <span style="display:inline-block; width:15px; height:15px; background-color: #ff9800; border: 1px solid black;"></span> MF - Multi-Family Residential                 | <span style="display:inline-block; width:15px; height:15px; border: 1px solid black;"></span> Proposed Comprehensive Plan Change Area |
| <span style="display:inline-block; width:15px; height:15px; background-color: #f44336; border: 1px solid black;"></span> COM - Commercial                   | <span style="display:inline-block; width:15px; height:15px; background-color: #3f51b5; border: 1px solid black;"></span> CSS - Community Service Sewage and Solid Waste | <span style="display:inline-block; width:15px; height:15px; background-color: #f06292; border: 1px solid black;"></span> MU - Mixed Use                                | <span style="display:inline-block; width:15px; height:15px; border: 2px solid black;"></span> Urban Growth Boundary                   |
| <span style="display:inline-block; width:15px; height:15px; border: 1px solid black;"></span> CS - Community Service  | <span style="display:inline-block; width:15px; height:15px; background-color: #c8e6c9; border: 1px solid black;"></span> DR - Developing Residential                    | <span style="display:inline-block; width:15px; height:15px; background-color: #4caf50; border: 1px solid black;"></span> POS - Parks - Open Space - Outdoor Recreation | <span style="display:inline-block; width:15px; height:15px; background-color: #e8f5e9;"></span> Outside Salem City Limits             |
| <span style="display:inline-block; width:15px; height:15px; background-color: #bbdefb; border: 1px solid black;"></span> CSA - Community Service Airport    | <span style="display:inline-block; width:15px; height:15px; background-color: #bdbdbd; border: 1px solid black;"></span> EC - Employment Center                         | <span style="display:inline-block; width:15px; height:15px; background-color: #ffcdd2; border: 1px solid black;"></span> ROM - River Oriented Mixed Use                | <span style="display:inline-block; width:15px; height:15px; border: 1px solid black;"></span> Major Streets                           |
| <span style="display:inline-block; width:15px; height:15px; background-color: #bbdefb; border: 1px solid black;"></span> CSC - Community Service Cemetery   | <span style="display:inline-block; width:15px; height:15px; background-color: #c8e6c9; border: 1px solid black;"></span> FRM - Farm Resource Management                 | <span style="display:inline-block; width:15px; height:15px; background-color: #fff176; border: 1px solid black;"></span> SF - Single Family Residential                | <span style="display:inline-block; width:15px; height:15px; border: 1px solid black;"></span> Other Streets                           |
| <span style="display:inline-block; width:15px; height:15px; background-color: #bbdefb; border: 1px solid black;"></span> CSE - Community Service Education  | <span style="display:inline-block; width:15px; height:15px; background-color: #9c27b0; border: 1px solid black;"></span> IC - Industrial Commercial                     |  |   |
| <span style="display:inline-block; width:15px; height:15px; background-color: #bbdefb; border: 1px solid black;"></span> CSG - Community Service Government | <span style="display:inline-block; width:15px; height:15px; background-color: #795548; border: 1px solid black;"></span> IND - Industrial                               |  |   |



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# What's next?

Salem's Vision articulates how the city should look, feel and function in the future. Continued community engagement and ownership is essential for successful implementation of the Vision. Next steps include:

## VISION ACCEPTANCE

This Vision was refined based on community feedback. Prior to updating the Comprehensive Plan goals and policies, it will be presented to City Council for acceptance.

## COMPREHENSIVE PLAN DEVELOPMENT

The Vision and ongoing community engagement will be used to update the Comprehensive Plan goals and policies. The Comprehensive Plan, including the Comprehensive Plan Map, will guide future growth and development in Salem.

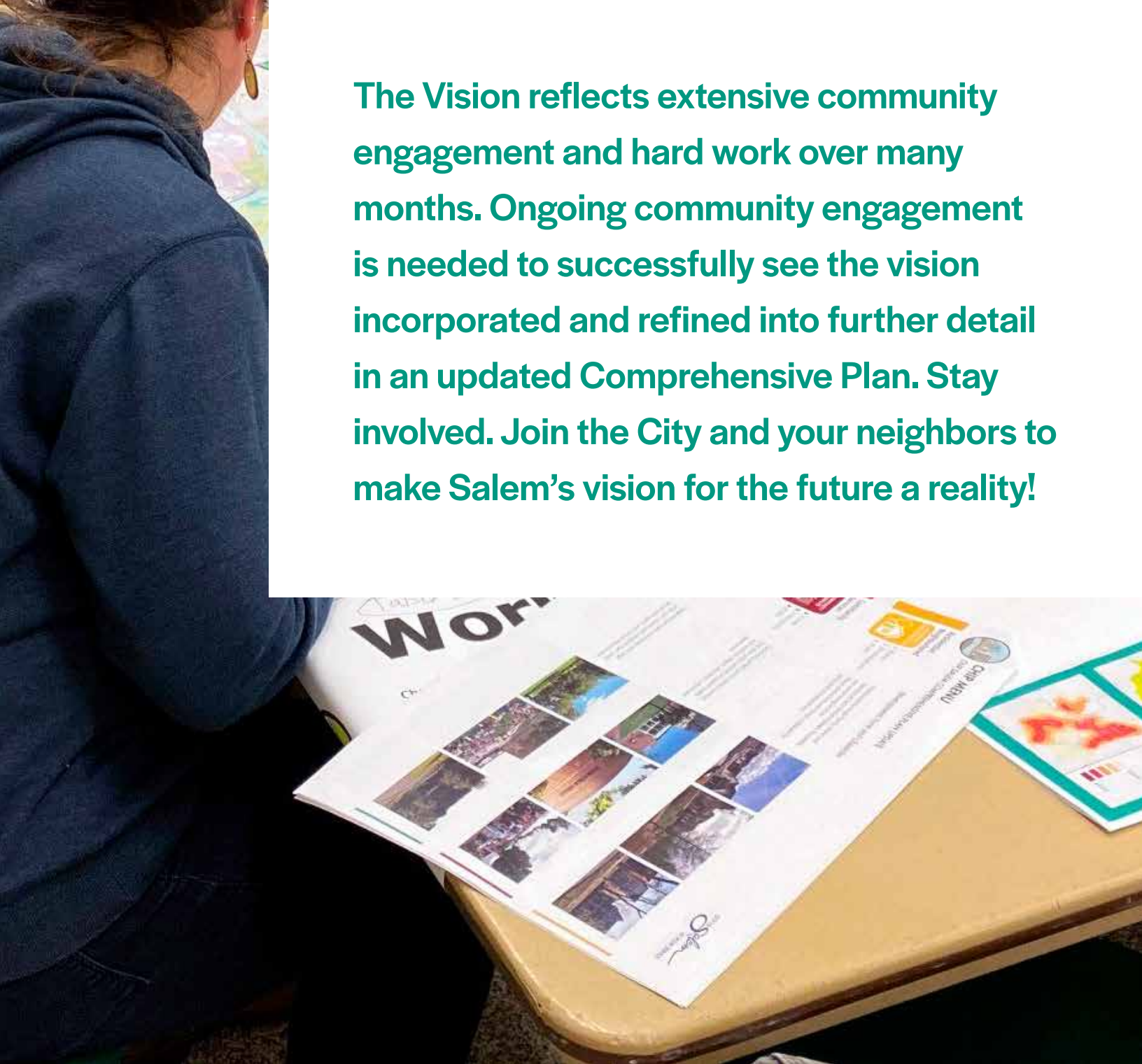
## IMPLEMENTATION PLAN

The Implementation Plan will specify actions necessary to realize the goals and strategies in Salem's Comprehensive Plan. To achieve Salem's Vision, the City and the community will need to work together.





**The Vision reflects extensive community engagement and hard work over many months. Ongoing community engagement is needed to successfully see the vision incorporated and refined into further detail in an updated Comprehensive Plan. Stay involved. Join the City and your neighbors to make Salem's vision for the future a reality!**





# Appendices

Appendix A: Draft Goals and Policies

Appendix B: Neighborhood Hubs

Appendix C: R4 (Residential 4)

# Appendix A: Draft Goals and Policies

City staff has developed a list of potential policies and ideas that reflect input from the community as well as a review of existing policies. The following list is a **draft**; it is the first step at developing potential policies for the future update to the Comprehensive Plan. City staff expects to revise, update, and add to the list after more public outreach on policy ideas occurs.

## Community Engagement

**Community Engagement Goal:** Engage the public in planning, investment, and policy decisions and in the implementation of this Comprehensive Plan through inclusive, equitable, transparent, and collaborative processes that foster meaningful involvement from all members of the community.

### Policies

- 1. Partnerships:** Build and foster collaborative partnerships with all segments of the community, including individuals, organizations, neighborhoods, institutions, and businesses, to ensure meaningful community involvement in all stages of planning and decision making.
- 2. Neighborhood associations:** Support and foster the growth of neighborhood associations, and encourage their continued participation in land use matters.
- 3. Inclusion and equity:** Expand opportunities for Salem’s communities of color, low-income residents, and other underserved and underrepresented groups to participate in planning and investment decisions, particularly those that may be impacted by the results.
- 4. Environmental justice:** Ensure plans, investments, and policy decisions extend community benefits to and minimize or mitigate disproportionate negative impacts on communities of color, low-income residents, and other underserved and underrepresented groups.
- 5. Accountability and transparency:** Ensure accountability and transparency in planning processes by providing clear, timely information to the community, by maintaining access to City decision-makers, and by showing how public input has been used.
- 6. Education:** Enhance the community’s ability and capacity to effectively participate in planning processes by providing training, resources, knowledge, and other educational tools.

## Housing

**Housing Choice Goal:** Promote a variety of housing options to meet the needs, abilities, and preferences of all current and future residents.

### Policies

- 1. Types:** Allow and encourage a variety of housing types throughout the Salem Urban Area, including single-family homes, middle housing, multifamily housing, townhouses, accessory dwelling units, and manufactured homes.

2. **Innovation:** Promote new and innovative housing types and designs such as cottage cluster, cohousing, and multigenerational housing to diversify the housing stock and meet different housing needs.
3. **Accessibility and aging in place:** Encourage affordable, accessible housing that meets the needs of older adults, residents with mental and physical disabilities, and residents with special needs, including homes built with universal design features and homes located near services and transit.
4. **Adaptability:** Provide flexibility in regulations to allow existing homes to convert into middle housing to adapt to changing housing needs in the future.
5. **Diversity:** Encourage new residential developments to incorporate a diversity of housing types to attract residents of varying income levels, lifestyles, and housing preferences.
6. **Fair housing:** Remove regulatory barriers to housing choices for people in protected classes, and coordinate with other agencies and organizations to support programs that aim to affirmatively further fair housing.

**Housing Affordability Goal:** Provide opportunities for housing that are affordable to current and future residents of all income levels.

#### **Policies**

1. **Low-income and workforce housing:** Encourage the development of housing that is affordable to low- and moderate-income households, including government-assisted, subsidized, low-income, and workforce housing.
2. **Naturally-occurring, affordable housing:** Facilitate the preservation and development of naturally-occurring affordable housing, including small homes and manufactured homes on individual lots and in manufactured home parks.
3. **Regulations and incentives:** Update regulations and incentives to reduce the impacts that development standards and fees have on housing affordability, including parking requirements and tax relief programs.
4. **Dispersal:** Provide and promote opportunities for affordable housing, including subsidized housing, throughout the Salem Urban Area to encourage mixed-income neighborhoods and to reduce economic segregation and concentrations of poverty.
5. **Shelter and services:** Coordinate with other public agencies, non-profit housing providers, sovereign tribes, and other community partners to promote facilities and programs to meet the needs of unsheltered residents and those at risk of losing housing, including shelters, transitional housing, single-room occupancy housing, and supportive services.
6. **Anti-Displacement:** Promote programs, incentives, investments, and regulations that support the long-term affordability of housing and that minimize the involuntary displacement of residents due to increases in housing costs. Encourage early engagement with affected communities during planning processes to empower those at risk of displacement to influence outcomes.



**Complete Neighborhoods Goal:** Encourage housing that provides convenient access to jobs, services, and amenities that meets residents' daily needs.

#### **Policies**

- 1. Access and dispersal:** Encourage multifamily housing near employment centers, parks, shopping, and schools throughout the Salem Urban Area to increase pedestrian access to those destinations and services, to foster complete neighborhoods, and to promote dispersal of such housing across Salem's neighborhoods.
- 2. Transit-oriented development:** Encourage higher-density residential development along corridors in Cherriot's Core Network to increase pedestrian and transit access to jobs and services and to support transit.
- 3. Infill:** Promote infill housing to encourage the efficient use of land and existing infrastructure and to promote access to existing services and amenities.
- 4. Mixed use:** Encourage the inclusion of housing in mixed-use developments to increase residents' access to jobs and services.
- 5. Downtown area:** Promote a variety of housing types near downtown Salem to provide opportunities for residents to live near their jobs, shopping, and entertainment.
- 6. Connectivity:** Promote and facilitate development patterns in residential neighborhoods to provide a well-connected multimodal transportation system that provides access to services and amenities and that reduces the need for, and length of, automobile trips.

**Livability and Sustainability Goal:** Enhance Salem's neighborhoods to ensure that they are safe, welcoming, stable, sustainable, and attractive places to live.

#### **Policies**

- 1. Existing housing:** Facilitate the preservation, maintenance, and rehabilitation of existing housing through flexible regulations, incentives, or other tools, including those that remove barriers to improving homes in older neighborhoods.
- 2. Design:** Ensure infill development or redevelopment in Salem's neighborhoods reflects the character and historic pattern of the existing neighborhoods through context-sensitive development standards and design features.
- 3. Impacts:** Mitigate potential negative impacts of more intensive land uses in and adjacent to residential neighborhoods such as excessive noise and traffic.
- 4. Amenities:** Encourage large multifamily and mixed-use projects to incorporate amenities such as community space, open space, and community gardens.
- 5. Green building:** Encourage housing developments to incorporate green building features, materials, and techniques like solar panels, non-polluting materials, daylighting, and green roofs to reduce energy needs, improve resident health, and reduce greenhouse gas emissions.

**Land Supply Goal:** Provide a supply of residential land that accommodates the amounts and types of housing needed to meet the population forecast for the Salem Urban Area.

## Economic Development and Employment

**Economic Development Goal:** Strengthen and diversify the economy to enhance Salem’s economic prosperity and resiliency.

### Policies

- 1. Diversity:** Promote and encourage a diverse range of businesses and industries in the Salem Urban Area to provide jobs and services to the diverse, growing population and to strengthen economic resiliency.
- 2. Small businesses:** Facilitate the growth and stability of existing small businesses, and expand opportunities for local entrepreneurs and start-up businesses.
- 3. Traded-sector:** Foster the retention and growth of traded-sector industries that provide higher-wage jobs and investment in the Salem Urban Area.
- 4. Home businesses:** Allow and encourage home-based businesses and live-work space to expand employment opportunities and to allow small-scale services in neighborhoods.
- 5. Flexibility:** Provide flexibility in the types and arrangements of businesses allowed in employment areas to support the adaptive reuse of existing buildings in changing economies.
- 6. Displacement:** Support programs and strategies that mitigate the involuntary displacement of existing businesses due to increased land values and redevelopment.
- 7. Cultural businesses:** Support businesses that provide services and shops to diverse communities in the Salem Urban Area and that attract and retain local employees.
- 8. Regional center:** Retain and promote the Salem Urban Area as a commercial, cultural, and economic center for the Mid-Willamette Valley region.
- 9. Regional coordination:** Coordinate the industrial land inventories, industrial and growth policies, and economic development activities of the cities within Marion and Polk Counties to promote a strong and resilient regional economy.
- 10. Downtown:** Enhance downtown Salem as a regional destination and mixed-use center with diverse employment, housing, shopping, and recreational opportunities.
- 11. Sustainable industries:** Support and encourage the growth of sustainable industries, including those that utilize energy conservation practices or manufacture products that facilitate energy efficiency such as renewable energy sources.

**Land Supply Goal:** Maintain an adequate supply of land to meet Salem’s economic and employment needs.

### Policies

- 1. Employment land:** Provide a supply of employment land that accommodates the amounts and types of sites needed to meet the short-term and long-term employment growth forecasts for the Salem Urban Area.

2. **Emerging industries:** Adapt to and support emerging industries, new technologies, and changes in the economy by providing a range of commercial and industrial lot sizes and settings, including shared spaces.
3. **Industrial access:** Enable freight-oriented industries to locate near rail lines, Interstate 5, and major transportation corridors to facilitate the movement of goods.
4. **Brownfields:** Support the study and clean up of brownfields sites to increase the amount of developable employment land in the Salem Urban Area and to protect the environment.
5. **Supportive uses:** Allow services and housing opportunities near major employment centers like Mill Creek Corporate Center to support job growth, increase job access, and provide services for employees.
6. **River:** Leverage the Willamette River as an asset to encourage mixed-use riverfront development that revitalizes waterfront properties, while protecting or enhancing the scenic and natural qualities of the land.
7. **Infill and redevelopment:** Encourage industrial development in infill and redevelopment locations that are currently served or adjacent to properties that are served by public facilities, services, and utilities to maximize returns on public infrastructure investments.

**Access and Livability Goal:** Promote a vibrant economy that increases access to jobs, goods, and services.

#### **Policies**

1. **Job access:** Allow an array of employment types more broadly throughout the Salem Urban Area to improve job access for all residents.
2. **Neighborhood hub:** Support and facilitate the creation of neighborhood hubs where small, neighborhood-serving businesses cluster within residential areas to improve local access to daily goods and services, enhance neighborhood resiliency, and foster complete neighborhoods.
3. **New neighborhoods:** Allow and encourage new, large subdivisions and planned unit developments to incorporate neighborhood hubs to promote the creation of complete neighborhoods.
4. **Shopping and services:** Allow a range of shopping and service options in dispersed clusters and corridors throughout the Salem Urban Area, particularly in areas with limited access to goods and services.
5. **Transit-oriented development:** Encourage pedestrian-friendly, mixed-use development and redevelopment along corridors with frequent transit access and in Cherriots' Core Network to increase access to jobs and services, reduce the need for single-occupancy vehicle trips, and support public transit.
6. **Connectivity:** Continue to require new and retrofitted commercial, mixed-use, and industrial development to provide pedestrian and vehicle connections to adjacent properties where practical.



7. **Development impact:** Protect the livability of neighborhoods by minimizing or mitigating off-site impacts of businesses and industries.
8. **Access to health:** Facilitate improved access to medical, mental health, and social services for all residents, including seniors and lower-income residents, by allowing them more broadly in the Salem Urban Area, particularly in areas with access to frequent transit service.
9. **Access to child care:** Facilitate improved access to child day care opportunities by allowing them more broadly in the in the Salem Urban Area, particularly in neighborhood hubs and in areas with access to frequent transit service.

**Design Goal:** Encourage commercial, mixed-use, and industrial development that creates safe, sustainable, attractive urban environments.

#### **Policies**

1. **Pedestrian-friendly design:** Encourage new or retrofitted commercial and mixed-use development to incorporate pedestrian-friendly design elements and site designs that promote pedestrian activity, economic vitality, and a sense of place.
2. **Corridors:** Create and reinforce distinctive commercial and mixed-use corridors by planning and developing safe, attractive streetscapes and by making other enhancements to the public realm to complement adjacent development.
3. **Community amenities:** Encourage commercial and mixed-use developments to incorporate community amenities such as indoor and outdoor gathering spaces and green space.
4. **Development impacts:** Minimize potential negative off-site impacts of development or redevelopment on surrounding residential neighborhoods and provide appropriate buffers and transitions to adjacent neighborhoods.
5. **Sustainability:** Encourage new or infill developments to incorporate sustainable site design techniques, green building techniques, and renewable energy sources to reduce negative impacts on the environment and community, including air and water pollution.

**Workforce and Training Goal:** Support the advancement of the local workforce.

#### **Policies**

1. **Training:** Support 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.
2. **Opportunity:** Support businesses that hire local residents and provide educational opportunities for their employees.
3. **Equity:** Support businesses and programs that promote equitable opportunities for employment regardless of education and ability and that expand access to higher-wage jobs, particularly in lower-income areas.

## Parks and Recreation

**Goal 1:** Provide a comprehensive network of parks and recreational facilities - and access to these amenities – to serve all ages, incomes, cultures and abilities.

**Goal 2:** Provide recreational programs to serve all ages, incomes, cultures and abilities.

**Goal 3:** Consider need-based equity when allocating funding for renovations and development of new parks and recreation facilities.

**Goal 4:** Develop and enhance parks as safe and welcoming public spaces that celebrate cultural heritage and diversity, reflect surrounding neighborhood identity, and provide for community gatherings.

**Goal 5:** Consider parks as multipurpose infrastructure needed to maintain and improve the quality of life for all community members.

**Goal 6:** Provide an interconnected network of recreational opportunities and increase safe and convenient access to them.

*Detailed policies related to parks and recreation will be developed as part of an update of the Salem Comprehensive Parks System Master Plan, which is expected to occur after the Our Salem project. Below are ideas related to parks and recreation that will be incorporated into that future update.*

### Opportunities

- 1. Network:** Expand and maintain a comprehensive network of parks and recreational facilities to serve the growing population in the Salem Urban Area.
- 2. Diversity:** Provide an array of different types of parks and recreational facilities to meet the needs of people of all ages and abilities, including co-locating intergenerational amenities in the same park.
- 3. Innovation:** Pursue new park types such as nature parks, pocket parks, and linear parks to meet new and changing recreational needs in the community.
- 4. Active recreation:** Expand active recreational opportunities such as programmed spaces in parks and indoor recreation facilities to promote public health, wellness, and play.
- 5. Trails:** Expand the network of trails throughout the Salem Urban Area to connect open space and provide passive recreational opportunities and active transportation alternatives.
- 6. Equity:** Provide an equitable distribution of parks in the Salem Urban Area, and prioritize park acquisition and development in underserved areas.
- 7. Natural open space:** Preserve and increase access to natural open spaces to provide passive recreation opportunities and help protect the environment.
- 8. River:** Promote the Willamette River as a recreational asset by expanding or enhancing Riverfront Park, Wallace Marine Park, and Minto-Brown Island Park and by facilitating a riverside trail and river access points.
- 9. Existing parks:** Maintain and enhance existing parks to ensure they are safe, high-quality facilities with up-to-date amenities.

- 10. Land:** Coordinate with developers and property owners to find opportunities to acquire properties for future parks through land purchases, donations, incentives, or other ways.

### **Connectivity and Access**

- 1. Active transportation:** Provide connections between networks of off-street trails and on-street bicycle and pedestrian facilities to increase active transportation and recreational opportunities.
- 2. Connections:** Increase the network of trails that connect neighborhoods to parks and natural areas and that connects parks and natural areas to each other.
- 3. Pedestrian access:** Improve access to parks, open spaces, and recreational facilities by installing or improving pedestrian infrastructure such as pedestrian crossings and accommodations for people with disabilities.
- 4. Transit access:** Promote transit access to recreational facilities by locating them in areas accessible by transit.
- 5. Development:** Encourage residential developments such as multifamily housing projects and subdivisions to incorporate dedicated open space to improve access for residents.
- 6. Coordination:** Coordinate with businesses, property owners, the Salem-Keizer School District, and community organizations to increase public access to recreational facilities or open spaces that are not publicly owned.

### **Community and Culture**

- 1. Culture:** Provide places in parks to celebrate the cultural heritage, diversity, and identity of surrounding neighborhoods, including opportunities for local art.
- 2. Multipurpose parks:** Facilitate opportunities to use parks for multiple purposes that benefit the community, including educational space, flood mitigation, and community gardens.
- 3. Gathering space:** Provide community gathering spaces in covered areas in parks and other public spaces and facilities.
- 4. Safety:** Enhance the safety of parks through environmental design, signage, or other features.
- 5. Visibility:** Increase community visibility and awareness of parks through signage, wayfinding, and other techniques.

## **Natural Resources and the Environment**

**Environmental Protection Goal:** Protect and enhance the quality and function of Salem's natural resources, ecosystems, and environment.

### **Policies**

- 1. Natural resource protection:** Protect the quality and function of natural resources in the Salem Urban Area such as wetlands, waterways, floodplains, and riparian areas.
- 2. Climate change resiliency:** Protect public health, natural systems, and community resiliency through mitigation of climate change impacts.



3. **Water quality:** Support efforts to protect and improve water quality in the Willamette River, streams, floodplains, wetlands, and groundwater to support ecological health as well as the health and safety of the community.
4. **Air quality:** Facilitate and support efforts to protect and improve air quality, including reducing exposure to toxic air pollutants that pose a health or safety risk to the community.
5. **Riparian areas:** Increase protections of trees and vegetation in riparian corridors, and promote efforts to restore degraded riparian corridors.
6. **Natural open space:** Expand the amount of dedicated natural open spaces in the Salem Urban Area to protect the environment and enhance quality of life.
7. **Brownfields:** Support the assessment, cleanup, and remediation of brownfields and other potentially contaminated land through funding and other resources.
8. **Agricultural land:** Encourage the continuation of agricultural uses on agricultural lands within the urban growth boundary until such lands are needed for urban uses.
9. **Environmental impacts:** Minimize the environmental impacts from transportation projects by ensuring that environmental resources are identified, evaluated, and preserved or mitigated to the extent possible during planning, design, and implementation; and when feasible, cooperate with other public and private organizations to enhance the natural environment as a component of transportation projects and maintenance activities.

**Greenhouse Gas Emissions Goal:** Reduce Salem’s greenhouse gas emissions to 50 percent of the citywide emissions for the baseline year of 2016 by 2035 and be carbon neutral by 2050.

#### **Policies**

1. **Land use and transportation:** Facilitate and support changes in land use patterns and the transportation system to reduce single-occupancy vehicle trips and mobile emissions, which are the largest source of greenhouse gas emissions produced in Salem.
2. **Municipal operations:** Prioritize efforts and strategies that reduce greenhouse gas emissions through municipal operations and facilities.

**Urban Forest Goal:** Preserve, increase, and enhance Salem’s urban forest.

#### **Policies**

1. **Tree canopy:** Facilitate and support community efforts to improve the quality, quantity, and equitable distribution of the urban forest in the Salem Urban Area and strive to meet Salem’s tree canopy goals.
2. **Tree preservation:** Increase preservation of healthy trees and tree groves through regulations, incentives, or other efforts.
3. **Tree planting:** Facilitate and support tree planting efforts in private and public spaces across the Salem Urban Area, particularly in neighborhoods with a low percentage of tree canopy through regulations, incentives, and other efforts.

4. **Street trees:** Ensure new street trees are planted, existing street trees are preserved, and removed street trees are replaced when streets are developed or improved to help meet Salem’s tree canopy goals.
5. **Tree health:** Increase the health of the urban forest through increased diversity of species, improving inventory and assessment of trees, and managing trees for health.
6. **Riparian trees:** Facilitate and promote the protection and establishment of forested riparian areas for water quality, public health, and wildlife habitat.

**Design and Development Goal:** Promote sustainable practices in design and development.

**Policies**

1. **Green infrastructure:** Use green infrastructure to the maximum extent feasible in developments and public infrastructure to reduce stormwater runoff, create and enhance natural habitat, improve environmental conditions, and mitigate the urban heat island effect.
2. **Site design:** Allow flexibility in site design and development standards to minimize potential adverse effects of development on natural resources and to promote the incorporation of natural elements such as trees and vegetation.
3. **Building design:** Encourage resource efficiency in the design of buildings, such as employing passive solar, living building design, and sustainable building materials.
4. **Renewable energy:** Promote the use and production of renewable energy in private and public facilities, such as solar energy and wind power.
5. **Equitable access:** Promote equitable access to natural resources and open spaces through planning, regulations, and investments.

**Natural Hazards and Resilience Goal:** Protect the community from the impacts of natural hazards and disasters, and promote community resiliency.

**Policies**

1. **Seismic upgrades:** Facilitate and support efforts to make public and private buildings more resistant to seismic activity and other natural disasters through retrofitting, redeveloping, or other improvements.
2. **Building adaptation:** Encourage developments to incorporate design features to adapt to impacts of climate change and natural disasters.
3. **Transportation infrastructure:** Identify and enhance emergency transportation routes in coordination with emergency responders and plans to help ensure continued service after a natural disaster.
4. **Development in floodplains:** Regulate development in floodplains to minimize negative impacts on natural resources and potential danger to life and property.
5. **Development on slopes:** Regulate development in areas identified as geologically hazardous to ensure risk to people and property is mitigated.

- 6. Flood prevention and mitigation:** Pursue a variety of flood prevention and mitigation strategies, including incentivizing property owners to make improvements that incorporate green infrastructure.

## Willamette Greenway

**Management Goal:** Protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River.

### Policies

- 1. Development and land use:** Review proposals for intensification, changes of use, and development within the Greenway Boundary for compatibility with statewide planning Goal 15 and local regulations, including a riparian setback.
- 2. Vegetation and wildlife:** Conserve riparian vegetation and wildlife within the Willamette River Greenway Boundary, and manage riverbanks, sloughs, and channels to protect and enhance habitat.
- 3. Aggregate extraction:** Permit aggregate extraction within the river channel and on lands adjacent when determined to be compatible with the purpose of the Greenway. Proposed extraction activities shall be designed to minimize the adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, noise and potential land use.
- 4. Timber harvesting:** Permit the harvest of timber when conducted in a manner that ensures the natural scenic qualities of the Greenway will be maintained to the greatest extent practicable or restored within a brief period of time.
- 5. Dredging:** Permit the dredging of the Willamette River when necessary for the purpose of channel maintenance, bank stabilization, and to facilitate commercial river traffic and recreational boating. Dredging operations should minimize the adverse impact on existing fish and wildlife habitat, riverbank vegetation and public and private property.

**Recreation and Access Goal:** Promote and enhance the recreational and scenic qualities of the Willamette River and adjacent lands, and increase access to these areas.

### Policies

- 1. Scenic easements:** Implement scenic easements where practical to preserve and enhance the character of the river within the Greenway Boundary.
- 2. Visual access:** Provide visual access and a sense of openness by maximizing the open space between buildings and the river.
- 3. Public access:** Enhance existing public access to and along the river, and provide additional public access where feasible when development and redevelopment take place within the Greenway Boundary.
- 4. Public impacts:** Ensure that where private property is adjacent to public use areas, measures are taken to minimize disturbance to private property.



- 5. Parks:** Maintain and enhance existing parks within the Greenway Boundary, and develop additional sites for recreation, scenic views, and access to the Willamette River.

## Transportation

**Goal 1 Transportation for All:** Develop and maintain an integrated, equitable multimodal transportation network that promotes safe, convenient, efficient travel for every user and contributes directly to the health, economic vitality and quality of life of all residents, especially the most vulnerable, and the broader community. Include non-automobile modes of transportation, including bicycling, walking and public transportation, in all transportation planning and projects. Ensure the transportation system continues to support motor vehicle travel that serves personal needs, commerce, and emergency response. Plan for new and emerging transportation modes.

- **Greenhouse gas emissions reduction:** Pursue strategies and investments to reduce travel demand and support non-motorized transportation to help Salem pursue its commitment to reduce greenhouse gas emissions from transportation.
- **Equity:** Address the transportation needs and safety of people of all ages, abilities, races, ethnicities, and incomes, including those who have been historically marginalized or underserved. Through transportation investments, respond to the needs of system users, be context sensitive, and distribute the benefits and impacts of transportation decisions fairly throughout the Salem Urban Area. Mitigate or minimize any potential negative impacts transportation improvements may have on low-income populations, communities of color, and other underserved communities.

**Goal 2 Complete Streets:** Provide a comprehensive system of streets and highways that serves the mobility and multimodal travel needs of persons of all ages, abilities, and circumstances in the Salem Urban Area. Ensure that the street system supports a diversity of transportation modes for all kinds of trips, including commuting, shopping, going to school, and recreating. Increase the resiliency of the transportation system to help ensure continued service and reduce risks to people following seismic events and other natural hazards.

**Goal 3 Transportation System Management:** Maximize the efficiency of the existing surface transportation system through management techniques and facility improvements.

**Goal 4 Neighborhood Traffic Management:** Preserve and enhance neighborhood livability and safety through community supported education, enforcement, and engineering measures that address vehicle speed and volume appropriate to the street's designated functional classification and land use context.

**Goal 5 Local Connectivity:** Provide an interconnected local street system that allows for dispersal of traffic, encourages a mix of travel modes, reduces the length of trips, and increases opportunities for people to walk and bike.

**Goal 6 Bicycle System:** Accommodate bicyclists of all ages and abilities by providing a well-connected system of on- and off-street bicycle facilities that will encourage increased ridership, safe bicycle travel, and active transportation and will support public health.

**Goal 7 Pedestrian System:** Accommodate pedestrians of all ages and abilities by providing a comprehensive system of connecting sidewalks, walkways, and trails that will encourage and increase safe pedestrian travel and active transportation to support public health.

**Goal 8 Transit System:** Support a public mass transit system that provides convenient, robust, and accessible transit services to residents throughout the Salem Urban Area, particularly in transportation-disadvantaged areas.

**Goal 9 Travel Demand Management:** Employ strategies to reduce the demands placed on the current and future transportation system by decreasing reliance on single-occupancy vehicles as the dominant means of travel and ensuring that other modes are viable and convenient travel options.

**Goal 10 Parking Management:** Design and manage on- and off-street parking to ensure an appropriate supply of parking facilities for all modes, while protecting Salem's neighborhoods and environment.

**Goal 11 Intercity Passenger Travel:** Provide safe, efficient and convenient locations for passengers to access a variety of local and intercity travel services.

**Goal 12 Freight Movement:** Ensure a multi-modal transport system for the efficient, safe, and competitive movement of goods and services to, from, and within the Salem Urban Area to support the local economy.

**Goal 13 Transportation System Maintenance:** Maintain the City of Salem's street, sidewalk, and bikeway system in a state of good repair.

**Goal 14 Transportation Finance:** Analyze and prioritize capital and operating investments to cost-effectively achieve the above goals while responsibly managing and protecting past investments and existing assets.

*Detailed policies related to transportation will be developed as part of an update of the Transportation System Plan, which is expected to occur after the Our Salem project. Below are ideas related to transportation that will be incorporated into that future update."*

### **Multimodal**

- 1. Multiple modes:** Design and enhance the transportation system to support and promote the use of multiple modes of travel, and make investments to ensure that alternative modes, such as walking and biking, are viable and safe options.

2. **Interconnected:** Improve the transportation network to integrate and interconnect facilities for pedestrians, bicycles, automobiles, transit, and freight into a safe, comprehensive system.
3. **Destinations:** Increase multimodal transportation options to and between parks, schools, employment centers, public facilities, and other destinations.
4. **Pedestrian and bicycle networks:** Improve and expand pedestrian and bicycle facilities to provide complete networks that accommodate people of all ages and abilities.
5. **Street design:** Prioritize the provision of bicycle and pedestrian facilities over additional capacity of motor vehicles in the design of streets where space and other constraints exist.
6. **Innovation:** Explore and plan for new and emerging transportation modes such as personal transporter vehicles, automated vehicles, trams, and electric vehicles.
7. **Transit:** Support and encourage Cherrichts to increase transit frequency and expand service to underserved areas, existing and new employment centers, and other activity centers.
8. **Transit centers:** Support the development of additional transit stations or hubs outside of downtown Salem to improve access to transit services, reduce the length of transit trips, and make taking transit more convenient.
9. **Regional access:** Support efforts to improve vehicle and transit connectivity to areas outside of the Salem Urban Area for the movement of goods and people.

### **Safety and Accessibility**

1. **Pedestrian safety:** Improve pedestrian safety throughout the Salem Urban Area, particularly to and near schools, parks, and transit stops, by building or improving infrastructure and providing separation from vehicular traffic.
2. **Bicycle safety:** Improve bicycle safety by providing separation from vehicular traffic or other techniques to ensure facilities are designed for bicyclists of all abilities.
3. **Safety education:** Collaborate with local and regional partners to educate the traveling public on safety for all modes of travel.
4. **Accessibility:** Improve sidewalks and other transportation facilities to meet universal design standards to provide safe and convenient access for those with mobility devices or those who need accommodations under the Americans with Disabilities Act.
5. **Equity:** Improve the transportation system to increase access to safe and convenient transportation options for residents of all ages, incomes, and cultures, particularly those who have been historically marginalized or live in underserved areas that lack adequate infrastructure.
6. **Traffic calming:** Slow traffic in residential neighborhoods and in areas with high pedestrian traffic through appropriate traffic calming measures such as narrower streets and speed humps.



7. **Resiliency:** Improve and build transportation infrastructure in coordination with emergency responders to increase transportation resiliency, align with emergency plans, and reduce risks to people in the case of seismic events and other natural hazards.

### **Efficiency and Performance**

1. **Economy:** Design the transportation system to provide for the efficient, safe, and reliable movement of goods and services within and through the Salem Urban Area to support businesses and the economy.
2. **Street connectivity:** Maximize street connectivity to reduce the lengths of trips and increase opportunities for people to walk and bike.
3. **Congestion:** Manage and improve the transportation system to relieve congestion and provide for the efficient movement of people, including across the Willamette River.
4. **Transportation system management:** Prioritize management techniques and facility improvements that maximize the operational performance of the transportation system, including operating a coordinated signal system, utilizing Intelligent Transportation Systems, prioritizing intersection improvements, managing access, and other techniques designed.
5. **Transportation system preservation:** Prioritize maintenance to protect investments that have been made to transportation infrastructure.
6. **Downtown:** Expand transportation options and multimodal connections to, through, and around downtown Salem to promote efficient travel by multiple modes of transportation.
7. **Interjurisdictional coordination:** Coordinate with state and regional agencies to plan transportation improvements to streets that cross jurisdictions or serve as regional corridors, including those located along and around the edges of the Salem Urban Area.

### **Livability**

1. **Public health:** Promote positive health outcomes by increasing opportunities for people to walk or bike to meet their daily needs and by reducing environmental impacts like pollution.
2. **Placemaking:** Promote placemaking in the design of the transportation system by incorporating streetscape amenities that support pedestrian use where appropriate and by coordinating with adjacent land uses.
3. **Impacts:** Ensure that the benefits and burdens of the transportation system are not disproportionately distributed, and mitigate or minimize any potential negative impacts transportation improvements may have on low-income populations, communities of color, and other underserved communities.

### **Parking**

1. **Context-sensitive standards:** Establish and maintain parking requirements for bicycles and vehicles that are context sensitive and that allow for reductions in appropriate locations such as areas with frequent transit service.

2. **Flexibility:** Minimize the amount of land solely dedicated to surface parking by lowering parking minimums and providing flexibility in how parking requirements are met, including shared parking agreements and other techniques.
3. **Sustainable design:** Require new or improved surface parking lots to incorporate sustainable design features such as permeable pavement, bioswales, and other green infrastructure such as shade trees.
4. **Neighborhoods:** Prohibit the development of new standalone surface parking lots in residential neighborhoods and encourage redevelopment of existing standalone surface parking lots.

### **Greenhouse Gas Emissions and Environment**

1. **Single-occupancy vehicles:** Decrease reliance on single-occupancy vehicles as the dominant means of travel by ensuring that other modes are viable and convenient travel options and by increasing access to daily needs.
2. **Transportation demand management:** Identify and enhance transportation demand management programs and commuting options that reduce travel demand on the transportation network, such as walking, biking, transit, carpooling, vanpooling, micromobility options, telecommuting, flexible work schedules, and emerging technologies.
3. **System efficiency:** Prioritize the implementation of transportation demand management measures, enhanced transit service, and the provision of bicycle and pedestrian facilities to accommodate travel demand and relieve congestion in a travel corridor before widening roads.

## **Community and Public Facilities and Services**

**Community Spaces and Culture Goal:** Foster development of community gathering spaces and other amenities that provide opportunities for people to socialize and celebrate together.

### **Policies**

1. **Community spaces:** Encourage and incentivize businesses, schools, and organizations to provide community spaces within their facilities, particularly in neighborhoods that lack public facilities or other meeting places.
2. **Cultural places:** Collaborate with community organizations to create and designate cultural places to recognize, celebrate, and educate the community about Salem’s diversity and heritage.
3. **Cultural resources and events:** Encourage the preservation of cultural resources, and support and promote cultural events to celebrate Salem’s diversity.
4. **Art:** Allow for and incorporate locally-created art more broadly in Salem neighborhoods.
5. **Neighborhood hubs:** Encourage the incorporation of neighborhood-scale community spaces and public services into neighborhood hubs.
6. **Alleys:** Promote the use of alleys in Downtown Salem as active, gathering spaces for the community that complement the adjacent businesses.

7. **Open spaces:** Encourage throughout the Salem Urban Area public spaces, both natural and manmade for either active or passive enjoyment, including natural areas, open plazas, pedestrian malls, and play areas.

**Public Facilities and Services Goal:** Provide accessible, high-quality public facilities and services to meet the needs of current and future generations and to promote quality of life.

#### **Policies**

1. **Library services:** Improve access to library services in Salem neighborhoods through enhancements such as mobile and virtual programming, co-location of services with other amenities, and additional branch libraries.
2. **Community centers:** Strive to develop more community centers equitably distributed throughout the Salem Urban Area that can serve the recreation, cultural, educational, and civic needs of residents of all ages, including youth and seniors.

**Service Provision and Development Goal:** Provide an orderly and efficient system of public facilities and services to serve existing and future development.

#### **Policies**

1. **Extension of services:** Promote orderly extension of utility service to undeveloped lands to facilitate economic development.
2. **Wastewater systems:** Maintain adequate capacity in the wastewater collection and treatment systems to allow for continued development and prevent environmental consequences from sewerage overflows.
3. **Seismic resiliency:** Pursue seismic resiliency for key water and wastewater facilities to maintain adequate levels of service in the event of a major seismic event.
4. **Water diversification:** Pursue source water diversification to maintain a sustainable supply of drinking water for the growth needs of the community.

**Stormwater Management Goal:** Maintain and improve the drainage system to alleviate stormwater problems, reduce flooding, and protect the safety and security of residents and properties.

#### **Policies**

1. **Stormwater planning:** Support capital project and programmatic decision-making by providing information, establishing policies, and identifying and prioritizing action items.
2. **Capital improvement planning:** Efficiently deliver public stormwater conveyance, flow control, and treatment facilities through the stormwater capital improvement plan.
3. **Flood risk reduction:** Identify flood-related hazards, establish actions to mitigate those hazards, and provide information related to flood risks to residents and businesses in Salem.



4. **Stormwater operations and maintenance:** Properly care for Salem’s stormwater systems at the level of service needed to support the City’s programmatic, regulatory, and project requirements.
5. **Quality and quantity facilities:** Reduce the adverse impacts of high stormwater flow rates and volumes, remove pollutants from stormwater runoff, and safely convey stormwater flows to receiving water bodies through facilities.
6. **Regulations and standards:** Develop, implement, and comply with regulatory requirements that protect life, property, receiving waters, and the environment from loss, injury, degradation, or damage by stormwater.
7. **Intergovernmental coordination:** Work in close collaboration with other agencies when addressing stormwater issues of mutual interest such as programs in shared creek basins, municipal regulations, joint planning, and other activities that span jurisdictional boundaries.
8. **Financing:** Execute a sustainable financial strategy that provides for the timely construction of stormwater facilities and effective implementation of a comprehensive suite of stormwater programs.

**Food Goal:** Increase access to healthy, fresh food.

**Policies**

1. **Fresh food:** Encourage the development of grocery stores, food co-ops, and community markets to improve access to healthy, fresh food and to enhance neighborhood resiliency, particularly in areas where food access is limited.
2. **Locally-grown food:** Promote and facilitate the establishment and retention of farmers’ markets and community gardens to increase access to fresh food and help reduce food insecurity.
3. **Urban animals:** Support the keeping of a limited number of urban animals that produce food for personal consumption or donation.

**Historic Preservation Goal:** Identify, protect, and encourage the awareness and sensitive use of historic resources, places, archaeological sites and landscapes that contribute to the unique character and history of Salem.

**Policies**

1. **Historic outreach:** Facilitate community outreach and raise awareness of local history and the importance of historic resources to the community through educational programming, trainings, events, awards, designation support, interpretive signage, and other engagement tools.
2. **Restoration:** Encourage maintenance and restoration of historic resources through education, historic design review support, appropriate regulations, financial support and incentives, and other assistance to historic resource property owners.
3. **Sustainability:** Promote sustainable practices that support the environment in the restoration and redevelopment of historic resources through regulations, incentives, and education.

- 4. Archaeological resources:** Encourage preservation of historic and cultural archaeological resources, working with property owners, developers, the State and Sovereign tribes to identify, document, and protect against disturbance and destruction of significant archaeological sites that can yield information important to the City's prehistory and history, including the largely undocumented history and lives of marginalized populations within our community.

#### **Schools**

- 1. Schools:** Collaborate with the Salem-Keizer School District to help align school services with changes and growth in population, including coordinating in the development of school facility plans and seeking input in long-range planning projects.

### **Land Use and Urbanization**

**Urbanization and Growth Management Goal:** Manage growth in the Salem Urban Area through cooperative efforts between the City of Salem, Marion and Polk counties, and other jurisdictions to provide area residents with a high quality of life, contain urban development, promote the City's efficient delivery of services, and preserve adjacent agricultural lands.

#### **Policies**

- 1. Land sufficiency:** Update inventories and analyses related to housing and economic development – including the Salem Housing Needs Analysis, Economic Opportunities Analysis, and Building Lands Inventory – to ensure the Salem area has the amount and type of land needed to accommodate population and employment projections.
- 2. UGB is urbanizable:** Consider urbanizable areas within the urban growth boundary as available for annexation and urban development.
- 3. Urban growth boundary expansion:** If the Urban Growth Boundary for the Salem Urban Area is expanded to include additional land for residential development, give first priority to lands that have been removed from the 1982 boundary.
- 4. Extension of services:** Prohibit the extension of sewer or water service to any land for development outside city limits or County service districts. Such areas must be annexed to the City to receive those services except as may be agreed by the City and appropriate County.
- 5. Service districts:** No new service districts shall be created within the Salem urban area to provide fire protection, sewer or water service.
- 6. Infill:** Encourage the development of vacant and underutilized land with existing urban services before converting urbanizable lands to urban uses and extending services beyond presently served areas.
- 7. Development guided by Growth Management Program:** Maintain and facilitate an urban growth management program that guides the conversion of urbanizable land to urban uses, provides for the orderly and economically efficient extension of public services and facilities to that land, and takes into consideration the need for an adequate supply of land to meet future development requirements.

8. **Services:** Provide levels of services to city residents consistent with community needs as determined by the City Council, within the financial capability of the City, and subject to relevant legal constraints on revenues and their applications.
9. **Sizing facility extensions:** Ensure the extension of sewer, water, storm drainage, and transportation facilities within the Salem urban area conforms with the adopted growth management program. Size and construct public water and sewer facilities to serve the areas within the urban growth boundary.
10. **Facility responsibility:** Where development creates a demand for new or expanded facilities and services, require the new development to bear a share of the costs of new or expanded facilities and services.
11. **Annexation:** Coordinate with Marion and Polk Counties to encourage the orderly annexation to the City of Salem of the land within the Salem urban area.
12. **Compatibility of improvements:** Within the Salem urban area, coordinate with the Counties to ensure their improvement and construction standards are compatible with the City of Salem improvement and construction standards for street, sewer, densities cited in the Public Facilities Plan.
13. **Financial programs:** Develop and adopt financial programs that will provide funding to complete the City's capital improvement program.

**Regional Coordination Goal:** Coordinate land use, transportation, and public facility planning and investment decisions with Marion and Polk counties and the City of Keizer to promote equitable, efficient, and sustainable growth.

### **Policies**

1. **Plan and code coordination:** Ensure zoning ordinances, subdivision regulations, Comprehensive Plan components, and specific development standards relative to the Salem urban area and prepared by the City of Salem, Marion County, Polk County, special districts and functional planning agencies support and are in conformance with the Salem Area Comprehensive Plan.
2. **Land use coordination:** Maintain an exchange of information and recommendations between the City and Counties relating to land use applications and activities in the urban growth area. Information on land division applications and other land use activities being considered within the urban growth boundary by the Counties shall be forwarded by Counties to the City of Salem for comments and recommendations prior to a decision being made by the Counties.
3. **Development standards coordination:** Within the Salem urban area, coordinate with the Counties to ensure their development standards are compatible with the City of Salem development standards to avoid creating nonconformities when properties are annexed.
4. **Public facility coordination:** Forward to the Counties for review and comment information on public facility improvements or extensions which are proposed for areas outside city limits.
5. **CIP coordination:** Maintain an exchange of information on proposed capital improvement programs between the City, Counties, and the City of Keizer to ensure construction projects can be coordinated.



**Urban Development Goal:** Ensure that future development within the Salem Urban Area is designed to respond to and enhance the surrounding environment, while accommodating growth.

**Policies**

- 1. Optimal use of the land:** Encourage all residential, commercial, and industrial developments to optimize the use of land.
- 2. Context-sensitive development:** Encourage development that is responsive to its site and context, including the public realm, the area’s cultural or historic identity, and natural features and environment.
- 3. Development impact:** Encourage development to reduce its impact on adjacent properties by screening, landscaping, setback, height, and mass regulations.
- 4. Sustainable development:** Encourage new developments to make maximum use of available land areas with minimal environmental disturbance and to be located and designed to minimize such public costs as extension of sewer and water services, schools, parks, and transportation facilities.
- 5. Universal design:** Ensure buildings and facilities open to the public are designed to fulfill their specified function, taking into consideration the needs of people of all ages and abilities, including people with disabilities.

**Plan Administration Goal:** Ensure the Salem Area Comprehensive Plan and its implementation tools advance the community’s vision for the future and are consistent with state and federal regulations.

**Policies**

- 1. Statewide planning goals:** Ensure that the Comprehensive Plan and its implementation tools remain consistent with the Oregon Statewide Planning Goals.
- 2. State and federal regulations:** Ensure the Comprehensive Plan and its implementation tools remain consistent with all applicable state and federal regulation.
- 3. Comprehensive Plan components:** Ensure that amendments to the Comprehensive Plan components and its implementation tools comply with the Comprehensive Plan, therefore furthering the community’s vision for the future.
- 4. Urban renewal plans:** Ensure urban renewal plans, including goals and objectives, remain consistent with the Comprehensive Plan.
- 5. Monitoring system:** Develop a monitoring system within the Salem urban area to evaluate land development and program activities in relation to policy directives established by the Comprehensive Plan.

**Transportation and Land Use Coordination Goal:** Coordinate transportation and land use planning efforts to ensure infrastructure improvements support development patterns, land use designations, and densities.

## Policies

- 1. Growth management:** Time the construction of transportation facilities to coincide with community needs, and implement them in such a way to minimize impacts on existing development.
- 2. Development requirements:** Require improvements to the transportation system, in addition to those in or abutting a development, as a condition of approval of subdivisions and other intensifications of land use as needed.
- 3. Traffic impacts:** Collect Transportation System Development Charges, as defined by Oregon Revised Statutes and local government ordinances, to mitigate traffic impacts placed on areawide transportation facilities by new development.
- 4. Alternative street designs:** Support alternative street design standards that provide flexibility to address unique physical constraints and land use contexts.
- 5. Transit:** Ensure that infrastructure and development projects incorporate the needs of transit buses and riders in their design and construction, including providing needed transit amenities.
- 6. Natural resources:** Expand the network of pedestrian and bicycle trails to align with and provide access to natural resources such as creeks and the Willamette River.
- 7. Rail compatibility:** Coordinate the planning of industrial lands and rail-dependent uses with existing and expanded rail lines to support the movement of freight.
- 8. Airport compatibility:** Ensure land uses around McNary Airport are compatible with airport operations and will not be adversely affected by noise or other possible impacts.
- 9. Airport operational safety:** Ensure land uses beneath designated approach surfaces within 10,000 feet of the end of McNary Field runways do not create water impoundments accessible by waterfowl.
- 10. Airport public safety:** Prohibit commercial uses and other uses that result in large concentrations of people within the clear zones of the runways at McNary Field, to avoid danger to the public safety by potential aircraft accidents.

# Appendix B: Neighborhood Hubs

Properties shown as “Neighborhood Hub” would be redesignated to Mixed Use on the Comprehensive Plan Map. They would be rezoned to a new zone that would reflect the neighborhood hub concept – small-scale shops and services within residential neighborhoods that would help meet the daily needs of nearby residents. (Any rezoning of properties outside of city limits would be coordinated with Marion and Polk counties.)

The properties shown as “Neighborhood Hub” would **not** be required to be redeveloped into a business or other nonresidential use. They could remain a single-family home.

The properties, however, would be allowed in the future to be reused or redeveloped into a business or nonresidential use. Those uses would be limited to retail shops, small cafes and restaurants, personal services, day care centers, and other neighborhood-serving uses. All of the uses already allowed in the [Single-Family Residential](#) (RS) zone would continue to be allowed.

Any business or nonresidential use would be limited in size and height to promote compatibility with the scale of the surrounding neighborhood and to encourage orientation to the local neighborhood. Design standards would promote pedestrian-oriented development. Spacing requirements and overall restrictions on the size of neighborhood hubs would ensure that the hubs would not spread across residential neighborhoods.

Note: The following maps show examples of where neighborhood hubs are proposed. Other locations are proposed as well.



Highland Avenue NE between  
Hazel Avenue NE and Laurel  
Avenue NE



Lone Oak Road SE and Idylwood  
Drive SE





Pringle Road SE and Madrona Avenue SE



Market Street NE and 45th Avenue NE



Ward Drive NE and 45th Avenue NE



Sunnyview Road NE and Lansing Avenue NE



Lone Oak Road SE and Boone Road SE



Barnes Avenue SE between Stroh Land SE and Reed Lane SE



Rees Hill Road SE and Lindsay Street SE



Clarmount Street NW and Margaret Street NW



Parkway Drive NW and Larkspur Lane NW



Orchardview Avenue NW near Linwood Street NW





# Appendix C: R4 (Residential 4)

Properties shown as “R4” or Residential 4 would be designated Single Family Residential on the Comprehensive Plan Map. They would then be rezoned to a new zone called Residential 4, which would allow live-work space and up to four dwelling units. (Any rezoning of properties outside of city limits would be coordinated with Marion and Polk counties.)

Live-work space would be similar to home occupations, which are currently allowed, but there would be more flexibility in the type and size of the businesses allowed. Like home occupations, live-work would be allowed as a special use, meaning it would be allowed outright if standards were met. For example, businesses would be limited to retail sales, personal services, offices, studios, and other similar uses. A business could only occur on the property if it was combined with a dwelling unit that housed the person who ran the business. The entire property could not be turned into a business. Other standards would regulate, for example, the size and location of the business and the number of employees that could be on site.

Note: The following maps show examples of where R4 zoning is proposed. Other locations are proposed as well.

Key  R4 (Residential 4)



Madrona Avenue S between Sunridge Drive S and 4<sup>th</sup> Avenue S





Market Street NE between Garnet Street NE and Evergreen Avenue NE;  
17<sup>th</sup> Street NE from D Street NE to Market Street NE



Sunnyview Road NE between Lancaster Drive NE and Icabod Street NE





Center Street NE from Bieber Street NE to Oregon Avenue NE



Swegle Road NE from Neota Street NE to Hoffman Road NE





Mildred Lane SE between Sunnyside Road SE and Woodside Drive SE



Glen Creek Road NW between Wallace Road NW and Parkway Drive NW