

SALEM AREA

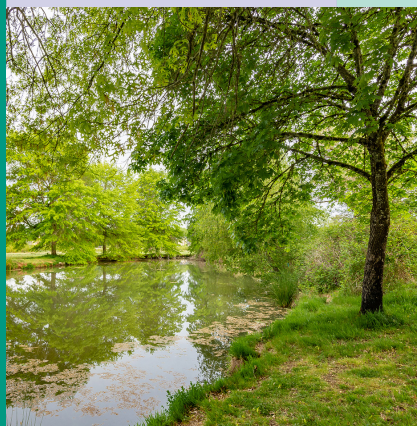
COMPREHENSIVE PLAN



DRAFT

November 2021

CITY OF *Salem*
AT YOUR SERVICE





OUR SALEM

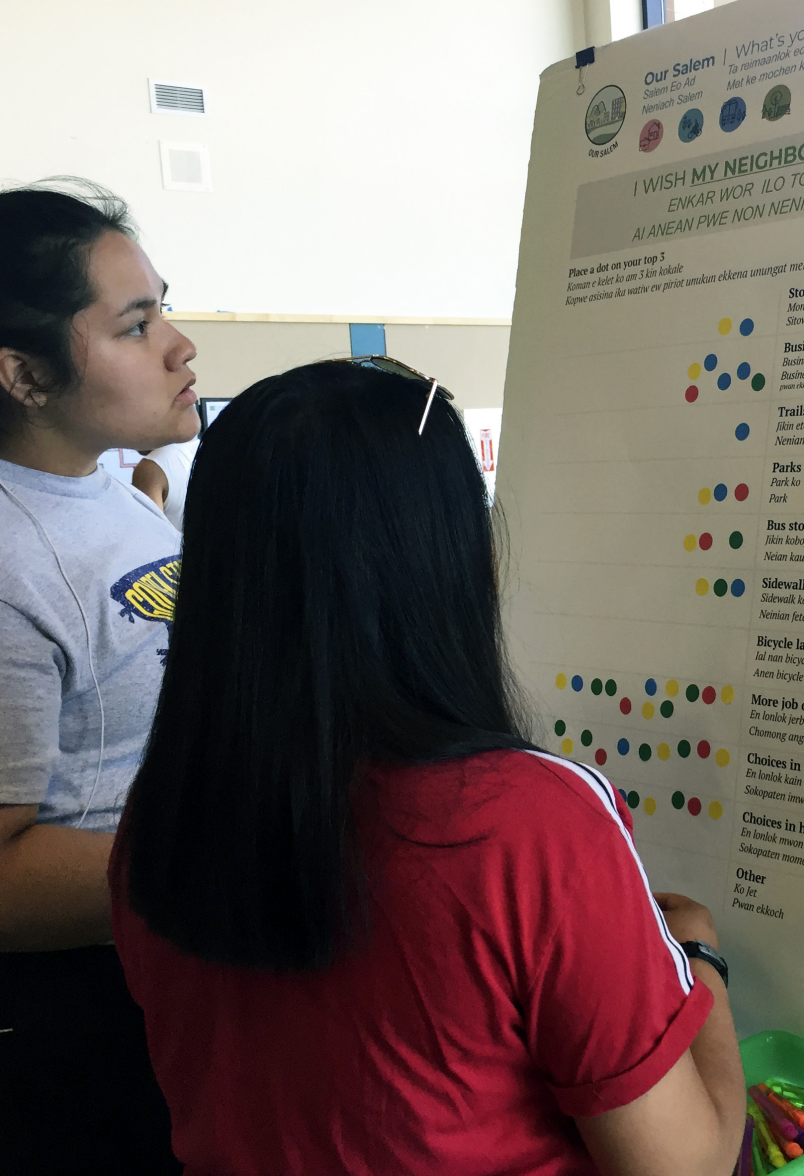


Vision Statement

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.

TABLE OF CONTENTS

I Overview	2
1 Salem Today	4
2 What is a Comprehensive Plan	10
3 Planning Process	16
II Regional Policies and Procedures	25
4 Regional Policies and Procedures	25
III Salem Area Comprehensive Plan Map	33
5 Comprehensive Plan Designations	33
IV Salem Goals and Policies	41
6 Community Engagement and Equity	42
7 Housing	48
8 Economic Development and Employment	54
9 Land Use and Urbanization	62
10 Parks and Recreation	70
11 Natural Resources and the Environment	74
12 Climate change and Natural Hazards	78
13 Willamette Greenway	84
14 Transportation	88
15 Public Facilities and Infrastructure	92
16 Community Services and Historic Resources	98
V Appendices	104





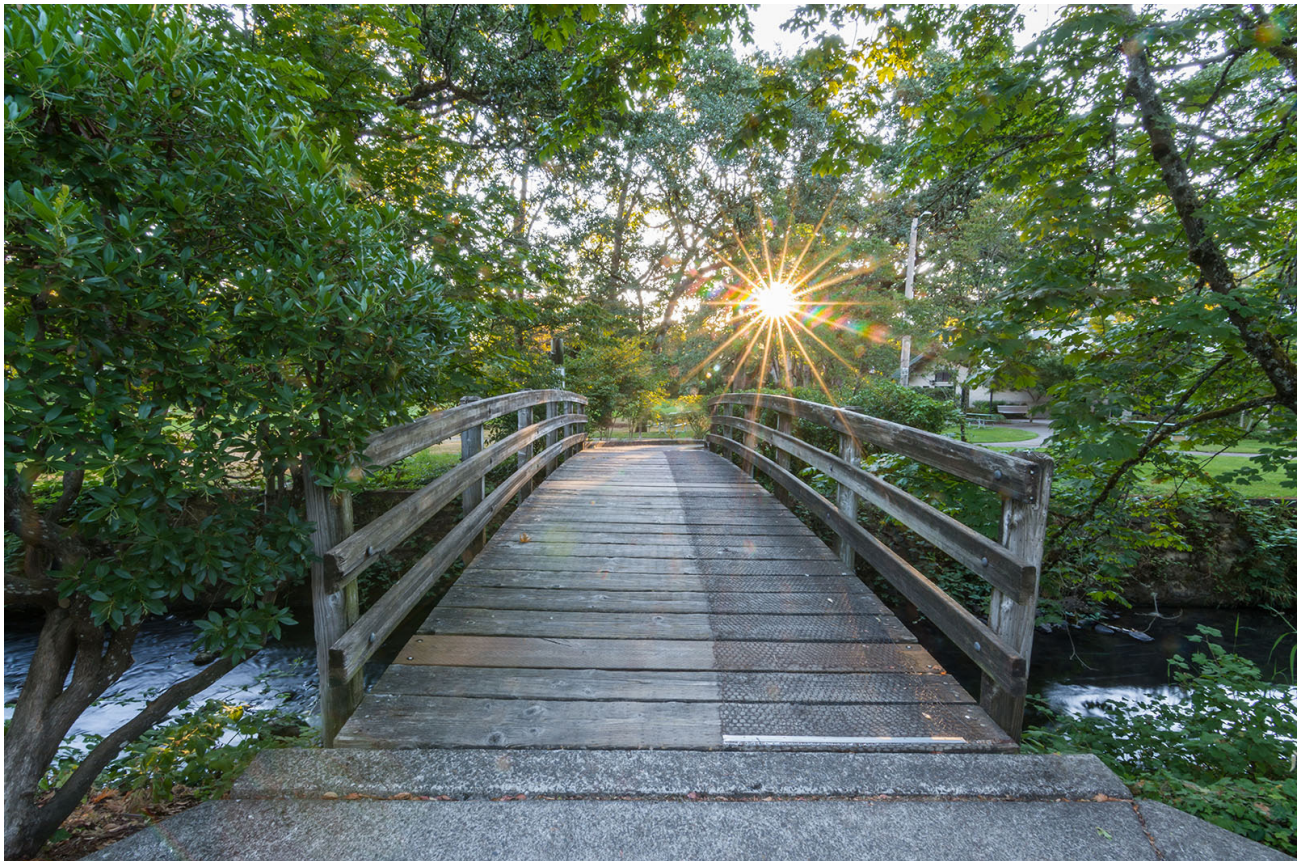


OVERVIEW

Salem is growing, and the Salem Area Comprehensive Plan (Comprehensive Plan) reflects the community’s vision for that future growth. Developed with extensive public input, this plan lays the groundwork for Salem to grow and develop in a way that aligns with the community’s shared priorities.

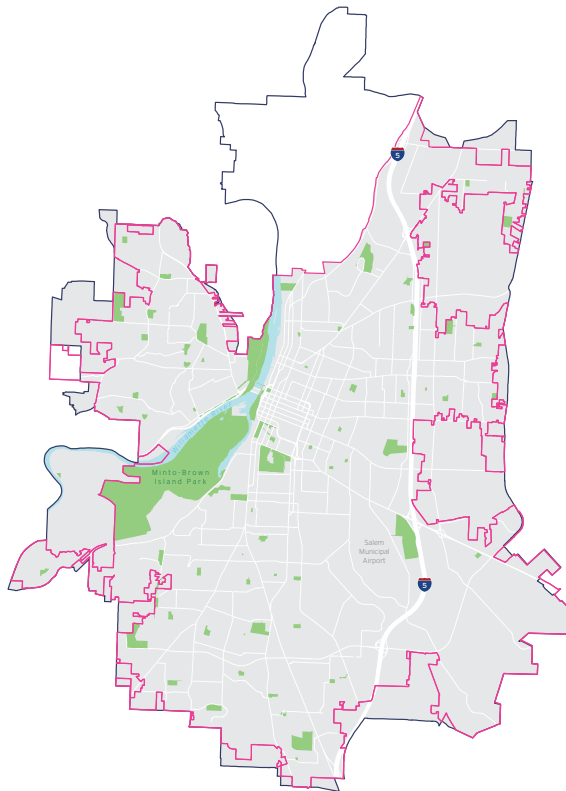
The community provided input to update this Comprehensive Plan through a three-year project called Our Salem. The Comprehensive Plan builds on a major milestone of that project – the Our Salem Vision. Completed in 2020, that vision includes goals and a map that describe and depict the community’s image for the future: how Salem should grow and capitalize on its many assets, how it should adapt to changes, what aspects and areas should be preserved, and how the community should look and feel over the next 20 years.




The Comprehensive Plan carries the Our Salem Vision forward. It incorporates goals from the Vision and adds detailed policies to guide future growth and development in the Salem area.

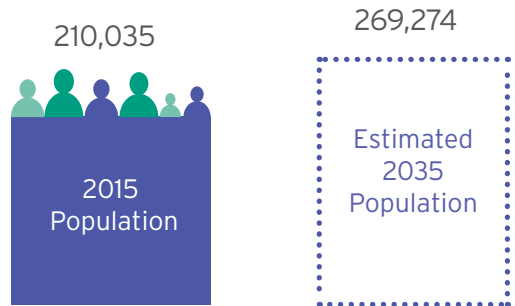




1 Salem Today



-  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 Trends

Salem is a growing city in the Willamette Valley that shares an urban growth boundary (UGB) with Keizer. Salem's portion of the UGB is expected to grow from 210,035 people in 2015 to 269,274 people in 2035. That growth is based on the coordinated population forecast adopted by Marion County in 2009 for the urban areas of the county. The coordinated forecast included a forecast for the Salem-Keizer UGB, which is projected to have 319,203 people in 2035.

Continued growth in employment is also expected in Salem, including new and expanded industrial and commercial businesses.

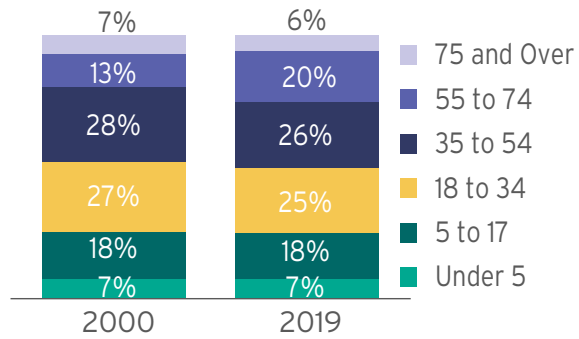
Note: Unless otherwise noted, all data reflects Salem City limits and is available from US Census Bureau, ACS 5-Year Estimate 2015-2019. The population data for Salem's portion of the UGB is for 2015 to 2035 because that is timeframe for Salem's Housing Needs Analysis and Economic Opportunities Analysis, which form the technical basis for updating the Comprehensive Plan.

Age and Education

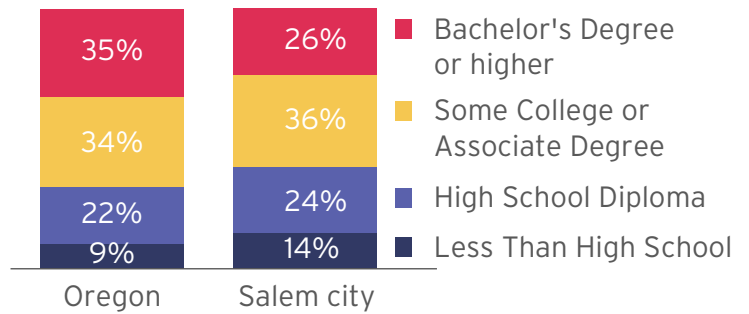
Salem has a relatively young population, with a median age of 34.8. Approximately 50% of the city's population is under the age of 35. From 2000 to 2019, the breakdown of Salem's population by age remained relatively constant.

Approximately 86% of Salem's population has earned at least a high school diploma, with 26% 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 northeast 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.

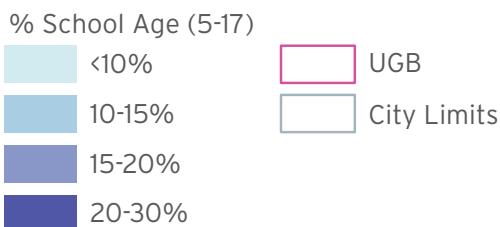
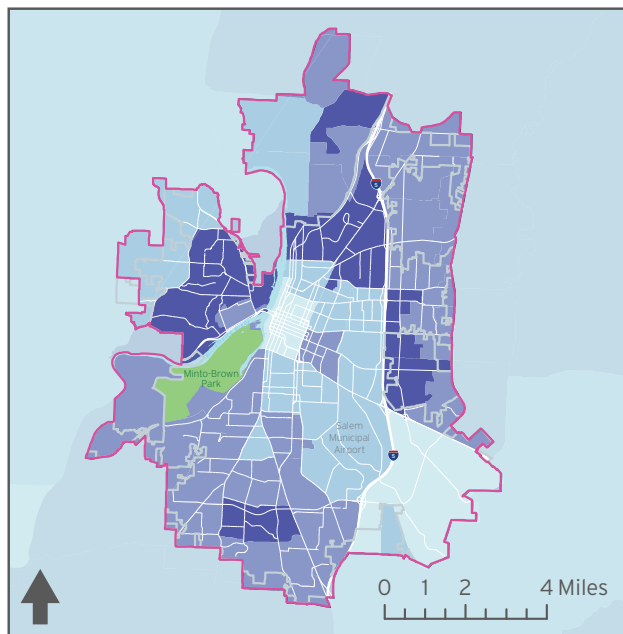
SALEM CITY AGE DISTRIBUTION



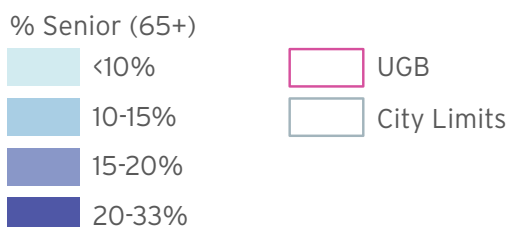
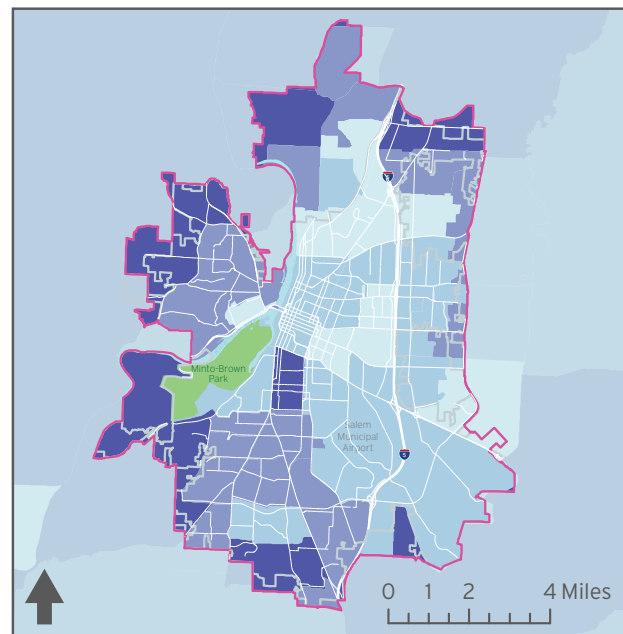
EDUCATIONAL ATTAINMENT (AGES 25-64)



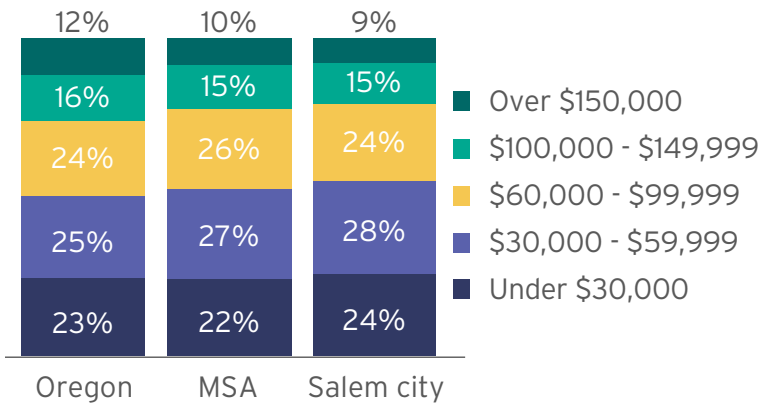
SALEM SCHOOL AGE POPULATION DISTRIBUTION



SALEM 65+ POPULATION DISTRIBUTION



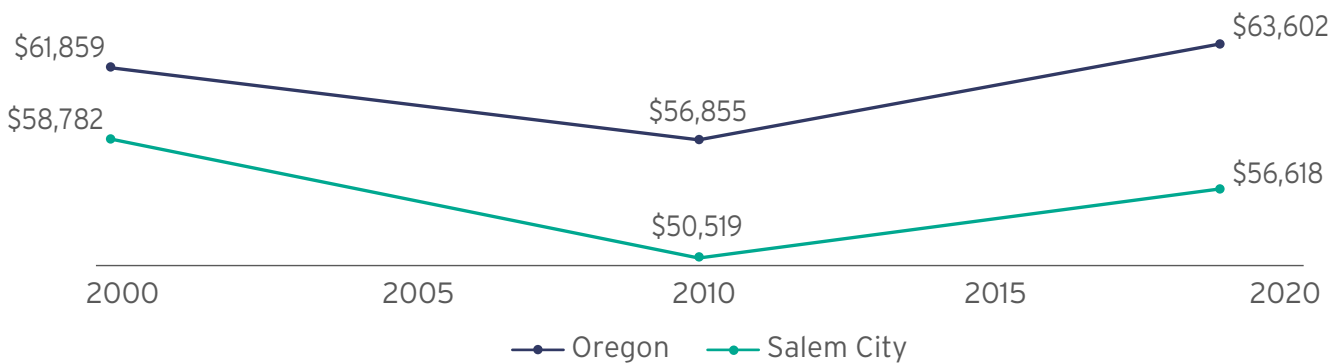
HOUSEHOLD INCOME DISTRIBUTION



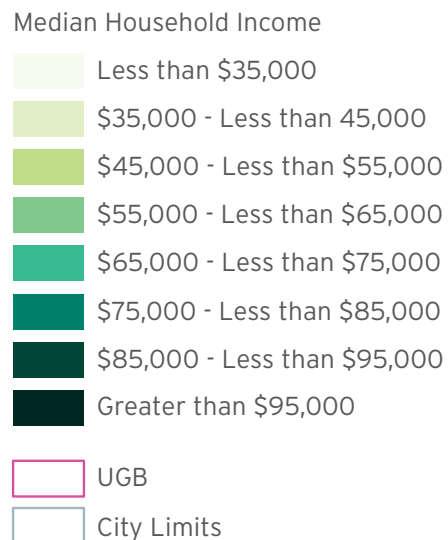
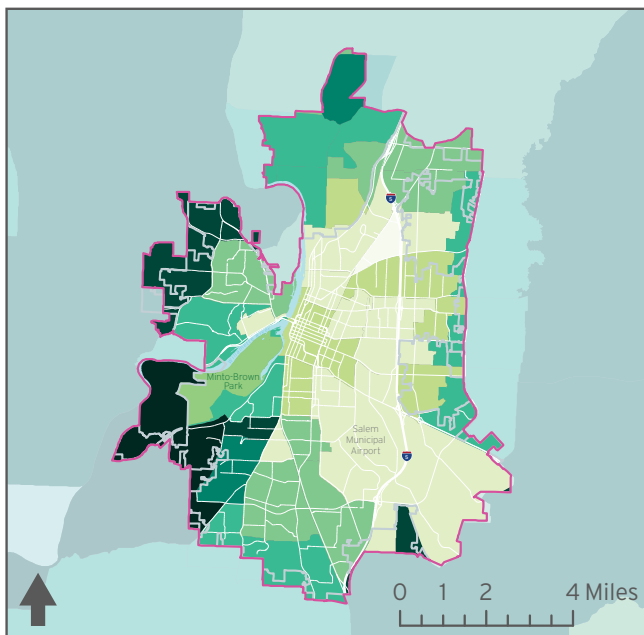
Income

Salem’s median household income (\$56,618) is lower than State’s (\$63,602), but it reflects similar changes overtime, decreasing from 2000 to 2010 and increasing into 2019. Salem’s household income distribution is similar to the State and Metropolitan Statistical Area; 52% of Salem’s households earn less than \$60,000 per year. Census tracts with the highest median household income are in south and west Salem.

MEDIAN HOUSEHOLD INCOME OVER TIME



SALEM MEDIAN HOUSEHOLD INCOME DISTRIBUTION



The percentage of people living in poverty in Salem city (15%) is similar to Oregon (13%) and the MSA (14%).

Housing

Housing Mix and Tenure: Single-family homes make up the largest proportion of Salem’s housing mix (65%). As the 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. Salem’s housing is fairly evenly split between owner-occupied and renter-occupied units, with the former comprising 54% of housing units and the latter comprising 46%.

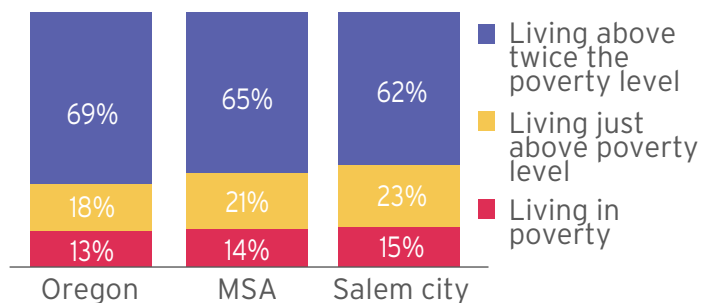
Housing Affordability: The median income in Salem is approximately \$56,618, and median home price in 2019 was \$245,831. A greater percentage of renters (49%) are cost burdened – spend more than 30% of their gross income on housing – when compared to those who own their homes (20%).

Rent/Sales Prices: According to Zillow reports, typical home value in Salem was \$375,183 in 2019, a 21.5% increase from the previous year. According to Apartments.com, average rent for Salem in 2021 is \$1,267. Rent averages range from about \$900 per month for a studio apartment to \$1,600 per month for a two-bedroom apartment.

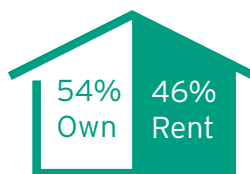
Commute Patterns

Roughly two-thirds of the people who work in Salem commute in from outside the city.

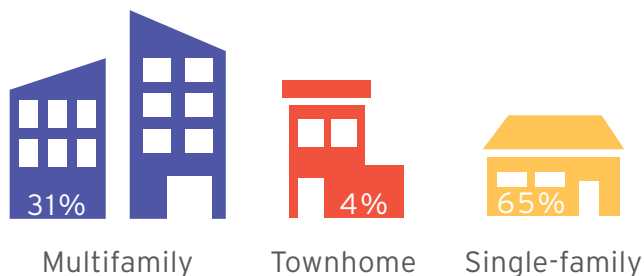
RATIO OF INCOME TO POVERTY



SALEM CITY HOUSING TENURE



SALEM CITY HOUSING MIX

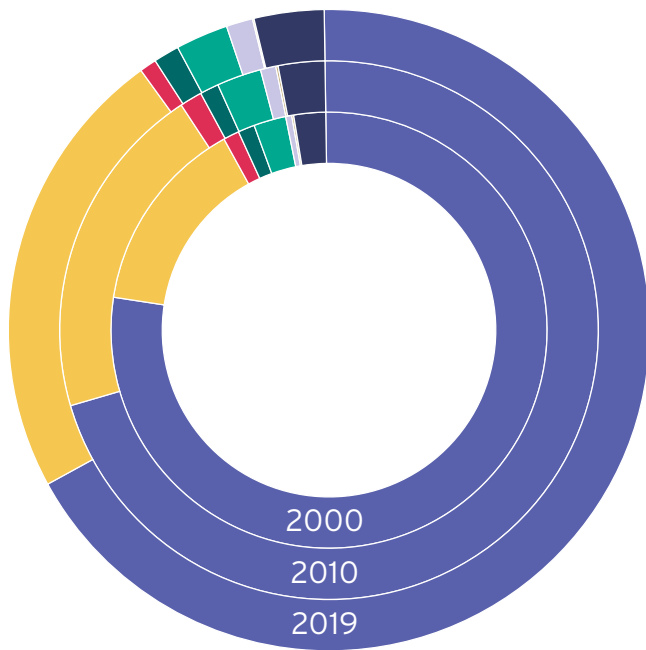


2019 COMMUTE TRENDS



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

SALEM CITY RACE AND ETHNICITY OVERTIME

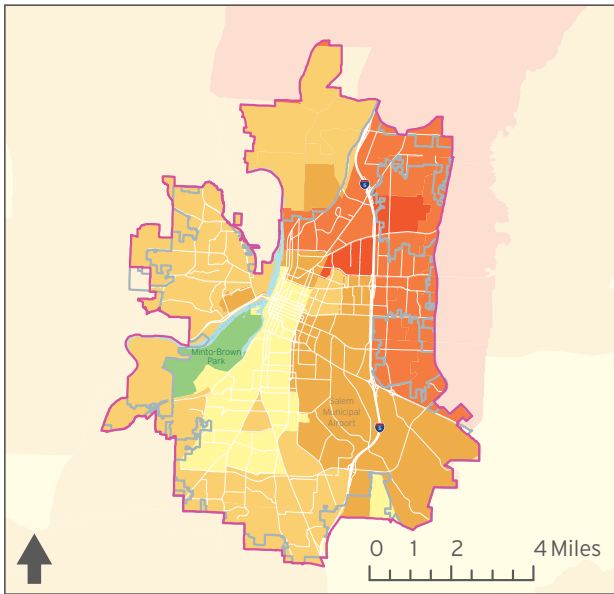


Race and Ethnicity

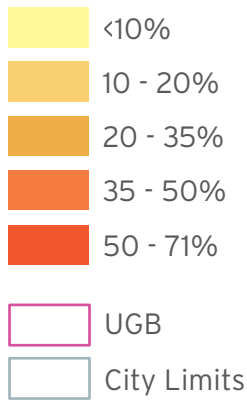
Salem’s population has become more diverse overtime. From 2000 to 2019, the percentage of individuals identifying as Hispanic or Latino has increased by 8.7%. Salem’s Hispanic or Latino population is largely concentrated in north and east Salem, and Salem’s Asian population is largely concentrated in east, central, and south 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%
2019	66.9%	23.3%	1.2%	0.8%	2.4%	1.4%	0.0%	3.9%

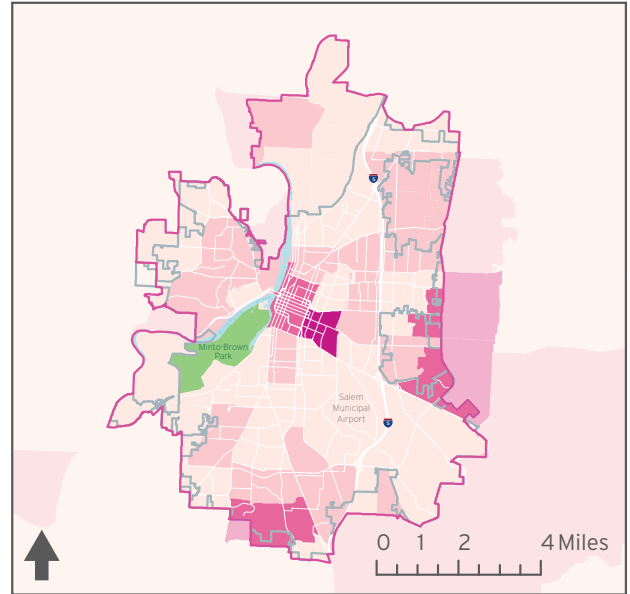
SALEM PERCENT HISPANIC OR LATINO POPULATION DISTRIBUTION



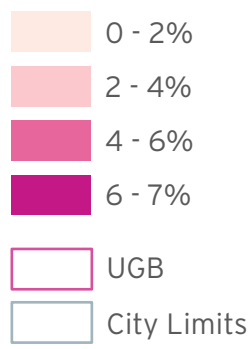
% Hispanic or Latino



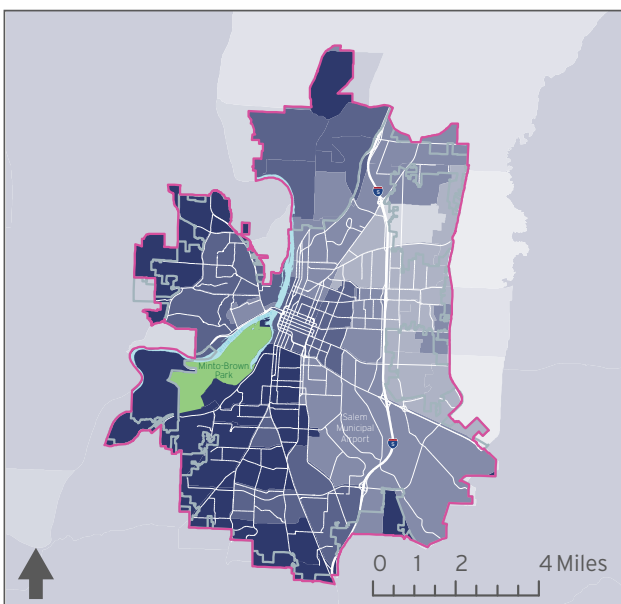
SALEM PERCENT ASIAN POPULATION DISTRIBUTION



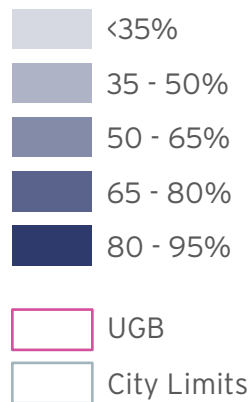
% Asian



SALEM PERCENT WHITE POPULATION DISTRIBUTION



% White



2 What is a Comprehensive Plan?

Comprehensive Plan Purpose and Use

The Salem Area Comprehensive Plan is a long-range plan that guides future growth and development in the Salem urban area. It establishes a framework to guide all land use and related activities in line with the community's vision, and it aims to ensure orderly and efficient development that meets the community's needs.

Specifically, the Comprehensive Plan includes goals, policies, a Comprehensive Plan Map, and other components that inform how and where land is developed and infrastructure is provided to meet the needs of current and future residents. It also provides guidance on how the community is engaged in planning and decision-making and how coordination occurs with the larger Salem/Keizer urban area.

The Comprehensive Plan further informs other City planning documents and investments related to future growth. Under state law, all area plans, zoning codes, permits, and public improvements must be consistent with comprehensive plans. The Comprehensive Plan is intended for use by all those who have interest in future growth and development in the Salem urban area, including local officials, appointed committees and boards, neighborhood and community groups, developers, property owners, public agencies, businesses, and others. It is used when making decisions and recommendations on future development, infrastructure, parks, natural systems and the environment, climate change and resiliency, equity, and related issues.

To ensure that the Comprehensive Plan remains a useful tool to guide growth, it must be monitored for its impact and modified periodically to reflect community conditions.

Implementation

This Comprehensive Plan is implemented over time through a variety of tools and measures. The plan specifically informs the development and revision of many implementation tools, including Salem's development code (SRC Title X - Unified Development Code), zoning map, annexation of land, urban renewal plans, urban growth management program, Capital Improvement Plan, and other City plans and programs.

These tools therefore play a critical role in advancing the goals and policies of the Comprehensive Plan and help to ensure that short-term decisions align with the

community’s long-term vision. Some of the implementing tools are as follows:

- 1. Development Code:** The Unified Development Code (UDC) implements the Comprehensive Plan as a regulatory tool. It specifically regulates the use of land by classifying different uses compatible with one another into zones, which are applied to the land (see “Zoning Map” below). The UDC also establishes development and design standards that regulate the shape and form of development. In addition, the UDC includes land division, site plan review, design review, and other land use procedures as well as standards for public infrastructure and requirements to preserve natural and historic resources.
- 2. Zoning Map:** The zoning map implements the Comprehensive Plan Map. It is more detailed than the Comprehensive Plan Map and applies specific zones and overlay zones to the land. The uses allowed or prohibited in each zone are outlined in the UDC.
- 3. Annexations:** Annexation is the process by which territory within the Salem urban area is added to the City of Salem. Annexation provides the basis for extending urban services and facilities to accommodate urban development.
- 4. Capital Improvement Plan:** The Capital Improvement Plan (CIP) identifies major projects requiring the use of public funds beyond routine annual operating expenses. Projects can include new or improved parks, water and sewer infrastructure, City buildings, streets, and other facilities and utilities. The projects are scheduled out over five years based on priorities that reflect the need for the improvements and expected financial capabilities.
- 5. Urban Growth Management Program:** The urban growth management program determines the extent and location of public facility extensions from the City and the obligation of benefitted development to pay for the extensions. It aims to strategically guide growth and development to where public facilities and services are available.
- 6. Urban Renewal:** Urban renewal is a financial tool that funds projects and activities in specific areas of a city



– urban renewal areas – by reinvesting the increase in the area’s property taxes. The purpose of urban renewal is to make public investments in designated areas to remove blight, improve property values, and leverage private investment.

- 7. Incentives:** Incentives used to encourage certain types of private development can contribute significantly to the public good. Usually, these incentives relate to favorable financial arrangements such as: low-interest loans, tax exemptions, aids in land acquisition, or direct subsidy payments. Certain land use controls may provide positive inducements to develop in a more favorable manner.

Oregon Requirements and Statewide Planning Goals

Oregon state law requires all cities and counties to adopt comprehensive plans that are consistent with 19 Statewide Planning Goals, which were established by the Oregon State Legislature in 1973. These goals set broad statewide policy goals for citizen involvement, land use planning, housing supply, economic development, transportation systems, public facilities and services, natural resources management, recreation, and more.

This Comprehensive Plan incorporates and complies with the requirements of Oregon’s Statewide Planning Goals, which are highlighted in each chapter.

History of Salem’s Comprehensive Plan

The Salem Area Comprehensive Plan was first adopted by Salem, Marion and Polk Counties in 1973. Conditions have changed since 1973 and the Plan has been reviewed and revised accordingly. The adoption of State Land Use Goals in 1974 mandated a revision process to conform the Plan and implementing ordinances with State goals. Plan changes initiated after community wide workshops in 1976 led to Land Conservation and Development Commission acknowledgment of the revised plan in May 1982. A challenge of the 1982 Urban Growth Boundary led to a 1986 amendment of the Plan that reduced the designated urbanizable area by 2,400 acres. The incorporation of Keizer as a city in 1982 precipitated a separate Keizer Comprehensive Plan, adopted as a Salem Area Comprehensive Plan post acknowledgment amendment.

In 1988, State planning rules called for the “periodic review” and update of the Plan. The Plan was updated to reflect periodic review and subsequent officially adopted revisions. The most recent update – prior to this update – was in November 2015 following the adoption of the Salem Economic Opportunities Analysis.

This Plan represents a comprehensive update to most of the goals and policies in the 2015 Plan. The Regional Policies and Procedures have not been changed.

Organization of the Plan

Components and Support Documents

The Comprehensive Plan includes a variety of documents and maps, as outlined in [SRC Chapter 64](#). That chapter provides the criteria and procedures to adopt and amend the

Comprehensive Plan. Components of the Comprehensive Plan include the following:

- The Comprehensive Policies Plan
- The Urban Growth Boundary
- The Comprehensive Plan Map
- The Public Facilities Plan
- The Salem Transportation System Plan, other than those components setting forth transportation financing programs, as described in OAR 660-012-0040
- The Comprehensive Park System Master Plan
- The Urban Service Area Map
- The Willamette River Greenway Plan
- The “Goals and Policies” provisions and the generalized land use maps adopted in neighborhood plans.

Support documents are plans or other documents that are prepared as policy guides but are not part of the Comprehensive Plan, and they are not land use regulations. Support documents are listed in SRC Chapter 64.

Goals and Policies

This document, the Comprehensive Policies Plan, consists of three tiers, or levels, of goals and policies. The first level reflects the Regional Policies, applicable to the entire area within the Urban Growth Boundary, i.e., the Salem/Keizer Urban Area. All four local jurisdictions - the City of Salem, City of Keizer, Marion County, and Polk County - concur in these policies, and all must agree to any revisions.

The second level pertains to the Salem Urban Area. The Salem urban area goals and policies apply to the Salem urban area and generally focus on land supply, growth management, and regional coordination. The goals and policies that apply to the Salem urban area are denoted in this document with the letters **SUA**. Planning in the Keizer Urban Area is governed by the Regional Policies and the Keizer Comprehensive Plan.

The third level pertains to Salem. The Salem goals and policies apply to land inside Salem city limits. They do not apply to land outside of the Salem city limits; they only apply to that land upon annexation.

Salem Goals and Policies

The Salem goals and policies cover a broad range of topics, including housing, economic development, natural resources, public facilities and infrastructure, climate change, and historic resources. The goals and policies are divided into discrete topic chapters; however, many of the policies are related to more than one goal and topic. The policies are interrelated. For example, policies that advance equity or address climate change are located throughout the Comprehensive Plan, as both issues are overarching.

- Goals: The Salem goals are broad statements of purpose that define what the

community wants to accomplish. The goals are general in nature; they must endure over time and be flexible enough to accommodate changing conditions.

- **Policies:** The Salem policies are statements that set a preferred course of action and are intended to guide and inform decisions. Policies are more specific than the goals to which they relate, and policies reflect the community's positions on how goals should be achieved.

Transportation and Parks and Recreation Policies

Salem goals related to transportation and parks and recreation are included in this Comprehensive Policies Plan document. Detailed policies related to transportation and park and recreation, however, are contained within the Salem Transportation System Plan (TSP) and Salem Comprehensive Parks System Master Plan (CPSMP). Policies in both of those plans will be updated to reflect and advance the transportation and parks and recreation goals in this document.

Comprehensive Plan Map

The Comprehensive Plan Map, a key part of the Salem Area Comprehensive Plan, is a controlling instrument that illustrates the location of different land use designations in the Salem urban area. It is intended to direct future growth and development in line with the goals and policies of the Comprehensive Plan, while retaining flexibility to remain responsive to changing conditions.

All land within Salem's urban growth boundary shall have a land use designation. The Comprehensive Plan Map designates land for residential, employment, mixed use, and other uses and is implemented by specific zones and overlay zones. For land outside of Salem city limits, the Comprehensive Plan Map designations only apply upon annexation unless Marion or Polk county has adopted the designations.

Definitions

Urbanizable Land: Statewide Planning Goal 14 defines urbanizable lands as "lands within the urban growth boundary, and which are identified and (a) determined to be necessary and suitable for future urban areas; (b) can be served by urban services and facilities; and (c) are needed for the expansion of an urban area."

Urban Uses: For the purposes of the Salem Area Comprehensive Plan and implementing ordinances, urban use refers to areas, facilities or activities which are related to or supportive of urban development. "Urban uses" can include residential, commercial, and industrial development as well as such things as sewage treatment facilities, water reservoirs or wells, parks, and recreational facilities.

Special Resource Information

Special conditions which exist in some locations need to be recognized to develop in a satisfactory manner. The following outlines sources of information on the Willamette River Greenway Boundary.

1. Willamette River Greenway Boundary

The Willamette River Greenway Boundary as adopted December 10, 1976 and delineated on 1"=400' aerial maps prepared by the Oregon Department of Transportation Department Parks and Recreation Division (now the Oregon Parks and Recreation Department).

3 Planning Process

The Comprehensive Plan was updated through a multi-year project called Our Salem. The Our Salem project included three phases.

Phase I

Evaluate Existing Conditions & 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. This first phase began in 2018 and culminated in a document called the Our Salem Report Card, which was completed in the spring of 2019.

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

Establish 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. This visioning phase of the project began in the summer of 2019 and culminated in a document called the Our Salem Vision, which was presented to and accepted by the City Council in the spring of 2021.

Community Meetings & Events

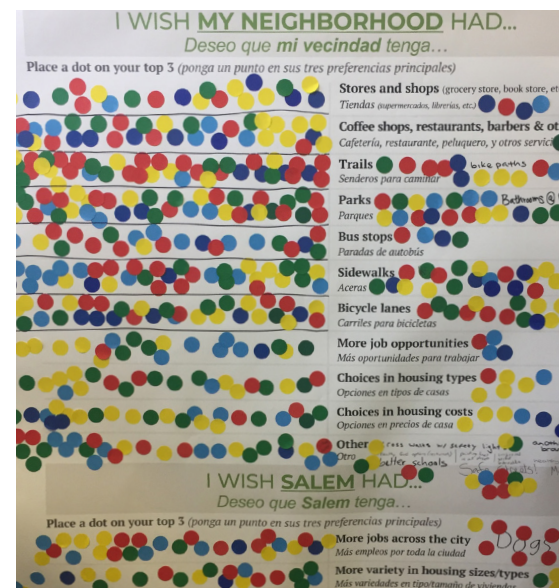
Community engagement and input was a critical part of the visioning process. The planning team collaborated with more than 80 community groups to learn about the community’s needs and expectations for the future. Groups included business organizations, neighborhood associations, fraternal organizations,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

The planning team attended more than 180 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.

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

**Materials, including maps, were translated into Spanish, and materials for several events were translated into Chuukese and Marshallese.*



A 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 2,200** responses and our online interactive maps received **more than 2,800** comments



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 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.

Scenario Analysis & 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.

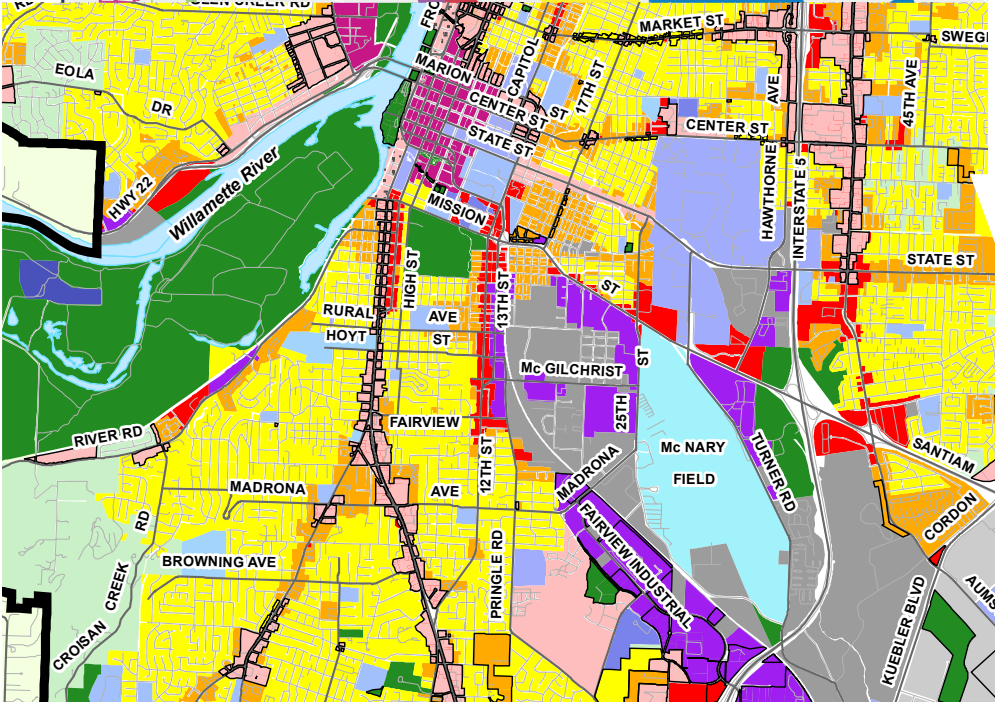
Community input on scenarios was collected through a scenario survey, an online webinar, and numerous community meetings. Community feedback and stakeholder expertise was used to create a final preferred scenario that combines and builds on the ideas most desired by the community. The preferred scenario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



Workshop maps were created by the public



Big ideas from the workshops were incorporated into scenarios



Scenarios were presented to the public and used to update Salem's Comprehensive Plan Map

JOIN US IN APRIL

GEN Z FORUM
Live Polls
APRIL (24-26-29)
FOR HIGH SCHOOL & COLLEGE-AGED ONLY
VIRTUAL ONLY

YOUR VOICE YOUR CITY

JOIN US FOR A 1-HOUR FORUM FULL OF POLLS AND Q&A TIME WITH CITY OF SALEM LONG RANGE PLANNERS.

TELL US WHAT SPECIFIC IDEAS YOU HAVE TO HELP SHAPE YOUR TOWN.

FOR AGES 14-22 YRS & LIVE IN SALEM, OR

SELECT 1 OF 3 DATES/TIMES.

EVERYONE IS ENTERED INTO A RAFFLE!

***WAIVER REQUIRED FOR ALL TO SIGN UP. GO HERE! WWW.CITYOFSALEM.NET/OUR-SALEM**

HAVE YOUR VOICE COUNT IN SHAPING THE FUTURE OF SALEM.

1-HOUR VIRTUAL EVENT ON AIRMEET / APRIL 2021
SAT(24)11AM * MON(26)7PM * THUR(29)3:30PM

Phase III

Develop a new Comprehensive Plan

The third phase of the Our Salem project, which started in the spring of 2021, focused on developing the new Comprehensive Plan, supporting maps, and zoning code changes. The City worked with the community to refine and develop policies to support the Our Salem Vision and goals established in Phase 2. The City also used the draft Comprehensive Plan Map to propose corresponding changes to Salem’s zoning map.

Community Meetings & Events

The planning team continued to meet with community groups and attend community events throughout the third phase of the Our Salem project. Although the COVID-19 pandemic limited opportunities for in-person meetings, virtual meetings and events allowed a variety of groups to provide input. Virtual engagement took place on multiple platforms, including video conferencing applications and social media. When possible, project staff attended events and meetings in person. During this phase, project staff attended more than 80 meetings and events.

Policy Meetings and Survey

Project staff hosted a series of weekly virtual meetings to discuss policy ideas on variety of topics, such as housing, economic development, and transportation. A different topic was featured each of the eight weeks, and two meeting times were offered each week to increase opportunities for community participation. Live-polling and discussion were used to gather input on policy ideas. Staff also created a survey to gather additional feedback.



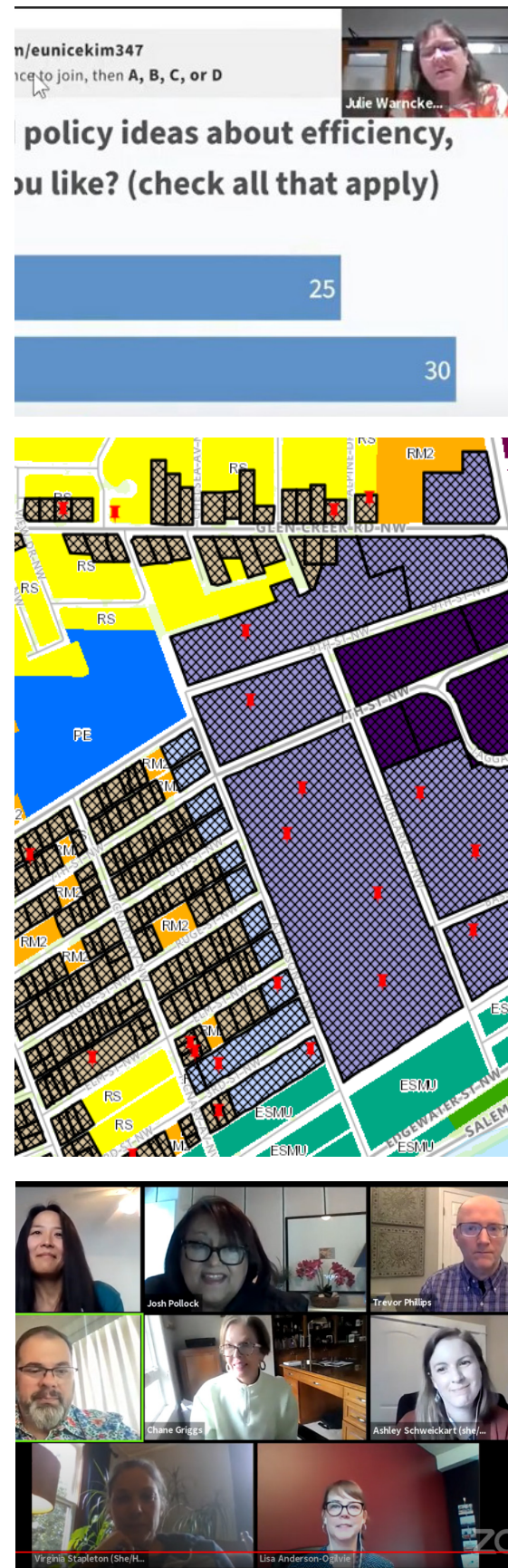
Online Mapping

The City created another interactive online map during the third phase of the Our Salem project. It allowed community members to review and comment on proposed changes to Salem's zoning map. Feedback from the interactive map were used to help refine the proposed zoning changes.

Zoning Subcommittee

During previous phases of the Our Salem project, reducing greenhouse gas (GHG) emissions emerged as a critical issue for the community and the City of Salem. The City Council created a subcommittee of four Councilors and four Planning Commissioners to examine six possible changes to Salem's zoning code that could help reduce GHG emissions from transportation. Staff worked with the committee over several months to discuss the options and make recommendations to City Council. These recommendations advance the goals and policies in this Comprehensive Plan.

This Comprehensive Plan is the result of more than three years of planning and community engagement that involved the knowledge and input of thousands of Salem residents.



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 inform the goals and policies in this Comprehensive Plan.



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.



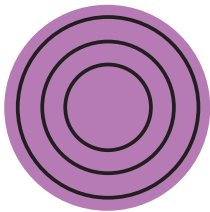
Parks and Recreation: Develop, enhance, and expand parks and recreational facilities - and access to these amenities - to better serve residents of all ages, abilities, and cultures.



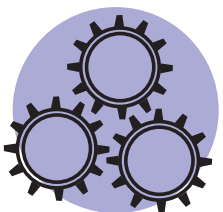
Natural Resources and Environment: Preserve and protect natural areas and expand green spaces, while reducing negative impacts of growth on the environment.



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.





REGIONAL POLICIES AND PROCEDURES

4 Regional Policies and Procedures

Definitions

Salem/Keizer Urban Area: The area within the Salem urban area and the Keizer urban area shall be known as the Salem/Keizer urban area and shall be defined by the Salem/Keizer urban growth boundary.

Salem Urban Area: The area within the Salem city limits and the area within the Salem/Keizer urban growth boundary which is unincorporated and is located to the southeast and west of the common city limits boundary between the cities of Salem and Keizer shall be known as the Salem Urban Area.

Keizer Urban Area: The area within the Keizer city limits and the Salem/Keizer urban area adjoining the Keizer city limits to the north and west which is generally north and west of the Keizer city limits, west of the Interstate 5 Freeway as it runs north of the Salem city limits, and east of the Willamette River shall be known as the Keizer Urban Area.

Dual Interest Areas: Dual interest areas are geographic areas where two or more entities have, by agreement, established that each has an interest in the nature and scope of land use regulation in the area even though the area may be outside the jurisdiction of one or more of the entities which are parties to the agreement. Dual interest areas may be outside the Salem/Keizer urban growth boundary. Decision regarding areas identified by agreement as Dual Interest Areas shall be governed by the terms of such agreement.

Regional Policy: Any policy which is concurred in by all four jurisdictions (Cities of Salem and Keizer and counties of Marion and Polk) and is identified in each jurisdiction's Comprehensive Plan is a regional policy.

Regional Planning Action: Any amendment to a regional policy.

Non-Regional Planning Action: Non-regional planning actions are of two types: (a) any amendment to an urban area policy and (b) all other land use actions.

Jurisdictions

Salem's Jurisdiction: Salem has exclusive jurisdiction over all land use actions applicable within its city limits other than regional planning actions and amendments to urban area policies.

Keizer's Jurisdiction: Keizer has exclusive jurisdiction over all land use actions applicable within its city limits other than regional planning actions and amendments to urban area policies.

Polk County's Jurisdiction: Polk County has exclusive jurisdiction over all land use actions applicable within that portion of the Salem Urban Area that is outside the Salem city limits and inside Polk County other than regional planning actions and amendments to urban area policies.

Marion County's Jurisdiction: Marion County has exclusive jurisdiction over all land use actions applicable within that portion of the Salem Urban Area and Keizer Urban Area that are outside the Salem city limits and outside the Keizer city limits other than regional planning actions and amendments to urban area policies.

Procedures for Amendment

Regional Planning Actions Procedures:

- a. Regional planning actions may be initiated by any one of the four jurisdictions (Cities of Salem and Keizer and Counties of Marion and Polk) but must be concurred in by all the other jurisdictions as set forth below before they are considered effective amendments to the Plan.
- b. The proposing jurisdiction shall notify all the other jurisdictions of the proposed regional planning action by sending to them a true copy of the 45-day notice sent to the Department of Land Conservation and Development (DLCD). That copy shall be sent to the other jurisdictions not less than 45 days prior to the date set for final hearing in the matter. If the final hearing is rescheduled, the other jurisdictions shall be notified of the new hearing date.
- c. All jurisdictions that concur with the regional planning action shall, at least 15 days prior to the final hearing as cited in the DLCD notice, indicate to the proposing jurisdiction their concurrence. Those jurisdictions that concur shall adopt ordinances indicating their concurrence and transmit those ordinances to the proposing jurisdiction.
- d. Where "c" does not apply, jurisdictions shall at least 15 days prior to the final hearing as cited in the DLCD notice, indicate to the proposing jurisdiction their lack of concurrence, the conditions necessary for concurrence, or the need for a specific amount of additional time to consider the matter before responding. Those jurisdictions indicating non-concurrence shall provide their reasons, findings, and conclusions in writing to the proposing jurisdiction.

- e. When the proposing jurisdiction has received concurring ordinances which are identical to the text of the regional planning action adopted from each of the other jurisdictions, it may take final action to adopt its own ordinance and the effective date of that final ordinance shall be the effective date of the amendment to this plan. The proposing jurisdiction shall send copies of the final ordinance to all the other jurisdictions.
- f. If jurisdictions disagree as to regional planning actions or if there is a need for clarification of regional policies, the issue may be resolved through the Salem Keizer Area Plan Advisory Committee process.

Non-Regional Planning Actions Procedures

- g. Any amendment to an urban area policy shall follow the regional planning action procedures, except that the concurrence requirement will be limited to jurisdictions within the urban area.
- h. Any non-regional planning action other than an urban area policy amendment shall be acted upon by Salem, Keizer, Polk County, and Marion County respectively for areas over which each exercises exclusive jurisdiction.
 1. Each jurisdiction shall notify all other jurisdictions of pending planning actions within their jurisdiction and as required by dual interest area agreements.
 2. If a disagreement is reached, the jurisdiction having authority to take the action is free to act, and any other jurisdiction is free to appeal such action to the Land Use Board of Appeals.

Rules of Procedure

Each governing body shall adopt rules of procedure to govern the initiation and processing of amendments to this plan in the geographic area of the jurisdiction.

Review and Revision

The plan shall be subject to major review and, where necessary, revision to comply with the requirements for periodic review. Except for Comprehensive Plan map amendments initiated by property owner, plan amendments should, wherever possible, be reserved for those years when the plan undergoes major review.

Relationship Between Salem Area and Keizer Comprehensive Plans

A Comprehensive Plan for the Keizer Urban Area has been adopted as an amendment to the Salem Area Comprehensive Plan (SACP). It shall be referred to as the Keizer Comprehensive Plan (KCP). All regional policies are included in the text of the SACP and the KCP. Land use decisions, other than regional planning actions involving land

within the Salem urban area shall be made based solely on the SACP, its plan map, and its implementing ordinances. Land use decisions, other than regional planning actions, involving land within the Keizer urban area shall be made based solely on the KCP, its plan map, and its implementing ordinances. Regional planning actions shall be made solely on the basis of the concurrence of all the jurisdictions - City of Salem, City of Keizer, Marion County, and Polk County. Regional planning actions shall be adopted by each jurisdiction with the identical language.

Urban Growth Boundary

The cities of Salem and Keizer and Counties of Marion and Polk have adopted by legal description the Salem/Keizer urban growth boundary for the Salem and Keizer urban areas and shall review the Salem/Keizer urban growth boundary on a periodic basis or upon the request of one of the jurisdictions to identify if changes are necessary. All parties shall work toward the development of the most efficient and economical method for providing specific urban services to the area within the Salem/Keizer urban growth boundary. Changes to the Salem/Keizer urban growth boundary must be adopted concurrently by all four affected jurisdictions and shall be based upon consideration of the following factors:

- a. Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals.
- b. Need for housing, employment opportunities and livability.
- c. Orderly and economic provision for public facilities and services.
- d. Maximum efficiency of land uses within and on the fringe of the existing urban area.
- e. Environmental, energy, economic and social consequences.
- f. Retention of agricultural land, as defined, with Class I being the highest priority for retention and Class VI the lowest priority.
- g. Compatibility of the proposed urban uses with nearby agricultural activities;
and
- h. Projections of land needs and supply of buildable land within the entire Salem and Keizer urban areas.

Transportation

The Salem/Keizer Area Transportation Study Cooperative Agreement shall provide the coordination mechanism for regional transportation issues within the Salem/Keizer urban growth boundary.

Willow Lake Treatment Plant

The Willow Lake Treatment Plant dual interest area is defined by an adopted legal description. Development requirements are established in the Willow Lake Treatment Plan dual interest area agreement.

Solid Waste

The disposal of solid wastes shall be accomplished with a minimal negative impact on the land, air and water resources of the region. A balanced program of waste reduction, recycling, resource recovery, landfill and other disposal methods shall be encouraged. The cities and counties shall participate cooperatively in the development of a solid Waste Management Plan for each county and participate in implementation of the plan to the extent it applies to each jurisdiction. The facilities developed to implement the Solid Waste Management Plans are not required to be located in the Salem/Keizer urban area.

Storm Drainage Policy

The Cities and Counties shall coordinate the management of storm water.

Residential Density

The effective utilization of land for residential development and the potential of proposed urban growth boundary changes for residential use, should be guided by residential density objectives scaled to the character of each urban area. Commencing January 1, 1992, performance in achieving the residential density objectives shall be used in determining conformance with urban growth boundary expansion factors for residential use.







**SALEM AREA
COMPREHENSIVE
PLAN MAP**

5 Comprehensive Plan Designations

The Comprehensive Plan Map represents and carries out the Comprehensive Plan’s goals and policies. The map includes Comprehensive Plan Map designations that are applied to all areas of the Salem Urban Area. For land outside of Salem city limits, the Comprehensive Plan Map designations only apply upon annexation unless Marion or Polk county has adopted the designations.

The Comprehensive Plan Map designations are described below. The descriptions identify where the designations are generally intended to be applied in the Salem area and the primary uses generally envisioned to be allowed in each designation. The descriptions also identify the corresponding zones that implement each designation.

Farm and Resource Management

The Farm and Resource Management designation is applied to areas within Salem city limits but outside the Urban Growth Boundary where the continued practice of agricultural and related resource uses is required. This land is not currently urbanizable, and public services required for urban development are not currently available.

- **Primary uses:** The primary use is agriculture.
- **Corresponding zones:** Exclusive Farm Use (EFU)

Developing Residential

The Developing Residential designation is intended for urbanizable lands that have not yet been developed at urban densities. This designation is generally located on the periphery of the Salem urban area, outside City of Salem limits and the East Salem service districts. As a result, these areas may not be fully served by public facilities and may need to be annexed into the City to develop at urban densities.

- **Primary uses:** The primary uses are agriculture and single dwellings on acreage parcels. Land designated as Developing Residential is expected to be developed in the future with a range of housing types, including detached dwellings, accessory dwelling units, townhomes, duplexes, and other middle housing types. This designation also accommodates land uses that serve and support residents living in these areas, including schools, parks, and places of worship.
- **Corresponding zones:** Residential Agriculture (RA), Single-Family Residential (RS)

Single Family Residential

The Single-Family Residential designation applies to lower-density residential areas. This designation is generally located in existing residential neighborhoods or in areas that are served by public facilities and therefore suitable for residential development at urban densities.

- **Primary uses:** The primary uses are single dwellings and middle housing, including townhouses, duplexes, triplexes, fourplexes, and cottage clusters. This designation also accommodates other land uses that serve and support residents living in these areas, including schools, parks, and places of worship. Live-work spaces are also allowed along major corridors in this designation where lower-density housing exists.
- **Corresponding zones:** Single-Family Residential (RS), Neighborhood Hub (NH)

Multiple Family Residential

The Multiple Family Residential designation is intended to promote medium- and high-density housing distributed across the Salem area. This designation is generally located near mixed-use and employment areas, low-density residential areas, major transportation corridors, transit routes, parks, and schools.

- **Primary uses:** The primary use is multifamily housing. Middle housing types are also allowed as are a limited mix of other land uses that support and serve residents living in these areas, such as personal services, schools, parks, and places of worship.
- **Corresponding zones:** Multiple Family Residential I (RM-I), Multiple Family Residential II (RM-II), Multiple Family Residential III (RM-III)

Commercial

The Commercial designation is intended to provide a variety of office, retail, service, recreation, and entertainment uses. This designation is generally located near major intersections and along a limited number of transportation corridors. Commercial areas range in size and scale from neighborhood services to regional shopping centers.

- **Primary uses:** The primary uses are offices, retail sales and services, business services, and recreational and entertainment uses. Residential and light industrial uses are allowed on a limited basis.
- **Corresponding zones:** Commercial Office (CO), Retail Commercial (CR), General Commercial (CG)

Central Business District

The Central Business District designation applies to the downtown core of the Salem urban area where a compact mix of high-density residential, commercial, and recreational uses are encouraged. This designation is intended to promote a pedestrian-friendly center of business, commerce, entertainment, and cultural amenities in downtown that serves Salem and the region. It is also intended to create a

mixed-use center in inner West Salem that provides for a variety of shops, services, jobs, and housing.

- **Primary uses:** The primary uses are commercial uses, multifamily housing, and recreation and cultural uses. Other compatible uses such as educational and civic uses are also allowed.
- **Corresponding zones:** Central Business District (CB), West Salem Central Business District (WSCB)

Mixed Use

The Mixed Use designation promotes a mix of commercial uses and medium to high-density housing in close proximity to each other. This designation is generally located at major intersections and along major transportation corridors that are served by frequent transit routes. It also supports new mixed-use centers that can serve growing residential areas. Mixed-use centers and corridors are intended to be walkable areas that are well connected to adjacent residential areas by the pedestrian and bicycle network.

- **Primary uses:** The primary uses are multifamily housing and commercial uses. Other compatible uses such as office, recreation, entertainment, education, and civic uses are also allowed.
- **Corresponding zones:** Mixed Use-I (MU-I), Mixed Use-II (MU-II), Mixed Use III (MU-III), Neighborhood Hub (NH), Fairview Mixed Use (FMU), Edgewater/Second Street Mixed Use Corridor (ESMU)

River-Oriented Mixed Use

The River-Oriented Mixed-Use designation promotes a mix of dense commercial and residential uses that can take advantage of the scenic, natural, and recreational qualities of the Willamette River as well as close proximity to Riverfront Park. This designation is generally located adjacent to the Willamette River both north and south of downtown Salem. The River-Oriented Mixed-Use designation is intended to promote pedestrian-friendly development that extends the active and inviting environment in the downtown.

- **Primary uses:** The primary uses are multifamily housing and commercial uses. Other compatible uses such as recreation, commercial entertainment, educational, and civic uses are also allowed.
- **Corresponding zones:** Mixed Use - Riverfront (MU-R), South Waterfront Mixed Use (SWMU), Central Business District (CB)

Parks, Open Space, and Outdoor Recreation

The Parks, Open Space, and Outdoor Recreation designation is intended for parks, natural areas, open space, and outdoor recreational sites, including golf courses. This designation is distributed throughout Salem to provide access to these amenities for all residents.

- **Primary uses:** The primary uses are parks, open space, recreational and cultural community services, and outdoor entertainment.
- **Corresponding zones:** Public Amusement (PA) zone

Community Service

There are seven Community Service designations that correspond to the uses for which they are primarily intended. These designations are generally reserved for public-serving uses, including state and local government, schools, hospitals, and other civic uses that support the Salem urban area and its residents. These designations are listed below with their corresponding zones.

- Community Service: Public Service (PS)
- Community Service Airport: Public Service (PS)
- Community Service Cemetery: Public and Private Cemeteries (PC)
- Community Service Education: Public and Private Educational Services (PE)
- Community Service Government: Public Service (PS), Capitol Mall (PM), and Public and Private Health Services (PH)
- Community Service Hospital: Public and Private Health Services (PH)
- Community Service Sewage – Solid Waste: Public Service (PS)

Employment Center

The Employment Center designation is intended for major employment areas that support a mix of industrial and employment uses. This designation is generally located near major transportation routes that allow for the efficient movement of goods regionally. Public services and infrastructure have been developed to support intensive employment uses on Employment Center lands.

- **Primary uses:** The primary uses are manufacturing, distribution, warehousing, and wholesaling.
- **Corresponding zones:** Employment Center (EC)

Industrial Commercial

The Industrial Commercial designation is intended to promote a flexible range of retail, office, light industrial, and warehousing activities. This designation is generally located in employment areas near major transportation corridors and can serve as a transition between heavier industrial areas and residential areas.

- **Primary uses:** The primary uses are light industrial, retail, office, and warehousing.
- **Corresponding zones:** Industrial Commercial (IC)

Industrial

The Industrial designation is intended for industrial activities such as manufacturing, distribution, and warehousing. This designation is generally located in areas that have direct access to major transportation routes and freight routes and that are not immediately adjacent to residential areas.

- **Primary uses:** The primary uses are manufacturing, distribution, warehousing, and construction uses. Commercial uses that support employment areas such as retail, restaurants, and offices are allowed on a limited basis.
- **Corresponding zones:** General Industrial (IG), Industrial Park (IP), Industrial Business Campus (IBC)

Comprehensive Plan Designation	Implementing Zone(s)
Farm and Resource Management	Exclusive Farm Use (EFU)
Developing Residential	Residential Agriculture (RA) Single-Family Residential (RS)
Single-Family Residential	Single-Family Residential (RS) Neighborhood Hub (NH)
Multiple Family Residential	Multiple Family Residential - I (RM-I) Multiple Family Residential - II (RM-II) Multiple Family Residential - III (RM-III)
Commercial	Commercial Office (CO) Retail Commercial (CR) General Commercial (CG)
Central Business District	Central Business District (CB) West Salem Central Business District (WSCB)
Mixed-Use	Fairview Mixed-Use (FMU) Mixed Use - I (MU-I) Mixed Use - II (MU-II) Mixed Use - III (MU-III) Neighborhood Hub (NH) Edgewater/Second Street Mixed-Use Corridor Zone (ESMU)

River-Oriented Mixed-Use	Mixed Use - Riverfront (MU-R)
	Central Business District (CB)
	South Waterfront Mixed-Use (SWMU)
Parks, Open Space, Outdoor Recreation	Public Amusement (PA)
Community Service	Public Service (PS)
Community Service Airport	Public Service (PS)
Community Service Cemetery	Public and Private Cemeteries (PC)
Community Service Education	Public and Private Educational Services (PE)
Community Service Government	Public Service (PS)
	Capitol Mall (PM)
	Public and Private Health Services (PH)
Community Service Hospital	Public and Private Health Services (PH)
Community Service Sewage - Solid Waste	Public Service (PS)
Employment Center	Employment Center (EC)
Industrial Commercial	Industrial Commercial (IC)
	Industrial Business Campus (IBC)
	Industrial Park (IP)
Industrial	General Industrial (IG)





**SALEM GOALS
AND POLICIES**

6 Community Engagement and Equity



Community Engagement and Equity

Salem Today

The City proactively engages the community in planning and related projects to ensure the public has meaningful opportunities to participate and provide input. The City values this input and uses it to shape plans. The City also actively builds relationships with diverse groups in the community and forms partnerships to ensure that planning efforts and their outcomes reflect the diverse perspectives in Salem. The City considers the equity implications of planning projects, including impacts on communities of color.

For long-range planning projects, the City holds public workshops, attends community events, creates and distributes surveys, hosts and attends online and in-person meetings, and more. The City also provides opportunities for the community to serve on advisory committees and participate in interviews and focus groups. In addition, the City shares planning information through its website, social media, and traditional media outlets.

The City supports the 18 neighborhood associations located in the city of Salem. The neighborhood associations play an important role in the land use process, often weighing in on development applications, code amendments, and planning projects. The City also partners with community organizations and agencies throughout Salem and the region to help ensure broad and meaningful opportunities for engagement.

In Salem, community members may apply to sit on a variety of boards and commissions, including the Salem Planning Commission. The Planning Commission acts as an advisory commission to the City Council and serves as the state-required Committee for Citizen Involvement. The commission has a broad scope of concern in promoting growth and orderly development in Salem. Other commissions and boards, including those that advise the Urban Renewal Agency Board, provide opportunities for community members to weigh in on development, parks, historic preservation, and other related matters.

Statewide Planning Goal 1: Citizen Involvement. To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.



Equity means all residents have the opportunity to participate and thrive in an inclusive society.

This requires rectifying unequal access to resources and opportunities caused by historic and current systems of oppression and exclusion related to race, income, ability, gender, sexual identity, and other factors. An equitable community overcomes disparities by providing increased levels of support to community members based on their needs. In Salem, it is a priority to advance equity in decision-making processes and the outcomes of those processes, including policies, investments, practices, and procedures.

The City has created an Employee Diversity, Equity and Inclusion Committee to elevate the importance of diversity, equity, and inclusion (DEI) organizationally. The Salem Human Rights Commission, which is made up of community members, also provides critical input on matters related to DEI as well.

The City of Salem Strategic Plan 2021-2026 emphasizes the City’s commitment to being inclusive: “We are committed to ensuring equity and accessibility across city services. We are an anti-racist organization that actively fights against racism and all other forms of discrimination. Diversity is a core strength of our community and we are dedicated to creating a city where everyone—regardless of culture, race, or ability—can thrive.”

Looking Forward

Salem will strengthen partnerships with the growing, diverse community and provide ongoing opportunities for meaningful involvement. The City 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. The benefits of growth and change will be equitably shared by all community members, and no neighborhood or group in the community will be disproportionately burdened by Salem’s growth.



Community Engagement & Equity Goals and Policies

CE 1 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.

CE 1.1 Partnerships: The City shall build and foster collaborative partnerships with all segments of the community, including individuals, nonprofits, organizations, neighborhoods, institutions, and businesses to ensure meaningful community involvement in all stages of planning and decision making.

CE 1.2 Neighborhood associations: The City shall support and foster the growth of neighborhood associations and encourage their continued participation in land use matters.

CE 1.3 Inclusion and equity: The City shall expand opportunities for Salem's communities of color, low-income residents, renters, sovereign tribes, and other underserved and underrepresented groups to participate in planning and investment decisions, particularly those that may be impacted by the results.

CE 1.4 Youth and young adult engagement: The City shall create opportunities for youth and young adults to be engaged in planning and decision-making processes.

CE 1.5 Culturally appropriate processes: The City shall consult community groups and organizations, particularly underserved and underrepresented groups, to design culturally appropriate processes that meet their needs and effectively engage those affected by planning or investment projects.

CE 1.6 Barrier reduction: The City shall reduce barriers to participation and help ensure all meetings and materials are fully accessible by considering language, meeting time, location, required technology/internet, and required level of involvement.

CE 1.7 Education: The City shall enhance the community's ability and capacity to effectively participate in planning processes by providing training, resources, knowledge, and other educational tools.

CE 1.8 Shared engagement methods: The City shall coordinate and share methods, tools, and technologies that lead to successful public engagement practices with community organizations, agencies, and others.

CE 1.9 Accountability and transparency: The City shall ensure accountability and transparency in planning processes by providing clear and timely information to the community, by maintaining access to City decision-makers, and by showing how public input has been used.

CE 1.10 Scope of influence: The City shall define and communicate which aspects of planning decisions and projects can be influenced through public participation, and clearly identify the level of engagement that can be expected in public processes, particularly during projects that may disproportionately impact underserved groups.

CE 1.11 Participation monitoring: The City shall evaluate participant demographics throughout planning and investment processes to assess whether participation reflects the demographics of affected communities and adapt strategies accordingly.

CE 2 Equity Goal: Ensure that all Salem residents have access to opportunities and that the benefits and impacts of growth are shared, recognizing and addressing historic disparities.

CE 2.1 Environmental and social justice: The City shall seek to ensure plans, investments, and policy decisions extend community benefits to and consider alternatives that minimize or mitigate disproportionate negative impacts on communities of color, low-income residents, renters, and other underserved and underrepresented groups.

CE 2.2 Diversity, equity, and inclusion training: The City shall promote and facilitate diversity, equity, and inclusion training for City staff to help all residents feel welcome and safe interacting with local government, including people of all races, genders, religions, sexual orientations, and abilities.

CE 2.3 Equity strategies: The City shall establish strategies to advance equity and measurable outcomes to guide its programs, procedures, and investment decisions.

CE 2.4 Equity data: The City shall utilize data related to equity to inform decision-making and ensure that staff are equipped to incorporate such data into City work.



7 Housing



Housing

Salem Today

Salem has a mix of housing types, though the majority of dwelling units are single-family homes. Since 2016, there has been an increase in the development of multifamily housing. This trend aligns with the findings of the Salem Housing Needs Analysis (HNA), which was completed in 2014. The HNA, consistent with Statewide Planning Goal 10, examined housing needs through 2035 and identified a projected surplus of 1,975 acres of land for single-family detached housing (9,131 dwelling units) in Salem’s portion of the UGB. The analysis, however, identified a projected deficit of 207 acres of land for multifamily housing (2,897 dwelling units).

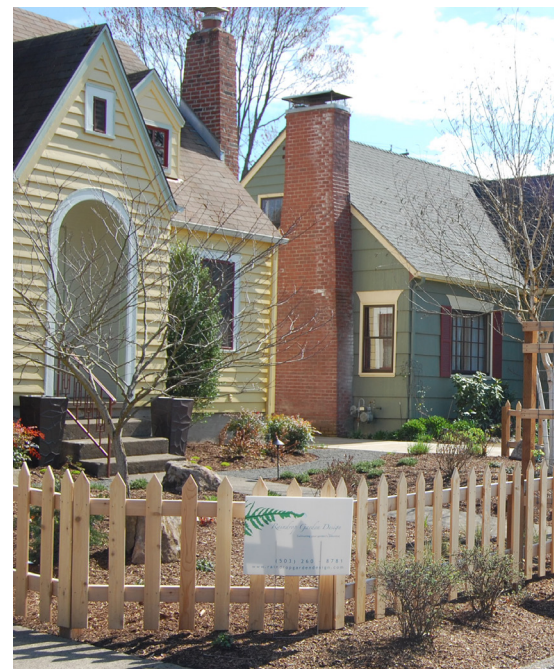
The HNA is a support document that serves as a policy guide for this Comprehensive Plan. The City has used the HNA to inform the development of goals and policies related to housing and mixed-use development. Since the HNA was completed, the City has also been addressing this projected need by removing barriers to multifamily housing development, allowing accessory dwelling units and middle housing, and implementing tools to increase redevelopment. Through the Our Salem project, the City is also redesignating land for multifamily housing, incentivizing infill housing and redevelopment, and promoting higher-density housing development.

In addition, the City continues to work to address housing affordability. While Salem’s housing stock is nearly evenly split between owner-occupied and renter-occupied units, the percentage of renters who are cost burdened - spend more than 30% of their gross income on housing - is significantly higher than those who own their homes.

Looking Forward

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.

Statewide Planning Goal 10: Housing. To provide for the housing needs of citizens of the state.



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

Housing Goals and Policies

H1 Housing Choice Goal: Promote a variety of housing options to meet the needs, abilities, and preferences of all current and future residents. (SUA)

H 1.1 Housing types: A variety of housing types shall be allowed and encouraged throughout the Salem Urban Area, including single-family homes, accessory dwelling units, manufactured homes, townhouses, middle housing, and multifamily housing. (SUA)

H 1.2 Innovation: The development of new and innovative housing types and designs such as cottage clusters, cohousing, and multigenerational housing should be encouraged in the Salem Urban Area to diversify the housing stock and meet different housing needs.

H 1.3 Accessibility and aging in place: The development of affordable, accessible housing, including homes with universal design features, should be encouraged to meet the needs of older adults and people with mental and physical disabilities, particularly in areas near services and transit.

H 1.4 Adaptability: Flexibility shall be provided in regulations to allow existing homes to convert to middle housing to adapt to changing housing needs in the future.

H 1.5 Housing diversity: New residential developments should be encouraged to incorporate a diversity of housing types and sizes to attract residents of varying income levels, lifestyles, and housing preferences.

H 1.6 Multi-dwelling ownership: Homeownership opportunities in multi-dwelling housing should be encouraged, including the creation of townhouses, condominiums, and cooperatives.

H 1.7 Specialized housing: The development of specialized housing for the area’s elderly, disabled, students, and other groups with special housing needs should be encouraged.

H 1.8 Fair housing: Regulatory barriers to housing choices for people in protected classes shall be removed, and the City should coordinate with other agencies and organizations to support programs that aim to affirmatively further fair housing.

H 2 Housing Affordability Goal: Provide opportunities for housing that are affordable to current and future residents of all income levels. (SUA)

H 2.1 Low-income and workforce housing: The City should encourage the development of housing that is affordable to low- and moderate-income households, including government-assisted, subsidized, low-income, and workforce housing, through incentives and other tools.

H 2.2 Naturally-occurring affordable housing: The preservation and development of naturally-occurring affordable housing should be facilitated and encouraged, including small homes, manufactured homes on individual lots, and manufactured homes in manufactured home parks.

H 2.3 Affordable homeownership: Programs and investments that increase affordable homeownership opportunities should be promoted, particularly for communities of color and other groups who have historically been disadvantaged in the housing market.

H 2.4 Housing/transportation costs: Housing opportunities that decrease commuting and lower the combined housing/transportation cost burden for people who live in Salem should be encouraged.

H 2.5 Regulations and incentives: Regulations and incentives should be periodically updated to reduce the impacts that development standards, processes, and fees have on housing affordability, including parking requirements and tax relief programs.

H 2.6 Shelter to housing continuum: A continuum of shelter to housing opportunities should be encouraged through regulations, incentives, or other tools to help address the needs of unsheltered residents and those at risk of losing housing.

H 2.7 Shelter and services coordination: The City should coordinate with other public agencies, nonprofit 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.

H 2.8 Anti-displacement: Programs, incentives, investments, and regulations that support the long-term affordability of housing and minimize the involuntary displacement of residents due to increases in housing costs should be promoted. Early engagement with affected communities should occur during planning processes to empower those at risk of displacement to influence outcomes.

H 3 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. (SUA)

H 3.1 Access and dispersal: Multifamily housing should be located near employment centers, parks, shopping, and schools throughout the Salem Urban Area to increase pedestrian access to those destinations and services, foster complete neighborhoods, and promote dispersal of such housing across Salem's neighborhoods. (SUA)

H 3.2 Dispersal: Affordable housing, including subsidized housing, should be located throughout the Salem Urban Area to promote mixed-income neighborhoods and reduce economic segregation and concentrations of poverty. (SUA)

H 3.3 Infill: Infill housing should be encouraged to promote the efficient use of land and existing infrastructure as well as access to existing services and amenities.

H 3.4 Building reuse: The City should encourage reuse of vacant buildings for shelters, residential uses, and mixed-use development to increase access to housing for all residents.

H 4 Complete Neighborhood Goal: Encourage housing that provides convenient access to jobs, services, and amenities that meets residents' daily needs.

H 4.1 Mixed use: The development of housing should be encouraged in mixed-use areas to increase access to jobs and services and promote walkable, complete neighborhoods.

H 4.2 Connectivity: Development patterns in residential neighborhoods shall promote and facilitate multimodal connections that provide access to services and amenities and reduce the need for, and length of, automobile trips.

H 4.3 Transit-oriented development: High-density residential development should be located along corridors in Cherriots' Core Network to increase pedestrian and transit access to jobs and services and to support the use of transit.

H 4.4 Downtown area: A variety of housing types should be located in and near downtown Salem to provide opportunities for residents to live near jobs, shopping, and entertainment, with higher-density housing concentrated downtown.

H 5 Livability and Sustainability Goal: Enhance Salem's neighborhoods to ensure that they are safe, welcoming, stable, sustainable, and attractive places to live.

H 5.1 Existing housing: The preservation, maintenance, and rehabilitation of existing housing should be facilitated and encouraged through regulations, incentives, or other tools, including those that remove barriers to improving homes in older neighborhoods.

H 5.2 Green building: Housing developments should be encouraged to incorporate green building features, materials, and techniques like solar panels, non-polluting materials, daylighting, low-flow plumbing fixtures, and green roofs to reduce energy needs, improve resident health, and reduce resource consumption and greenhouse gas emissions.

H 5.3 Healthy and active living: Multifamily housing and mixed-use projects should be encouraged to incorporate amenities supportive of healthy, active living, such as useable open space, community space, recreation areas, and community gardens.

H 5.4 Design: Multi-unit infill development and redevelopment in Salem's neighborhoods should be encouraged to reflect the scale and historic pattern of existing neighborhoods through context-sensitive development and design standards.

H 5.5 Responding to social isolation: The City should promote site designs for housing and relationships to adjacent developments that reduce social isolation for groups that often experience it, such as older adults, people with disabilities, communities of color, and immigrant communities.

MCGILCHRIST BUILDING

8 Economic Development and Employment



Economic Development and Employment

Salem Today

The City strives to increase the economic prosperity of Salem residents and businesses, as it is home to a broad range of commercial and industrial businesses. These businesses are located across Salem on a variety of employment lands, including mixed-use, commercial and industrial land.

These lands were the focus of the Salem Economic Opportunities Analysis 2015-2035 (EOA) adopted in 2015. The purpose of the EOA was to develop strategies to provide enough land to meet Salem’s future employment land needs, inform policy decisions related to land use, and respond to Keizer’s Economic Opportunities Analysis. The EOA, which is consistent with Statewide Planning Goal 9, found that Salem’s portion of the UGB has a deficit of 271 acres of commercial land and a surplus of 907 acres of industrial land. Since the EOA was adopted, industrial development has remained steady, particularly in south and southeast Salem, leading to a reduction in available industrial land.

The EOA is a support document that serves as a policy guide for this Comprehensive Plan. It recommended strategies to meet Salem’s employment land needs, including preserving key employment land for traded-sector uses and identifying areas for conversion from industrial to commercial uses. The City has used the EOA to inform the development of goals and policies related to mixed-use development, commercial development, economic development, and industrial development.

In addition to addressing land needs, the City continues to foster economic development and support businesses in a variety of ways, including a business retention and expansion program, urban renewal grants, infrastructure improvements, strategic property acquisition, tax incentive programs, and partnering work local, regional, and statewide organizations to support workforce training, entrepreneurship, and business recruitment. For example, Salem has eight urban renewal areas (URA), which are

Statewide Planning Goal 9: Economic Development. To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon’s citizens.



used to fund investment and redevelopment in specific geographic areas. Projects in the URAs have focused on business retention and recruitment, public improvements, environmental improvements, and new multi-family housing.

Other tools include enterprise zones that incentivize the creation of new industrial and manufacturing jobs for the community through a property tax exemption and opportunity zones that provide federal tax incentives to encourage long-term investments in distressed areas. Additionally, the City disperses grants through its Community Development Grant Program and HOME Investment Partnership annual entitlement funding to Salem nonprofit organizations to provide affordable housing, micro-enterprise support, and social services.

Looking Forward

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.

Economic Development Goals and Policies

E 1 Economic Development Goal: Strengthen and diversify the economy to enhance Salem’s economic prosperity and resiliency. (SUA)

E 1.1 Diversity: A diverse range of businesses and industries should be encouraged in the Salem Urban Area to provide jobs and services to the diverse, growing population and to strengthen economic resiliency. (SUA)

E 1.2 Traded-sector industries: The attraction, retention, and growth of traded-sector industries should be fostered, particularly those that provide living-wage jobs and investment in the Salem Urban Area.

E 1.3 Sustainable industries: The growth of sustainable industries should be supported and encouraged, including businesses that use energy conservation practices or manufacture products that facilitate energy efficiency such as renewable energy sources.

E 1.4 Small businesses: The growth and stability of existing small businesses should be facilitated, and opportunities for local entrepreneurs and start-up businesses should be expanded.

E 1.5 Home businesses: Home-based businesses and live-work space should be allowed and encouraged in the Salem Urban Area to expand employment opportunities and provide small-scale services in neighborhoods.

E 1.6 Business innovation: The City should support and help facilitate scale-up and business innovation opportunities where new or growing companies can benefit from co-location, mentorship, and shared services.

E 1.7 Cultural businesses: Businesses that provide services and shops to diverse communities in the Salem Urban Area and that retain local employees should be supported.

E 1.8 Campus institutions: The stability and growth of major campus institutions should be supported as essential service providers, workforce development resources, and major employers.

E 1.9 Competitive advantages: The City should maintain and strengthen Salem's competitive economic advantages, including high quality workforce, business diversity, competitive business climate, and multimodal infrastructure.

E 1.10 Regional center: The Salem Urban Area shall be retained, developed, and promoted as a commercial, cultural, and economic center for the Mid-Willamette Valley region. (SUA)

E 1.11 Downtown: Downtown Salem shall be enhanced as a regional destination and mixed-use center with diverse employment, shopping, and recreational opportunities.

E 1.12 Urban renewal areas: The City should encourage and prioritize the creation of urban renewal areas that help implement the Comprehensive Plan.

E 1.13 Flexibility: The types and arrangements of businesses allowed in employment areas should be flexible to support adaptive reuse of existing buildings in changing economies.

E 1.14 Regulatory climate: Development review processes and regulations should be periodically reviewed and updated to encourage predictability, support local and equitable employment growth, and encourage business retention.

E 1.15 Displacement: Programs and strategies that mitigate the involuntary displacement of existing business due to increased land values and redevelopment should be supported.

E 1.16 Economic resilience: The City shall support efforts to improve economic resilience to impacts from climate change and natural disasters through a strong local economy and equitable opportunities for prosperity.

E 1.17 Import substitution: Local goods production and service delivery that substitute for imports should be encouraged to help keep the money residents earn in the local economy.

E 1.18 Sharing economy: Mechanisms that enable individuals, corporations, non-profits, and governments to market, distribute, share, and reuse excess capacity in goods and services such as crowd funding platforms should be supported.

E 2 Land Supply Goal: Maintain an adequate supply of land to meet Salem's economic and employment needs. (SUA)

E 2.1 Employment land: The City shall provide a supply of employment land that accommodates the amounts, size, types, locations, and service levels needed to meet the short-term and long-term employment growth forecasts for the Salem Urban Area. (SUA)

E 2.2 Emerging industries: Emerging industries, new technologies, and changes in the economy should be supported and accommodated by providing a range of commercial and industrial lot sizes and settings, including shared spaces.

E 2.3 Industrial access: Industrial development should be located near rail lines, Interstate 5, or major transportation corridors to facilitate the movement of goods.

E 2.4 Infill and redevelopment: Industrial development should be encouraged in infill and redevelopment locations that are currently served or adjacent to developed properties to maximize returns on public infrastructure investments.

E 2.5 Supportive uses: Services and housing opportunities should be allowed near major employment centers like Mill Creek Corporate Center to support job growth, increase job access, and provide services for employees.

E 2.6 River: The Willamette River should be leveraged 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.

E 2.7 Brownfields: The assessment and clean-up of brownfield sites should be supported to increase the amount of developable employment land in the Salem Urban Area and to protect the environment.

E 2.8 Industrial land inventory: The City shall maintain a long-term supply of industrial land and seek to preserve key high value industrial land, especially areas where the City has made substantial investments in infrastructure. High value industrial land has the following characteristics: it is designated for industrial uses, in flat parcels, most frequently in large parcels at least 10 acres in size, located within an industrial district, has direct access to a state highway or I-5, and is serviced or planned to be serviced with water and wastewater infrastructure.

E 2.9 Industrial land conversion: Industrial land that may be appropriate for conversions to commercial or other non-industrial uses should include some or all of the following:

1. located outside of industrial areas or isolated from other industrial uses,
2. surrounded by incompatible uses (such as housing),
3. located adjacent to properties that have converted to commercial uses,
4. have limited or no access to major roads (such as arterial streets, collector streets, or highways) or,
5. lack of rail access.

E 2.10 Regional coordination: The City should coordinate its industrial land inventories and economic development activities with other cities in Marion and Polk counties to promote a strong and resilient regional economy. (SUA)

E 3 Access and Livability Goal: Promote a vibrant economy that increases access to jobs, goods, and services.

E 3.1 Job access: An array of employment types shall be allowed broadly throughout the Salem Urban Area to improve job access for all residents. (SUA)

E 3.2 Transit-oriented development: Pedestrian-friendly, mixed-use development and redevelopment should be encouraged along corridors with frequent transit access and near Cherriots' Core Network to increase access to jobs and services, reduce the need for single-occupancy vehicle trips, and support public transit.

E 3.3 Neighborhood hub: The creation of neighborhood hubs – small, neighborhood-serving businesses clustered within residential areas – shall be supported and facilitated to improve local access to daily goods and services, enhance neighborhood resiliency, and foster complete neighborhoods.

E 3.4 New neighborhoods: New, large subdivisions and planned unit developments should be allowed and encouraged to incorporate neighborhood hubs to promote the creation of complete neighborhoods.

E 3.5 Shopping and services: A range of shopping and service options should be promoted in dispersed clusters and corridors throughout the Salem Urban Area, particularly in areas with limited access to goods and services.

E 3.6 Connectivity: New and retrofitted commercial, mixed-use, and industrial development shall provide pedestrian and vehicle connections to adjacent properties where practical.

E 3.7 Access to health: The City shall allow medical, mental health, and social services broadly in the Salem Urban Area to improve access for all residents, including seniors and lower-income residents.

E 3.8 Access to childcare: The City shall allow child day care opportunities broadly in the Salem Urban Area to improve access for all residents, particularly in neighborhood hubs and in areas with access to frequent transit service.

E 3.9 Convention centers: Convention and conference facilities for the Salem area should be located in the downtown area close to other public and commercial facilities and with easy transportation access.

E 4 Design Goal: Encourage commercial, mixed-use, and industrial development that creates safe, sustainable, attractive urban environments.

E 4.1 Pedestrian-friendly design: New or retrofitted commercial and mixed-use development should be encouraged to incorporate pedestrian-friendly design elements and site designs that promote pedestrian activity, economic vitality, and a sense of place.

E 4.2 Corridors: Distinctive commercial and mixed-use corridors should be created and reinforced by planning and developing safe, attractive streetscapes and by making other enhancements to the public realm to complement adjacent development.

E 4.3 Community amenities: Commercial and mixed-use developments should be encouraged to incorporate community amenities such as indoor and outdoor gathering spaces and green space.

E 4.4 Sustainability: Development should be encouraged 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.

E 5 Workforce Training Goal: Support the advancement and prosperity of the local workforce.

E 5.1 Training: Job training programs, career and technical schools, and multilingual workforce programs should be supported to build and align skills with local jobs and help workers advance their careers.

E 5.2 Living wages: The growth and retention of businesses that provide living wages in Salem should be supported.

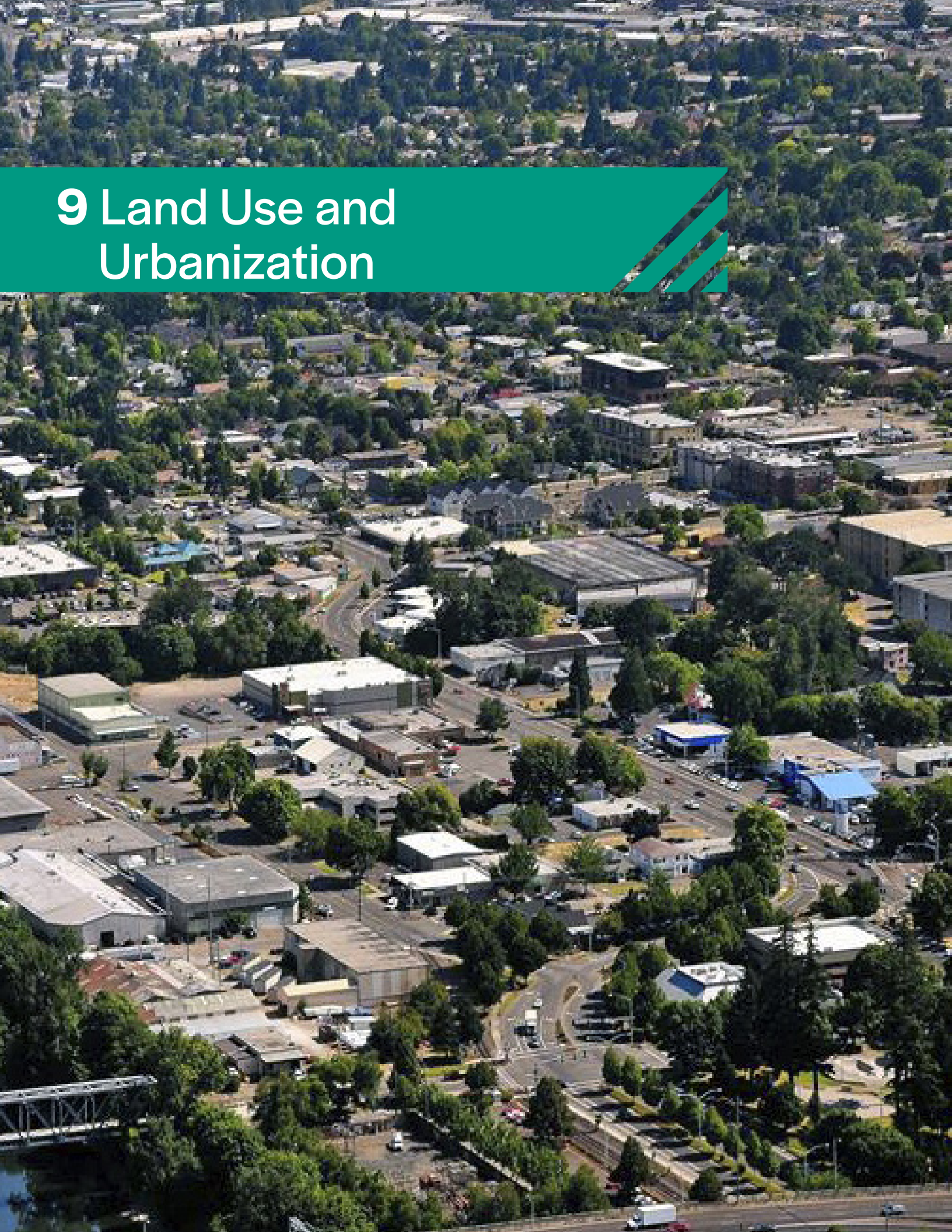
E 5.3 Opportunity: The City should incentivize businesses to hire locally and to provide educational opportunities for their employees.

E 5.4 Equity: Businesses and organizations that expand equitable access to higher-wage jobs, particularly in lower-income areas, should be supported.

E 5.5 Disparity reduction: The City should help reduce racial, ethnic, gender, and disability-related disparities in income and employment opportunity through programs, incentives, and other strategies.



9 Land Use and Urbanization



Land Use and Urbanization

Salem Today

Under State law, cities must establish urban growth boundaries (UGBs) that designate the area in which they expect to contain growth. UGBs are used to reduce urban sprawl and preserve forest land, agricultural land, and open space. Salem shares a UGB with the City of Keizer. The shared UGB encompasses approximately 43,550 acres; Salem's portion is roughly 38,760 acres, which is 89% of the total acreage. The UGB was last updated in 2014 with the addition of Keizer Rapids Park.

Salem's portion of the UGB - the Salem Urban Area - is intended to encompass enough buildable land to meet the projected housing and employment growth over a 20-year period. The City conducted a Buildable Lands Inventory (BLI) for housing and employment as part of Salem's Housing Needs Analysis (HNA) and Economic Opportunities Analysis (EOA). Those analyses, completed at the end of 2014, concluded that Salem's portion of the UGB does not need to be expanded to accommodate projected housing and employment needs through 2035.

In addition to examining land needs, the City often conducts planning studies for specific areas of Salem to advance a range of priorities, including promoting walkable corridors, revitalizing mixed-use areas, and encouraging housing. The City also develops and updates neighborhood plans. There are 10 adopted neighborhood plans, which provide detailed goals and policies for neighborhoods that are consistent with the Comprehensive Plan. The plans also include recommendations that provide specific strategies or projects that neighborhoods want the City or others to undertake to address identified issues and advance related goals. Neighborhood plans cover a range of topics, including housing, transportation, parks and open space, neighborhood heritage, and industrial development.

Looking Forward

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

Statewide Planning Goal 14: Urbanization. To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.



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.

Land Use and Urbanization Goals and Policies

L 1 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. (SUA)

L 1.1 Growth management program: The City shall 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.

L 1.2 Land sufficiency: The City shall periodically update inventories and analyses related to housing and economic development – including the Salem Housing Needs Analysis, Economic Opportunities Analysis, and Buildable Lands Inventory – to ensure the Salem area has the amount and type of land needed to accommodate population and employment projections.

L 1.3 UGB is urbanizable: The City shall consider urbanizable areas within the urban growth boundary as available for annexation and urban development.

L 1.4 Urban growth boundary expansion: If the Urban Growth Boundary for the Salem Urban Area is expanded to include additional land for residential development, the City shall give first priority to lands that have been removed from the 1982 boundary.

L 1.5 Annexation coordination: The City shall coordinate with Marion and Polk Counties to encourage the orderly annexation to the City of Salem of the land within the Salem urban area.

L 1.6 Annexation legislation: Legislation that removes barriers to annexing land within the Salem urban area to the City of Salem in an orderly fashion should be supported.

L 1.7 Extension of services: The City shall 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. (SUA)

L 1.8 Septic systems: The City is the appropriate provider of sewer facilities for land within the UGB. In order to ensure the efficient development of land within the UGB and ability to redevelop land at urban densities, septic systems should be limited to situations where sewer is not physically or legally available. Approval of septic systems shall be based on verification of septic suitability by the County Sanitarian. (SUA)

Inside City Limits

Property within the City limits shall be connected to City services. Septic systems are allowed inside City limits for low density residential uses subject to standards that assure adequate opportunities for future development at urban densities subject to non-remonstrance agreements and State and Federal requirements. Existing septic systems can be maintained and repaired.

Outside City Limits

Unless a different standard has been mutually concurred upon by the City and relevant County, unincorporated property that is contiguous to City limits shall not be approved for septic systems unless city sewer service is physically unavailable. City services shall be extended to contiguous properties upon annexation of the property.

Unincorporated, non-contiguous property may have new septic systems and may repair existing septic systems. Approval of septic systems should include consideration of adequate opportunities for future development at urban densities such as future rights of way, access points, and easements.

L 1.9 Service districts: No new service districts shall be created within the Salem urban area to provide fire protection, sewer or water service. (SUA)

L 1.10 Infill: Development of vacant and underutilized land with existing urban services should be encouraged before converting urbanizable lands to urban uses and extending services beyond presently served areas.

L 1.11 Services: The City shall 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.

L 1.12 Sizing facility extensions: The City shall ensure that the extension of sewer, water, storm drainage, and transportation facilities within the Salem urban area conforms with the adopted growth management program. Public water and sewer facilities shall be sized and constructed appropriately to serve the areas within the urban growth boundary.

L 1.13 Facility responsibility: Where development creates a demand for new or expanded facilities and services, new development should bear a share of the costs of new or expanded facilities and services.

L 1.14 Compatibility of improvements: Within the Salem urban area, the City shall coordinate with Marion and Polk 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.

L 2 Regional Coordination Goal: Coordinate land use and public facility planning and investment decisions with Marion and Polk counties and the City of Keizer to promote equitable, efficient, and sustainable growth. (SUA)

L 2.1 Plan and code coordination: Zoning ordinances, subdivision regulations, Comprehensive Plan components, and specific development standards pertaining to the Salem urban area and prepared by the City of Salem, Marion County, Polk County, special districts and functional planning agencies shall support the Salem Area Comprehensive Plan.

L 2.2 Land use coordination: The City and Marion and Polk Counties shall maintain an exchange of information and recommendations 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. (SUA)

L 2.3 Development standards coordination: The City shall coordinate with Marion and Polk Counties regarding lands within the Salem urban area to ensure their development standards are compatible with the City of Salem development standards to the extent possible to avoid creating nonconformities when properties are annexed. (SUA)

L 2.4 Public facility coordination: The City shall forward to Marion and Polk Counties for review and comment information on public facility improvements or extensions that are proposed for areas outside city limits. (SUA)

L 2.5 CIP coordination: An exchange of information shall be maintained between the City, Marion and Polk Counties, and the City of Keizer regarding proposed capital improvement programs to ensure coordination of construction projects. (SUA)

L 3 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.

L 3.1 Context-sensitive development: The City should encourage development to be responsive to the site and context, including the public realm, the area's cultural or historic identity, and natural features and environment.

L 3.2 Universal design: Public buildings and facilities should be designed to fulfill their specified function, taking into consideration the needs of people of all ages and abilities, including people with disabilities.

L 3.3 Development impacts: Regulations shall encourage development to minimize or mitigate its impacts on adjacent properties such as excessive noise, light pollution, air pollution, and odor through screening, landscaping, setback, height, massing, or other means.

L 3.4 Noise impacts: The City should encourage land use patterns and building and site designs that minimize or mitigate excessive noise impacts on residents and building occupants.

L 3.5 Light impacts: The City should encourage lighting designs and practices that minimize or mitigate the negative impacts of light pollution on public health, ecosystems, and energy costs.

L 3.6 Sustainable development: New developments should be encouraged to make maximum use of available land areas with minimal environmental disturbance and be located and designed to minimize such public costs as extension of sewer and water services, schools, parks, and transportation facilities.

L 3.7 Parking management: The City should establish and maintain prices for public parking that balances supply and demand, recognizes the cost of providing parking, and supports economic vitality in locations with high parking demand.

L 3.8 Parking requirements: Parking requirements should be reviewed and set at the lowest standards that will meet the community's needs in order to reduce land utilized for parking, allow the market to determine parking needs, reduce the cost of development, and encourage a more walkable development pattern.

L 4 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.

L 4.1 Statewide planning goals: The Comprehensive Plan and its implementation tools shall remain consistent with the Oregon Statewide Planning Goals.

L 4.2 State and federal regulations: The Comprehensive Plan and its implementation tools shall remain consistent with all applicable state and federal regulation.

L 4.3 Comprehensive plan components: Amendments to the Comprehensive Plan components and its implementation tools shall comply with the Comprehensive Plan, therefore furthering the community's vision for the future.

L 4.4 Urban renewal plans: Urban renewal plans, including goals and objectives, shall remain consistent with the Comprehensive Plan.

L 4.5 Monitoring system: A monitoring system should be developed within the Salem urban area to evaluate land development and program activities in relation to policy directives established by the Comprehensive Plan.

L 5 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.

L 5.1 Growth management: The construction of transportation facilities should be timed to coincide with community needs and when possible, funding opportunities, and should be implemented to minimize impacts on existing development.

L 5.2 Development requirements: Improvements to the transportation system shall be required, in addition to those in or abutting a development, as a condition of approval of subdivisions and other intensifications of land use as needed.

L 5.3 Traffic impacts: Transportation System Development Charges shall be collected as defined by Oregon Revised Statutes and local government ordinances to mitigate traffic impacts placed on areawide transportation facilities by new development.

L 5.4 Alternative street designs: The City should support alternative street design standards that provide flexibility to address unique physical constraints and land use contexts.

L 5.5 Trails: The network of pedestrian and bicycle trails should be expanded to align with and provide access to natural resources such as creeks and the Willamette River.

L 5.6 Transit: Infrastructure and development projects shall incorporate the needs of transit vehicles and riders in their design and construction, including providing needed transit amenities.

L 5.7 Commuter parking lots: The City should discourage the development of new surface parking lots in the downtown area that do not advance land use and environmental goals.

L 5.8 Rail compatibility: The planning of industrial lands and rail-dependent uses should be coordinated with existing and expanded rail lines to support the movement of freight.

L 5.9 Airport compatibility: Land uses around McNary Airport shall be compatible with airport operations while considering community needs, shall not preclude future airport expansions or commercial air service, and shall not be adversely affected by noise or other possible impacts.

L 5.10 Airport operational safety: Land uses beneath designated approach surfaces within 10,000 feet of the end of McNary Field runways shall not create water impoundments accessible by waterfowl.

L 5.11 Airport public safety: Commercial uses and other uses that result in large concentrations of people within the clear zones of the runways at McNary Field shall be prohibited to avoid risk to public safety from potential aircraft accidents.



10 Parks and Recreation



Parks and Recreation

Salem Today

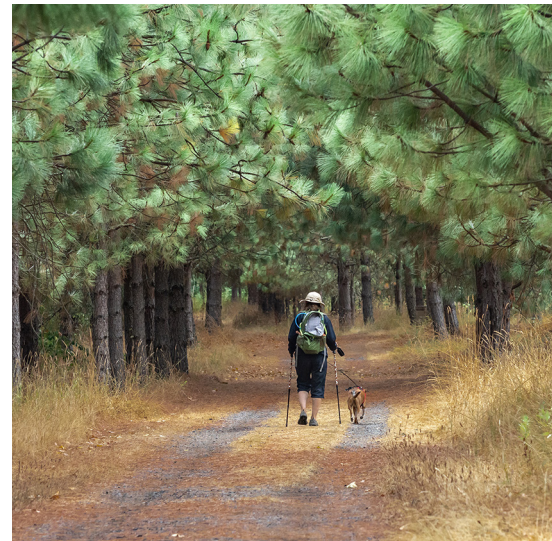
Salem boasts 90 parks that offer a variety of recreational opportunities to the community. From neighborhood parks to large urban parks, parkland totals more than 2,000 acres throughout the city. The City provides a range of park and recreational services, including parks planning, parks maintenance, recreational facilities such as playgrounds and sports fields, park reservations, and event coordination for the Salem community.

Recent planning efforts have included developing and updating master plans for park properties and park expansions. Park planning and development is guided by the 2013 Comprehensive Park System Master Plan (CPSMP), which will be updated to advance the goals and policies in this Comprehensive Policies Plan. The Salem Parks and Recreation Advisory Board (SPRAB) also recommends and advises City Council on park master plans.

Looking Forward

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.

Statewide Planning Goal 8: Recreation Needs. To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.



Parks and Recreation Goals

Goals related to parks and recreation are included in this Comprehensive Policies Plan document. Related detailed policies, however, are contained within the Salem Comprehensive Parks System Master Plan (CPSMP). Amendments to that plan shall constitute amendments to this plan.

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

P 2 Provide recreational programs to serve all ages, incomes, cultures, and abilities.

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

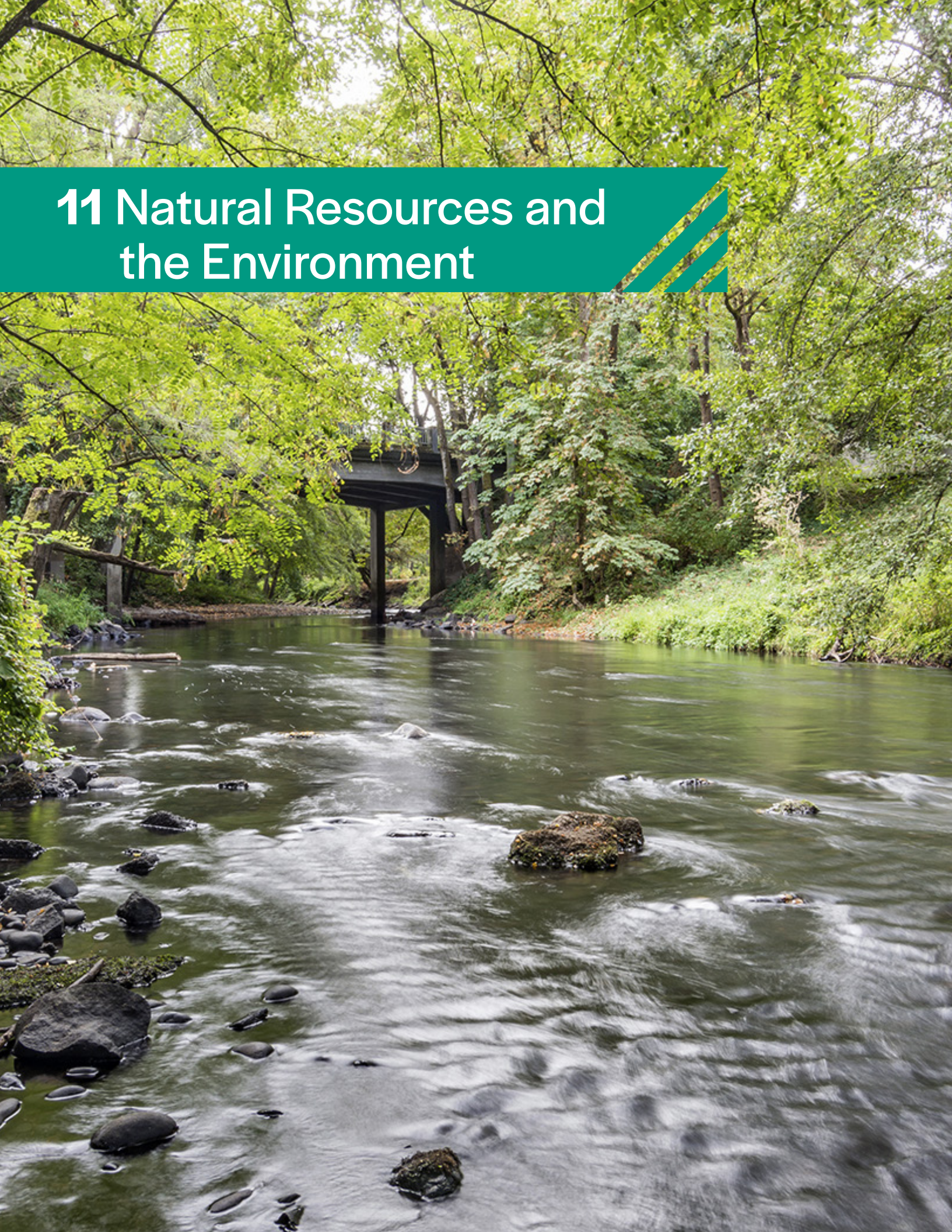
P 4 Develop and enhance parks as safe and welcoming public spaces that celebrate cultural heritage and diversity, reflect surrounding neighborhood identity, and provide for community gatherings.

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

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



11 Natural Resources and the Environment



Natural Resources and the Environment

Salem Today

Salem is located within the Willamette River Basin, a nearly 11,500-square-mile watershed situated between the Cascade Mountain Range and the Coast Range. Approximately 90 miles of creeks and streams run through Salem and eventually drain to the Willamette River. These waterways – and the more than 1,000 acres of natural areas in Salem – provide a variety of environmental, recreational, ecological, and other benefits to the community.

The City continues to work to protect and enhance these natural areas and natural resources. For example, the City is undertaking a multi-phased restoration effort to improve the Willamette Slough and natural areas throughout the Minto Island Conservation Area, a 307-acre area within Minto-Brown Island Park. The City also continues efforts to increase Salem’s urban tree canopy, which provides numerous benefits to the community and environment. In 2019, the urban tree canopy in Salem’s portion of the UGB was 24 percent, though the distribution of trees is not even across the area. The City has set a new goal for 2030 of 28 percent tree canopy. Low canopy portions of the city are prioritized for tree planting.

Looking Forward

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 and to enhance the benefits that these natural resources provide.

Natural Resources and the Environment Goals and Policies

N 1 Environmental Protection Goal: Protect and enhance the quality and function of Salem’s natural resources, ecosystems, and environment.

N 1.1 Natural resource protection: The quality and function of natural resources in the Salem Urban Area shall be protected, including wetlands, waterways, floodplains, and critical habitat.

Statewide Planning Goals 5: Natural Resources, Scenic and historic Areas, and Open Spaces. To protect natural resources and conserve scenic and historic areas and open spaces.

Statewide Planning Goals 6: Air, Water and Land Resources Quality. To maintain and improve the quality of the air, water and land resources of the state.



N 1.2 Water quality: The City shall facilitate and support efforts to protect and improve water quality in the Willamette River, streams, floodplains, wetlands, and groundwater to benefit ecological health as well as the health and safety of the community.

N 1.3 Air quality: The City shall 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.

N 1.4 Riparian areas: Protections for trees and native vegetation in riparian corridors shall be increased, and efforts to restore degraded riparian corridors should be supported.

N 1.5 Agricultural land: The continuation of agricultural uses on agricultural lands should be encouraged within the urban growth boundary until such lands are needed for urban uses.

N 1.6 Natural open space: The amount of dedicated natural open spaces in the Salem Urban Area should be expanded to support ecosystems and enhance quality of life.

N 1.7 Environmental impacts: The City shall take proactive measures to reduce the environmental impacts from City-funded programs and projects by ensuring that environmental resources are identified and evaluated for impacts early in the planning stage. Design, construction, and maintenance activities should avoid, minimize, or mitigate adverse environmental impacts.

N 1.8 Community stewardship: Voluntary efforts between property owners, community organizations, and public agencies to restore, re-create, and provide ongoing management of habitat on their private property should be supported and facilitated.

N 1.9 Waste management: The City should support and pursue strategies for managing waste disposal to protect watersheds and water source quality.

N 1.10 Coordination: The City should improve and expand coordination with adjacent jurisdictions on the protection and restoration of local rivers, creeks, and other natural resources.

N 1.11 Habitat protection: Habitat areas for native and non-invasive naturalized plants and wildlife that live and move through Salem should be protected.

N 1.12 Habitat connectivity: The City should identify and enhance critical connections between greenspaces and areas of natural habitat.

N 1.13 Invasive species: The spread of invasive plants should be reduced, and efforts to reduce the impacts of invasive plants, animals, and insects should be supported.

N 2 Urban Forest Goal: Preserve, increase, and enhance Salem's urban forest.

N 2.1 Tree canopy: The City shall 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 and mitigate the urban heat island effect.

N 2.2 Tree preservation: The City shall increase the quantity of healthy trees and tree groves that are preserved through regulations, incentives, or other efforts.

N 2.3 Tree planting: The City shall promote and contribute to tree planting across the Salem Urban Area through regulations, incentives, and other efforts, particularly in neighborhoods with a low percentage of tree canopy.

N 2.4 Street trees: The City shall ensure new street trees are planted, existing street trees are preserved, and removed street trees are replaced when streets are developed or improved.

N 2.5 Tree health: The health of the urban forest should be improved by increasing the diversity of species, improving inventory and assessment of trees, and managing trees for health.

N 2.6 Riparian trees: The City shall facilitate and promote the protection and establishment of forested riparian areas for water quality, public health, and wildlife habitat.

N 3 Design and Development Goal: Promote sustainable practices in design and development.

N 3.1 Green infrastructure: Green infrastructure should be used 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.

N 3.2 Site design: Flexibility should be provided 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.

N 3.3 Building design: The City should encourage resource efficiency in the design and retrofitting of buildings, such as employing passive solar design, living building design, sustainable building materials, energy efficient systems and appliances, and home and business energy scores.

N 3.4 Renewable energy: The use and production of renewable energy should be promoted in private and public facilities, such as solar energy and wind power.

N 3.5 Community landscapes: Private lawns, public parks, and underutilized open spaces should be encouraged to incorporate pollinator habitats, hardy native plants, and/or food production.

N 3.6 Access to nature: The City shall promote equitable access to natural resources and open spaces through planning, regulations, investments, and other means.

12 Climate Change and Natural Hazards



Climate Change and Natural Hazards

Salem Today

Impacts from climate change are visible in the Pacific Northwest, with wildfires, winter storms, floods, and drought already affecting Salem. These impacts have highlighted the need to address climate change in the Salem area.

To better understand local sources of greenhouse gas emissions (GHG), Salem completed its first Greenhouse Gas Inventory Report in 2019. The sector-based inventory determined that Salem’s residents, businesses, employees, and visitors produced over 1.5 million metric tons of carbon dioxide equivalent (CO₂e) in 2016. Of the six emissions source categories surveyed, mobile emissions – transportation – made up more than half (53%) of the CO₂e produced. Electricity generation comprised over one quarter of all emissions, while residential and commercial stationary combustion (e.g., propane and natural gas) was the third largest contributor at 16 percent.

The Greenhouse Gas Inventory informed the development of Salem’s first Climate Action Plan as well as this update to the Comprehensive Plan. The Climate Action Plan sets the course for the City to reduce its greenhouse gas emissions and increase its resilience to climate change. It lays out hundreds of specific strategies to address everything from reducing emissions from waste to building a connected, multimodal transportation system. The strategies have informed policies throughout this Comprehensive Plan.

Salem also completed a Natural Hazards Mitigation Plan (NHMP) in 2017 that identifies short- and long-term strategies to prepare for a range of natural hazards. Salem’s vulnerability to hazards ranges from low to high depending on the impacts to the city’s population and assets. Salem’s highest-ranking hazards are winter storm, flood, windstorm, and a Cascadia earthquake.

Looking Forward

Salem will continue to reduce and mitigate the impact of natural disasters and hazards on the community, including

Statewide Planning Goal 7: Areas Subject to Natural Hazards.
To protect people and property from natural hazards.

Statewide Planning Goal 13: Energy Conservation. To conserve energy.



floods, earthquakes, and landslides. The City will work with the community and agency partners to help increase Salem's preparedness and ability to respond to future natural disasters. Salem will also promote climate resiliency and encourage improvements to buildings and infrastructure to make them more resilient to disasters, disruptions, and a changing climate.

Salem will support and pursue land use and transportation changes and other strategies to meet the City's goals of reducing greenhouse gas emissions 50% by 2035 and to be carbon neutral by 2050. This will include promoting energy saving opportunities, the use of green infrastructure, and other sustainable practices.

Climate Change and Natural Hazards Goals and Policies

CC 1 Greenhouse Gas Emissions Goal: Reduce Salem's greenhouse gas emissions to 50 percent of the citywide emissions from the baseline year of 2016 by 2035 and be carbon neutral by 2050.

CC 1.1 Land use and transportation: The City shall 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. Progress toward this objective shall be monitored through benchmarks sets forth in Table 1 on p.83.

CC 1.2 Electric vehicle network: The City should support development of a robust network of infrastructure needed to facilitate wide-scale adoption of electric vehicles, including charging stations for all motorized personal transportation devices.

CC 1.3 Utilities coordination: The City should collaborate with utility providers serving the Salem area to support development of renewable energy sources and infrastructure and reduce reliance on fossil fuels.

CC 1.4 Access to renewable energy: Access to small-scale renewable energy generation opportunities and green building materials and techniques should be increased in Salem, particularly to groups that have historically been underserved or underrepresented.

CC 1.5 Climate education: The City should increase outreach and education to encourage Salem residents to reduce greenhouse gas emissions and conserve natural resources.

CC 1.6 Community support: The City should support the community's efforts to reduce greenhouse gas emissions, especially those that promote climate justice.

CC 1.7 Business certification: The City should promote efforts to increase the sustainability of Salem's economy by supporting programs that increase the sustainability of local businesses.

CC 1.8 Urban farming: Urban farming and forestry that utilize sustainable practices to help sequester carbon and promote ecological health should be supported.

CC 1.9 Carbon capture: The City should identify and pursue opportunities for carbon sequestration on City-owned land.

CC 1.10 Waste reduction: The City should implement and encourage programs and practices that reduce the amount of waste sent to incinerators and landfills, including calculating and tracking diversion rates, conducting regular waste audits, leading education campaigns, and supporting local businesses and organizations that implement waste reduction practices.

CC 1.11 Municipal operations: The City shall prioritize efforts and strategies that reduce greenhouse gas emissions through municipal operations and facilities and shall periodically review its policies and practices to find opportunities to implement and work toward environmental best-practices.

CC 1.12 Sustainable purchasing: The City shall utilize sustainability criteria to inform purchasing decisions and the selection of City contractors.

CC 1.13 Emissions tracking: Sector-based community greenhouse gas emissions shall be reported regularly to track progress toward greenhouse gas reduction goals.

CC 2 Climate Change and Natural Hazards Goal: Prepare and protect the community from the impacts of natural hazards, climate change, and other disasters.

CC 2.1 Emergency preparedness, response, and recovery coordination: The City should coordinate land use plans and public facility investments between City departments, other public agencies, businesses, community partners, and other emergency response providers, to ensure coordinated and comprehensive emergency and disaster risk reduction, preparedness, response, and recovery.

CC 2.2 Hazard awareness: The City should increase outreach and education for hazard awareness and natural disaster preparedness, especially for low-income, elderly, and other vulnerable populations.

CC 2.3 Flood prevention and mitigation: The City shall pursue a variety of flood prevention and mitigation strategies, including incentivizing property owners to make improvements that incorporate green infrastructure.

CC 2.4 Development in floodplains: Development in floodplains shall be regulated to minimize negative impacts on natural resources and potential danger to life and property.

CC 2.5 Development on slopes: Development in areas identified as geologically hazardous shall be regulated to mitigate risk to people and property.

CC 2.6 Wildfire risk: Wildfire hazard risks in the wildland-urban interface should be addressed through planning, investments, regulations, and other means.

CC 2.7 Community preparedness coordination: The City shall coordinate with agency and other partners to increase community preparedness for natural disasters and emergencies, including increasing access to resources needed for response and recovery.

CC 2.8 Communications: Redundancy in telecommunications and broadband networks should be increased to protect commerce and public safety in the event of natural or manmade disasters.

CC 2.9 Climate justice: The City should work to ensure the equitable distribution of the benefits of climate protection and greenhouse gas emissions reduction efforts and reduce unequal burdens created by climate change on underserved and underrepresented communities.

CC 3 Resilience Goal: Promote community resiliency by increasing the ability of Salem’s built and natural environment, public services, and social support networks to withstand and recover from natural hazards and climate change.

CC 3.1 Seismic upgrades: The City shall pursue, facilitate, and support efforts to make public and private buildings and infrastructure more resistant to seismic activity and other natural disasters through retrofitting, redeveloping, or other improvements.

CC 3.2 Building adaptation: Developers should be encouraged to incorporate design features that will help adapt the built environment to impacts of climate change and natural disasters.

CC 3.3 Transportation infrastructure: Emergency transportation routes should be identified and enhanced, and emergency plans should be developed or updated regularly in coordination with emergency responders to help ensure continued service after natural disasters.

CC 3.4 Urban forest resiliency: The City should encourage planting of Pacific Northwest hardy and climate-change resilient trees and vegetation.

CC 3.5 Climate adaptation: The City should enhance the ability of rivers, streams, wetlands, floodplains, urban forest, habitats, and wildlife to adapt to climate change-exacerbated flooding, landslides, wildfire, and urban heat island effects.

CC 3.6 Equity and resiliency: The City should consider and prioritize the outcomes of resiliency planning efforts for those most vulnerable to environmental hazards and natural disasters, including low income populations, people of color, people with disabilities, elderly populations, and unsheltered populations.

CC 3.7 Resilience hubs: The City should support the development of a network of resilience hubs or sites that can support the surrounding areas during emergency events, including climate-related emergencies.

CC 3.8 Community-based organizations: The City should support the growth and development of local community-based organizations and nonprofits to help strengthen social support networks and community resilience.

Measure	Measurement Description	Existing - July 2021	Benchmark - 2035
1.	Percentage of all dwelling units within ¼ mile of Cherriots' Core Network and on land designated on the Comprehensive Plan Map as Central Business District (CB), River Oriented Mixed Use (ROM) and Mixed Use (MU) compared to all dwelling units in the city	34%	35%
2.	Percentage of new dwelling units within ¼ mile of Cherriots' Core Network and on land designated on the Comprehensive Plan Map as CB, ROM, and MU compared to all new dwelling units in the city	N/A (23,129 existing dwelling units)	40%
3.	Number of new dwelling units on land designated on the Comprehensive Plan Map as CB and ROM	N/A (1,165 existing dwelling units)	1,000 units
4.	Percentage of all jobs within ¼ mile of Cherriots' Core Network and on land designated on the Comprehensive Plan Map as CB, ROM, and MU compared to all dwelling units in the city	60%	60%

Table 1. The above benchmarks apply to the City of Salem city limits. The ¼ mile is measured as a straight line distance.

13 Willamette Greenway

An aerial photograph of Salem, Oregon, featuring the Willamette River and Waterfront Park. The river flows through the center, reflecting the sky and surrounding greenery. In the foreground, a large green lawn with winding paths and colorful trees is visible. In the background, a multi-lane highway and a cityscape with various buildings and more trees are seen under a cloudy sky.

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

Willamette Greenway

Salem Today

The Willamette River Greenway is a corridor of land and water along the Willamette River that is recognized as a valuable resource statewide. Local greenway plans guide development along the greenway and must be consistent with Statewide Planning Goal 15. Salem’s 1979 Willamette River Greenway Plan works to balance development needs with protecting the river’s resources. The plan provides an inventory of land use along the river and stresses the importance of preserving the natural, scenic, recreational, historic, and economic resources the river supports and provides.

Salem regulates land use and development through its Willamette Greenway Overlay zone. Intensification, change of use, and development is reviewed for compliance with the overlay zone to ensure consistency with Goal 15.

Looking Forward

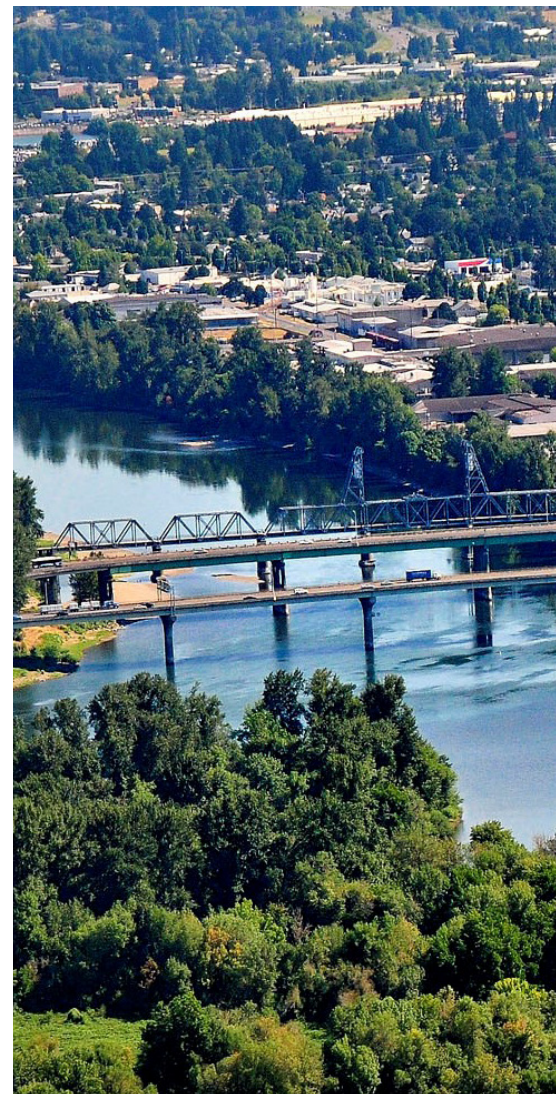
Salem will continue to protect and conserve the Willamette Greenway, recognizing its natural, scenic, economic, and recreational qualities. The public will enjoy access to parks and open spaces along the Willamette River. Development and resource extraction opportunities will be balanced with a need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

Willamette Greenway Goals and Policies

W 1 Management Goal: Protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River.

W 1.1 Development and land use: Proposals for intensification, changes of use, and development within the Greenway Boundary shall be reviewed for compatibility with statewide planning Goal 15 and local regulations, including, but not limited to, a riparian setback.

Statewide Planning Goal 15: Willamette Greenway. To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.



W 1.2 Vegetation and wildlife: Riparian vegetation and wildlife within the Willamette River Greenway Boundary shall be conserved, including protecting and managing riverbanks, sloughs, wildlife, and vegetation.

W 1.3 Aggregate extraction: Aggregate extraction may be permitted within the Willamette 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.

W 1.4 Timber harvesting: The harvest of timber will be conducted in a manner that ensures that the natural scenic qualities of the Greenway will be maintained to the greatest extent practicable or restored within a brief period of time.

W 1.5 Dredging: The continued dredging of the Willamette River shall be encouraged 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.

W 2 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.

W 2.1 Scenic easements: Scenic easements shall be used, where practical, to preserve and enhance the character of the river within the Greenway Boundary.

W 2.2 Visual access: Visual access and a sense of openness should be provided by maximizing the open space between buildings and the river

W 2.3 Public access: Development and redevelopment within the Greenway Boundary should include provisions for public access to and along the river.

W 2.4 Public impacts: Where private property is adjacent to public use areas, measures shall be taken to minimize disturbance to the private property.

W 2.5 Parks: Existing parks within the Greenway Boundary shall be preserved and maintained. Additional sites for recreation and scenic views and access to the Willamette River should be acquired.



14 Transportation



Transportation

Salem Today

The City’s transportation system facilitates the movement of goods and people throughout Salem, supporting all modes of travel: automobiles, transit, bicycles, pedestrians, freight, rail, and air. The street network alone comprises more than 800 miles of roadway, connecting homes, businesses, neighborhoods, and the broader region.

Much of the transportation network developed in the county as a system of farm-to-market roads. As Salem has grown and developed, the City has made, and continues to make, improvements to this transportation system. For example, the City is working to complete missing links in the bicycle network through new family-friendly bikeways. The City also prioritizes pedestrian safety, working to construct missing sidewalks, repair damaged sidewalks, and enhance pedestrian crossings throughout the community.

Salem continues to coordinate with Cherriots, which provides transit services in Salem, Keizer, Marion, and Polk counties. The City is aligning much of its land use planning around the Cherriots bus system, particularly its Core Network. The Core Network is a network of bus service corridors where frequent service is prioritized. The City aims to encourage high-density housing and mixed-use development near the Core Network.

Further improvements to the transportation network are needed to address a variety of existing and emerging challenges and priorities, including reducing greenhouse gas emissions from transportation and addressing equity in transportation investments and impacts.

The Salem Transportation System Plan (TSP), a component of the Comprehensive Plan, provides detailed policies and projects to address specific transportation needs across Salem. The TSP, which is consistent with Statewide Planning Goal 12, will be updated to advance the goals and policies in this Comprehensive Policies Plan.

Statewide Planning Goal 12: Transportation.
To provide and encourage a safe, convenient and economic transportation system.



Looking Forward

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.

Transportation Goals

Goals related to transportation are included in this Comprehensive Policies Plan document. Related detailed policies, however, are contained within the Salem Transportation System Plan. Amendments to that plan shall constitute amendments to this plan.

T 1 Transportation for All Goal: 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: 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.

T 2 Complete Streets Goal: 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.

T 3 Neighborhood Traffic Management Goal: 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.

T 4 Local Connectivity Goal: 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.

T 5 Bicycle System Goal: 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.

T 6 Pedestrian System Goal: Accommodate pedestrians of all ages and abilities by providing a comprehensive system of connecting sidewalks, walkways, trails, and pedestrian crossings that will encourage and increase safe pedestrian travel and active transportation to support public health.

T 7 Transit System Goal: 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.

T 8 Travel Demand Management Goal: 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.

T 9 Parking Management Goal: 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.

T 10 Transportation System Management Goal: Maximize the efficiency of the existing surface transportation system through management techniques and facility improvements.

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

T 12 Freight Movement Goal: Ensure a multi-modal transportation 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 while taking into consideration neighborhood impacts.

T 13 Transportation System Maintenance Goal: Maintain the City of Salem's street, sidewalk, and bikeway system in a state of good repair.

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

15 Public Facilities and Infrastructure



Public Facilities and Infrastructure

Salem Today

The City is a full-service municipality that provides water, sanitary sewer, stormwater facilities and services to the community in addition to police and fire protection and other government services.

Consistent with Statewide Planning Goal 11, Salem maintains and updates a public facilities plan, which includes the Salem Area Wastewater Management Master Plan, Salem Stormwater Master Plan, and Salem Water System Master Plan. The plans guide the provision of water, sewerage, and drainage for the Salem urban area, aligning investments with the community’s vision for the future. The plans specifically list public facility projects needed to serve future growth and development.

As Salem grows and faces new challenges, the City continues to make improvements to public infrastructure and facilities in Salem. Significant projects have been undertaken to protect Salem’s drinking water, which comes from the North Santiam River. For example, the City completed an ozone treatment facility and other improvements at the Geren Island Water Treatment Facility to add a layer of protection against algae blooms, severe weather events, and wildfires.

The City also operates under a National Pollutant Discharge Elimination System (NPDES) Municipal Separate Storm Sewer System Permit to release stormwater runoff from the stormwater system directly to local streams. The City performs water quality monitoring in the storm system and in streams and implements a Stormwater Management Plan.

Salem’s wastewater system serves more than 60 square miles and includes the cities of Turner and Keizer. Wastewater is treated at the Willow Lake Wastewater Pollution Control Facility before it is released to the Willamette River. Ongoing improvements are being made to the treatment plant. For example, the City completed a new Cogeneration Plant that produces renewable power (heat and electricity) from the by-products of wastewater treatment (methane biogas).

Statewide Planning Goal 11: Public Facilities and Services. To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.



Looking Forward

Salem will provide an efficient system of public facilities and services that support the growing community and future development. Improvements to these systems will enhance community resiliency to the effects of climate change, and key water and wastewater facilities will be enhanced to ensure continued service after a seismic event.

Public Facilities and Infrastructure Goals and Policies

PF 1 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.

PF 1.1 Schools: The City shall 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.

PF 1.2 Public buildings: Principal local government, state and federal offices should be located within the downtown area. Within the Salem metropolitan area, state-owned buildings that house the executive, legislative, judicial, or statewide administrative offices of any state agency shall be located on the Capitol Mall, except when an agency can demonstrate the necessity of locating off the mall.

PF 1.3 High-speed internet: The City should support and promote increased access to high-speed internet, including broadband and public wifi, particularly in underserved areas.

PF 1.4 Access to data: The City shall provide public access, when appropriate, to data and maps it maintains, including demographic data, climate data, and GIS data, and the City shall collaborate with community organizations when such data can further mutual goals.

PF 1.5 Navigation assistance: The City should help local businesses, organizations, and residents navigate City processes, regulations, rules, and programs to promote equitable access to services.

PF 2 Service Provision and Development Goal: Provide an orderly and efficient system of public facilities and services to serve existing and future development.

PF 2.1 Wastewater systems: The City shall maintain adequate capacity in the wastewater collection and treatment systems to allow for continued development and prevent environmental consequences from sewerage overflows.

PF 2.2 Sustainable development: The City should encourage new development to be designed in a sustainable manner so as to not overtax existing and planned improvements in the sewer collection system and treatment plants.

PF 2.3 Water conservation: The City shall continue to implement a water conservation program that emphasizes education, enforcement, metering, and other methods to use water efficiently.

PF 2.4 Water diversification: The City should pursue source water diversification to maintain a sustainable supply of drinking water to meet the current and future needs of the community.

PF 2.5 Water sources: The City shall coordinate with local and regional stakeholders to protect the quality of Salem’s current and planned water sources.

PF 2.6 Drinking water: The City shall continue to ensure that water provided to Salem customers meets all water quality regulatory standards.

PF 2.7 Seismic resiliency: The City should pursue seismic resiliency for key water and wastewater facilities to maintain adequate levels of service in the event of a major seismic event.

PF 2.8 Efficiency: The City shall provide public utility systems at adequate levels of service to the public in an environmentally conscience way at a reasonable cost.

PF 2.9 Revenue collection: The City should collect a sufficient amount of revenue to allow the creation of capital project reserves and to replace aging infrastructure in addition to the operational needs of public utility systems.

PF 2.10 Capital programming: The City shall maintain long-term capital improvement programs that balance acquisition and construction of new public facilities with maintenance and operations of existing facilities.

PF 3 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.

PF 3.1 Stormwater planning: The City shall support stormwater-related capital project and programmatic decision-making by providing information, establishing policies, and identifying and prioritizing action items.

PF 3.2 Capital improvement planning: The City shall efficiently deliver public stormwater conveyance, flow control, and treatment facilities through the stormwater capital improvement plan.

PF 3.3 Flood risk reduction: The City shall identify flood-related hazards, establish actions to mitigate those hazards, and provide information related to flood risks to residents and businesses in Salem.

PF 3.4 Stormwater operations and maintenance: The City shall properly care for Salem’s stormwater systems at the level of service needed to support the City’s programmatic, regulatory, and project requirements.

PF 3.5 Quality and quantity facilities: The City shall use facilities to 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.

PF 3.6 Regulations and standards: The City shall develop, implement, and comply with regulatory requirements that protect life, property, receiving waters, and the environment from loss, injury, degradation, or damage by stormwater.

PF 3.7 Intergovernmental coordination: The City shall 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.

PF 3.8 Financing: The City shall execute a sustainable financial strategy that provides for the timely construction of stormwater facilities and effective implementation of a comprehensive suite of stormwater programs.



16 Community Services and Historic Resources



Community Services and Historic Resources

Salem Today

The City provides the community with a variety of programs and services through the Salem Public Library, Center 50+, and other City departments.

There are two library facilities in Salem: The Main Library located next to City Hall and the West Salem branch. The libraries offer more than 2,400 programs to the community, including a summer reading program, Teen Advisory Board, story times, and more. In 2019, there were roughly 500,000 visitors to the libraries and more than 190,000 electronic materials circulated. The Main Library has also been renovated to improve accessibility and earthquake safety.

Center 50+, as a non-membership community center, offers a variety of programs and services to adults age 50 and older. Created by the City and nonprofit Friends of Center 50+, the center provides everything from arts and crafts classes to respite care programs to fitness classes. More than 900 people visit the center each day, and roughly 1,000 homebound seniors receive outreach services through the center.

The City also supports and helps protect historic resources in Salem. There are four historic districts in Salem listed in the National Register of Historic Places: Court Street-Chemeketa Street Historic District, Salem Downtown Historic District, Gaiety Hill/Bush's Pasture Park Historic District, and Oregon State Hospital Historic District. In addition, there are more than 150 individually-listed properties, with buildings ranging from the mid-nineteenth to mid-twentieth centuries. Many of these sites provide the community with cultural or historic education opportunities.

As a Certified Local Government, the City is required to have a historic design review process, which is administered by staff and a Historic Landmarks Commission. The process ensures designated historic resources retain their integrity. The City of Salem also provides resources to encourage and

Statewide Planning Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces. To protect natural resources and conserve scenic and historic areas and open spaces.



promote historic preservation. For example, the City provides a residential toolbox grant to help enhance, maintain, or restore historic residential properties.

Salem has 257 known archaeological sites within the urban growth boundary that are significant for their association with pre-contact indigenous life and peoples, or with historic Euro-American settlers. The City has established policies and procedures for reviewing ground-disturbing activities within areas where there is a high probability of encountering archaeological resources. In addition, Salem is one of just seven Oregon Heritage All-Star Communities. The All-Star program recognizes communities that make the most of their heritage resources.

The City has updated the Salem Historic Preservation Plan, which is a support document to the Comprehensive Plan. The Historic Preservation Plan provides strategic guidance for how the City can maintain, strengthen, and expand its preservation activities in a manner that is consistent with other City objectives, identifying and maximizing mutual benefits. That 10-year plan has informed the goals and policies in this Comprehensive Plan.

Looking Forward

Residents will have access to community spaces and other gathering places throughout Salem's neighborhoods. Across the city, residents will also have improved access to library and other important City services. 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.

Community Services and Historic Resources Goals and Policies

CS 1 Community Spaces and Culture Goal: Foster development of community gathering spaces and other amenities that provide opportunities for people to socialize and celebrate together.

CS 1.1 Library services: Access to library resources throughout the community shall be maintained and enhanced by extending services to underserved areas, including co-location of services; adding branch libraries, particularly in the northeast Salem; and increasing hours of operation and availability of resources.

CS 1.2 Libraries as inclusive and accessible gathering space: The City should foster the evolving role of libraries as valued community gathering spaces.

CS 1.3 Community spaces: Businesses, schools, and organizations should be encouraged and incentivized to provide community spaces within their facilities, particularly in neighborhoods that lack public facilities or other meeting places.

CS 1.4 Community centers: Development of more community centers equitably distributed throughout the Salem Urban Area should be encouraged to serve the recreational, cultural, educational, and civic needs of residents of all ages and abilities, including youth and seniors.

CS 1.5 Public spaces: Public spaces should be designed to be enjoyed in all weather conditions to ensure their functionality year-round.

CS 1.6 Alleys: The use of alleys in Downtown Salem should be promoted as active gathering spaces for the community that complement the adjacent businesses.

CS 1.7 Gateways: The City should identify major gateway points into Salem and work to enhance their aesthetic and visual character and foster community pride.

CS 1.8 Neighborhood hubs: Neighborhood-scale community spaces and public services should be encouraged in neighborhood hubs.

CS 1.9 Campus amenities: Campus development should be encouraged to provide amenities and services to surrounding neighborhoods.

CS 1.10 Cultural places: The City should collaborate with community organizations and sovereign tribes to create and designate cultural places to recognize, celebrate, and educate the community about Salem's diversity and heritage.

CS 1.11 Cultural resources and events: The City should encourage the preservation of cultural resources and should support and promote cultural events to celebrate Salem's diversity.

CS 1.12 Art: Locally created public art should be allowed and encouraged broadly in Salem neighborhoods.

CS 1.13 Open spaces: Open spaces, both natural and manmade, should be encouraged throughout the Salem Urban Area for active or passive enjoyment, including natural areas, plazas, pedestrian malls, and play areas.

CS 2 Food Goal: Increase access to healthy, fresh food.

CS 2.1 Fresh food: The development of grocery stores, food co-ops, and community markets should be encouraged to improve access to healthy, fresh food and to enhance neighborhood resiliency, particularly in areas where food access is limited.

CS 2.2 Locally grown food: The establishment and retention of farmers' markets and community gardens throughout Salem should be promoted and facilitated to increase access to locally-grown fresh food and help reduce food insecurity.

CS 2.3 Urban orchards: Efforts to develop and utilize Salem's urban orchards and community gardens should be supported to increase the resiliency of the local food system and help reduce food insecurity.

CS 2.4 Food insecurity: Efforts to distribute food to residents who are experiencing food insecurity and organizations that provide this service should be supported.

CS 2.5 Urban animals: Keeping of a limited number of urban animals that produce food for personal consumption or donation shall be allowed to increase the resiliency of the local food system.

CS 3 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.

CS 3.1 Historic outreach: The City should 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.

CS 3.2 Restoration: Maintenance and restoration of historic resources should be encouraged through education, historic design review support, appropriate regulations, financial support and incentives, and other assistance to historic resource property owners.

CS 3.3 Sustainability: Sustainable practices that support the environment should be promoted in the restoration and redevelopment of historic resources through regulations, incentives, and education.

CS 3.4 Archaeological resources: The City shall encourage preservation of historic and cultural archaeological resources by 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.



Appendices

Appendix A: Implementation Work

Appendix B: Acknowledgements

Implementation Work

Future Implementation Work

Implementation measures are the specific actions that advance Comprehensive Plan goals and policies in line with the community's vision. In Salem, implementation of the Comprehensive Plan occurs through the tools mentioned in the Comprehensive Plan as well as other projects and programs that the City plans to initiate.

Specific implementation work includes the following:

- Update the Transportation System Plan to align with the updated Comprehensive Plan
- Update the Comprehensive Parks System Master Plan to align with the updated Comprehensive Plan
- Coordinate and implement strategies in the Climate Action Plan
- Conduct a new Economic Opportunities Analysis
- Conduct a Goal 5 inventory
- Develop a Housing Production Strategy

Acknowledgements

This update to the Salem Area Comprehensive Plan is a culmination of more than three years of work by City staff and officials, local and regional agencies, community groups and organizations, and the broader community.

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Linda Wallmark, Salem 350
Nick Williams, Salem Area Chamber of Commerce

A wide variety of organizations, groups, and agencies throughout the Salem area participated in the Our Salem project, which informed the update to the Comprehensive Plan. Tribal governments and the City's boards and commissions have also participated. Participation has ranged from organizations hosting Our Salem meetings and webinars to community leaders engaging in discussions to groups distributing and publicizing Our Salem material.

Community groups and organizations

350 Salem
Active Transportation Network
American Association of University Women
Boys & Girls Club of Salem, Marion and Polk Counties
Capital Planning Commission
CARECorps
Central Area Neighborhood Development Organization
Center 50+ Advisory Commission
Chapman Hill Elementary School
Chemeketa Community College
Community and Partners of East Salem
Corban University
Crossler Middle School
Crossler Middle School Parent Club
Downtown Advisory Board
Downtown Rotary
East Lancaster Neighborhood Association



- East Salem Rotary
- Edgewater Partners
- Enlace Community Development Project
- Faye Wright Neighborhood Association
- Salem Community Markets
- Friends of Center 50+
- Grant Neighborhood Association
- Grant Community School Parent Club
- Highland Neighborhood Association
- Home Builders Association of Marion and Polk Counties
- Houck Middle School
- INDUS
- Just Walk Salem Keizer
- Judson Middle School
- Kalapuya Elementary School Parents' Club
- La Casita
- Lansing Neighborhood Association
- Latino Business Alliance
- LUS (Latinos Unidos Siempre)
- League of Women Voters
- Mano-a-Mano
- Marion County Health and Human Services
- Mayor's International Council
- McKay High School
- McKay Islander Club
- Micronesian Islander Community
- Mid-Valley Association of REALTORS
- Mid Willamette Valley Health and Housing Work Group
- Morningside Neighborhood Association
- National Association of Women in Construction
- North East Salem Community Association
- North Gateway Redevelopment Board
- North Lancaster Neighborhood Association
- North Neighborhoods
- Northeast Neighbors Neighborhood Association
- Northwest Senior and Disability Services
- Oregon Marshallese Community
- PCUN (Pinos y Campesinos Unidos del Noroeste)
- Rotary of South Salem
- Safe Routes Partnerships
- Salem Area Chamber of Commerce
- Salem Art Commission

Salem Citizens Advisory Traffic Commission
Salem City Club
Salem Cultural and Tourism Promotion Advisory Board
Salem Environmental Education
Salem for Refugees
Salem Health
Salem Historic Landmarks Commission
Salem Housing Advisory Committee
Salem Human Rights Commission
Salem Keizer Collaboration
Salem Keizer NAACP
Salem Keizer Public Schools Community Transition Program
Salem Keizer Public Schools Indian Education Parent Advisory Committee
Salem Kiwanas
Salem Leadership Foundation
Salem Parks and Recreation Advisory Board
Salem Public Library Advisory Board
SEDCOR (Strategic Economic Development Corporation)
South Central Association of Neighbors
South Gateway Neighborhood Association
South Salem Connect
South Salem High School Leadership Classes
Southeast Salem Neighborhood Association
Southwest Association of Neighbors
Sunnyslope Neighborhood Association
Sunrise Rotary
United Way of the Mid-Willamette Valley
Waldo Middle School
Washington Elementary School
West Salem Business Association
West Salem Neighborhood Association
West Salem Service Integration Team
West Salem Redevelopment Advisory Board
West Salem Rotary
Willamette University

Tribal governments

Confederated Tribes of Grand Ronde
Confederated Tribes of Siletz
Confederated Tribes of the Warm Springs Reservation