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Morningside Neighborhood Plan

Salem, Oregon
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REVISION DRAFT

MORNINGSIDE NEIGHBORHOOD PLAN

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Chapter 1 - INTRODUCTION

PURPOSE

The purpose of the Morningside Neighborhood Plan is to communicate a broad range of issues that are important to the neighborhood, and to provide detailed goals, policies and recommendations to guide and inform decisions affecting the neighborhood with regard to livability, land use, development, public facilities, and economic growth. The Morningside Neighborhood Plan is the product of collaboration and input from a diverse assemblage of property owners, residents, business operators and community stakeholders. The process to produce this Plan was widely advertised and provided substantial opportunity for interested parties to participate at all stages of plan development. The Plan is intended for use by all those who have interest in the character, livability, and future development of the Morningside Neighborhood, including but not limited to local officials, development interests, state, county, regional, and federal agencies, business operators, neighborhood and community groups, and citizens of all interests.

"Never doubt that a small group of thoughtful, committed, citizens can change the world.

Indeed, it is the only thing that ever has."

-- Margaret Mead

Following adoption, the Morningside Neighborhood Plan shall be a detailed element of the Salem Area Comprehensive Plan and serve as the guiding document for the neighborhood association's recommendations to city boards, commissions, or outside agencies. Likewise the neighborhood plan shall be taken into account by city boards, commissions and agency staff in making any decision or recommendation which would affect the Morningside Neighborhood. The City Council may consider the neighborhood plan before making any final decision as to the acquisition, construction, or improvement of public facilities in the neighborhood.

RELATIONSHIP TO THE COMPREHENSIVE PLAN

The goals, policies and generalized land use map contained herein are intended to be adopted as part of the Salem Area Comprehensive Plan (SACP). Pursuant to Salem Revised Code (SRC) 64.320, only the goals and policy statements in a neighborhood plan and generalized land use map shall be considered for adoption as part of the SACP. Accordingly, the goals, policies and generalized land use map that are adopted shall be consistent with the SACP and the statewide planning goals. Specific recommended actions as to land use or public improvements are not adopted as part of the SACP, but are intended to be considered in making subsequent legislative land use decisions affecting the neighborhood. In the event of any conflict between an adopted neighborhood plan and the Statewide Planning Goals, the SACP or the SRC; the Statewide

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Planning Goals, the SACP, or the SRC shall control.

PLAN ORGANIZATION AND OVERVIEW

The Morningside Neighborhood Plan has been created by Morningside residents, property owners, business operators and community stakeholders. It details goals and policies that define and shape the Morningside Neighborhood, and recommends specific projects and other actions to accomplish the unique vision for the future envisioned in the Plan.

The Morningside Neighborhood Plan contains the following chapters:

1. Introduction
2. Neighborhood Vision and Profile
3. Land Use and Urban Design
4. Neighborhood Heritage
5. Transportation
6. Parks, Recreation and Open Space
7. Sustainability and Environmental Quality
8. Public Facilities and Community Services
9. Opportunity areas
10. Generalized Land Use Map
11. Conceptual Land use Map

Chapters 1 and 2 provide background, purpose and contextual information regarding the Morningside Neighborhood. Chapters 3 through 9 are comprised of goals, policies, and recommended actions relevant to the identified topic areas and are intended to implement the community vision statement. For the purposes of the Morningside Neighborhood Plan, the terms 'Goal', 'Policy' and 'Recommended Action' are defined in the following way:

- GOAL
A Goal is a general statement indicating the neighborhood's desired end, and represents a stated value toward which effort is directed for achievement.
- POLICY
A Policy is a strategic statement toward a definite course or method of action from among alternatives and in light of given conditions to guide and determine present and future decisions.

Obligation:

Goal and Policy statements contained in the Plan are consistent with the SACP and statewide land use planning goals. Plan goals and policies, in concert with the adopted generalized land use map, shall be the basis for the neighborhood association's recommendations to any city board, commission, or agency, and likewise shall be considered by city boards, commissions and agency staff in making any decision or recommendation which would affect the Morningside Neighborhood.

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- RECOMMENDED ACTION

A Recommended Action is a statement that summarizes a specific project or that is important to the Morningside Neighborhood. Recommended Actions also refer to specific projects, standards, or courses of action the community desires the City, Neighborhood or other parties to take in regard to specific issues.

Obligation:

Recommended Actions represent specific recommendations as to land use or public improvements and are not adopted as part of the SACP, but may be considered in making subsequent legislative land use decisions affecting the Morningside Neighborhood.

The listing of the Recommended Actions in the Plan does not obligate the City to accomplish them. Neither do the Recommended Actions impose obligations on applicants who request amendments or changes to the SACP or its Neighborhood Plan components. However applicants for development are encouraged to voluntarily incorporate Recommended Actions, where applicable, into projects located within the Morningside Neighborhood.

- OPPORTUNITY AREA

Opportunity Areas are local areas of regional significance within the Morningside Neighborhood that are key focal points for growth in the community. The Plan identifies several Opportunity Areas; the Fairview Commerce Center, the former Fairview Training Center site, and a potential future Commercial area at the Kuebler Blvd. / I-5 Interchange – Northwest Quadrant. Goals, Policies and Recommended Actions relevant to Opportunity Areas are intended to provide focused input relevant to a limited geographic area and inform future development decisions affecting these community resources.

NEIGHBORHOOD PLANNING PROCESS

BACKGROUND

The first Morningside Neighborhood Plan was adopted by the City Council as a detailed plan of the Salem Area Comprehensive Plan on June 11, 1984. The 1984 plan was based in part on a goals and policies developed by the Morningside Executive Board in 1981 that were intended to provide a framework for Executive Board responses to the Planning Commission and City Council on land use issues as outlined in the bylaws. Subsequently the Morningside Neighborhood Executive Board prepared updates to the original neighborhood plan in 1994 and 2004. However, due to City budgetary constraints, the 1994 and 2004 versions of the plan were not taken forward for consideration by the City Council.

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MORNINGSIDE 360°

In the summer of 2011 the Morningside Neighborhood Association and the City of Salem partnered to update the Morningside Neighborhood Plan to capture the community's priorities for the future. The current update to the Morningside Neighborhood Plan was developed through a planning and engagement process known as *Morningside 360°* by multiple stakeholders representing the Morningside Neighborhood Association, residents, property owners, business operators, community organizations and other interested persons.



Steering Committee:

An informal project Steering Committee was convened, which consisted of members from the Morningside Neighborhood Association, Morningside residents and business operators, and community stakeholders. The structure of the Steering Committee was that of a 'core' group and a group of fluctuating participants varying by topic area, level of interest and availability.

Community Engagement:

The community was engaged throughout the *Morningside 360°* planning process at multiple intervals and provided input on the Plan. An outreach consultant, Barney & Worth, Inc., was retained for the purposes of project branding, developing an effective community engagement plan, and designing outreach materials for the project. In combination, community outreach efforts resulted in the compilation of approximately 1,120 comments during the planning process. The *Morningside 360°* public involvement activities are summarized below:

- Postcard Mailer: A postcard mailer was developed and delivered via standard U.S. to all Morningside property owners and businesses to announce the September 28, 2011, project kick-off meeting.
- Project Website: A *Morningside 360°* webpage was created and updated with project materials, including meeting notes, background materials and upcoming meeting dates and times, and staff contact information.
- Email Updates: Notifications for all *Morningside 360°* meetings, public open houses and document updates were distributed via email to individual plan participants, area businesses, the Salem Area Chamber of Commerce, and other interested parties.
- Community Surveys: Two community surveys were developed and employed during the project. The first was distributed in hard-copy during the September 28, 2011, kick-off meeting and online thereafter, and focused on identifying community priorities, strengths and

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opportunities, and additional ideas regarding public outreach. The second survey was developed and made available online in late 2011 for the purpose of prioritizing the large number of community comments related to Parks, Recreation and Open Space received to-date.

- Goal and Policy Development Meetings: Ten community meetings were held between November, 2011, and April, 2012, to gather input from the Steering Committee and the public on topics including housing, neighborhood heritage, parks and recreation, open space, transportation, natural resources, commercial and industrial lands, and opportunity areas. Meeting discussions were also informed by input from and presentations by key city staff representatives with particular expertise regarding the topics areas.
- Open House Events: XX public open houses, consisting of the project kick-off meeting, public informational meetings, and neighborhood work sessions, were held at centrally-located venues in the Morningside Neighborhood that are accessible by public transportation. Over XX people attended these events and provided comments toward the development of the plan.
- Social Media: The *Morningside 360°* project utilized social media for community outreach through the use of Facebook and Twitter. A profile for the project was provided on each social media site, which was updated with meeting information and relevant or interesting web-links.
- Stakeholder Interviews: Twelve stakeholder interviews were conducted during the spring of 2012 designed specifically to engage and solicit comments from the Morningside business community, owners of under-developed properties, members of the development community and community organizations.
- Neighborhood Plan Work Sessions: XX neighborhood plan work sessions were conducted in December 2012 and April 2013 to review the draft Plan and make changes based on comments and suggestions submitted by interested parties. All comments were considered, and changes to the draft Plan were authorized by a majority vote of work session participants and steering committee members.

A draft version of the Plan was advertised and made available for review and comment by all Morningside residents, property owners, business operators and community stakeholders on November 28, 2012. After considering comments and suggestions submitted by interested parties, the Plan was endorsed by the Neighborhood Association on [DATE] and forwarded to the Planning Commission for its consideration. The City Council adopted the Plan by legislative amendment on [DATE].

Chapter 2 – NEIGHBORHOOD VISION AND PROFILE

VISION

The goals, policies and potential actions envisioned in this neighborhood plan and contained in the following Chapters 3-9 are intended to transform Morningside into a locus of innovative, vibrant and socially-responsible development in the Salem area while supporting its role as a vital regional employment center.

A realized vision will promote economic and social prosperity through local job creation, quality and value-added development, environmentally sensitive and pedestrian oriented urban design and increased opportunities for active living. This vision includes renewed vitality of the Fairview Industrial Area as a critical employment center, continued community support for the sustainability concepts established in the Fairview Master Plan, and an updated focus for the Kuebler/I-5 Interchange Area. The plan promotes an interconnected system of sidewalks, bike paths and off-street multi-use pathways providing safe connections to all areas of the neighborhood.

A signature component of this vision will be a variety of innovative and complementary housing types to meet the needs of Salem's changing population while preserving the suburban character of the neighborhood. Innovative designs will diversify Morningside's housing to foster 'complete' neighborhoods; welcoming residents of varying family types and socio-economic backgrounds through innovative design concepts and regulatory incentives. New housing (single-family multi-family) will be woven into the residential fabric and retrofit the neighborhood's existing urban form to reinforce and engage the streetscape as an active public space while minimizing potential impacts on adjacent residential-zoned properties. There will also be successful neighborhood commercial centers with shops, cafes and restaurants that meet local needs and draw people from other neighborhoods, a strong commitment to local schools and businesses, and convenient access for users of all modes of transportation.

PROFILE

The Morningside Neighborhood is a large and diverse neighborhood positioned at an urban ecotone between denser, more intensive development in the city's downtown core to the north, and grading into lower-density suburban residential development patterns characteristic of much of South Salem. The neighborhood is approximately 2,100 acres (3.28 square miles) in area, including street rights-of-way. Morningside is an integrated community, with shopping, dining, places of worship, employment centers, recreation and transit service within close



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proximity to one another. The overall development pattern of the Morningside Neighborhood fosters a sense of convenience and spaciousness. Several significant undeveloped and under-developed areas are located within the boundaries of the Morningside Neighborhood, including the area identified as the Northwest Quadrant of the Kuebler/I-5 Interchange Area and the 275-acre former Fairview Training Center properties.

The Morningside Neighborhood Association is the recognized community organization representing the interests of the Morningside Neighborhood, and is an established and influential neighborhood advocacy group. The Morningside Neighborhood Association was recognized in August, 2012, with the City's „Outstanding Neighborhood Association Award' for its work toward the update of this neighborhood plan and leadership in emergency preparedness through the local Community Emergency Response Team (CERT) program.



LOCATION

The Morningside Neighborhood bound on the north generally by the southern line of the lots fronting on the south side of Vista Ave SE between Commercial St SE and Bluff Drive SE, and by the centerline and centerline extended of McGilchrist St SE between 12th St SE and the Union Pacific Railroad tracks; and on the south by the centerline of Kuebler Blvd SE. The west neighborhood boundary is formed by the centerline of Commercial St SE, and the west line of properties fronting on the west side of 12th St SE between Vista Ave SE and McGilchrist St SE. To the east the neighborhood is bound by the Union Pacific Railroad tracks and Interstate Highway 5 (Figure 2.1).

PHYSICAL ENVIRONMENT

The topography of Morningside varies between 180 and 215 feet along Pringle Creek near the eastern neighborhood boundary; rising toward the south and west to elevations of 450 and 500 feet along a system of broad broken ridges running northwest to southeast along the central portion of the neighborhood. To the west of the central ridges, elevations decrease slightly to between 300 and 400 feet along Commercial Street SE.

The neighborhood is bisected roughly southwest to northeast by perennial and intermittent portions of Clark Creek in the north, Pringle Creek in the center, and the West Middle Fork of Pringle Creek in the south. Clark Creek Park, Leslie Middle School and a network of city-owned wetlands adjacent to Fairview Industrial Drive provide public access to the riparian corridors of Clark and Pringle Creeks, while several significant riparian areas in the southern-central portion of Morningside are held in private ownership on large undeveloped or under-developed parcels.

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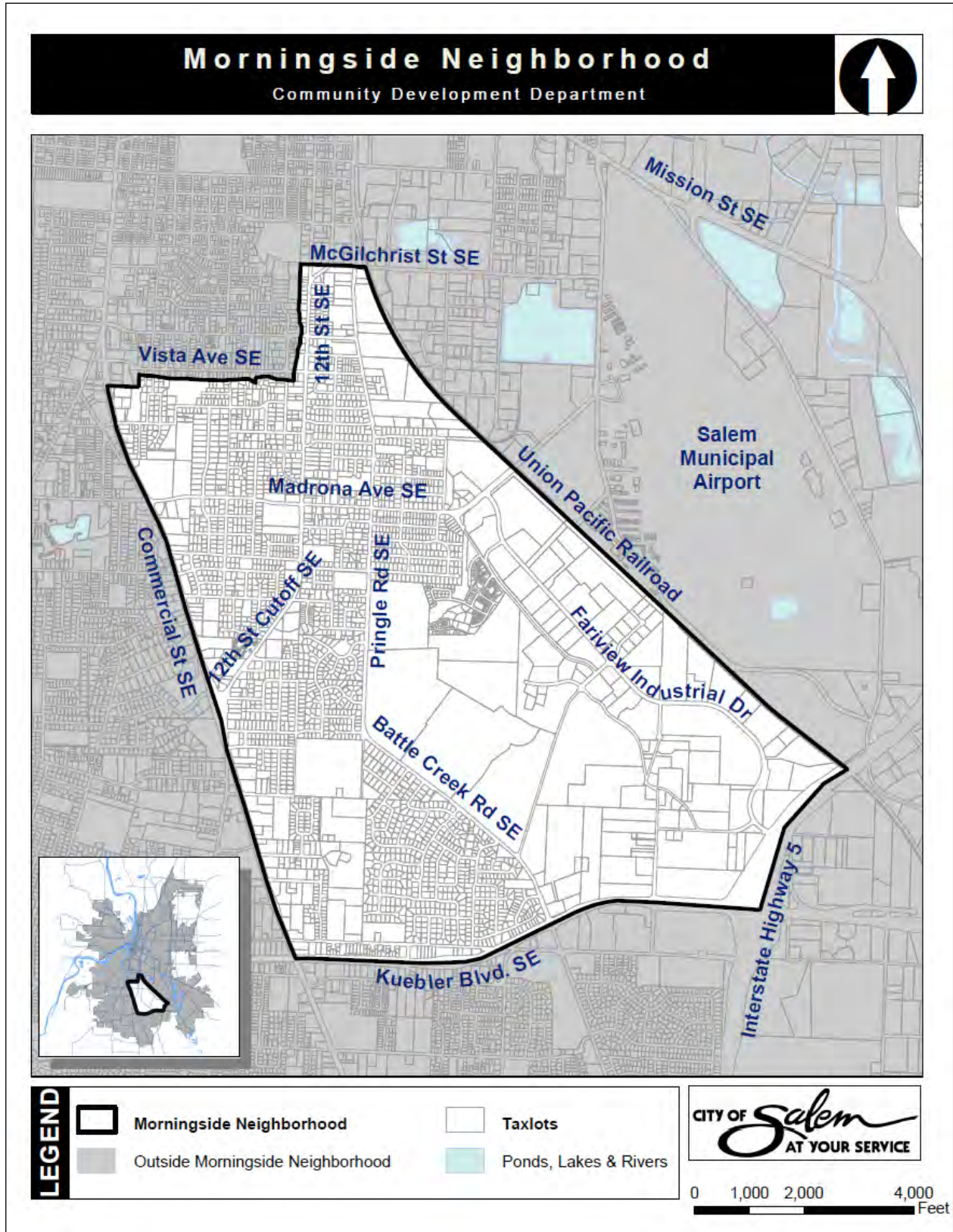


Figure 2.1: Morningside Neighborhood

NEIGHBORHOOD HISTORY

The Morningside Neighborhood takes its name from the Morningside Addition (Figure 2.2), a narrow subdivision of 157 parcels extending from Judson Street (just south of Hoyt) to Pringle Creek beyond Oak Hill. The subdivision was filed by the Salem Motor Railway Corporation in April of 1893, with E. Parkhurst as President and F. N. Derby as the Secretary. The company was in the process of expanding its electric trolley system out 12th Street to Hoyt Street. An early 1894 edition of the Statesman Journal indicated that “The Salem Motor Railway Corporation now has tracks laid out to the Morningside Addition.”

The Morningside Addition was initially platted as a two block wide subdivision from Judson Street to Heather Lane, on the west side of 12th Street. The lots in this section varied from 4,000 to 8,000 square feet in area and would have been located closest to the trolley line. From Heather Lane to Oakhill Avenue, the Morningside Addition stretched from east of Peck Street to Pringle Road, with the parcels being described as 5 and 10 acre „outlots.’

Through the 1880's Salem grew slowly and the city limits did not extend south of today's Bush's Pasture Park. However, in 1889 the Thomas Kay Woolen Mill (now Mission Mill) was completed and trolleys began to spread in all directions. Within a year electric trolleys replaced the initial horse trolley and two companies built competing systems. Developers who financed these systems also owned the subdivisions into which the trolleys ran. Although the trolleys never broke even, profits were made on the sale of lots.

Further to the south and west, fruit farms dominated what would become the bulk of the Morningside Neighborhood, which were later characterized by five and ten acre subdivisions created in the early 20th century. The Fabritus Smith donation land claim was divided into many small lots, along with the original claim of the Ewald family. Other early claims in the neighborhood included Holman, Pringle, Strong, Waldo, and Davidson. The current Madrona Street was initially called Strong Road. The farms raised a variety of fruit, including apples, cherries and prunes. Some of the original orchard trees remain throughout the neighborhood, with notable examples located at Clark Creek Park.

The original boundary of the city in 1862 extended as far south as Mission and Hines. It wasn't until 1903 that additional land was added to the city, extending the city limits south to Hoyt Street. The most northerly portions of the

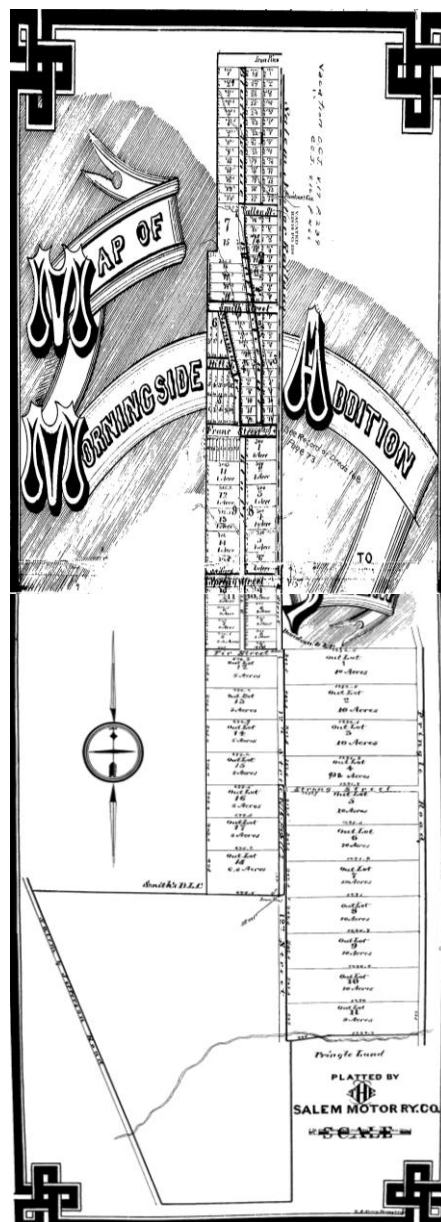


Figure 2.2: Morningside Addition
circa 1893

Source: Marion County Public Works

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Morningside Neighborhood didn't become part of the city until the late 1950's and early 1960's. The bulk of the Morningside Neighborhood was annexed to the city between 1958 and 1988, with the most recent additions annexed in July of 1990. Portions of the neighborhood that were developed prior to annexation to the City of Salem can generally be identified by a lack of sidewalks. The Morningside Neighborhood is currently home to approximately 1,051 structures 50 years or older. Among these are two designated Local Landmarks; the Leslie Methodist Parsonage and the Dr. W. Carlton Smith House, located at 1305 and 1335 Cannon Street SE respectively.

Interest in a neighborhood association in the Morningside area began in early 1975 during hearings for a planned unit development on 12th Street. A group of Morningside residents maintained that interest and met again in November 1975 to form a steering committee to work toward the development of a neighborhood association. This steering committee organized general neighborhood meetings in January and February 1976 to elect a board of directors. The board subsequently requested and received official City recognition as Salem's thirteenth neighborhood association on April 19, 1976.

DEMOGRAPHIC CHARACTERISTICS

As of the 2010 Decennial Census, the population of the Morningside neighborhood was 8,776, or roughly 5.6% of the total population of the City of Salem (154,637). Using 2010 Census categories, the demographic makeup of the Morningside Neighborhood is summarized in Table 2.1. According to the 2010 Census data, the population of the Morningside Neighborhood is gradually aging and more ethnically diverse; with the population of persons under the age of 18 declining by nearly 5% between 2000 and 2010, while the number of persons identifying themselves as „Other Race Alone', „Black Alone' and „Native Hawaiian/Other Pac. Islander Alone' increased by 36%, 170% and 220% respectively during the same time period. The 2010 Census also collected data regarding *ethnicity*. Of the 8,776 persons residing in Morningside in 2010, 982, or 11.2% identified themselves as being Hispanic or Latino, representing an increase of 56% over the number of Morningside residents who identified themselves similarly in the 2000 Census.

SCHOOLS

The Morningside Neighborhood is home to one public elementary school (Morningside Elementary School) and one public middle school (Leslie Middle School), which together enroll approximately 1,136 students (SKSD Enrollment Report, March 2013). In addition, there are two private elementary schools located within the south and central portions of the neighborhood.

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Table 2.1

Morningside Neighborhood	2000	2010
Population	8,495	8,776
% of Salem Population	6.2	5.9
% Population Under 18	26.5	24.4
% White Alone	88.3	84.4
% Other Race Alone	3.9	5.1
% Two or More Races	3.4	4.3
% Black or African American	0.8	2.2
% Asian Alone	2.0	1.9
% Native American & Other Pacific islander	0.3	0.9
% Hispanic Origin*	7.4	11.2
Total Housing Units	NA	3,824
Total Occupied Housing units	NA	3,541

Source: US Census Bureau

* Regardless of race

ZONING AND LAND USE

Zoning is regulatory tool by which allowable uses of real property, and the size, density and form of development are established. Salem Revised Code (SRC) Title 10 is the City of Salem’s adopted zoning ordinance. The SRC details development standards applicable to each zone designation in addition to generally applicable requirements for the amount and location of off-street parking, landscaping, bicycle parking and other aspects of development. Zoning functions as an implementation tool shaping current development, and generally reflects the desired long-term development pattern depicted on the City’s adopted Comprehensive Plan map.

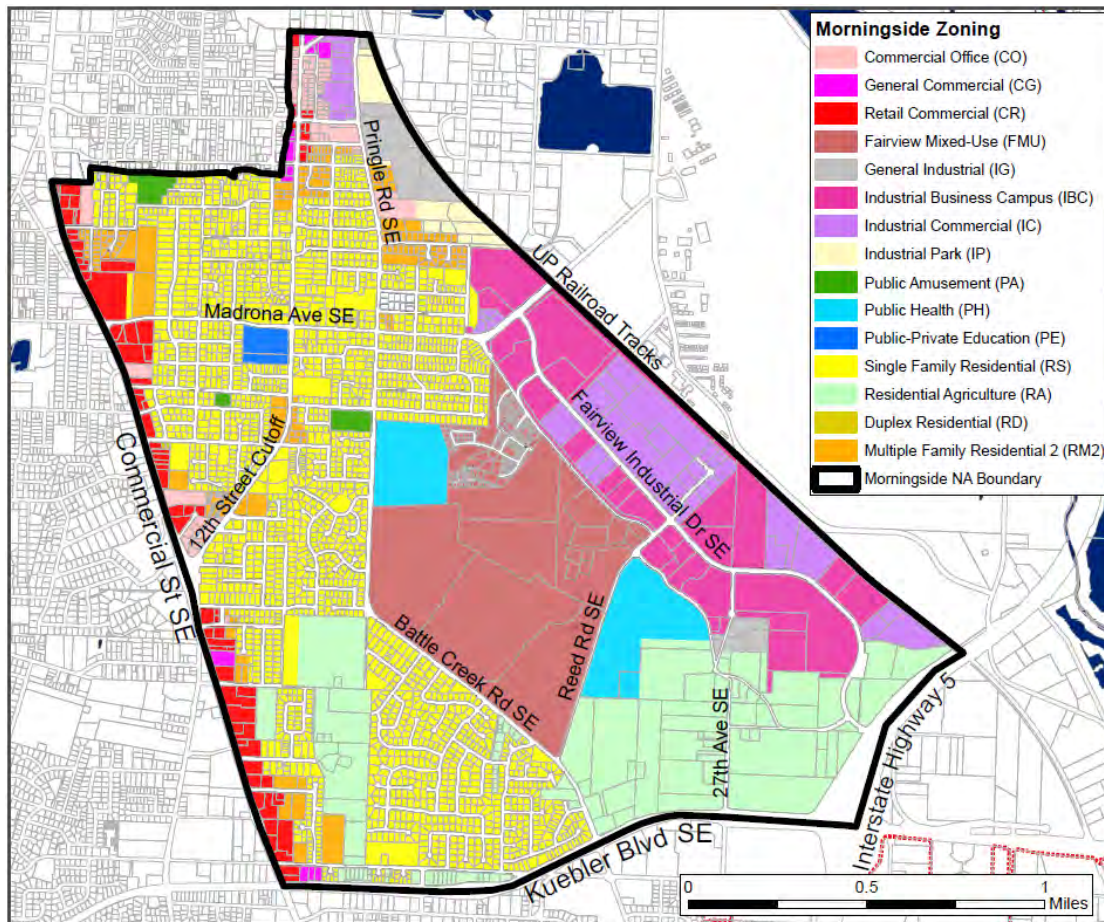
Residential zoning designations account for 53 percent of the land area within the Morningside Neighborhood; the majority of which is single-family residential in nature. The zoning both reflects and reinforces the neighborhood’s residential character. Commercial land is relatively constrained within the Morningside Neighborhood, accounting for just 6 percent of the land area. Morningside also includes approximately 362 acres of industrial-zoned lands, which include a significant employment center – the Fairview Industrial Park. It is worth noting that the Morningside Neighborhood harbors the city’s largest concentration of mixed-use zoned land in the 270-acre Fairview Mixed-use zone, located in the central portion of the neighborhood. An overview of current neighborhood zoning is provided in Table 2.2 and Figure 2.3.

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Table 2.2

Zoning Classifications	Acres	% of Total
Total Residential	939.69	53.0%
Single-Family	863.47	48.7%
Multi-Family	75.91	4.3%
Duplex	0.31	0.0%
Total Commercial	106.33	6.0%
Mixed-Use	270.52	15.3%
Total Industrial	361.92	20.4%
Public Zones	93.47	5.3%
Total	1771.93	100.0%

Figure 2.3: Morningside Zoning



Chapter 3 – LAND USE AND URBAN DESIGN



GOALS AND POLICIES

GOAL 1

Provide for the future development of the Morningside Neighborhood through a compatible balance and appropriate mix of residential, commercial, industrial, public, mixed-use and open space uses facilitated through the implementation of effective and innovative development codes.

POLICIES:

- 1.1 Negative impacts of new and retrofitted development on the livability of the neighborhood; through design, traffic impacts, noise, odor, or other factors, shall be mitigated to the extent practicable.
- 1.2 The Morningside Neighborhood Association encourages land use proposals with demonstrable value-added benefits to the community.

RECOMMENDED ACTIONS:

- A1.1 Following adoption of the Unified Development Code, the City should re-establish a regulatory improvement program to update the Zoning Code on an annual or biannual basis.
- A1.2 Development proposals are encouraged to incorporate applicable 'Recommended Actions' into project designs.

RESIDENTIAL DEVELOPMENT:

The neighborhood's residential areas (Figure 3.3) are predominantly detached single-family residential in nature, with multi-family development limited to enclaves just east of the Commercial Street Corridor, along portions of the 12th Street Cutoff, and adjacent to 12th Street and Pringle Road north of Madrona Ave in the northeast area of the neighborhood. Existing single-family housing stock is generally characterized as a mix of single-story, split-level and raised ranch style homes, bungalow and modern home designs punctuated by examples from the Tudor, Victorian, International and craftsman architectural styles.

The 2011 Salem-Keizer Housing Needs Analysis indicates that the City of Salem has a surplus capacity of 2,200 acres of single-family residential designated land, and a deficit of 228 acres of multi-family designated land through 2032 based on population, housing cost and income projections. In combination with local and regional demographic and economic trends, it is likely that future residential development within the Morningside neighborhood may include a higher-density and more compact urban form to respond to this need.



GOAL 2

Maintain and reinforce the residential areas of the neighborhood as safe, pleasant, and engaging places to live.

POLICIES:

- 2.1 Protect existing single-family residential areas from uses and activities that cause an excessive level of noise, pollution, traffic volume, nuisances and hazards.
- 2.2 Minimize encroachment of non-residential land uses into residential areas.
- 2.3 Rear –or side-yard parking is encouraged for all new single-family residential development, where feasible.
- 2.4 Preserve the single-family residential character of the neighborhood by encouraging context-sensitive development on infill lots.
- 2.5 Residential 'flag lot' developments should be designed to accommodate the location of curbside trash receptacles.
- 2.6 New multi-family buildings should be designed to engage the streetscape, with front entrances and windows facing the public right-of-way.
- 2.7 New residential developments of 15-dwelling units are encouraged to incorporate community amenities such as community plazas, playgrounds, community gardens, open space tracts, or pocket parks.

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RECOMMENDED ACTIONS:

- A2.1 The Morningside Neighborhood Association should advocate for an amendment of development standards for infill lots to include the following:
- a) Installation of evergreen, sight-obscuring, perimeter vegetative screening;
 - b) Clear and objective criteria to achieve structure height and scale that are compatible with surrounding development;
 - c) A requirement for a pedestrian pathway bordering the internal accessway serving the infill lots.
- A2.2 Morningside residents should work cooperatively and pro-actively with the Salem Police Department and Morningside Neighborhood Association to promote a safe and crime-free urban environment.

GOAL 3:

Promote architectural variety and a mix of housing unit types to accommodate changing demographics and economic conditions, and to provide appropriate affordable housing and age-in-place options throughout the neighborhood.

POLICIES:

- 3.1 Multifamily housing units should be provided to meet the needs of the City of Salem, especially in locations with access to arterial or collector streets with existing or planned transit service.
- 3.2 Developers should consider innovative residential infill designs, such as 'common green' subdivisions, in place of cul-de-sac streets and flag lots (Figure 3.4).

RECOMMENDED ACTIONS:

- A3.1 Amendments to the zoning code should be considered to include Accessory Dwelling Units (ADUs) as an allowed use when developed in conjunction with a single-family dwelling on RA, RS, RD and RM1-zoned lots to diversify housing stock within residential neighborhoods.
- A3.2 The Morningside Neighborhood Association supports development of a package of zoning code amendments to allow new subdivisions in the RS-zone to designate a limited number parcels for small-scale, context-sensitive, multi-family development (Figure 3.5).

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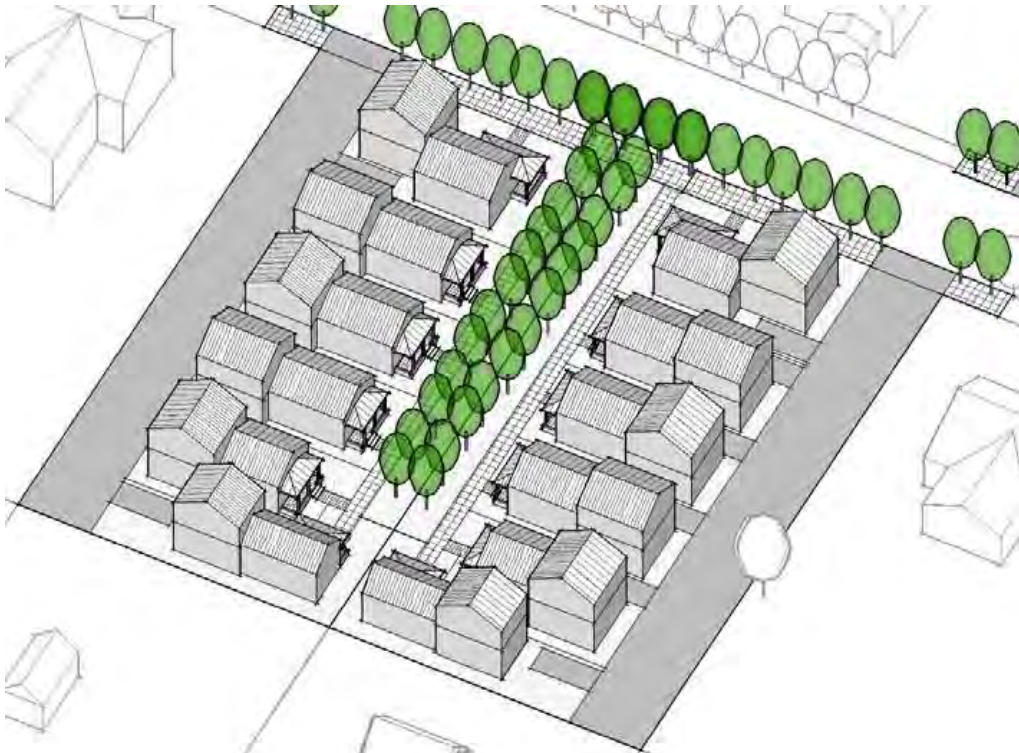


Figure 3.4: Example of common green subdivision design
Source: *The Infill Design Toolkit: City of Portland Bureau of Planning and Sustainability*

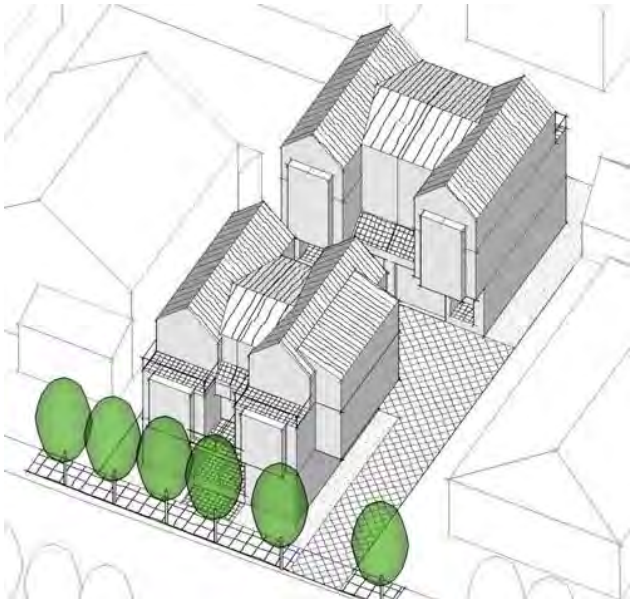


Figure 3.5: Example of small-scale multi-family design

Source: *The Infill Design Toolkit: City of Portland Bureau of Planning and Sustainability*

MIXED-USE DEVELOPMENT:

Mixed-use development is intended to provide a mixture of complementary land uses that may include housing, retail, offices, services, industrial and civic uses to create economic and social vitality. Such development encourages efficient use of land by facilitating compact, high-density development, open space protection, multi-modal transportation, design flexibility and diverse housing opportunities. While this development model is relatively uncommon in Salem, the North Broadway Corridor within the City's 'Broadway/High Street Overlay Zone' provides a local successful example. The Salem Area Comprehensive Plan (SACP), Map #1 denotes 'Activity Nodes and Corridors' as areas where mixed-use and pedestrian/transit-oriented development is encouraged. Activity Nodes and Corridors located within and adjacent to the Morningside Neighborhood are depicted in Figure 3.6.



GOAL 4

Promote mixed-use development that creates distinctive urban environments and supports economic vitality, walkability, and an inviting and attractive streetscape.

POLICIES:

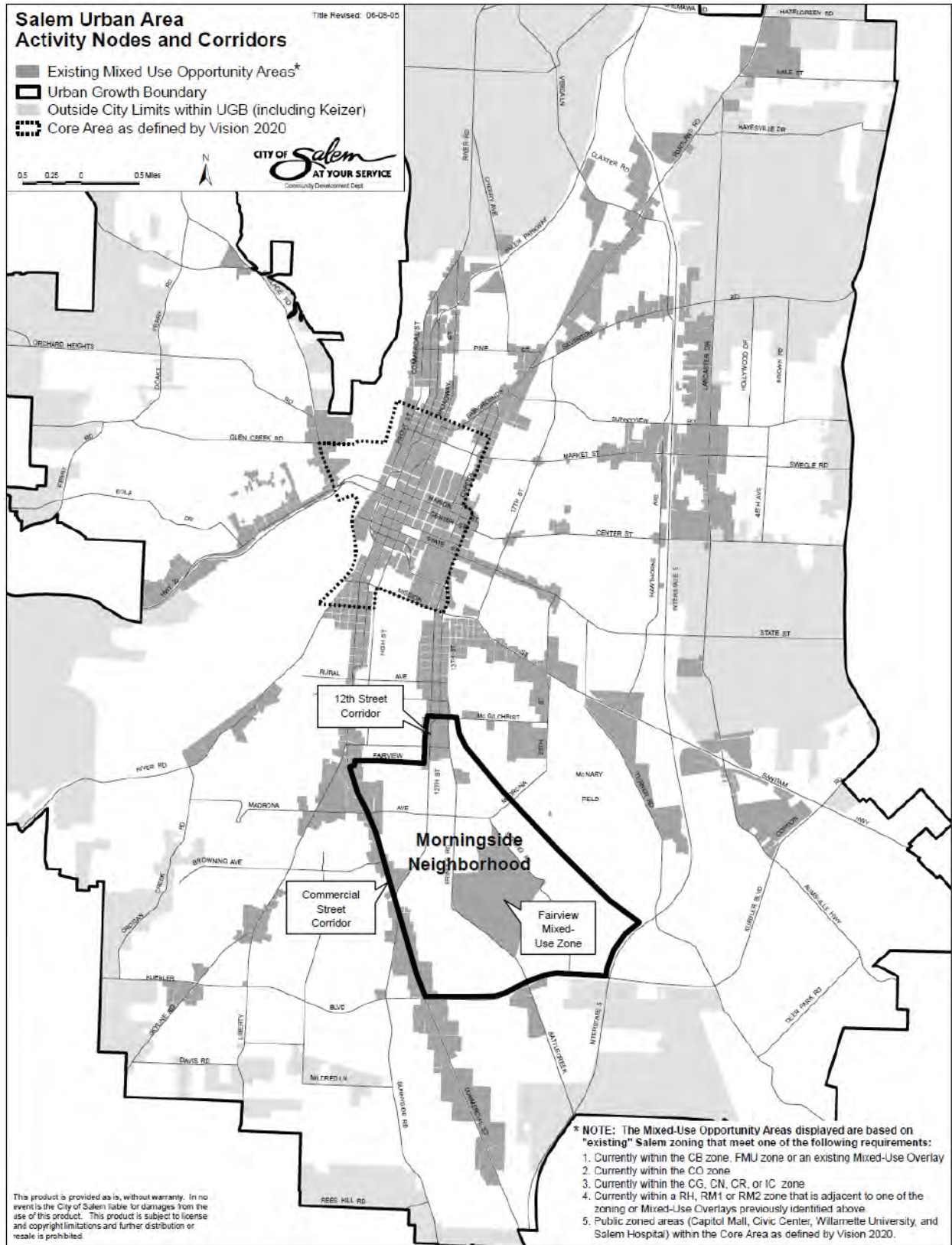
- 4.1 Mixed-use developments shall provide one or more public amenities such as plazas, pocket parks, open space tracts, shared-mode streets (woonurf, etc) to promote an active lifestyle.
- 4.2 New and retrofitted mixed-use development shall provide continuous pedestrian networks through the site, and connections to adjacent developed properties. Vehicle connections between a mixed-use development and adjacent properties shall be provided where possible.

RECOMMENDED ACTIONS:

- A4.1 The Morningside Neighborhood Association supports zoning code amendments to remove the requirement for a Conditional Use Permit for mixed-use development in the CR and CG zones, and a package of development incentives to encourage housing in commercial projects.
- A4.2 The Morningside Neighborhood Association supports mixed-use development in the vicinity of a) Commercial Street and Hilfiker Ln SE, b) Kuebler Blvd. between at 27th Ave SE and Battle Creek Road, and c) 12th Street SE between Vista Ave and McGilchrist.

MORNINGSIDE NEIGHBORHOOD PLAN

Figure 3.6: Salem Area Activity Nodes and Corridors



COMMERCIAL DEVELOPMENT:

Commercial land is somewhat constrained within the Morningside Neighborhood (Figure 3.7). Commercial-zoned parcels are relatively shallow, with lot depths well below 500 feet in all but a few locations. Commercial activities are concentrated along two corridors; one adjacent to Commercial Street SE and another in the vicinity of 12th Street SE and Pringle Road SE. While both corridors are representative of middle and later 20th century commercial development patterns, they are also identified as ‘Existing Mixed-Use opportunity Areas’ on the ‘Salem Urban Area Nodes and Corridors’ map of the Salem Area Comprehensive Plan (SACP).



The primary corridor is located along Commercial Street SE and forms the western boundary of Morningside neighborhood. The Commercial Street corridor is characterized by auto-dependent ‘strip-type’ development with the primary focus toward the arterial network and few connections with adjacent residential neighborhoods. This corridor provides the Morningside Neighborhood and South Salem access to a variety of retail and professional services. Commercial Street SE also constitutes a major north-south commuter and transit corridor within the Salem area, linking the urban downtown core to the residential areas of south and south-east Salem. A secondary corridor is located adjacent to 12th Street and Pringle Road SE in the northeast portion of Morningside and provides an important commuter and transit linkage between the city’s core and residential and employment areas to the south and southeast. Land uses along the 12th Street / Pringle Road corridor represent a diverse mix of light industrial uses, auto repair services, community organizations, medical offices and supporting retail establishments. This commercial strip is characterized by auto-dependent development with few pedestrian connections to adjacent residential neighborhoods.

The 2011 Salem-Keizer Regional Economic Opportunities Analysis revealed a deficit of 600 acres of commercial (retail and office) land within the Salem-Keizer UGB based on employment and population projections through 2032. As detailed in Chapter 9, Opportunity Area 3, potential future re-zoning of land in the Kuebler/I-5 Interchange Area – Northwest Quadrant may foster development of a commercial or mixed-use node in this portion of the neighborhood.

GOAL 5

Encourage the creation of family-wage jobs within distinctive and vibrant commercial zoning districts.

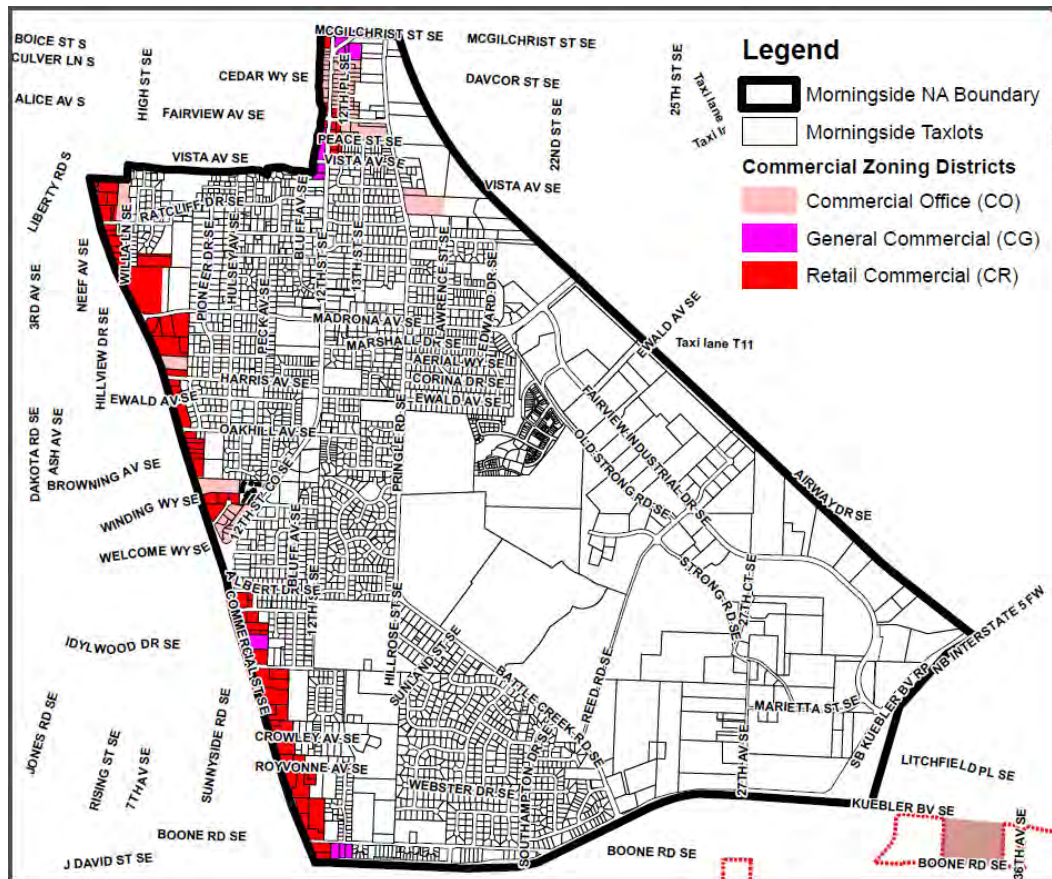
POLICIES:

- 5.1 Foster commercial development that promotes a healthy and active urban environment while supporting business growth and a vibrant local economy.

MORNINGSIDE NEIGHBORHOOD PLAN

- 5.2 Support job creation and a vibrant local economy through small business innovation and entrepreneurship.
- 5.3 Commercial uses within the Morningside Neighborhood boundaries are encouraged along the 12th & 13th Street corridor, Commercial Street and Pringle Road, near Kuebler Boulevard and in the Fairview Industrial Park. Commercial uses are also encouraged at the former Fairview Training Center site. Conversion of residential land to commercial zoning is discouraged along 12th Street/12th Street Cutoff between Vista and Commercial, and along Madrona Ave SE.
- 5.4 Encourage local business ownership and patronage by Morningside residents as a means of fortifying community identity and 'branding.'
- 5.5 Emphasize business location within existing vacant commercial tenant spaces in addition to redevelopment opportunities.

Figure 3.7: Commercial Zoning Districts



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- 5.6 Developers of new multi-story commercial buildings intended primarily for office uses are encouraged to provide a ground-floor tenant space designated for non-office businesses such as restaurants, delis, retail or service uses.

RECOMMENDED ACTIONS:

- A5.1 The City and the Morningside Neighborhood Association encourages the establishment of potential growth industries identified in the Salem-Keizer Metropolitan Area Regional Economic Opportunities Analysis within commercial zoning districts.
- A5.2 The City should consider developing a program, modeled after precedents adopted by the cities of Eugene, Portland and Denver, to allow for the establishment of food carts, and food cart 'pods', within commercial zoning districts.
- A5.3 The Morningside Neighborhood should establish a neighborhood 'welcome wagon' for new businesses to provide for opportunities for business participation in neighborhood events and neighborhood exposure within the business community.
- A5.4 Facilitate partnerships between the Chamber of Commerce and the neighborhood in the development of 'business welcome packets' containing Chamber literature, local business resources, and neighborhood resources.
- A5.5 A Neighborhood Economic Development Strategy should be developed to support business development and entrepreneurship and connect business owners with small business assistance resources.

GOAL 6

Encourage retrofit of existing 'strip-type' commercial development within activity nodes and corridors unidentified in the Salem Area Comprehensive Plan that provides pedestrian amenities and enhances the walk-appeal, visual appeal, usability and safety of commercial zoning districts.

POLICIES:

- 6.1 New and retrofitted commercial parking lots within activity nodes and corridors should incorporate the following pedestrian design elements:
- a) Highly visible crosswalk markings or raised pedestrian walkways where pedestrian system crosses vehicle drive aisles;
 - b) A walkway connecting the primary (largest) off-street parking area serving the building to a main pedestrian building entrance. The

MORNINGSIDE NEIGHBORHOOD PLAN

pathway must be physically separated from vehicle drive aisles by a raised curb, parking stalls, landscaping or similar means.

- c) At least one pedestrian walkway connecting a sidewalk adjacent to a street to the building main entrance. The pathway must be physically separated from vehicle drive aisles by a raised curb, parking stalls, landscaping or similar means.

- 6.2 Commercial outdoor storage areas should be screened from view of the streets and adjacent residential uses.

RECOMMENDED ACTION:

- A6.1 City staff and the Salem-Keizer Transit District must work in close cooperation at the time of development review to coordinate driveway placement, pedestrian improvements and transit stop locations with all new commercial developments.

GOAL 7

Promote the creation of pedestrian-friendly commercial centers within activity nodes and corridors identified in the Salem Area Comprehensive Plan that incorporate, or are in easy walking distance of, residential uses and transit service.

POLICIES:

- 7.1 New development along Commercial Street SE should contribute incrementally to the retrofit of this valuable community resource as a vibrant, transit-integrated, retail and service corridor with design elements promoting usability by pedestrians and cyclists as well as motorists.
- 7.2 Commercial development is encouraged adjacent to existing or planned residential areas to reduce potential commute times and increase alternative modes usage.
- 7.3 The Morningside Neighborhood Association supports development that promotes a neighborhood-commercial character by incorporating active and visible ground floor work spaces adjacent to the public right-of-way, enhances 'walk appeal' and provide facilities for pedestrians and bicyclists as well as motor vehicles.
- 7.4 Commercial buildings in excess of 30 feet in height should generally be oriented parallel to the streetscape, and should be placed as close to the street as established setbacks permit.
- 7.5 Along the Commercial Street corridor, projects located at street corners should provide a strong vertical design element to anchor the corner, define the street edge and create a sense of enclosure.

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RECOMMENDED ACTION:

- A7.1 Regulatory incentives should be developed, such as (but not limited to) height bonuses or setback reductions, to encourage the placement of new commercial buildings adjacent to the streetscape with parking located behind or to the side of the building (Figure 3.8).

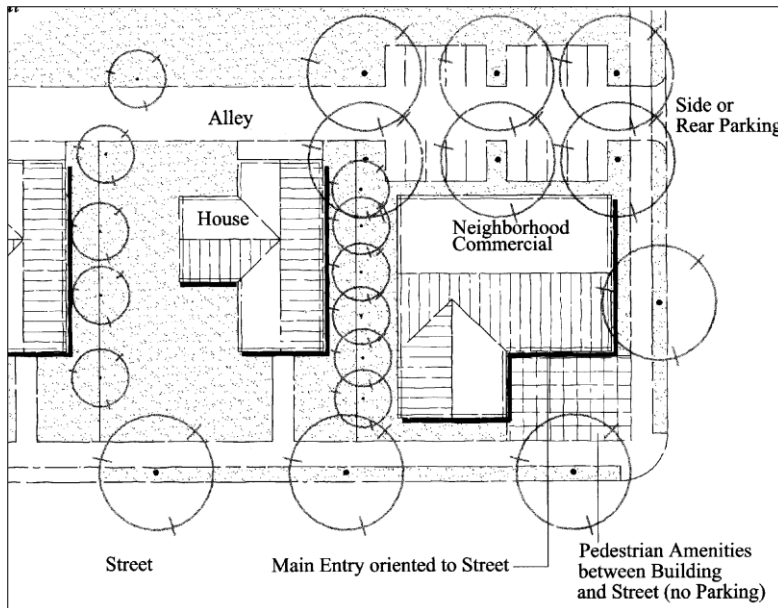


Figure 3.8: Example of neighborhood-commercial development with side or rear-yard parking

Source:
*ODOT: The Infill and
Redevelopment Code
Handbook*

INDUSTRIAL DEVELOPMENT:

The Morningside Neighborhood contains approximately 362 acres of land zoned for industrial uses (Figure 3.9). Morningside’s industrial lands are located in near the east neighborhood boundary roughly adjacent to the Union Pacific Railroad tracks and may generally be divided into two distinctive areas, north and south of Salishan Street SE, based on urban form and use types. Existing industrial development north of Salishan St SE and east of 13th Street SE is largely characterized by warehousing and storage facilities, construction contracting uses, institutional uses and community services. A narrow band of parcels abutting the west side of 13th St SE between Fairview Ave and McGilchrist St is dominated by IC – Industrial Commercial zoning and contains a blend of industrial and commercial uses including automobile services, industrial supply and commercial parking facilities. Industrial development north of Salishan generally incorporates large-scale impervious vehicle parking areas with varying degrees of landscaping provided adjacent to street rights-of-way. Industrial lands to the south of Salishan, and extending southeast to approximately the terminus of 27th Court SE, are referred to as the Fairview Industrial Park, and discussed in detail in Chapter 9, Opportunity Area 1.



GOAL 8

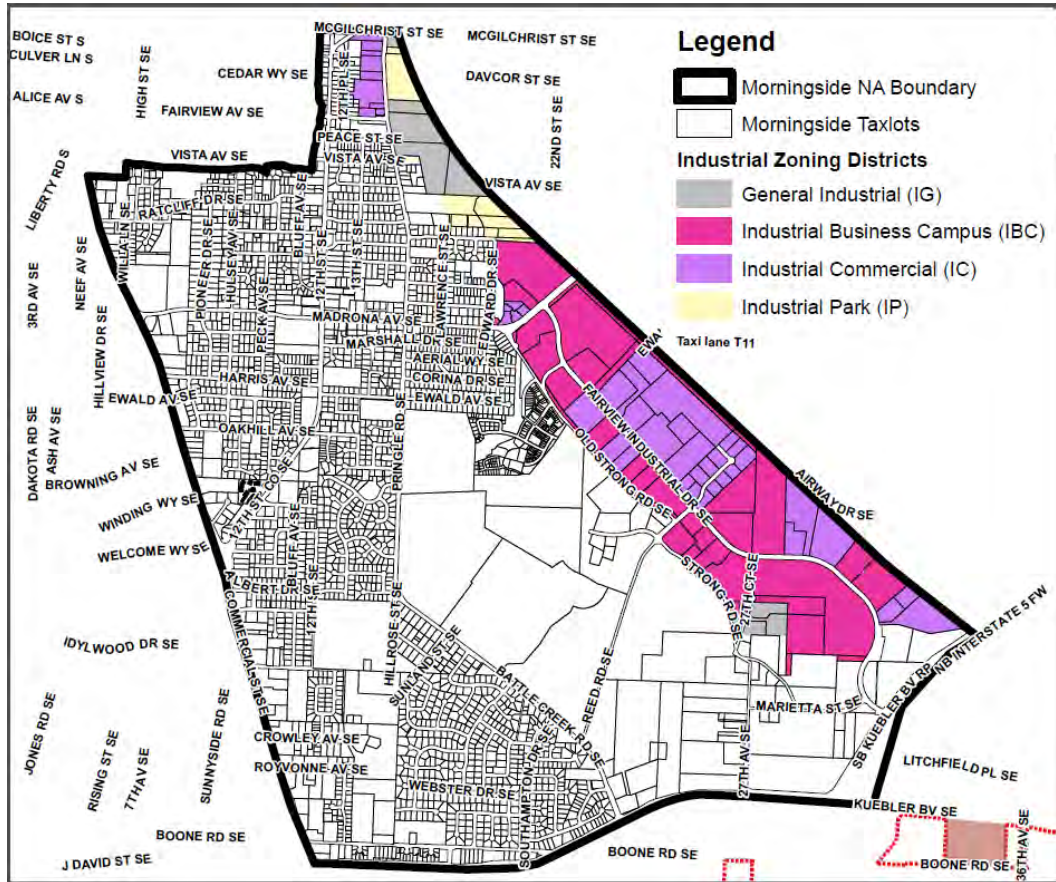
Maintain and enhance the viability of industrial lands to provide a strong economic foundation for the community.

POLICIES:

- 8.1 Assist the City of Salem with ensuring industrial development in designated locations that provide living wage jobs while preserving the residential character of the Morningside Neighborhood.
- 8.2 New industrial development adjacent to commercial or residential lands should incorporate adequate setbacks, landscaping and screening to minimize negative visual impacts.
- 8.3 Industrial site development should feature green stormwater infrastructure and environmentally sensitive site design to promote restoration and conservation of existing riparian and wetland features.
- 8.4 Entry and exit routes for industrial sites should provide direct access to designated arterial and collector streets and should avoid directing traffic into residential areas.
- 8.5 Encourage industrial businesses to draw from the local skilled labor force.

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Figure 3.9: Industrial Zoning Districts



Chapter 4 - NEIGHBORHOOD HERITAGE



GOAL 9

Enhance the value of the Morningside Neighborhood's heritage assets by encouraging best practices in preservation projects, supporting historic preservation strategies that make available positive incentives, and fostering awareness of Morningside's unique contributions to local history.

POLICIES

- 9.1 Support recognition of Morningside's legacy buildings and heritage landscapes
- 9.2 Reinforce neighborhood heritage through adaptive reuse. Successful examples include the conversion of historic structures at the intersection of Cannon, 12th and 13th as office and medical uses.

RECOMMENDED ACTIONS

- A9.1 Work cooperatively with City historic preservation staff, the Salem Heritage Network (SHINE), and other community stakeholders to identify and preserve Morningside's heritage landscape elements, such as the former orchard trees located in Clark Creek Park.
- A9.2 Develop and implement a heritage resource plan for Morningside to celebrate and showcase some of the 1,051 structures within the neighborhood boundaries that are over 50 years old.
- A9.3 Seek funding opportunities and community and City support to establish a Morningside Museum.

Chapter 5 – TRANSPORTATION



OVERVIEW

Morningside contains, and is bound by, over 40 miles of public and private rights-of-way. The Salem Transportation System Plan (TSP) identifies three primary north-south arterial roads (one major, two minor) and three east-west minor arterial roads in bisecting the Morningside Neighborhood in addition to a major arterial street (Commercial St SE), a Parkway (Kuebler Blvd SE) and Interstate Highway 5, which border the neighborhood to the south, west and southeast (Figure 5.1). The remainder of the road network is comprised of collector and local streets. Salem-Keizer Transit currently provides mass transit service to the neighborhood via five established bus routes. The TSP and Parks Master Plan also identify approximately 7 miles of multi-use trails and pathways, and 13 miles of streets striped bicycle lanes, bisecting the neighborhood; providing non-motorized transportation options throughout the neighborhood and connections to other areas within the City.

A hallmark of the Morningside Neighborhood is a lack of sidewalks and improved pedestrian crosswalk amenities – particularly in the northwest portion of the neighborhood. Recently adopted updates to the pedestrian and bicycle elements

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of the TSP identify and prioritize extensive improvements to the pedestrian and multi-use pathway system within the Morningside Neighborhood, which will contribute substantially to a safer and more robust pedestrian system, and increase transportation options, for Morningside residents.

GOAL 10

Foster a local transportation system that achieves the following:

- Promotes improved vehicle flow and safe pedestrian travel through the Morningside Neighborhood.
- Encourages the development of safe walkable places with a high degree of pedestrian connectivity.
- Increases the availability and viability of transit and non-motorized transportation for neighborhood residents.
- Provides an additional east-west connection from Commercial Street SE to Pringle and Battle Creek Road that is designed to foster efficient vehicle flow while protecting the character of established residential areas.
- Places a high priority on non- motor vehicle Level of Service (LOS) in street design and transportation planning.

POLICIES:

- 10.1 Sidewalk installation and infill shall be considered high priority neighborhood improvement projects within ¼ mile of schools and parks.
- 10.2 New subdivisions of more than 10 lots should provide multiple external street connections where feasible, including at least one to a collector or arterial.
- 10.3 Developing residential areas of greater than 50 acres should be served by a network transportation system that encourages multiple connections to arterial and collector streets.
- 10.4 Where possible, a landscaped median should be installed along Commercial Street SE.
- 10.5 Work with City staff to consider transit and non-motor vehicle 'Level of Service' in transportation planning and street design.
- 10.6 New residential subdivisions in the portion of Morningside that is south of 12th Street Cutoff SE and west of Pringle and Battle Creek Road SE should enhance east-to-west street connectivity in this area.
- 10.7 Improve pedestrian safety along the following major roadways:
 - a) Commercial Street SE;
 - b) Madrona Avenue SE; and

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- c) Pringle Road / Battle Creek Road SE.
- 10.8 Consideration should be given to providing sidewalks on school access routes (such as Peck) without incurring the expense of developing to full city street standards.
- 10.9 Sidewalks, walkways and bikeways shall be provided in order to ensure safe access to parks as well as present and future school sites, and in order to minimize pedestrian and vehicular safety hazards.
- 10.10 Marked pedestrian cross-walks in areas of high pedestrian traffic should utilize high-visibility crosswalk markings.
- 10.11 The Morningside Neighborhood Association supports the use of traffic calming techniques (speed bumps, traffic circles, etc.) to improve traffic flow and safety.

RECOMMENDED ACTIONS:

- A10.1 The City should consider amendments to the zoning ordinance to facilitate the following:
 - a) Include non-automobile rights-of-way such as ‘common greens’ under the definition of a ‘street’ for the purposes of providing lot frontage;
 - b) Provide alternatives to allow off-site or shared bicycle parking in areas where zero lot line development is encouraged.
- A10.2 The City should amend the Transportation System Plan to accomplish the following:
 - a) Re-classify Hilfiker Lane SE, and its future extension from Commercial Street SE to Pringle/Battle Creek Road SE from a Minor Arterial to a Collector Street;
 - b) Require consideration of pedestrian and bicycle Level of Service in street design and transportation planning decisions;
 - c) Include standards and cross sections for non-automobile rights-of-way such as ‘common greens’ and similar ‘pedestrian’ streets;
 - d) Standards for bike corrals within the public right-of-way.
- A10.3 The Morningside Neighborhood Association should engage the Public Works Department and community stakeholders to develop an improvement concept for the intersection of Madrona Ave SE and 12th Street SE that responds to localized conditions.
- A10.4 The Pringle Creek Community Homeowner’s Association and Sustainable Investments LLC should work closely with the Salem-Keizer School District to maintain open access along the multi-use pathway that connects the Pringle Creek Community and Leslie Middle School.

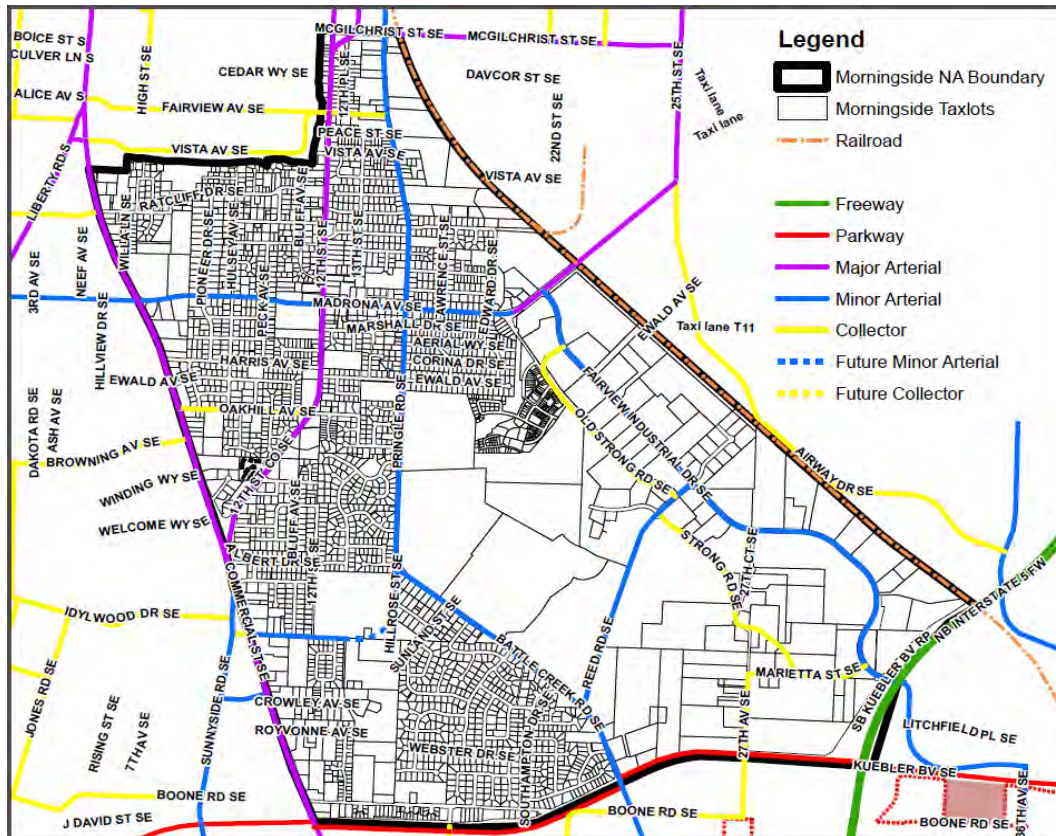
MORNINGSIDE NEIGHBORHOOD PLAN

A10.5 At such time that improvements are proposed to the pedestrian crossing at Commercial Street SE and 12th Street Cutoff SE, the City should consider robust crossing facilities to maximize pedestrian safety.

A10.6 The Morningside Neighborhood Association should work cooperatively with the Salem Area Mass Transit District (Cherriots) to promote active transportation options and the utilization of alternative transportation modes within the Morningside Neighborhood.

A10.7 Transit usage and collaboration with the Salem-Keizer Transit District shall be encouraged during project design and development review to encourage public transit ridership to the extent that, over time, a significantly larger share of the population uses transit. Bus shelters should be provided at heavily used locations.

Figure 5.1: Motorized Transportation Infrastructure



Chapter 6 – PARKS, RECREATION AND OPEN SPACE



OVERVIEW

Morningside is currently underserved by public parks, with just 12.28 acres of existing developed parkland contained within three neighborhood parks (Figure 2.4). Existing park facilities provide approximately 1.4 acres per 1,000 residents, which is substantially below both the existing condition of 11.8 acres per 1,000 residents for the City of Salem overall, the national standard of 10-20 acres per 1,000 residents cited in the Trust for Public Land Parks System Analysis commissioned by the City in 2007, and the goal of 7 acres per 1,000 residents set forth in the Comprehensive Parks Master Plan (Parks Master Plan).

An additional 5-acre neighborhood park site has been acquired by the City of Salem adjacent in the west-central portion of Morningside adjacent to the future alignment of Hilfiker Lane SE, and a 5-acre neighborhood park site is also required to be provided with development of the former Fairview Training Center site, located in the central portion of the neighborhood. The Parks Master Plan also identifies opportunities for additional neighborhood, community and urban parks in the largely underdeveloped and underserved south-central portion of the neighborhood. The plan indicates minimum size requirements of 5 and 20-50+ acres respectively for these future parks, which would contribute substantially to

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Morningside's park acreage deficit if developed.

GOAL 11

Provide sufficient parks and recreational facilities within the Morningside Neighborhood to meet the service level needs of its residents (Figure 6.1); and incrementally increase the ratio of parks acreage to residents in the Morningside Neighborhood to 7 acres per 1000 residents.

POLICIES:

- 11.1 Encourage the advance acquisition of land for public parks in order to secure the parks facilities in central and south Morningside that were indentified in the adopted Parks Master Plan (Figure 6.2).
- 11.2 Support and encourage the development of the currently unimproved Hilfiker Lane SE park site.
- 11.3 Support acquisition of the area identified in the Fairview Master Plan as 'The Woods' as Public Park.

RECOMMENDED ACTION

- A11.1 The Morningside Neighborhood Association should continue to actively engage in development of the Parks Master Plan.

GOAL 12

Promote development of the trail, sidewalk and multi-use pathway system identified in the Parks Master Plan (Figure 6.3) to provide non-motorized pathway connections through the Morningside Neighborhood, and between the neighborhood and the city's downtown core.

POLICIES:

- 12.1 The Morningside Neighborhood Association and City Parks and Transportation Division should engage property owners along Pringle Creek and its tributaries to establish a riparian multi-use pathway in the vicinity of this waterway.
- 12.2 The Parks and Transportation Division and Morningside Neighborhood Association should engage landowners and project applicants to broker easement rights for establishment north-south off-street trail system identified in the Parks Master Plan.
- 12.3 Sustainable Fairview Associates LLC should be engaged for potential establishment of a linear park feature and trail system linkage, consistent

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with the Parks Master Plan, along the vacated portion of Old Strong Road between Reed Road SE and Lindburg Road SE.

GOAL 13

Distinguish Morningside's parks and open spaces as community destinations with intrinsic recreational and cultural value.

POLICIES:

- 13.1 In addition to level of service, park design should showcase the unique attributes of a particular location to distinguish individual parks as community destinations.
- 13.2 New and retrofitted parks shall incorporate amenities and facility attributes as identified for each park-type in the Parks Master Plan.
- 13.3 Funding for existing park facilities should be supported and maintained to continue to serve the needs of neighborhood residents.
- 13.4 Parks that include amenities for spectator sports shall be developed with adequate off-street vehicle parking.
- 13.5 Parks design should enhance visibility into the park space from adjacent local streets and residences and provide effective buffering from adjacent arterial streets.

RECOMMENDED ACTIONS:

- A13.1 The Morningside Neighborhood should partner with City Parks and Transportation staff, and the Salem Parks Foundation, to impart local knowledge and identify unique attributes that can be celebrated in the design of new and upgraded parks facilities.
- A13.2 The Morningside Neighborhood Association, city staff and Sustainable Fairview Associates LLC should seek to classify the woodland area identified as 'The Woods' in the Fairview Master Plan as a Public Park and natural open space amenity at such time that it is considered for designation as a public Neighborhood or Community park.

GOAL 14

Utilize existing and future parkland to enhance riparian protections for Pringle and Clark Creeks and increase the role of these riparian zones as community educational resources.

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POLICIES:

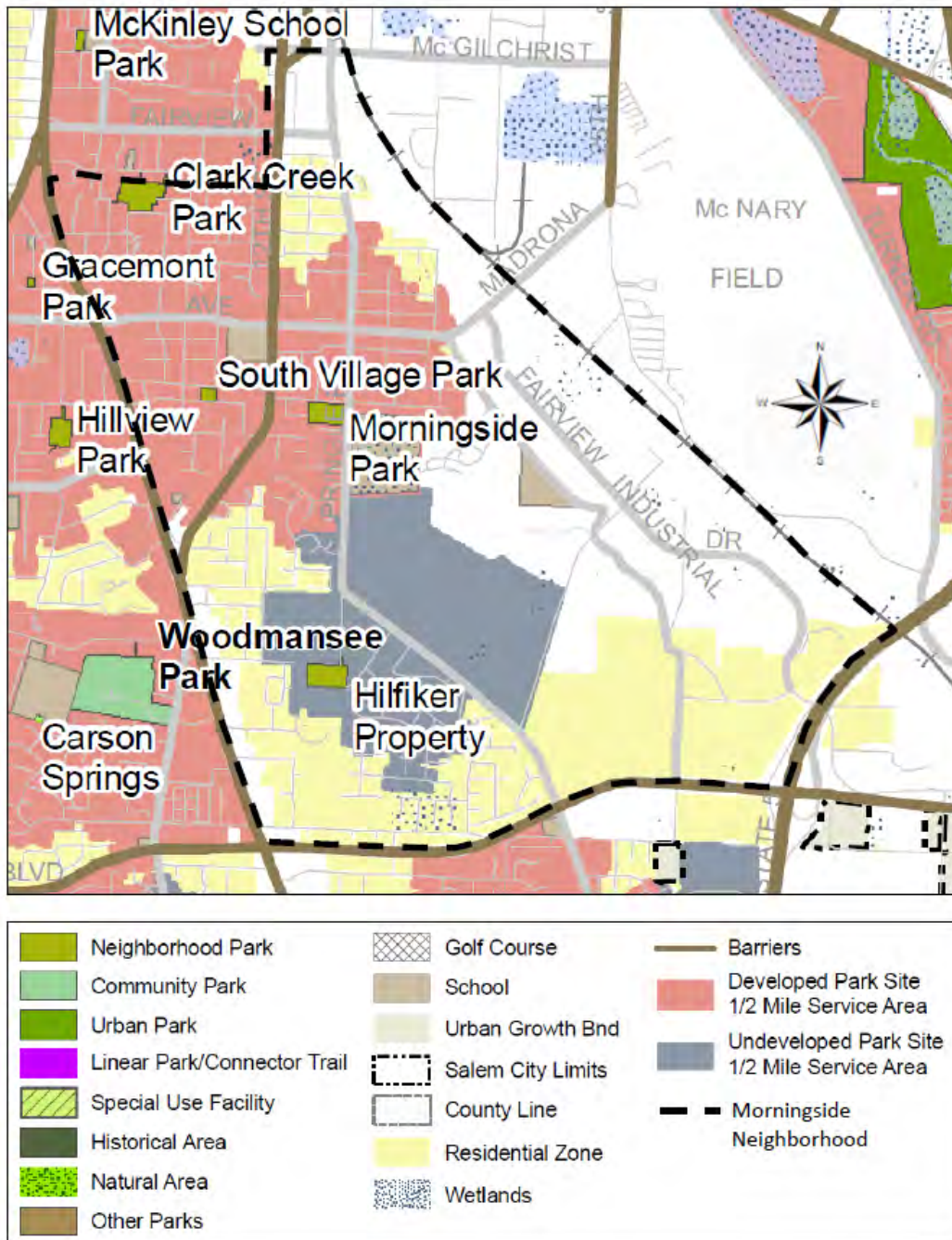
- 14.1 Support the maintenance of adequate buffers along creeks to minimize pollution, protect riparian corridors and improve stream health.
- 14.2 Promote partnerships with the Pringle Creek Watershed Council to organize community educational events and restoration activities in publicly owned riparian corridor areas.

RECOMMENDED ACTIONS:

- A14.1 The Morningside Neighborhood Association should actively seek out neighborhood and City partnerships to participate in the Tree Canopy Task Force, identify possible parks/open space benefactors (Salem Parks Foundation, Nature Conservancy, Rivers Conservancy, adopt-a-park initiatives, etc.), and seek grant funding for parks development and improvements.
- A14.2 The Morningside Neighborhood Association should assist the City Parks and Transportation Division in developing updated definitions and improvement standards to better address differing types of 'open space,' including (but not limited to):
 - a) Wildlife corridors and native plant habitat;
 - b) Riparian corridors;
 - c) Viewshed resources;
 - d) Passive and active recreational areas.

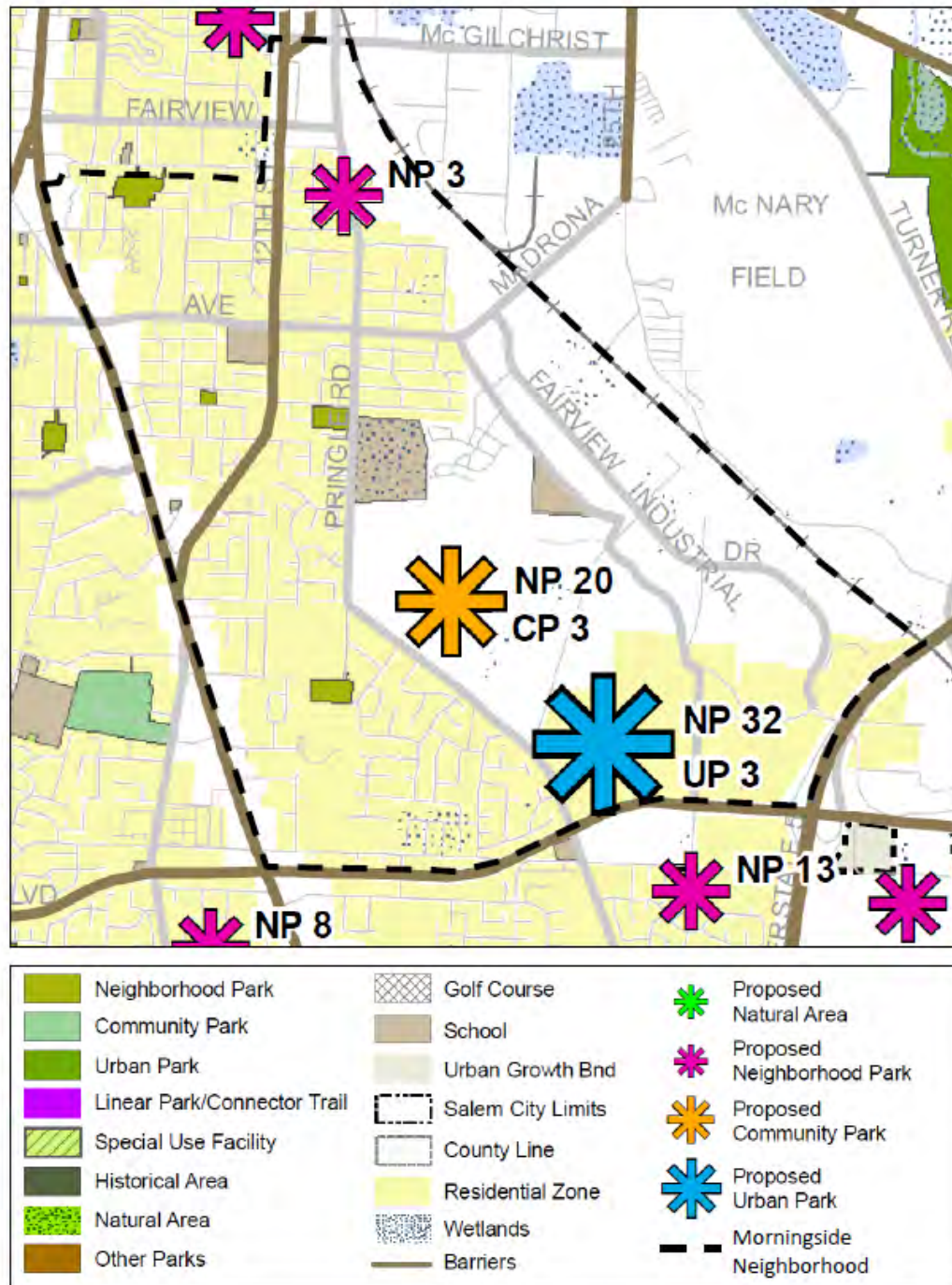
MORNINGSIDE NEIGHBORHOOD PLAN

Figure 6.1: Existing Parks and Service Areas (Parks Master Plan)



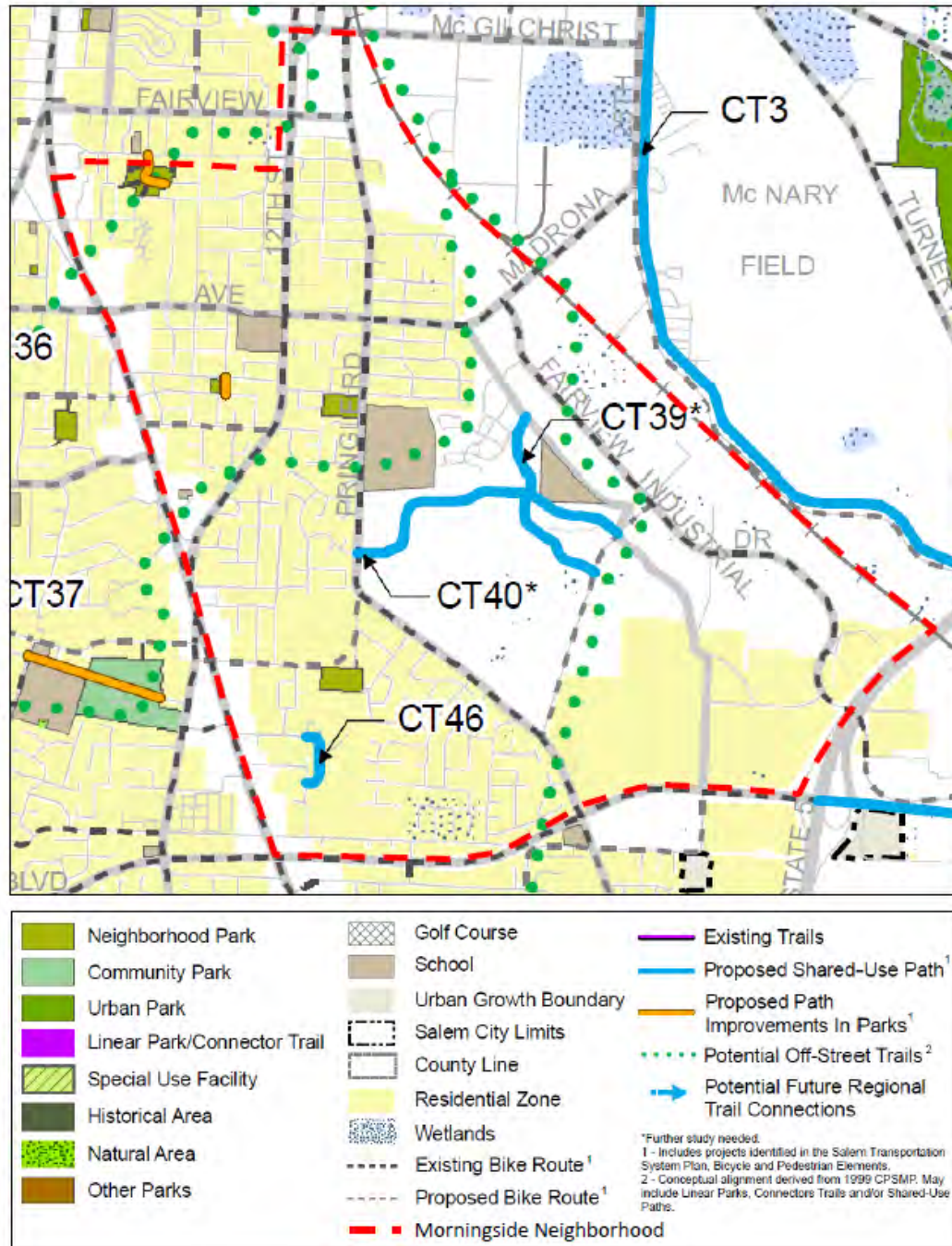
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Figure 6.2: Proposed Park System (Parks Master Plan)



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Figure 6.3: Proposed Trail System (Parks Master Plan)



Chapter 7 – SUSTAINABILITY AND ENVIRONMENTAL QUALITY



GOAL 15

Enhance the quality of life for current and future generations of residents by planning places that are resilient and provide multiple and equitable economic, environmental and social benefits.

POLICIES

- 15.1 Promote resource conservation, waste reduction and pollution prevention through continued advancement of the City of Salem’s Environmental Action Plan and the Salem Community Energy Strategy.
- 15.2 Support equal access to, and education regarding, local sustainability programs and resources.
- 15.3 The tenets of environmental justice shall be upheld to ensure a diverse neighborhood with equitable quality of life for residents of all family types and socio-economic backgrounds.
- 15.4 Support a vibrant and resilient local economy.

RECOMMENDED ACTIONS

- A15.1 Support and promote competitive innovation among Salem’s development community to promote high-quality, sustainable, project design.
- A15.2 Economic, environmental and social factors shall be considered in local

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decision-making regarding land use and facilities planning.

A15.3 The City should consider updating its Statewide Land Use Planning Goal 5 inventory to identify and promote protection of significant natural resources within the community.

GOAL 16

Support development practices, business practices and infrastructure technology that minimize negative environmental impacts and resource needs, and improve water quality in Pringle and Clark Creeks.

POLICIES

- 16.1 Stormwater runoff from new and existing development into Pringle Creek and Clark Creek should be minimized.
- 16.2 New and retrofitted development is encouraged to incorporate on-site renewable power generation methods such as solar photovoltaic, solar thermal, wind energy or clean back-up power supplies where feasible.
- 16.3 Development that maximizes investments in public infrastructure is encouraged.
- 16.4 The creation of new impervious surfaces should be minimized through the installation of permeable paving materials, green roofs, tree canopy, or other methods.
- 16.5 Employers should provide for and encourage telecommuting, flexible non-peak hour shifts, and ride-share options for employees.
- 16.6 To the extent practical, the market value of ecosystem services provided by a particular natural resource (wetland, significant tree, tree grove, etc) should be considered in publicly funded projects that may impact or remove such features.
- 16.7 Industrial developments must meet all environmental requirements and provide environmental safeguards.
- 16.8 High priority should be given to the elimination of infiltration and inflow from sanitary sewers or construction of additional sewage capacity along Pringle Creek.

RECOMMENDED ACTIONS

A16.1 The Morningside Neighborhood shall encourage development of a package of 'green' zoning code amendments to implement concepts such as (but not limited to) the following:

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- a) Allow rain barrels and cisterns in side and rear yards, exempt from side –and rear-yard setback requirements and from accessory structure footprint limitations;
- b) Include interlocking pavers, paving strips, ‘grass-crete,’ and similar materials as approved hard-surface paving systems for off street parking areas;
- c) Count the area covered by a ‘green roof’ toward meeting a percentage of applicable on-site landscaping requirements.
- d) Prioritize low-impact development (LID) practices in public streetscape design, riparian corridor protections and stormwater management.
- e) Allow for a percentage reduction of minimum off-street parking required for commercial developments adjacent to major arterial streets where tree plantings proposed within the parking lot exceed the minimum requirement of the zoning code by at least 25 percent.

A16.2 The Public Works Department should consider replacement of existing street lights with facilities utilizing solar power or induction bulbs.

A16.3 The City is encouraged to seek funding for and administer a local grant program, similar to the Historic Toolbox Grant Program, for the purpose of promote energy-efficient home remodels and new construction. The Morningside Neighborhood Association should provide assistance in identifying and securing grant funding for such a program.

A16.4 Residential multi-family developments located within 500 feet of a freeway, parkway, major arterial or other significant source of air pollution shall include design measures to promote the protection of residents from sources of air pollution.

A16.5 Applicants for new developments are encouraged to conduct a voluntary health impact assessment during project development, and incorporate design changes based on the assessment findings.

GOAL 17

Promote tree planting activities to increase the urban tree canopy of the Morningside Neighborhood to 25 percent.

POLICIES

17.1 Non-municipal sources of seedling stock, funding for planting, maintenance and care of trees should be sought and obtained.

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- 17.2 Engage local volunteer organizations, watershed councils and government agencies to organize neighborhood-sponsored tree planting events.

RECOMMENDED ACTIONS

- A17.1 The Morningside Neighborhood Association shall develop a neighborhood tree planting strategy to leverage public-private partnerships, non-profit organizations and community volunteers in order to increase tree canopy throughout the neighborhood.
- A17.2 At such time that City tree regulations are updated, consideration should be given to alternative methods or options for compliance with requirements: such as basing preservation on inches of tree 'diameter' rather than the number of trees, or providing a sliding scale of ratio of % significant trees preserved/total diameter preserved, to provide developers with more options for compliance.

GOAL 18

Increase access to food, and the production of locally grown food, within the Morningside Neighborhood.

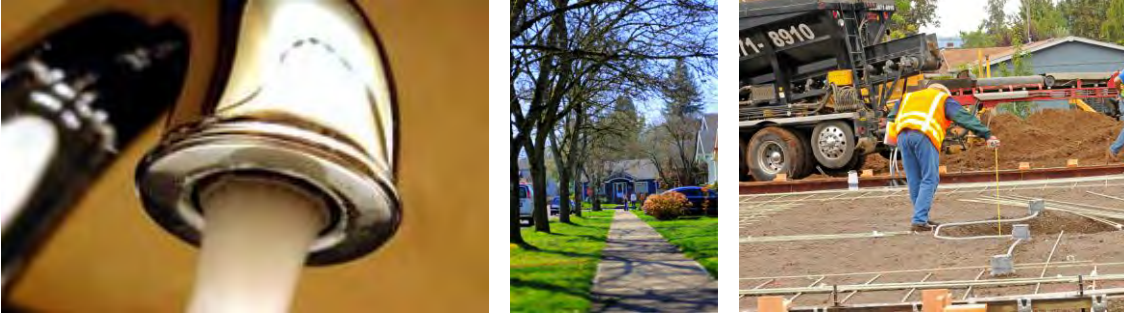
POLICY

- 18.1 Work closely with the ownership parties of the former Fairview Training Center site as the area continues to develop, to organize a Morningside farmer's market at the Fairview property.
- 18.2 The Salem Parks and Transportation Division is encouraged to partner with recognized neighborhood associations to allow the establishment of community gardens within city-owned parks.

RECOMMENDED ACTION

- A18.1 Any future commercial development in the Kuebler/I-5 Interchange Area – Northwest Quadrant should provide for establishment of at least a neighborhood-scale retail grocery store.

Chapter 8 – PUBLIC FACILITIES AND COMMUNITY SERVICES



GOAL 19

Ensure the provision of safe, economical and equitable street, water, sewer, education and governance systems for all citizens.

POLICIES

- 19.1 Support stable and sustainable funding for public services.
- 19.2 Whenever possible, utility infrastructure shall be located, or re-located, underground. This Policy shall not apply to above-ground stormwater infiltration and treatment facilities.
- 19.3 Street lights shall be installed within public rights-of-way at appropriate intervals to promote safe usage of public sidewalks and walkways at all times of the day.
- 19.4 Provide safe and convenient access to schools via sidewalks, bike paths and appropriate vehicle access to allow for safe drop-off and pick-up.
- 19.5 The adverse impacts of street construction projects on existing neighborhoods and facilities shall be minimized.
- 19.6 Encourage the development and maintenance of a drainage system that is adequate to relieve storm water problems throughout the drainage basins.
- 19.7 Neighborhood schools should be adequately supported, and protected from adverse impacts caused by traffic and incompatible development.

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- 19.8 The Morningside Neighborhood Association supports storm drainage strategies that encourage onsite retention of storm water and provide an efficient and economically feasible plan for piped and open channel flow where onsite retention is limited.

RECOMMENDED ACTIONS

- A19.1 The City should explore additional mechanisms to gather public input on major projects prior to applying for funds and entering into commitments – to provide opportunity for concerns to be voiced at the earliest project stages.
- A19.2 Project designs for educational facilities should provide adequate, quality, safe schools for the children of Morningside.
- A19.3 Street maintenance should include maintaining currently unimproved streets (those without curbs and sidewalks).

GOAL 20

Foster resident participation in the Morningside Community Emergency Response Team (CERT) and Neighborhood Watch programs.

POLICIES

- 20.1 Maintain open communication lines between CERT team, Neighborhood Watch volunteers, and the Salem Police and Fire Department staff.
- 20.2 Increase awareness participation by providing program information on the Morningside Neighborhood Association webpage and at all neighborhood meetings.

Chapter 9 – OPPORTUNITY AREAS

OPPORTUNITY AREA 1: FAIRVIEW COMMERCE CENTER



Fairview Commerce Center, *Salem Urban Development Department*

OVERVIEW

The Fairview Industrial Park was identified as a potential major employment center in several studies commissioned by the City of Salem and State of Oregon the late 1970s and early 1980s. An urban renewal plan was enacted to improve the overall appearance, condition and function of the area while eliminating blight conditions that may impeded orderly redevelopment and effective economic development. The Fairview Industrial Park is dominated by the IBC - Industrial Business Campus and IC - Industrial Commercial zoning districts characterized by a mix of light manufacturing, corporate –and state offices, and contracting businesses punctuated by accessory restaurant, service and community uses. The IBC-zone designation was created to facilitate an expected need for campus-like industrial development that would, in particular, attract and serve the high-technology electronics industry and its supporting uses. Subsequently, the Mitsubishi and SUMCO silicon wafer manufacturing facilities established in the Park in the 1980s and 1990s; forming the major high-tech industry anchors to locate in Salem. However, the intended purpose of the IBC-zone did not materialize to the extent that had been projected. As the technical requirements for that product changed, and as production shifted to locations out of state and overseas, those facilities closed and have been converted to other industrial and

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business service uses.

The Fairview industrial Park has seen a resurgence of development interest in the last decade. In response to both market trends and the economic realities of the „Great Recession’, the use makeup and character of the area has begun to shift from an industrial park dominated by manufacturing uses to a commerce center with a mix of professional office and light manufacturing uses and a wide variety of accessory and supporting non-manufacturing uses. With this trend has come recognition by the development community and local and state government agencies that the IBC-zone does not provide adequate flexibility in its use allowances to accommodate this change. In response to this constraint, approximately 95 acres of former IBC-zoned land has been converted to the more flexible and commercial-based IC – Commercial Industrial zoning designation since 2006. The zone changes sought to accommodate the above-described market shift to a „Fairview Commerce Center’ have produced a hybrid district allowing only a selection of IC-zone uses while maintaining the development standards of the IBC-zone in order to maintain the large building setbacks from the streetscape, abundant landscaping, improved roadways and pedestrian and bicycle amenities, and open spaces that characterize the Park. The inclusion of office and professional uses within the Park has also coincided with the relocation of several state agency offices to the area; giving rise to debates as to the efficacy of allowing non-taxable entities to purchase land within an Urban Renewal Area established on the premise of generating tax increment.

Recent and innovative economic development programs established to spur development within the Fairview Commerce Center include the city’s Enterprise and Electronic Commerce Zone and Fairview Small Business Pilot Loan Program; which are intended to promote e-commerce and stimulate traded-sector job growth respectively in this dynamic and important local resource area. With approximately 70 acres of undeveloped parcels, and many additional acres of under-developed land, the Commerce Center remains a significant regional employment center with great potential to fuel local economic growth and prosperity.

GOAL 21

Maintain and enhance the Fairview Commerce Center as an innovative and market-responsive, economic development asset (Figure 9.1).

POLICIES:

- 21.1 The City should amend the IBC zone to reduce the need for comprehensive plan and zone changes in this district to allow the trend toward establishment of predominantly family-wage employers, traded sector industries and light-industrial uses. Ideally, the amendment should be applicable to the IBC-zone holistically and not limited to the Fairview Commerce Center.

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- 21.2 Limited retail and service uses shall be encouraged with new and retrofitted development to provide Commerce Center employees opportunities within walking distance to fulfill functions such as eating and commerce on breaks and before/after work.
- 21.3 Future development should take advantage of potential synergistic opportunities afforded by the adjacency of the Commerce Center to the Union Pacific Railroad tracks and the Salem Municipal Airport.
- 21.4 Employ green stormwater infrastructure to avoid the flow of untreated stormwater runoff from impervious surfaces into Pringle Creek and its tributaries.
- 21.5 New uses and development within the Fairview Commerce Center should contribute toward the property tax base of the City of Salem.
- 21.6 Within in the Center, the design standards and landscaping requirements of the Industrial Business Campus (IBC) zone and Fairview Urban Renewal Area shall be maintained in any update or replacement of the IBC zoning district.

RECOMMENDED ACTIONS:

- A21.1 The Urban Development Department should build upon the success of the Fairview Small Pilot Loan Program and develop additional, expanded, performance-based incentives that promote the creation of family-wage jobs.
- A21.2 Private or publically owned wayfinding signage, similar to that installed downtown, should be installed to connect the Center to nearby neighborhoods, natural resource areas and the city's downtown in a safe manner.
- A21.3 The City, the Morningside Neighborhood Association, and Morningside property owners should work cooperatively to establish a network of publicly accessible, publicly or privately owned, multi-use pathways along Pringle Creek and potentially North/South adjacent the Union Pacific Railroad tracks as called for in the Parks Master Plan; connecting the Morningside Neighborhood to the city's downtown (Figures 9.1 and 9.2).

GOAL 22

Enhance walkability and natural resource protection to promote the use of alternative transportation options and a healthy environment within Fairview Commerce Center.

POLICIES:

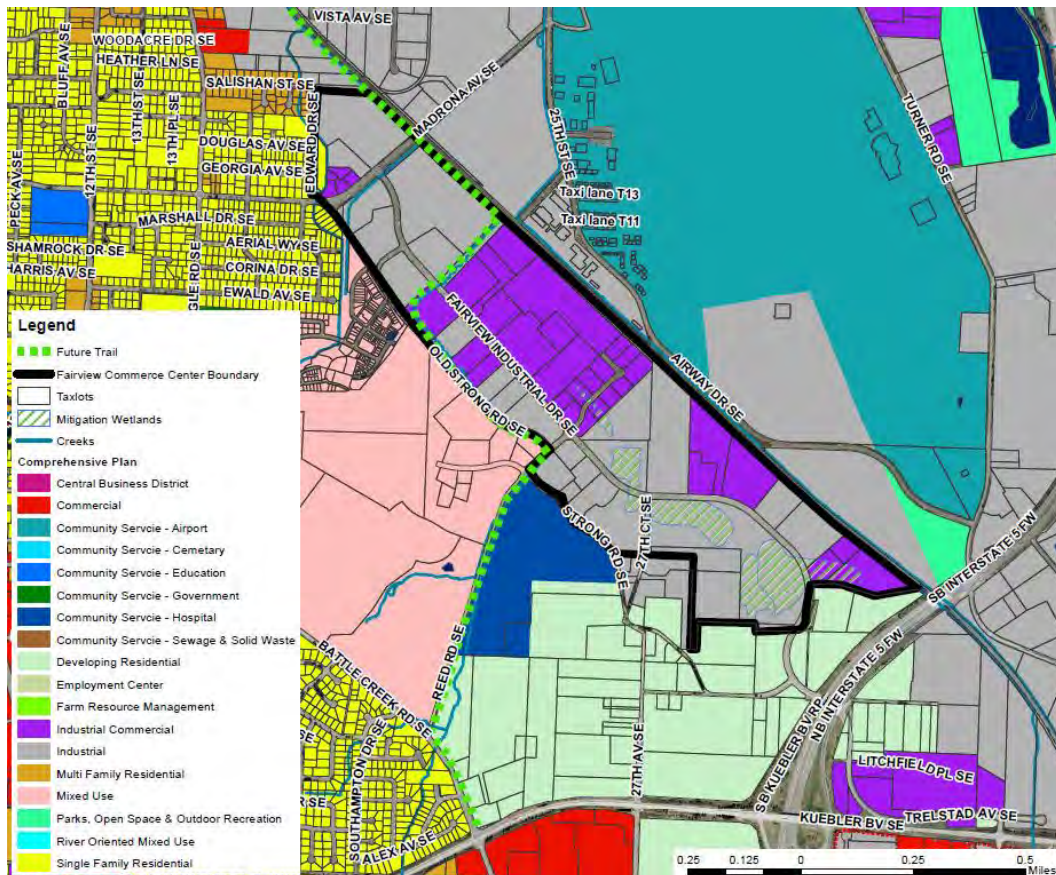
MORNINGSIDE NEIGHBORHOOD PLAN

- 22.1 Pedestrian connectivity between the Center and existing and future residential development at the former Fairview Training Center site should be maximized.
- 22.2 The pedestrian walkway system and mitigation wetlands within the Center are important amenities that shall be maintained and enhanced.

RECOMMENDED ACTION:

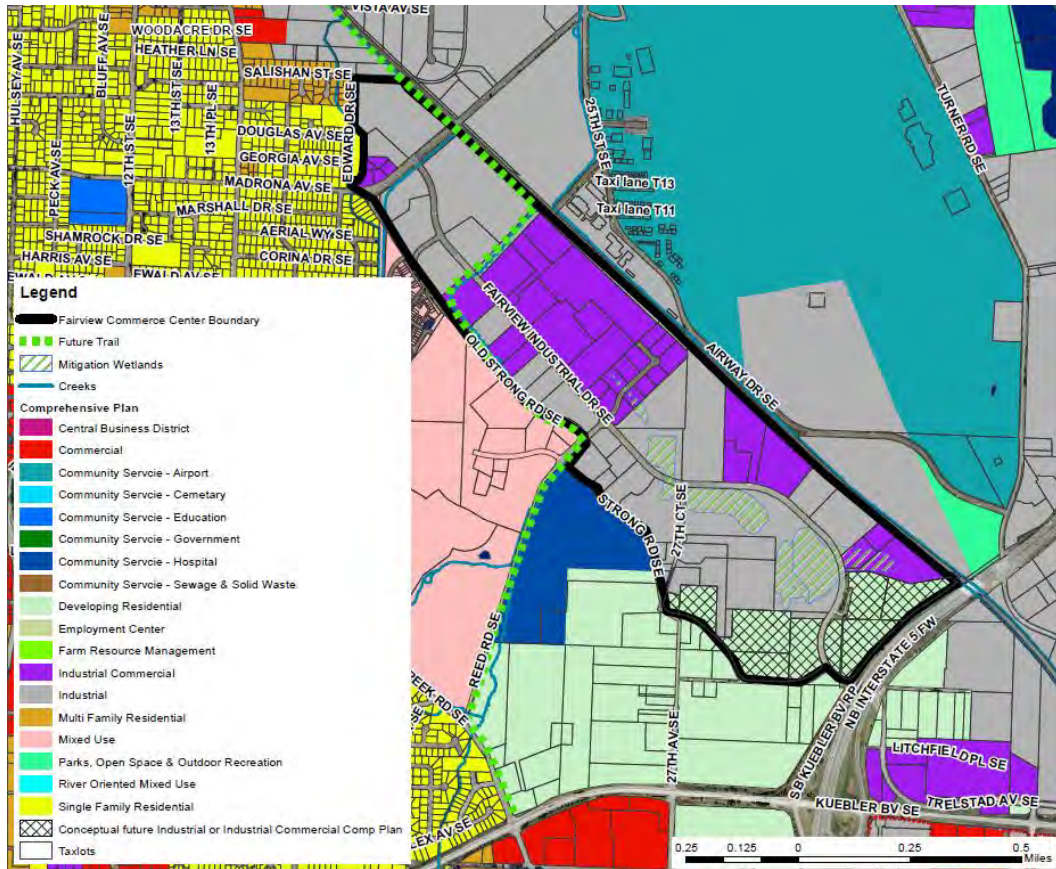
- A22.1 The City of Salem, or private property owners, are encouraged to initiate strategic comprehensive plan and zone changes to allow for expansion of the Center south to Marietta Street SE and Interstate 5, as illustrated on Figure 9.2.

Figure 9.1: Fairview Commerce Center, Existing Boundaries and Comprehensive Plan Designations



MORNINGSIDE NEIGHBORHOOD PLAN

Figure 9.2: Fairview Commerce Center, Conceptual Future Boundaries and Comprehensive Plan Designations



OPPORTUNITY AREA 2: FORMER FAIRVIEW TRAINING CENTER (SUSTAINABLE FAIRVIEW)



Source: Fairview Training Center Redevelopment Master Plan

OVERVIEW

A defining feature of the Morningside Neighborhood is the former Fairview Training Center site, which comprises the bulk of Salem's land zoned for mixed-use development; affecting 275 acres generally bound by Battle Creek and Pringle Roads to the west, Reed and Old Strong Roads to the south and east, and Leslie Middle school and single-family residential neighborhoods to the north (Figure 9.3). The site was operated by the State of Oregon between 1908 and 2000 as a facility to house and educate developmentally disabled persons.

The property was surplus by the State in 2000, and purchased in 2002 by a group of investors and academics known as Sustainable Fairview Associates (SFA). Between 1998 and 2003 a community-level planning effort was led by SFA in partnership with the City of Salem to craft a vision for redevelopment of the site as a model of sustainable, equitable and highly walkable, mixed-use development; the Fairview Master Plan. Complementing the sustainable vision embodied in the Master Plan is a set of regulatory provisions allowing for flexible zoning provisions crafted by and tailored to individual developments, intended to alleviate regulatory barriers to realizing the Master Plan vision. The results of this effort were formalized with the creation of the "Mixed Use" comprehensive plan designation and "Fairview Mixed Use" (FMU) zoning district in 2003, and adoption of the Fairview Master Plan (Figure 9.4) by the Salem City Council in 2005.

Three developments have been approved on the site thus far; affecting approximately 113 acres of the former state institution. The development plans approved to-date preserve substantial natural and community open space; promote compact and higher-density urban development, and provide for an interconnected and diverse transportation system intended to promote non-single-occupancy vehicle travel within the Fairview site. The site is identified as an „Existing Mixed-Use opportunity Area' on the „Salem Urban Area Nodes and

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Corridors' map of the SACP; and its continued redevelopment pursuant to the Fairview Master Plan will substantially reshape and redefine the character of the Morningside Neighborhood.

GOAL 23

Promote redevelopment of the former Fairview Training Center site (Figure 9.3) that is innovative, sustainable, equitable, and consistent with the goals, policies and objectives of the Fairview Master Plan (Figure 9.4).

POLICIES:

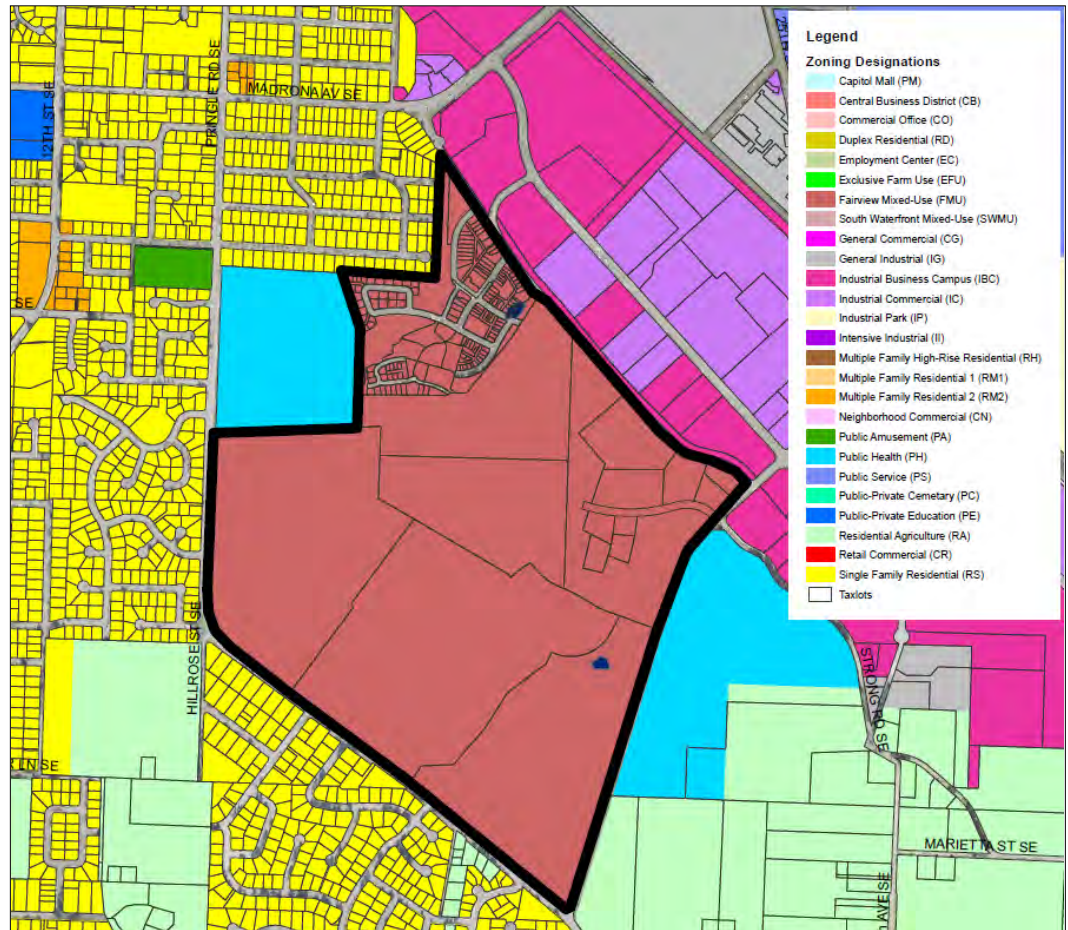
- 23.1 The Morningside Neighborhood Association endorses the adopted Fairview Master Plan promoting mixed-use, sustainable, development on 275 acres at the former Fairview Training Center site.
- 23.2 Coordination is encouraged between private developers and the Salem-Keizer Transit District to foster residential densities, employment uses and infrastructure supportive of the establishment of transit service within Fairview site as envisioned in the Fairview Master Plan.
- 23.3 Pedestrian, bicycle and vehicle connections are emphasized between refinement plan areas and existing and future residential and employment uses to the south, east and west of the Fairview site.
- 23.4 The Fairview site shall serve as a model for 'green' public street and utility infrastructure designs; successful examples of which should be considered for adoption and implementation as appropriate on a city-wide basis.

RECOMMENDED ACTIONS:

- A23.1 Applicants for Fairview Refinement Plans should engage the Morningside Neighborhood Association to obtain early input prior to filing an application with the City of Salem.
- A23.2 The former Fairview Training Center site ownership group is encouraged to assess and update the Fairview Master Plan at 5-year intervals to ensure the Plan is kept current with changing site conditions, socio-economic trends, public services, and technological advances in sustainability science. The ownership group should petition for corresponding updates of the applicable portions of Salem's zoning ordinance.

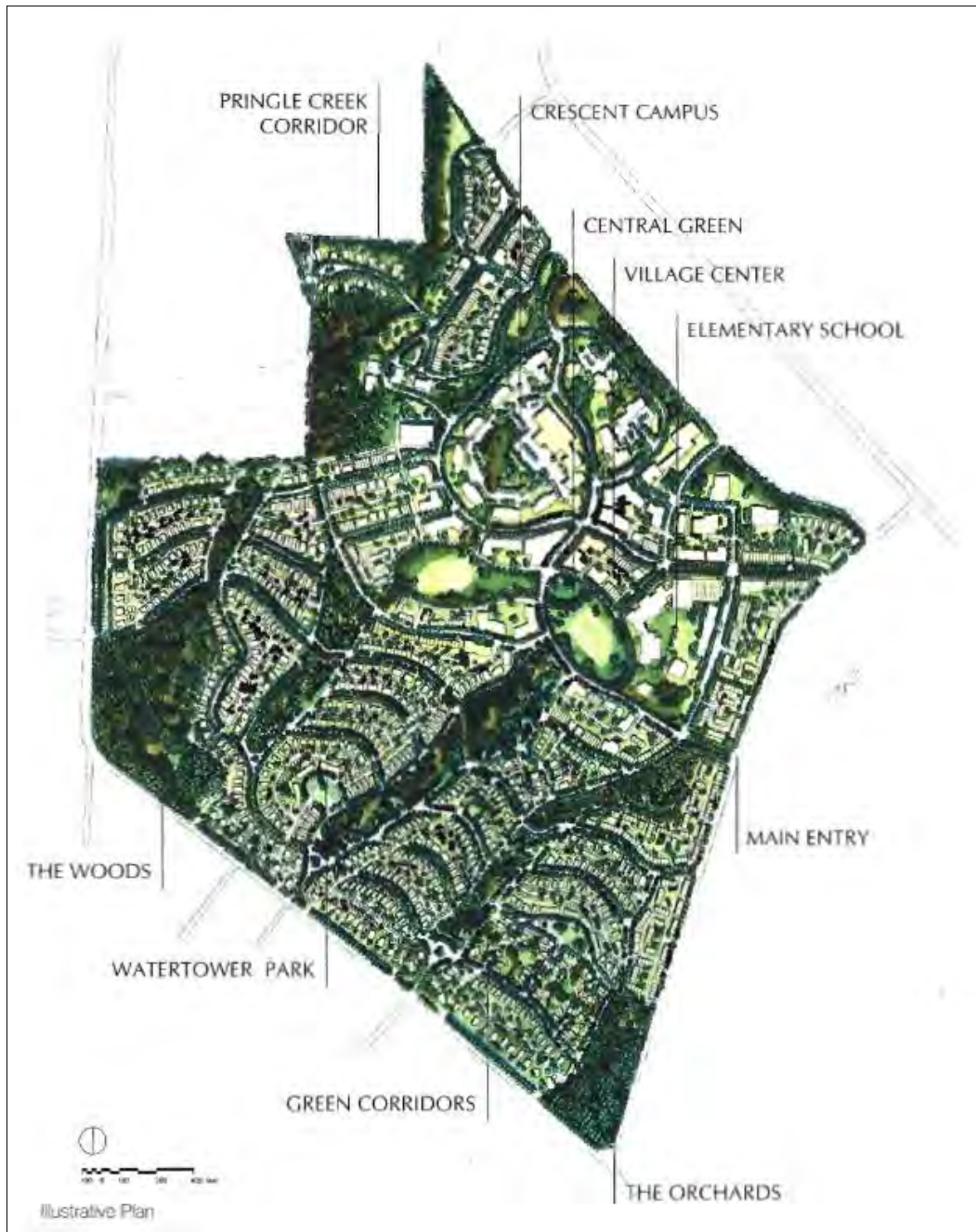
MORNINGSIDE NEIGHBORHOOD PLAN

Figure 9.3: Former Fairview Training Center Site

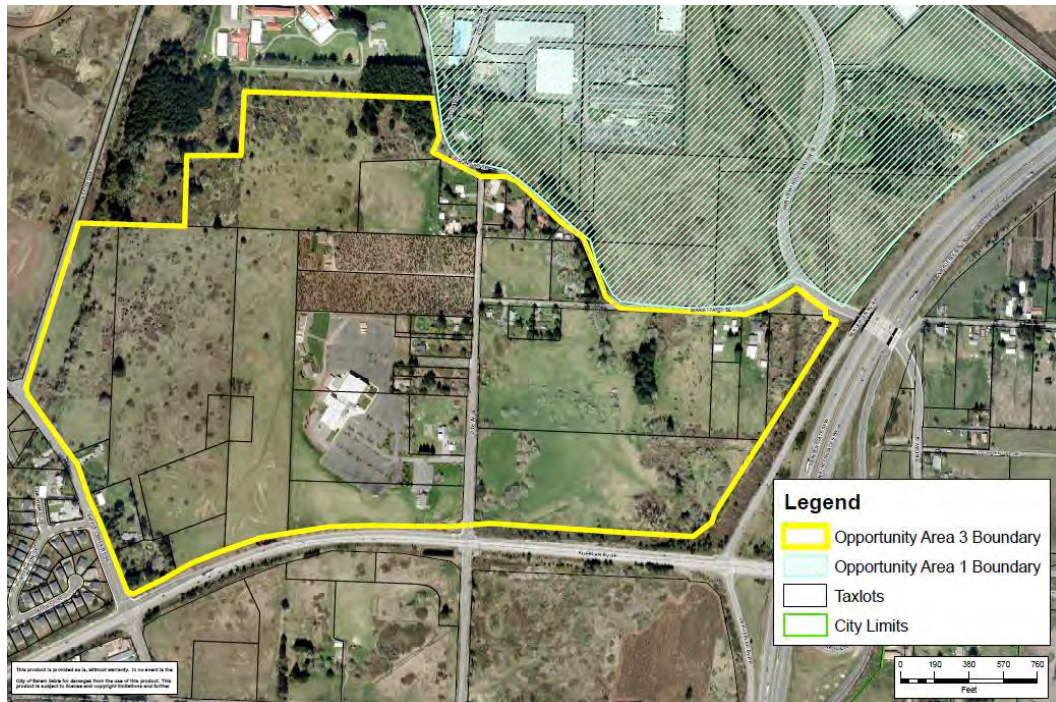


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Figure 9.4: Fairview Master Plan, Illustrative Plan



OPPORTUNITY AREA 3: KUEBLER/I-5 INTERCHANGE AREA, NW QUADRANT



GOAL 24

Promote a mix of limited commercial, residential and industrial development in the Kuebler/I-5 Interchange Area – Northwest Quadrant (Figure 9.5) to create a distinct community destination that fosters economic vitality, encourages pedestrian walkability, and mitigates the effects of resulting increased vehicle traffic.

POLICIES:

- 24.1 The most intensive, auto –and freeway-dependent future development should be concentrated along Kuebler Blvd.
- 24.2 Multiple buildings in a single project should be arranged to foster a positive functional relationship with one another. Whenever possible, multiple buildings should be clustered or connected via robust pedestrian infrastructure to achieve a “village” scale designed to promote walkability in addition to anticipated vehicle traffic.
- 24.3 Non-residential development in this area should provide for a combination of freeway-oriented amenities, office or industrial uses, neighborhood

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- services, at least one grocery establishment, and family-wage employment opportunities.
- 24.4 Future development should take into account the existing approach corridor for Salem Municipal Airport runway 34, and be consistent with FAA guidelines for land use and noise compatibility.
 - 24.5 Development in this area should provide for a high degree of pedestrian connectivity between buildings, parking areas and the adjacent streetscape.
 - 24.6 New two-way or signalized driveways should not be permitted onto Kuebler Blvd between 27th Ave SE and the Interstate 5 right-of-way.
 - 24.7 Treatment of parking lot storm water drainage should be accomplished by the use of bio-swales, pervious pavement and natural filtration; minimizing direct storm drainage into waterways.
 - 24.8 Adjacent developments should provide for internal vehicle and pedestrian cross-access between project sites whenever possible.
 - 24.9 Development in this area should be well integrated with local mass transit service. Developers should work with the Salem-Keizer Transit District to support establishment of east/west transit along Kuebler Blvd, and cut-through service from Kuebler Blvd to the existing bus line along Fairview Industrial Drive.
 - 24.10 New single-family residential development on parcels abutting the Interstate 5 right-of-way is discouraged.
 - 24.11 Support acquisition of land for development of the Community and Large Urban Park identified in the Comprehensive Parks Master Plan.
 - 24.12 Preservation of heritage elements, such as viewpoints, significant trees and some homestead sites should be incorporated into large-scale development plans, where practicable.

RECOMMENDED ACTIONS:

- A24.1 The Morningside Neighborhood Association should work cooperatively with development interests to achieve successful project outcomes that balance the needs of the neighborhood, the broader Salem community and the region.
- A24.2 The City and ODOT should explore opportunities to construct a grade-separated pedestrian crossing over Kuebler Blvd connecting the Kuebler/I-5 Interchange Area northwest and southwest quadrants.
- A24.3 The City of Salem, or private property owners, are encouraged to initiate strategic comprehensive plan and zone changes to allow for limited

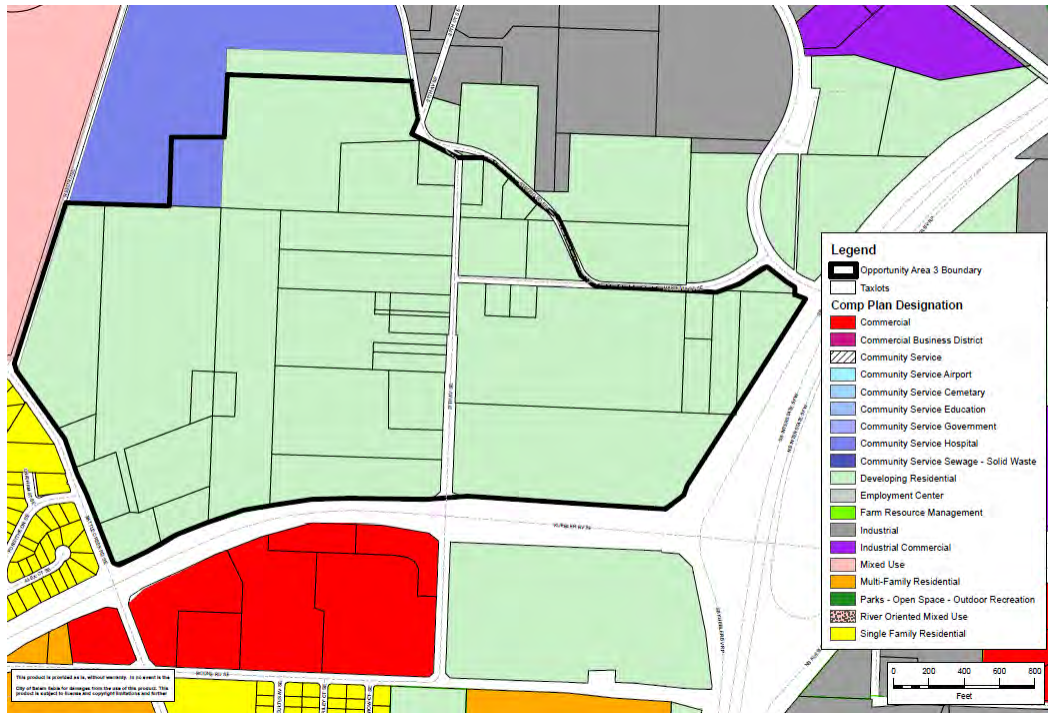
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commercial, as well as industrial, residential or mixed-use development within the Kuebler/I-5 Interchange Area northwest quadrant (Figure 9.6).

A24.4 Private development interests should work closely with ODOT staff and City Public Works staff to find cost-effective solutions to northwest quadrant site constraints; including but not limited to Interstate 5 right-of-way development, wetland management and public utility infrastructure placement.

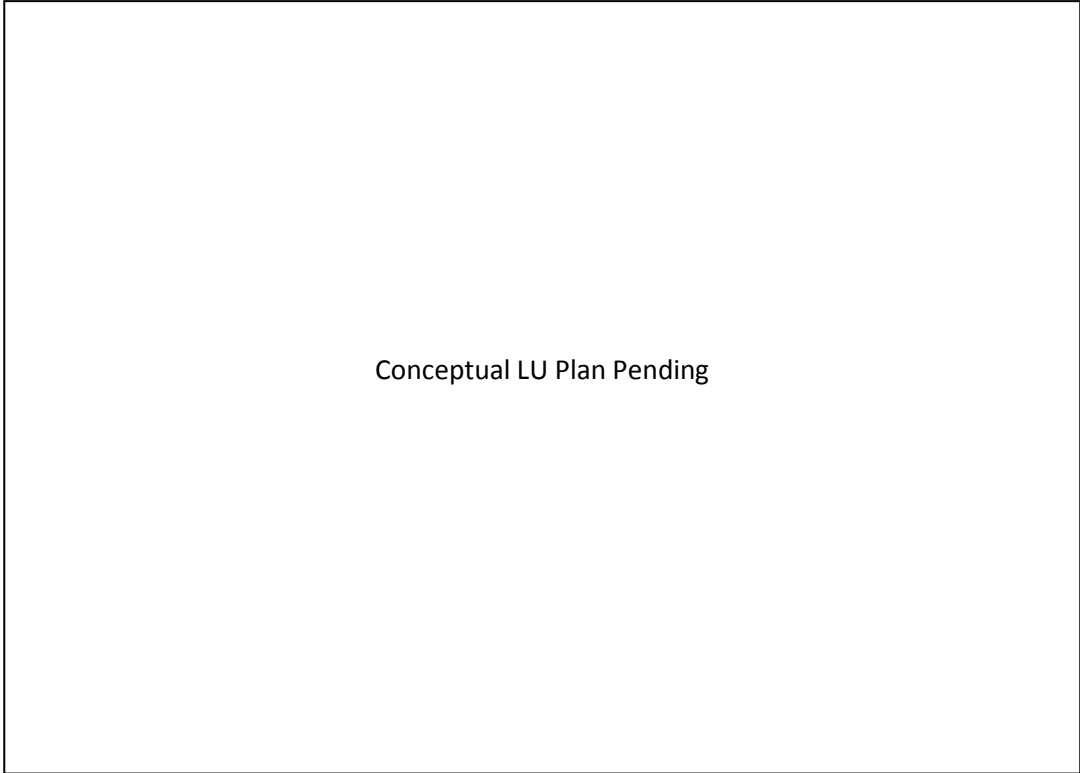
A24.5 Private developers in this area should provide advanced notification to the Salem-Keizer Transit District (Cherriots) and the Salem-Keizer School District before filing development applications with the City.

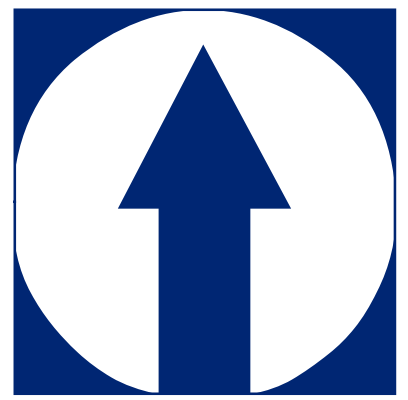
Figure 9.5: Kuebler/I-5 Interchange Area NWQ, Existing Comprehensive Plan Designations



MORNINGSIDE NEIGHBORHOOD PLAN

Figure 9.6: Kuebler/I-5 Interchange Area NWQ, Conceptual Future Land Use Plan





Morningside Neighborhood Plan

Generalized Land Use Map

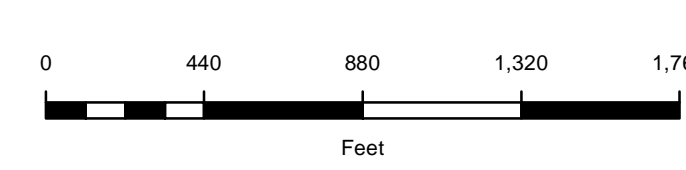
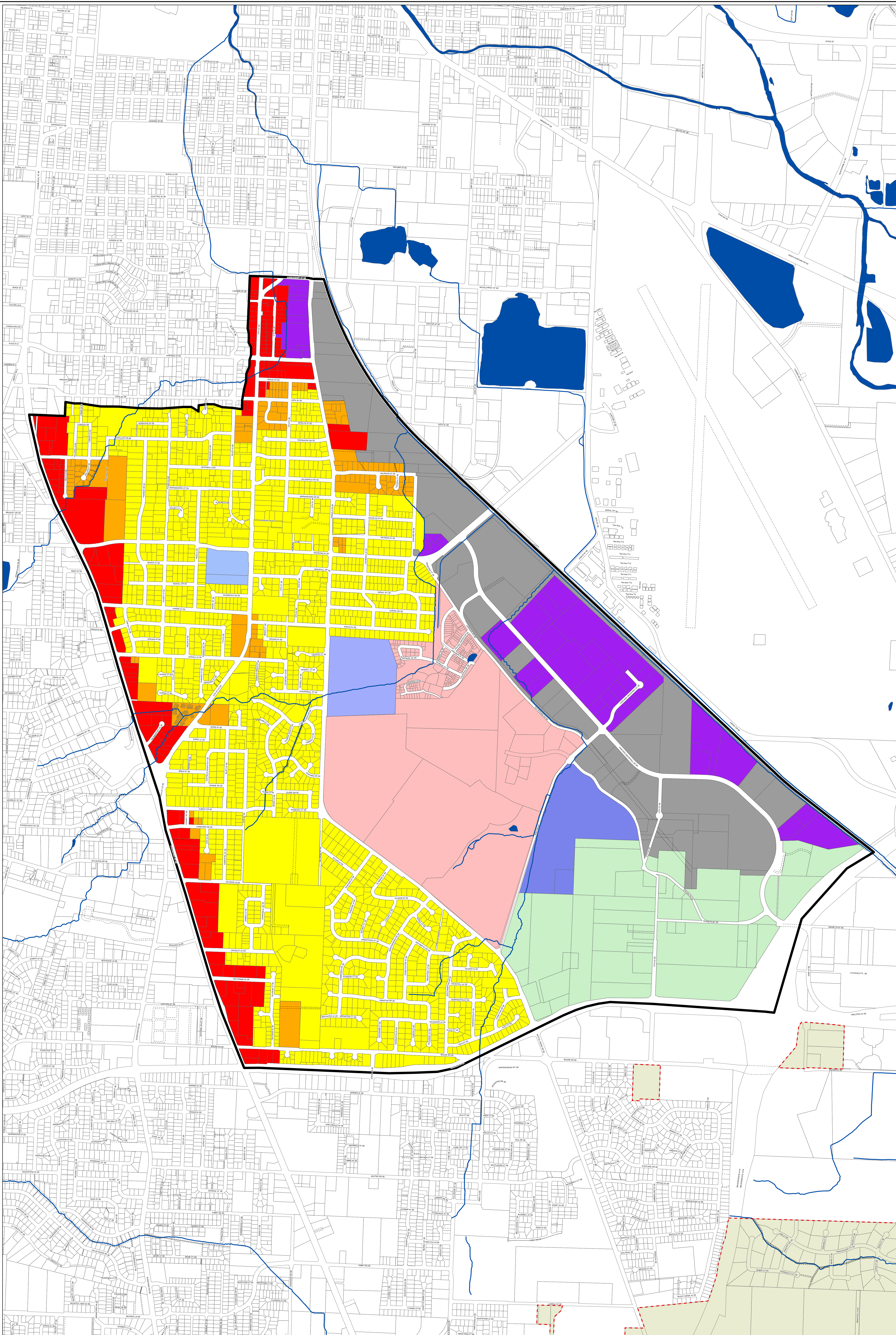
City of Salem
Community Development Department

April
2013

Key

Land Use Designations

- Commercial
- Community Service Education
- Community Service Government
- Community Service Hospital
- Developing Residential
- Industrial
- Industrial Commercial
- Mixed Use
- Multi-Family Residential
- Single Family Residential
- Creeks
- Lakes
- Salem City Limits
- Outside Salem City Limits
- UGB
- Morningside Neighborhood Association



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