

# SALEM REGIONAL EMPLOYMENT CENTER

*A State of Oregon and City of Salem Collaboration*



Proposed Master Plan and Development Strategy

September 9, 2004

*prepared by*

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## Executive Summary

The Salem Regional Employment Center (SREC) master plan and development strategy is a unique framework that provides the City of Salem and the Mid-Willamette Valley region with a new stimulus for jobs and economic development. The plan envisions the transformation of the property, located in southeast Salem, Oregon, from its institutional and agricultural character to an employment, recreation and natural resource center for the region.


The State of Oregon and the City of Salem have entered into a collaboration to jointly guide the sale and development of the Mill Creek property. The goal is to respond to: the state's shortage of large, well-located "shovel-ready" parcels of industrial land; the region's need for employment; the city's strong desire for family wage jobs and increased tax base; and, the unique potential of the site.

Highlights of the plan include:

- 646 total acres.
- 507 buildable acres.
- Variety of employment center uses: large parcel industrial, industrial park, business park, service center.
- Open spaces serve as the consolidated storm water detention and wetland enhancement areas, as well as public amenities.
- Integrated surface water management and wetland mitigation strategy.
- An Intergovernmental Agreement to ensure coordination and oversight of the development strategy.
- Redesignation of the property as Industrial on the Salem Comprehensive Plan, with the application of a new zone called "Employment Center."

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## I. Introduction

The Salem Regional Employment Center (SREC), located in the southeast corner of the Salem urban growth boundary, is one of the largest properties with undeveloped acreage in the Salem-Keizer urban area. It provides an opportunity to accommodate a large-scale employment center that few other properties can match.

Approximately 650 acres in size, the property is the largest undeveloped industrial site along Interstate 5 (I-5) in the region and possibly the state. The site has flat topography with a large labor force nearby; direct access to regional transportation facilities, including I-5, Highway 22, the Salem airport and rail facilities; and is adjacent to institutional uses which are compatible with industrial development. Figures 1 and 2 depict the site's location and existing conditions.

The SREC Master Plan and Development Strategy brings together a coordinated land use, natural resource, infrastructure, public finance and intergovernmental strategy to transform the property into a center for regional employment, recreation and natural resources. The goal is to respond to the state's shortage of "shovel-ready" parcels of industrial land, the region's need for employment, the city's desire for family wage jobs and increased tax base, and the unique potential of the site.

## Planning Process

The SREC Master Plan and Development Strategy was created as part of an intergovernmental process created to guide the planning, land sales and long term development of the site.

Under House Bill 2923, the Oregon Department of Administrative Services (DAS) was been directed to sell approximately 700 acres of the Department

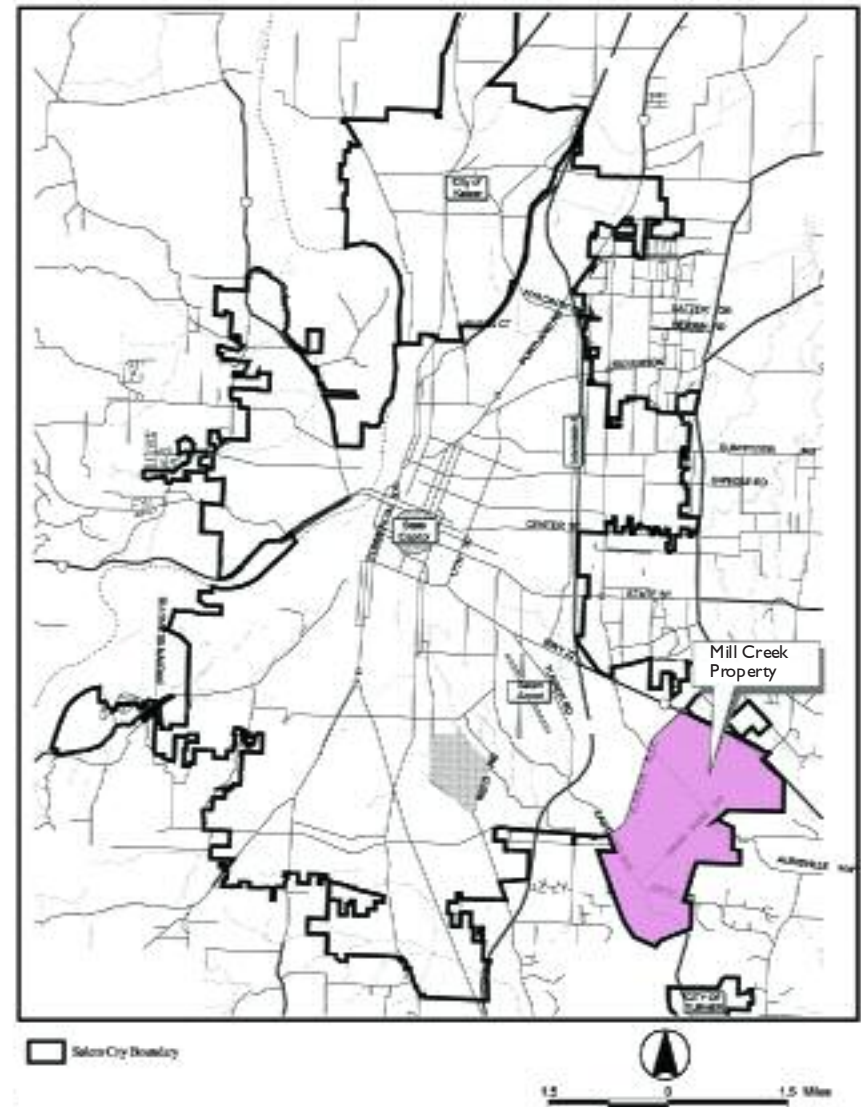


Figure 1. Regional Context

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of Corrections' (DOC) 2,000 acre Mill Creek property. Net proceeds from the sale will be divided between Oregon Corrections Enterprises and the Oregon Cultural Trust. In 2002, a disposition strategy report was prepared to examine the sales of the property. The Joint Committee on Ways and Means approved the disposition strategy in June 2003 and directed the State of Oregon to work cooperatively with the City of Salem to develop a master plan for the site and to prepare a development strategy. The Salem Regional Employment Center represents the culmination of this sequence of planning studies and inter-governmental coordination.

The SREC planning process included the following committees, events and milestones. Figure 3 summarizes the major milestones of the SREC planning process.

*Executive Committee (EC)* – The EC, comprised of the Mayor of Salem, the Salem City Manager and the Facilities Administrator for DAS, provided project oversight and evaluation at key milestones throughout the project.

*Project Development Team (PDT)* – The PDT, comprised of the city of Salem staff, DAS staff and consultant team staff, provided the technical expertise for the project.

*Joint City Council and Planning Commission Work Sessions* – Three joint work sessions, open to the public, were held throughout the project at key milestones.

*Community Outreach Meetings* – Meetings with neighborhood associations and key stakeholder groups were held throughout the project to debrief the public on the status of the master plans and receive direction from the public.

*Public Open Houses* – Two Public Open Houses were held throughout the project to inform the public of the master plan and development strategy and receive feedback.

*Stakeholder Interviews* – A series of stakeholder interviews were conducted in the Fall of 2003. Stakeholders were asked to express their concerns, ideas, hopes, and expectations for the successful implementation of the Salem Regional Employment Center.



Figure 2. Existing Conditions



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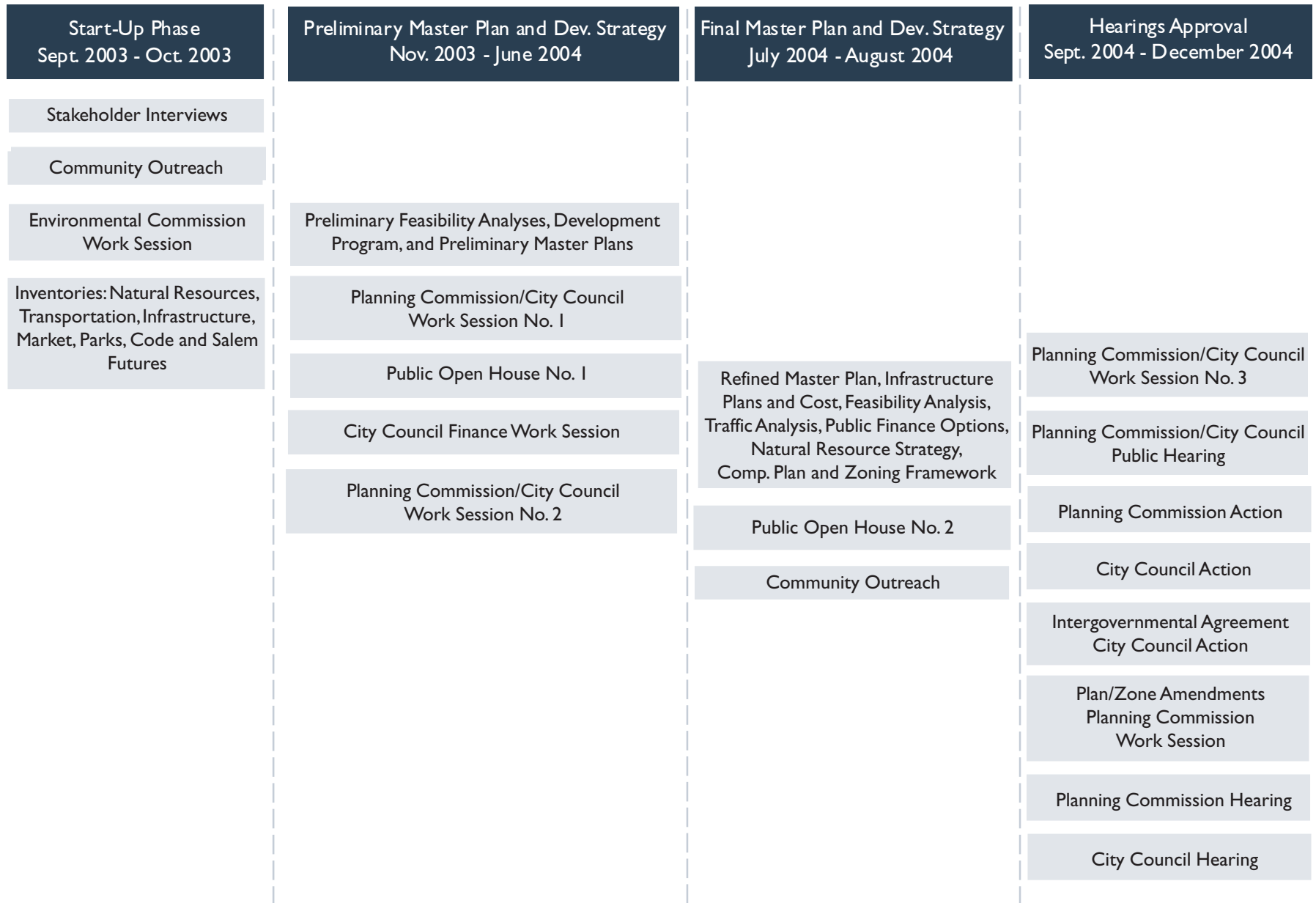


Figure 3. SREC Planning Process

## Project Purpose and Goals

The Salem City Council endorsed the following statement and master plan goals, which reflect the fundamental reasons for creation of the SREC Master Plan and Development Strategy, in March 2004.

### *The purpose of the project is to:*

- Stimulate economic development through the creation of job opportunities.
- Create revenues for state programs and tax revenues for the State and local jurisdictions.
- Create a new employment center consistent with applicable City and State livability policies.

**Master Plan Goals** - The goals are intended as a statement of values and the master plan objectives. The goals are intentionally broad statements to reflect values and long-term objectives that are shared by the City and State.

**A. Livability** - Enhance the long-term quality of life in Salem and the region.

**B. Economic Benefit** - Provide a range of employment and business opportunities that contribute positively to the local and regional economy in the short and long term. Employment opportunities should include family wage jobs. Business opportunities should contribute to a sustainable and diversified economy in Salem. Create local jobs for our community.

**C. Implementation** - Develop plan implementation strategies, so that the project can be equitably financed, and readily marketed and permitted.

**D. Community Involvement** - Involve the community during the planning process, and incorporate community input into plan recommendations in concert with the project goals.

**E. Quality Development** - Assure a quality built environment that is a positive addition to the community.

**F. Compatibility** - Plan the location and nature of land uses to promote integration, transition, and compatibility with neighboring uses.

**G. Open Space and Scenic Features** - Provide open space to address the needs of the Salem area and the local community and in balance with industrial uses of the property.

**H. Environmental Protection and Enhancement** - Protect and enhance key natural features and sensitive environments in balance with industrial uses of the property.

**I. Heritage** - Preserve important historical and cultural features and amenities.

**J. Infrastructure and Services** - Provide local infrastructure and public services in concert with development needs. Integrate infrastructure planning with environmental planning.

**K. Salem Futures** - Be consistent with applicable principles of Salem Futures.

## II. Master Plan Summary

### Master Plan Map

The conceptual master plan map brings together multiple coordinated efforts from the Salem Regional Employment Center Process, including:

- Development program and strategy;
- Infrastructure and financial plans and phasing strategy;
- Wetlands mapping, mitigation and enhancement plans and permitting plan; and
- Transportation impact analysis.

### Summary of Plan Elements

**Land Use** - The SREC Master Plan, shown on page 6, is comprised of five land use types:

- **Industrial** - The largest portion of the SREC master plan is proposed for industrial development. 313 acres are allocated over three phases with an emphasis on creating large parcels to accommodate warehouse distribution uses. Phase IB and IC are located on the northern half of the property along Kuebler Boulevard. Phase IIA runs along the southeastern portion of the property on Deer Park Road.
- **Industrial Park** - 80 acres of industrial park uses are proposed for Phase IA of the master plan. The industrial park is shown straddling a new north/south street, extending north from Turner Road, and is proposed to be developed in 5-20 acre parcels.
- **Business Park** - This land use is intended to accommodate a range of employment uses, from light industrial to office space. 104 acres of business park are proposed over Phase IA and Phase IIB.

- **Service Center** - A service center at the intersection of Kuebler Boulevard and a new east/west road is intended for small-scale business support retail and service uses. Ten acres are proposed for the Service Center in Phase IA of the master plan.
- **Open Space** - A 111 acre natural resource open space network is proposed to preserve and enhance wetlands and wildlife. A central open space and southern open space will provide wildlife habitat and receive treated stormwater runoff. A recreational trail runs along the open space network. A trail head with parking and a restroom area is being considered - the location and size would be finalized as the master plan is implemented.

**Access and Circulation** - Existing access to the site is provided by Kuebler Boulevard, Turner Road, Aumsville Highway and North Santiam Highway. A new north/south and east/west circulation system is proposed to provide connectivity throughout the site and create two new access points from Turner Road and Kuebler Boulevard. A multi-use path system is proposed to run adjacent to the street network in the public right-of-way to provide pedestrian and bike access.

**Phasing** - A phased development approach is proposed to accommodate the size of the SREC master plan and the limited public resources for infrastructure. The phasing plan anticipates that Phase I will occur first in the western half of the property that requires the least expensive infrastructure investments.

Figures 4-6 on the following pages depict the SREC Master Plan and demonstrate the integration of the open space network with the employment land uses.

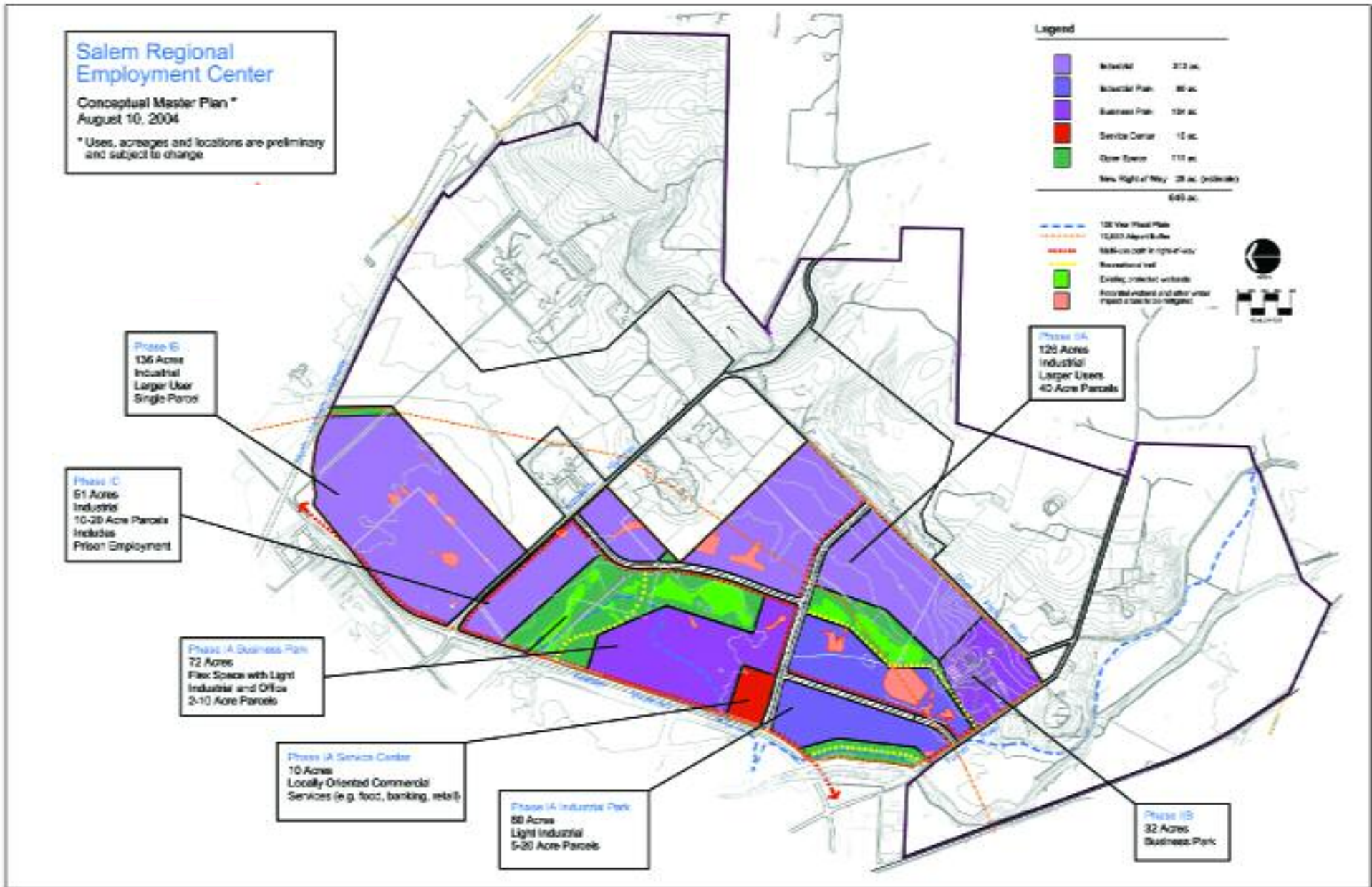


Figure 4. Salem Regional Employment Center Conceptual Master Plan

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Figure 5. Perspective View



Figure 6. View Down New East/West Street from Kuebler Blvd

## III. Development Strategy and Economic Benefits

The Development Strategy outlines the potential for the property and provides a guiding structure for ensuring that this potential is met.

The State of Oregon and the City of Salem have joined together to transform the site into a regional resource. The goal is to respond to the state's shortage of large, well-located "shovel-ready" parcels of industrial land, the region's need for employment, the city's strong desire for family wage jobs and increased tax base, and the unique potential of the site.

In developing an agreement to achieve this goal, the City and State have considered the unique opportunity presented by the site, the goals of the City of Salem, strategic factors, and the interests of involved stakeholders. Exploration of these considerations has resulted in a set of shared principles that serve as the basis of a memorandum of understanding between the City and the State, and which ultimately provides the basis for an intergovernmental agreement.

A summary of the Development Strategy and Economic Benefits is provided below.

### Development Program

The development program provides a complementary balance of different employment uses and is intended to maximize both employment and revenue generation. Providing a variety of uses allows employment centers to succeed throughout business cycles by offering a range of building types that satisfy a wide market. The inclusion of office and flex buildings can provide attractive frontage for the development and act as a buffer between pure industrial uses and the adjacent community.

A phased approach to development best responds to the size of the property, the limited public resources for infrastructure construction, and the size of the market. The phasing plan anticipates that Phase I development will occur first in the western portions of the property that can be developed with the least expensive infrastructure investments. Revenue generated by the development of Phase I (including fees-in-lieu-of system development charges and tax increment) will be used to support infrastructure investments needed to prepare Phase II areas for development. The proposed uses and their phasing is summarized in Table I.

Table I. Development Program

Phase	Land use description	Acres
IA	<b>Industrial Park</b> – Light Industrial/5-20 acre parcels	80
	<b>Business Park</b> – Flex space with light industrial and office, 2-10 acre parcels	72
	<b>Service Center</b> – Locally oriented commercial services (e.g., food, banking, retail)	10
IB	<b>Large Industrial</b> – Large user, one or two parcels (potentially warehouse / distribution center)	136
IC	<b>Large Industrial</b> – Large user 10-20 acre parcels, includes prison-related employment	51
IIA	<b>Large Industrial</b> – Large users, 40+ acre parcels	126
IIB	<b>Business Park</b>	32
<b>Total</b>		<b>507</b>

## Program Components

**Distribution Center** – The warehouse distribution center portion of the program is defined as a regional hub, intended to provide cost competitive sites with access to major population centers. The close proximity to Interstate 5 will allow warehouse and distribution facilities located at SREC to readily access Seattle to the north and the San Francisco Bay to the south.

Warehouse distribution use is currently the strongest sector of the industrial employment market and is anticipated to remain so for the near future. As a result, the largest portion of the SREC program is planned to accommodate distribution uses. The development program allocates 136 acres for warehouse distribution in Phase IB, up to 51 acres in Phase IC - including 10 acres of inmate employment, and up to 126 acres in Phase IIA for a total of 313 acres.

**Industrial Park** – The industrial park portion of the program will serve light industry and manufacturers, regional warehouses, and flex space users. Industrial park uses are proposed for approximately 80 acres in Phase IA.

**Business Corporate Park** – A business park is a multi-building development planned to accommodate a range of uses, from light industrial to office space, in a integrated park-like setting with supporting uses for the people who work there. Business parks are similar to industrial parks except that, while retaining a predominately industrial identity, they incorporate a greater amount of office space and are designed to provide a more attractive environment for employees and visitors.

**Service Center** – Expectations for on-site amenities and services for employees have become higher in recent years. Convenient access to services such as restaurants, lodging, banking, personal services, service station and other convenience-oriented facilities can strengthen the working environment and can be important determinants in attracting potential employers. The program accommodates this need with the 10-acre service center.



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## Economic Benefits

**Attract New Firms and Industries to the Salem Region** - SREC will attract new firms and industries to the Salem region by providing a combination of large flexible sites, a high quality environment, and a package of support services that cannot be found elsewhere in the region. In particular, SREC will accommodate large operations that cannot locate elsewhere, provide opportunities for small firms to co-locate with larger firms and support operations, and provide an attractive setting for employees and visitors.

**Provide Employment Opportunities** - By providing large flexible sites in a high quality environment, the development program is tailored to attract firms and industries that would not otherwise locate within the Salem region. At build out, the proposed SREC could accommodate over 5,000 jobs.

**Support Economic Development** - At build out, the total value of development is anticipated in the range of \$300 million to \$360 million. The economic impact of this activity will be much greater, however, because the project will generate construction jobs, increased purchases of goods and services from existing Salem businesses, investment of debt and equity from local sources, and increased economic support for Salem's existing office and retail districts, particularly downtown Salem.

**Increase Tax Base of the City of Salem** - The property is currently state-owned and generates no tax revenue for the City of Salem. Once developed, and following the expiration of any tax increment financing mechanisms, the project will constitute a significant source of tax revenue. Moreover, as the project will have no residential components, it will have minimal direct impact on public services such as schools, and emergency services.

**Leverage Existing Resources** - The project will provide an opportunity for the area's technical colleges and trade schools to form partnerships with firms located at SREC. In addition, the project will support increased utilization of McNary Field for general aviation and possibly encourage a return of regional and/or national air carrier passage service to Salem.

**Protect the Natural Environment** - The site plan adopts the approach of avoiding existing wetlands wherever possible. By approaching the site's environmental resources from a holistic, rather than piecemeal perspective, the plan provide larger continuous habitat and wetlands environments that are coordinated with a trail system. As the area is currently inaccessible to the public, the proposed project will increase public access and enjoyment of the site's natural resources.





### Implementation

The steps involved in transforming the property into a vital employment center fall into two categories: 1) preparing the site to accommodate a regional employment center; and 2) attracting development which supports public goals.

The major implementation milestones are as follows:

- Formalize the arrangement between the City and State through an Inter-Governmental Agreement;
- Institute zoning and other entitlements required for the development of the property;
- Qualify developers through a request for qualifications process;
- Select a master developer for the property;
- Negotiate disposition of property through a memorandum of understanding followed by a disposition and development agreement;
- Establish codes, covenants and restrictions to ensure a high quality environment;
- Assure phased provision of off-site infrastructure and any publicly funded on-site expenses; and
- Initiate a coordinated marketing effort.

A private master developer and end-users will ultimately be responsible for developing the property. In order for development to occur, the price of land and anticipated development charges must be low enough to allow finished structures to be produced at a competitive price.

To provide a preliminary estimate of this value, Leland Consulting Group utilized three approaches: 1) an appraisal and survey of current real estate transactions, 2) discussions with industrial developers and industry experts, and 3) a residual land value analysis.

These preliminary analyses support an average sales price to developers of approximately \$1.50 per square foot for industrial portions of the property with higher values of approximately \$5.00 per square foot for the commercial service center. Individual appraisals will be required for all sales, however, and all property will be sold at or above appraised value.

The timing of land sales and development is an important, yet difficult to anticipate, component of the project. While the site is well-positioned for warehouse distribution uses, the market for business park components is less tested. Disposition agreements will address these risks through a variety of strategies, potentially including land banking, phased infrastructure investment, performance guarantees, and linkages of public infrastructure investment with private development commitments.

## IV. Natural Resource Strategy

The natural resource strategy for SREC is comprised of an inventory of existing wetland resources, a wetland mitigation and enhancement strategy and a permitting strategy. A summary of the natural resource strategy is provided below.

### Existing Wetland Resources

**General Site Conditions** - The project area is divided into the north and south fields, separated by Aumsville Highway. The north field is located in the Little Pudding watershed. The area is basically flat, with very minor depressions. Drain tiles were installed to drain water off the site, and the field was plowed and planted for over 100 years. The eastern portion has been planted in annual crops and the western portion in perennial grasses.

The south field is in the Mill Creek Watershed. The eastern section of the field consists of moderately sloped hills used mainly for pasture, a small oak knoll, and an animal waste treatment pond (not in use). The rest of the area consists of farmed fields, wetlands and ditches. The fields were used for production of annual crops and pasture grasses. The southwestern corner is adjacent to Mill Creek, but is separated by a berm.

**Wetland Resources** - Approximately 42.1 acres were delineated in the project areas, 2.7 acres in the north field and 39.4 acres in the south field. The wetlands range in size from 0.016 to 13.4 acres. The Oregon Department of State Lands (DSL) regulates impacts to all of the wetlands within the project area. The U.S. Army Corps of Engineers (COE) only regulates impacts to wetlands that are connected or adjacent to waters of the U.S.

**Ditches/Other Waters** - DSL regulates ditches that are built in hydric soils, have a free and open connection to a natural waterway and contain food or game fish. DSL does not regulate irrigation canals and ditches that are "(a)

operated and maintained for the primary purpose of conveying water for irrigation; and (b) are dewatered during the non-irrigation season except water incidentally retained in isolated low areas..." (OAR 141-085-0015 [3]). For the COE ditches must meet the definition of tributary waters or linear wetlands to be regulated.

There are ten ditches and one 5.68 acre pond within the project area. Ditch 1 is located in the north field, and Ditches 2 through 10 are located in the south field. Table 2 lists the approximate acreage and DSL and COE jurisdiction for each wetland and other waters. Figures 9 depicts the wetland delineation for the site.



Figure 7. Typical Farm Wetland (Wetland MM)



Figure 8. East/West Ditch (Ditch 6)

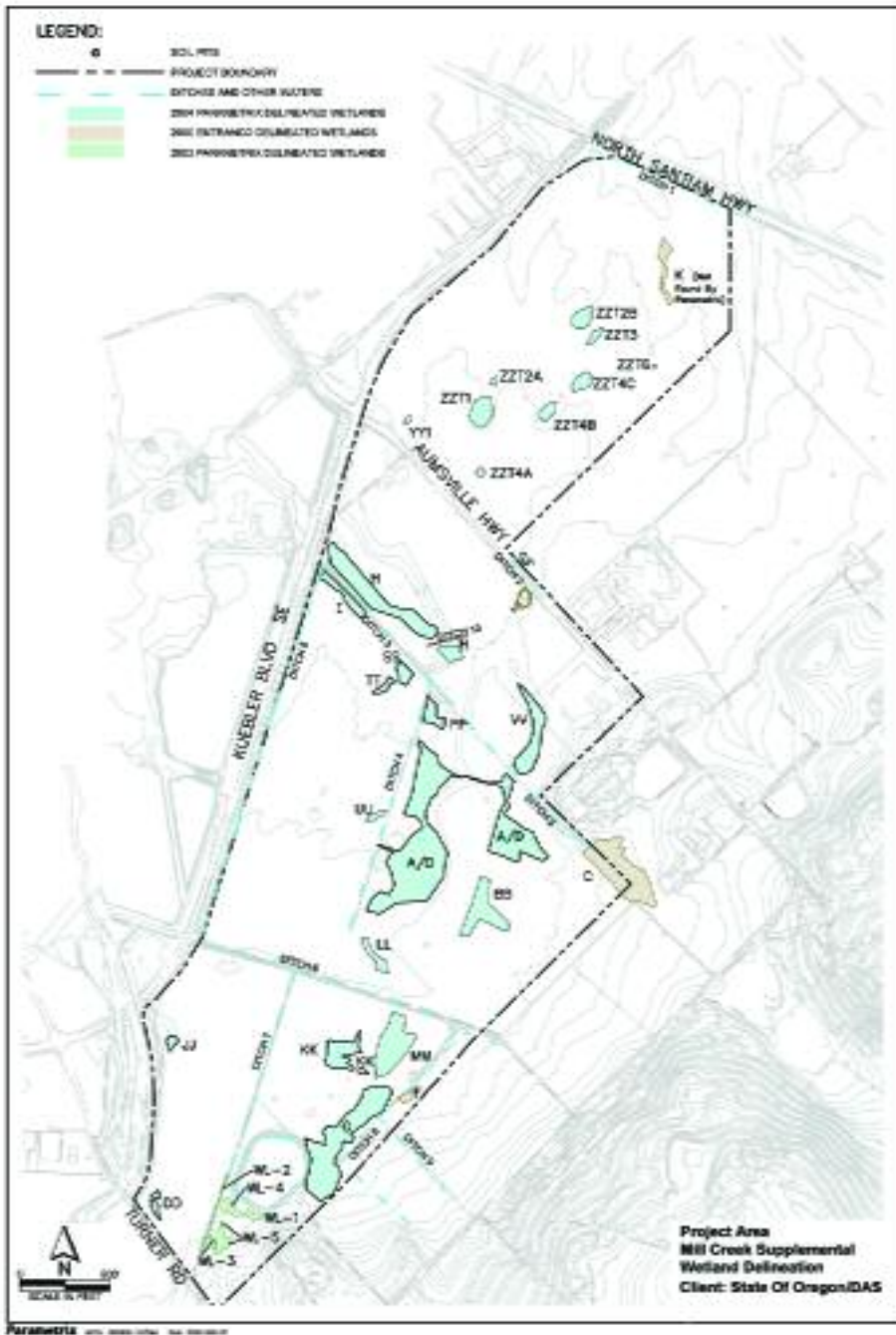


Figure 9. Wetland Delineation

Table 2. Other Waters and Wetland Jurisdiction and Acreage

Other Waters	Jurisdiction			Size	Wetland Continued		
	DSL	COE	Size		DSL	COE	Size
Ditch 1	Yes	No		C	Yes	Yes	4.07
Ditch 2	No	No		DD	Yes	No	0.25
Ditch 3	Yes	Yes		F	Yes	Yes	0.15
Ditch 4	Yes	Yes		G	Yes	Yes	5.86
Ditch 5	Yes	Yes		H	Yes	Yes	4.16
Ditch 6	Yes	Yes		I	Yes	Yes	0.77
Ditch 7	No	Yes		J	Yes	Yes	0.32
Ditch 8	No	Yes		JJ	Yes	No	0.20
Ditch 9	No	Yes		KK	Yes	No	1.45
Ditch 10	Yes	Yes		LL	Yes	No	0.46
Pond	Yes	No	5.86	MM	Yes	Yes	2.61
<b>Wetland</b>				PP	Yes	Yes	0.61
YYI	Yes	No	0.06	SS	Yes	Yes	0.46
ZZT1	Yes	No	0.92	TT	Yes	Yes	0.22
ZZT2A	Yes	No	0.06	UU	Yes	Yes	0.16
ZZT2B	Yes	No	0.34	VV	Yes	Yes	1.94
ZZT3	Yes	No	0.18	WL1	Yes	No	0.01
ZZT4A	Yes	No	0.10	WL2	Yes	Yes	0.09
ZZT4B	Yes	No	0.34	WL3	Yes	Yes	0.05
ZZT4C	Yes	No	0.44	WL4	Yes	No	0.03
ZZT6	Yes	No	0.02	WL5	Yes	No	0.41
A/D	Yes	Yes	13.4	<b>Total Wetland Acreage</b>			<b>42.10</b>
BB	Yes	No	1.95				

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**Wetland Functional Capacity** - The hydrogeomorphic (HGM) assessment method for the Willamette Valley Ecoregion (Adamus 2001) was used to evaluate the functional capacity of wetlands. Under this system, a site's values are the economic, ecological and social characteristics that the functions provide. For example, nutrient and sediment retention may have a value of providing water quality improvements downstream of the site.

Within SREC, wetland functional capacity scored below the midpoint (.5) for most functions. The highest scoring HGM functions for the north field are Sediment Stabilization & Phosphorus Retention (.53) and Wintering and Migrating Waterbird Support (.76). The highest scoring HGM functions for the south field are Sediment Stabilization & Phosphorus Retention (.67), Breeding Waterbird Support (.97), and Wintering and Migratory Waterbird Support (.72). Large flocks of geese were observed throughout the site during the March 2004 fieldwork, as were shorebirds in the emergent wetlands in the south fields.

## Mitigation Strategy

**Wetland Avoidance** - The avoidance of wetland impacts was first evaluated by looking at the need for industrial land in relation to alternative sites in the I-5 corridor. The master plan for the Salem Regional Employment Center targets one large industrial user (needing a parcel greater than 100 acres) to be economically successful. An economic study of available industrial parcels greater than 100 acres within the I-5 corridor found there are "no other agglomerations of properties in a metropolitan area in Oregon as large as Mill Creek" (Leland Consulting Group 2002). The Salem Regional Employment Center site can supply the needed land available for large industrial users adjacent to the freeway with minimal impacts to wetlands.

**Minimizing Impacts to Wetlands** - The site has 42.1 acres of wetland regulated by DSL and potentially 34.87 acres regulated by COE (does not include ditches or the pond). At the beginning of the master planning project, several

development options were drawn and evaluated that varied in wetland impact from complete avoidance, to a range of impacts and total fill. Avoiding all wetlands did not allow for a large single 100-acre parcel that the market research showed was necessary for the site to be competitive along the I-5 corridor for potential national and regional users. The present plan was selected because it:

- Avoids 31.46 wetland acres, potentially impacting 10.64 acres of wetlands and a 5.86 acre pond;
- Includes one parcel greater than 100-acres;
- Creates two centralized wetland areas for compensatory mitigation, allowing for on-site and in-kind compensatory mitigation;
- Integrates wetland mitigation with stormwater management; and
- Allows for increasing the functions and values of the remaining wetlands.

All development scenarios required relocation of the majority of ditches (tributary waters or linear wetlands), except the major east-west ditches, to create appropriately sized parcels for industrial and commercial development.

## Mitigation Design

**Central Open Space** - The Central Open Space area is approximately 70 acres within the Mill Creek watershed and within the 10,000' airport buffer. Of the 70 acres, approximately 15 acres are jurisdictional wetlands. Cross sections 1 and 2 show the proposed grading and planting plan for the Central Open Space mitigation area. The wetlands are designed to provide bird habitat, sediment stabilization and phosphorus retention, and minor flood control. The wetlands are designed to reduce waterfowl habitat in the vicinity of the airport. Cross Section 1 illustrates the conceptual design of the northern portion of the central wetland. This wetland will receive treated stormwater as the primary source of hydrology. Higher elevations on each side of the wetland will contain the surface water within the wetland.

Braided shallow channels within the wetland will drain from north to south and then beneath Kuebler Boulevard to Mill Creek. Topography across the wetland is flat, with grading proposed to be “bumpy.” This bumpy topography is intended to provide many local low points for water to collect, be stored and infiltrate; to increase the surface roughness so the flow will be slowed as it drains; and to provide variations in conditions to select for a diverse array of plants. In this section, the proposed vegetation consists of forested and scrub-shrub wetland plants, such as Red Alder, Douglas Spirace, Oregon Ash and Pacific Ninebark.

Cross Section 2 illustrates the conceptual design of the southern portion of the central wetland. This wetland will receive treated stormwater as the primary source of hydrology. Topography across the wetland is flat, and will not require grading in all places. Where grading is proposed, the terrain is also to be “bumpy.” Again, higher elevations along the wetland edges will contain seasonal surface water.

In this section, the proposed vegetation consists of emergent and scrub-shrub wetland plants. Much of this area currently has shallow ponds and would not require grading. Planting of emergent vegetation in those areas would provide habitat diversity. Emergent vegetation could include various sedges, rushes and native grasses.



Figure 10. Cross Section 1 - Northern Cross Section in Central Wetland

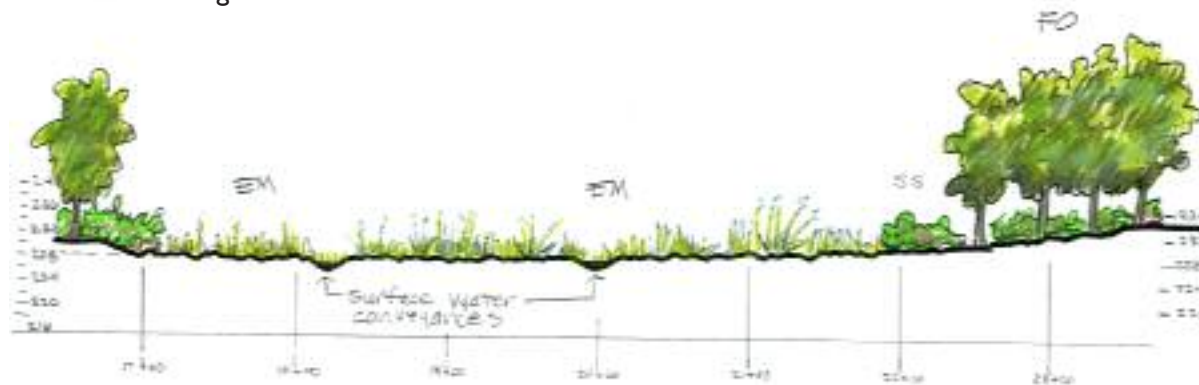


Figure 11. Cross Section 2 - Southern Cross Section in Central Wetland

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**Southern Open Space** - The Southern Open Space is approximately 25.6 acres within the Mill Creek watershed, outside the airport buffer zone. Of the 25.6 acres, 8.5 acres are jurisdictional wetlands regulated by DSL. The mitigation design for the Southern Open Space consists of a combination of emergent, forested and scrub-shrub wetland plants. Cross Section 3 illustrates the conceptual design of the southern wetland, which also will receive treated stormwater as the primary source of hydrology. Surface water will drain through proposed shallow channels and through a culvert to the former irrigation ditch. The former irrigation ditch flows through a pair of culverts beneath Kuebler Blvd and into Mill Creek. Higher elevations on each side of this wetland will contain the surface water within the wetland. Topography across the wetland is flat, with grading again proposed to be "bumpy." Possible species of plants are the same as for the Central Open Space mitigation.

## Permitting Strategy

The wetland permitting strategy for DSL and for the COE follow two different courses of action but include similar components. Each requires a:

1. Wetland delineation;
2. Determination of waterways jurisdiction;
3. Functional assessment of wetlands;

4. Alternative analysis for wetland impacts; and
5. Wetland mitigation plan.

DSL follows the guidelines in The Oregon Industrial Site Certification section on Wetland and Waterways in the Environmental & Cultural Protections and Appendix IV - Wetlands. The COE can issue a Clean Water Act 404 individual permit (IP) for the master plan with special conditions.

To ensure certainty for all parties, the preferred permitting strategy is to apply for Industrial Site Certification for Wetlands and Waterways from DSL and for an IP for the master plan from the COE. This approach allows for timely review of individual site development because the majority of the application components (such as the wetland delineation report, waterway jurisdiction, alternative analysis and mitigation plans) have been previously reviewed and approved by DSL and the COE, including coordination with US Fish and Wildlife Service and NOAA Fisheries.

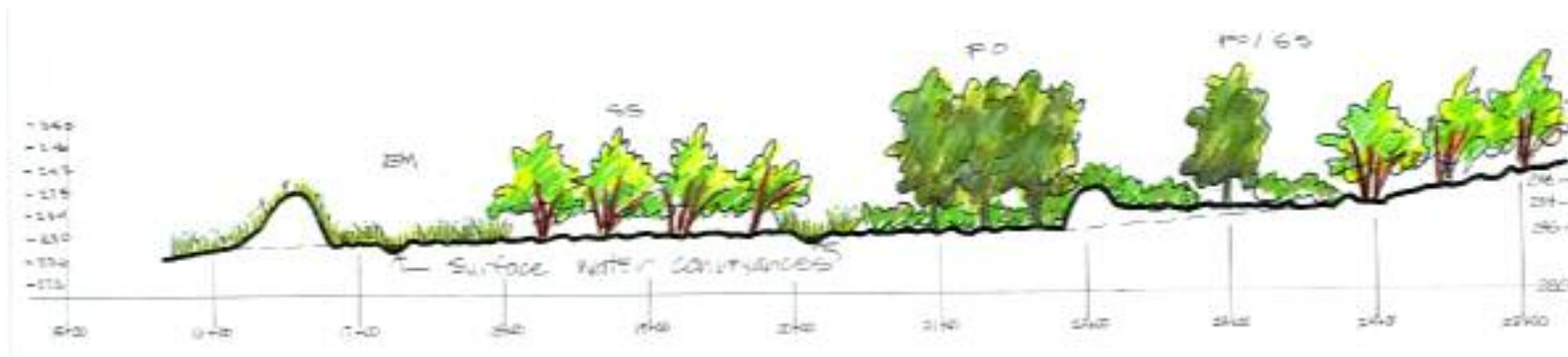


Figure 12. Cross Section 3 - Southern Wetland

## V. Transportation Impact Analysis

The purpose of the Transportation Impact Analysis (TIA) is to evaluate the potential transportation impacts associated with the proposed Salem Regional Employment Center. A summary of the TIA's findings are provided below.

### Existing Conditions

The study area is bounded generally by Silverton Road to the north, Kuebler Boulevard to the south, Deer Park Drive to the east and Commercial Street and 25th Street to the west. Approximately 30 intersections were selected for analysis for existing conditions based on conversations with the City of Salem, Marion County and the Oregon Department of Transportation.

Generally speaking most study area intersections operate at a level-of-service (LOS) of D or better during the peak periods. There are some intersections that operate below this condition during the AM and PM peak hours. The following list summarizes the intersections that operate below LOS D and which peak hour those conditions exist.

- Kuebler Boulevard/27th Avenue (AM and PM peaks);
- Cordon Road/Swegle Road (PM peak);
- Cordon Road/Auburn Road (PM peak);
- Cordon Road/Pennsylvania Road (PM peak);
- Mission Street/25th Street (PM peak);
- US 22 westbound/Lancaster Drive (PM peak);
- Cordon Road/MacLeay Road (PM peak); and
- Kuebler Boulevard/I-5 southbound (PM peak).

Pedestrian and bicycle counts were also conducted during the AM and PM peak periods, and showed that most activity within the study area is low during these periods. Pedestrian and bicycle activity primarily occurred around commercial and residential properties when it did take place.

Public transit is also provided by Cherriots, which operates three bus routes within the study area. Direct transit service is provided via the #16 (Four Corners) and #21 (Turner Road) with headways ranging from 30 minutes (LOS D headway) to 60 minutes (LOS F headway).

### Assumptions

The proposed project covers approximately 650 net acres and has a variety of land uses ranging from a service center (retail) to industrial and business park uses. Based on the proposed land use, the project at full build-out would generate approximately 38,590 daily trips, 4,220 AM peak hour trips and 4,280 PM peak hour trips.

Trips would primarily use major roadways to enter/exit the proposed project. These roadways are Kuebler Boulevard, US 22/Mission Street, Cordon Road and Interstate 5. It is expected that intersections along these roads would have the largest impact from the proposed project.

### Future Conditions and Recommendations

**2008 Base Year and Build Conditions** - Roadway and intersection conditions by 2008 under the base future year (no project) conditions indicates the need to signalize five of the unsignalized intersections and implement mitigation in the form of additional lane geometry at seven other intersections. The project impacts two additional intersections for signals and nine additional intersections for lane geometry improvements. All intersections operate at acceptable operating conditions with mitigation in place.

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**2013 Base Year and Build Conditions** - Roadway and intersection conditions by 2013 under the base future year (no project) conditions indicates the need to signalize one additional unsignalized intersection and implement mitigation in the form of additional lane geometry at five other intersections. The project impacts seven additional intersections for lane geometry improvements, but does not require any additional signals. All intersections operate at acceptable operating conditions with mitigation in place.

**2018 Base Year and Build Conditions** - Roadway and intersection conditions by 2018 under the base future year (no project) conditions indicates the need to implement mitigation in the form of additional lane geometry at six intersections. The project impacts twelve additional intersections for lane geometry improvements, but does not require any additional signals. All intersections operate at acceptable operating conditions with mitigation in place with the exception of Kuebler Boulevard/Turner Road (for project conditions) where delay extends beyond LOS F and the demand-to-capacity exceeds 1.0 during the PM peak hour. These conditions are expected by the City of Salem at this location and indicate an intersection to monitor to implement appropriate mitigation strategies when necessary to try and meet acceptable operating conditions. It is also expected that if excessive delay and excessive demand is experienced at this intersection that travel patterns would be altered during the peak hour to avoid this intersection, and/or trips could be altered to occur during off-peak conditions.

**2021 Base Year and Build Conditions** - Roadway and intersection conditions by 2021 under the base future year (no project) conditions indicates the need to implement mitigation in the form of additional lane geometry at four intersections. The project impacts one additional intersection for signalization and eleven additional intersections for lane geometry improvements. All intersections operate at acceptable operating conditions with mitigation in place with the exception of Kuebler Boulevard/Turner Road (indicated earlier for project conditions) and Kuebler Boulevard/Commercial Street (both base

future year and build condition) where delay extends beyond LOS F and the demand-to-capacity exceeds 1.0 during the PM peak hour. These conditions are expected by the City of Salem at this location and indicate an intersection to monitor and implement appropriate mitigation strategies when necessary to try and meet acceptable operating conditions.

It is also expected that if excessive delay and excessive demand is experience at this intersection that travel patterns would be altered during the peak hour to avoid this intersection, and/or trips could be altered to occur during off-peak conditions.

Future 2021 conditions with the project indicate the need to create a five-lane cross-section roadway of Cordon Road and Kuebler Boulevard from Center Street to Interstate 5.

## Cost Estimates

Using the previous mitigation measures, cost estimates were developed for the planning horizon years of 2008, 2013, 2018 and 2021. Both base future year and base future year plus project costs were developed using 2004 dollars. The project's responsibility for these costs was calculated based upon the proportion of traffic volumes to the total traffic at each of the intersections analyzed. The estimated transportation costs for each of the planning horizon years are shown in Table 3.

**Table 3. Transportation Cost Estimates**

Phase/Year	Project Costs	
2008	\$3,500,000	
2013	\$4,500,000	<i>Notes: Costs shown are in 2004 dollars</i>
2018	\$7,000,000	<i>Source: DKS Associates and City of Salem Public Works Department</i>
2021	\$2,000,000	
TOTALS	\$17,000,000	



## Bike and Pedestrian Plan

The proposed master plan includes a bike and pedestrian circulation network that is connected and integrated with the streets and open spaces. The typical cross-sections for streets (see Figure 13, page 21) includes a six-foot sidewalk on one side and a twelve-foot multi-use on the other side of the streets, both of which are separated from the travel lanes by bio-swailes or planter strips. The multi-use path will parallel the two new internal streets, a portion of Aumsville Highway, and the site's frontage along Kuebler Boulevard (See Figure 4). This network provides for continuous bike lanes and pedestrian routes throughout the site.

A proposed recreational trail system supplements the street-side bike and pedestrian network described above. Figure 4 illustrates three trail segments:

- An east-west trail through the central wetland;
- A north-south trail paralleling the southern wetland; and
- A trail that parallels Mill Creek and connects the Kuebler Boulevard path to Turner Road.

The proposed trails provide public access to open spaces, opportunities for environmental education and a off-street circulation routes that supplement the primary network. A trailhead with parking and restrooms is currently under discussion. Taken together, the open space and recreational trail system form a public amenity that will be enjoyed by both on-site workers and the larger Salem community.

## Transit

The road system has been designed to accommodate new transit service in the future. The north-south and east-west streets provide multiple options for routing buses through the area. Actual bus routes and stops will depend on the density of employment and overall system planning by Cherriots.

## VI. Surface Water Infrastructure Plan

### Introduction

Surface water management is an integral part of the infrastructure needs for the Salem Regional Employment Center. The management concept proposed for SREC provides public infrastructure that is designed to manage runoff from the public right-of-way and wherever possible, private runoff from adjacent properties. The surface water management plan is closely integrated with the natural resource strategy - much of the hydrology necessary to maintain and enhance the wetland areas will be stormwater runoff.

A summary of the surface water infrastructure plan is provided below.

### Existing Site Hydrology

The project site is located within two different watersheds separated by Aumsville Highway. Areas north of Aumsville Highway drain to the Little Pudding River. Offsite areas to the east and onsite areas south of Aumsville Highway are in the Mill Creek Watershed.

Onsite runoff flows overland to one of several irrigation ditches. The irrigation ditches drain to one of four site discharge locations. North of Aumsville Highway, the irrigation ditches either discharge to a 12-inch culvert under Kuebler Boulevard just south of the Highway 22 underpass, or to a pair of 60-inch culverts that convey water under Highway 22. South of Aumsville Highway, the irrigation ditches drain to one of two culvert crossings under Kuebler Boulevard that discharge to Mill Creek.

Offsite runoff from approximately 550 acres of upland area east of Deer Park Road flows across Deer Park Road onto the site and flows overland to the irrigation ditches south of Aumsville Highway.

A dam on Mill Creek controls water levels in the irrigation ditches. During the growing season, the dam is in place and backwaters flow from Mill Creek

into the irrigation system on the site. During the rainy season, the dam is lowered and allows the irrigation ditches to provide drainage of the project site. Once the site is developed, the irrigation ditches will no longer be necessary. The culverts under Kuebler Boulevard will function year round as the drainage route for runoff.

Much of the project site is covered with gravelly loam and silty loam having shallow groundwater and low infiltration rates. Many pockets of hydric soil are also present on site, and help maintain several farmed wetlands. The wetlands delineated for this project total 42.1 acres. All of the wetlands have been significantly disturbed by over 100 years of agricultural activities. Additionally, several of the irrigation ditches and an abandoned dairy pond located on the site are considered jurisdictional waterways by either the US Army Corps of Engineers (COE) or the Oregon Department of State Lands (DSL).

Much of the site is located within a 10,000 feet buffer around the Salem Airport. The Federal Aviation Administration requirements discourage the use of tall trees and the creation of environments that will attract waterfowl. The open space wetlands are intended to be wet areas of temporarily shallow water. Trees and shrubs will be densely planted to discourage use of the open spaces by waterfowl.

### Proposed Stormwater Management

Design and operation of the stormwater management facilities is integral to the hydrology of the open space wetland areas. Therefore, the surface water infrastructure plan must consider the wetland needs and attempt to minimize stresses to the open space wetland communities. Stormwater treatment facilities must be implemented to remove pollutants from the runoff before discharge to the open space wetlands. The open space topography and stormwater volumes need to be coordinated so that wetland vegetation is not going to be inundated by deep water.

A series of vegetated swales located within public right-of-way parallel to the roads will collect runoff from the roads and allow for sedimentation and filtration of pollutants from the runoff before discharging to the open space wetlands. Figures 13 and 14 show the integration of the vegetated swales into a typical cross-section of the right-of-ways. Totalling more than seven miles in length, the vegetated swales have sufficient capacity to treat the public right-of-ways in addition to the rest of the SREC properties that discharge to them. Additional privately owned and maintained treatment facilities are required on properties that are not able to discharge to a public vegetated swale due to site configuration and topography. Future development or redevelopment of offsite properties east of Deer Park Road will need to provide pollution reducing stormwater treatment facilities to treat all of their runoff before it reaches this project site.

The open space wetland areas are expected to provide attenuation resulting in a reduction in peak flow discharges from the site.

Conveyance throughout the site is a combination of closed pipe systems, open channels, vegetated swales, and culverts. Stormwater outfalls that discharge directly to an open space should be protected with riprap to control scour. The City of Salem Stormwater Master Plan identified the culvert under Kuebler Boulevard that will drain the Central Open Space, for replacement with a 72-inch culvert. The existing structure located at the inlet to the existing culvert will also need to be removed and replaced with a redesigned inlet structure to maintain existing peak flows to Mill Creek. The existing inlet structure to the twin culverts that allow backwater from Mill Creek into the irrigation ditches will need to be removed and replaced with a redesigned inlet structure to reduce flooding potential due to accumulation of debris and easier maintenance. An overflow pipe connection between the two open spaces is specified in the proposed concept. This will provide a controlled opportunity for floodwaters to be relieved from the Southern Open Space

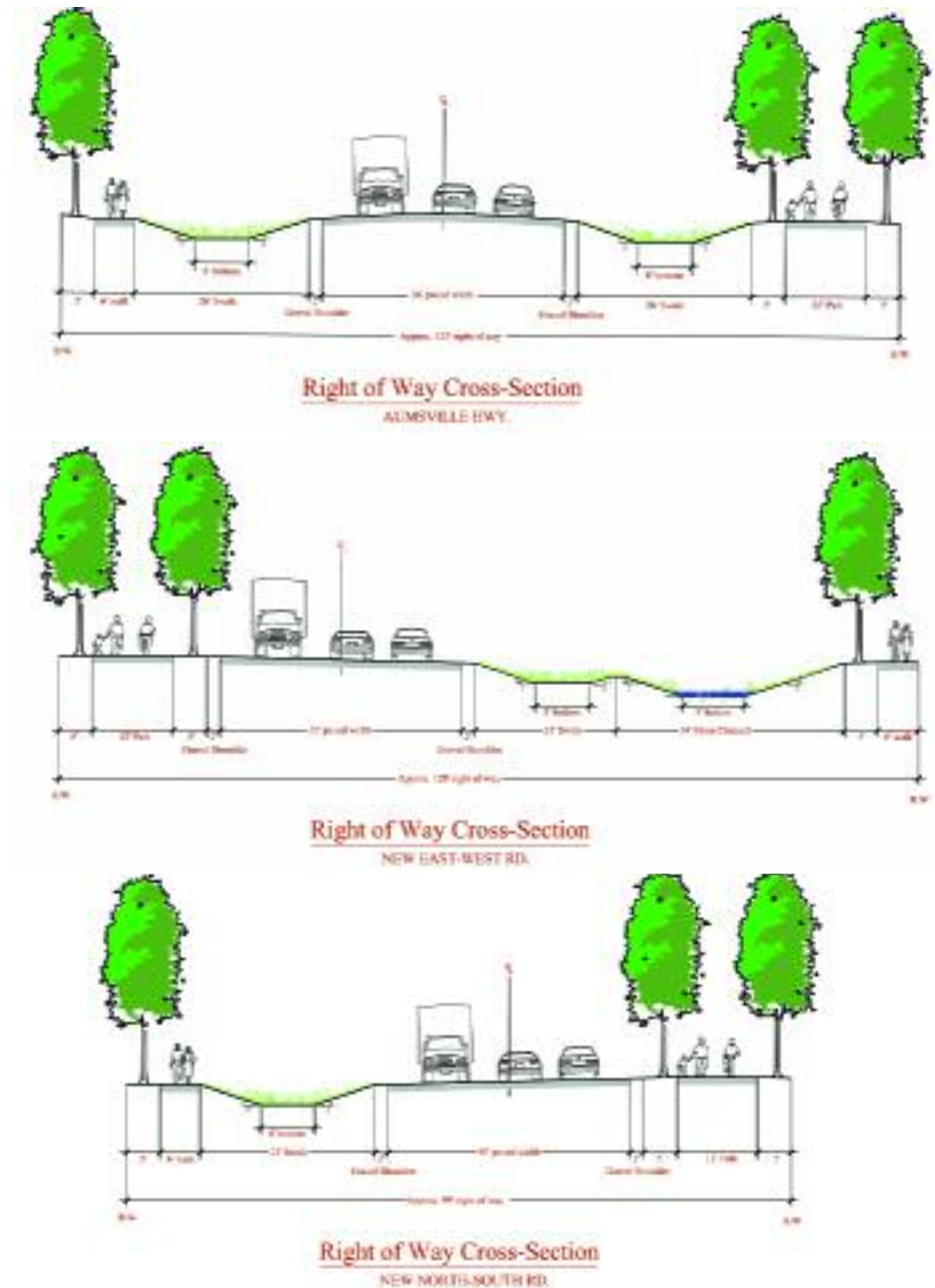


Figure 13. Street Cross-Sections with Bioswales

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without flooding the developed properties to the west. The existing open channel connection that parallels Kuebler Boulevard will be maintained as a flood overflow channel in the event that floodwaters need to be routed from one of the discharge culverts under Kuebler Boulevard to the other.

The proposed infrastructure to manage stormwater is shown schematically in Figure 15. The concept is intended to provide public infrastructure that is designed to manage runoff from the public right-of-way and, wherever possible, private runoff from adjacent properties.

### Cost Estimate

City staff reviewed the preliminary stormwater management assumptions and cost estimates provided by Otak, and estimated the public cost to design and construct stormwater improvements and wetland mitigation to serve the SREC at \$9,300,000.

### Phased Implementation

As is the case with the entire infrastructure necessary to serve the SREC properties, it is not feasible to implement the entire stormwater management strategy all at once. It is anticipated that build out of the entire site will take 15-20 years. Interim configurations will have to be designed to accommodate the stormwater management needs of the site as development occurs. Some portion of the permanent public infrastructure is needed to serve each phase of the development as it occurs.

It is anticipated that the western portion of the property closest to Kuebler Boulevard will develop first. This means large areas of up-slope soils will continue to be exposed and potentially prone to erosion. It will be important to utilize best management practices to control the transport of sediment from the up-slope part of the site so that erosion does not impact the performance of permanent stormwater facilities and wetland mitigation areas as they are constructed.



Figure 14. Visual Simulation of New East/West Street

## VII. Water and Sanitary Sewer Infrastructure Plan

### Introduction

A summary of the Water and Sanitary Sewer Infrastructure Plan is provided below.

### Water Systems

Water service to the SREC property is from two pressure zones; these are the “T” and “G0” zones. The “T” zone serves elevations between 235 feet and 387 feet, while the “G0” zone serves elevations less than 235 feet. Service to the SREC property will be by extension of existing water lines within the two zones discussed above. These water lines will loop through the site within the proposed roadways with the “G0” zone having an ultimate connection to the future 54-inch water line in Kuebler Boulevard at the intersection of Aumsville Highway. At this time, the 54-inch water line is not identified as a capital improvement project in City documents. An interim connection will be made to the existing 48-inch water line on the southern portion of the SREC site to back feed the water system discussed below. In addition, if the 54-inch water line is not in place at buildout of this project, there will need to be an extension of a 16-inch water line in Kuebler Boulevard to a connection with an existing 24-inch water line near the intersection of Cordon Road and Gaffin Road. This extension of the 16-inch water line will require a boring under Highway 22 and a portion of the line to be constructed across private property. A 16-inch water line will extend from the Aumsville Highway and Kuebler Boulevard intersection east to a connection with the existing water system near the westerly corner of the Marion County Jail site. This 16-inch water line will then travel south along the new North/South Street, then west along the East/West Street to the intersection with Kuebler Boulevard. A 16-inch extension from this loop will be constructed

south. As discussed above, there will be an interim connection to the existing 48-inch water at either location as shown in Figure 17. Other service lines will connect to the 16-inch system and will serve the proposed development.

The “T” zone will be extended to serve the remaining development parcels by extending the existing 12- and 16-inch lines in Deer Park Road, Aumsville Highway, and within the proposed roadways within the proposed Master Plan layout. This “T” zone system will loop back to itself in Deer Park Road and Aumsville Highway.

The storage capacity within the “T” zone is limited to the 0.5 million gallon College Reservoir located just above the Western Baptist College Campus on Deer Park Road. City staff has indicated that this reservoir could only support the development of one of the parcels in the “T” zone. Further development within the “T” zone will require the construction of a new 2.0 million-gallon reservoir to meet the future water demand within the “T” zone. As a first step, the development of the Department of Public Safety Standards and Training (DPSST) property is expected to replace the Deer Park Pump Station. Replacement of the pump station will include replacing the 18-inch connection between the Deer Park Pump Station and the 48-inch transmission line, as well as replacing the 18-inch water line from the pump station up the hill to the existing College Reservoir.

When the future reservoir is constructed to replace the College Reservoir, the 18-inch line that supplies the reservoir will need to be extended up the hill to the new reservoir. A new 24-inch water line is planned to serve the “T” zone. The 24-inch water line will convey water down the hill to Deer Park Road. Much of the existing 12- and 16-inch lines in Deer Park Road and Aumsville Highway will be replaced with an 18-inch line. A 16-inch waterline will connect to the new 18-inch waterline at the intersection of Aumsville Highway and the new north/south street. It will head south to the new east/west street and then head east to reconnect with the new 18-inch waterline on Deer Park Road.

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There would be no interconnection between the “T” and “G0” systems - parallel lines will exist within the north/south street.

An existing 48-inch transmission line crosses the Mill Creek site at the south end running between Turner Road and Kuebler Boulevard. Development of this portion of the site may be able to avoid placing a building over this water line. However, if the site layout cannot accommodate the waterline’s existing alignment, then portions of the 48-inch line may need to be relocated. This would create additional costs to develop the property that were not assumed as part of the cost estimates.

### Sanitary Sewer

Sanitary sewer service to the property will be split between two basins as is shown in Figure 16. Most of the project area south of Aumsville Highway will flow to an existing 18-inch sewer line located just east of Mill Creek that was reconstructed during the Kuebler Boulevard improvements. A portion of this line west of Mill Creek and Kuebler Boulevard will require upgrading from a 12-inch to an 18-inch line. This portion of the site will drain to the Airport Pump Station, which can accept an additional 3.6 cfs.

Development of the Department of Public Safety Standards and Training site is expected to include the construction of a new 27-inch gravity sewer line between Aumsville Highway and the Cordon Road Pump Station to the north of Highway 22. The approximate route is shown in Figure 16. The Oregon State Correctional Institution and the Marion County Correctional Facility are both expected to reroute their sanitary sewer to connect to this new system.

The remaining SREC project area north of and adjacent to Aumsville Highway will be connected to the new 27-inch gravity sewer line.

New sewer line extensions onsite at the Mill Creek property will range in size from 8 to 18 inches in diameter and will replace all of the existing private sewer lines now serving the site south of the Aumsville Highway.

### Cost Estimate Summary

City staff has reviewed all infrastructure assumptions and have estimated that the cost to design and construct the water improvements to serve the SREC at \$4,200,000.

Similar review by City staff of the sanitary sewer system resulted in an estimated cost of \$4,300,000 for design and construction.

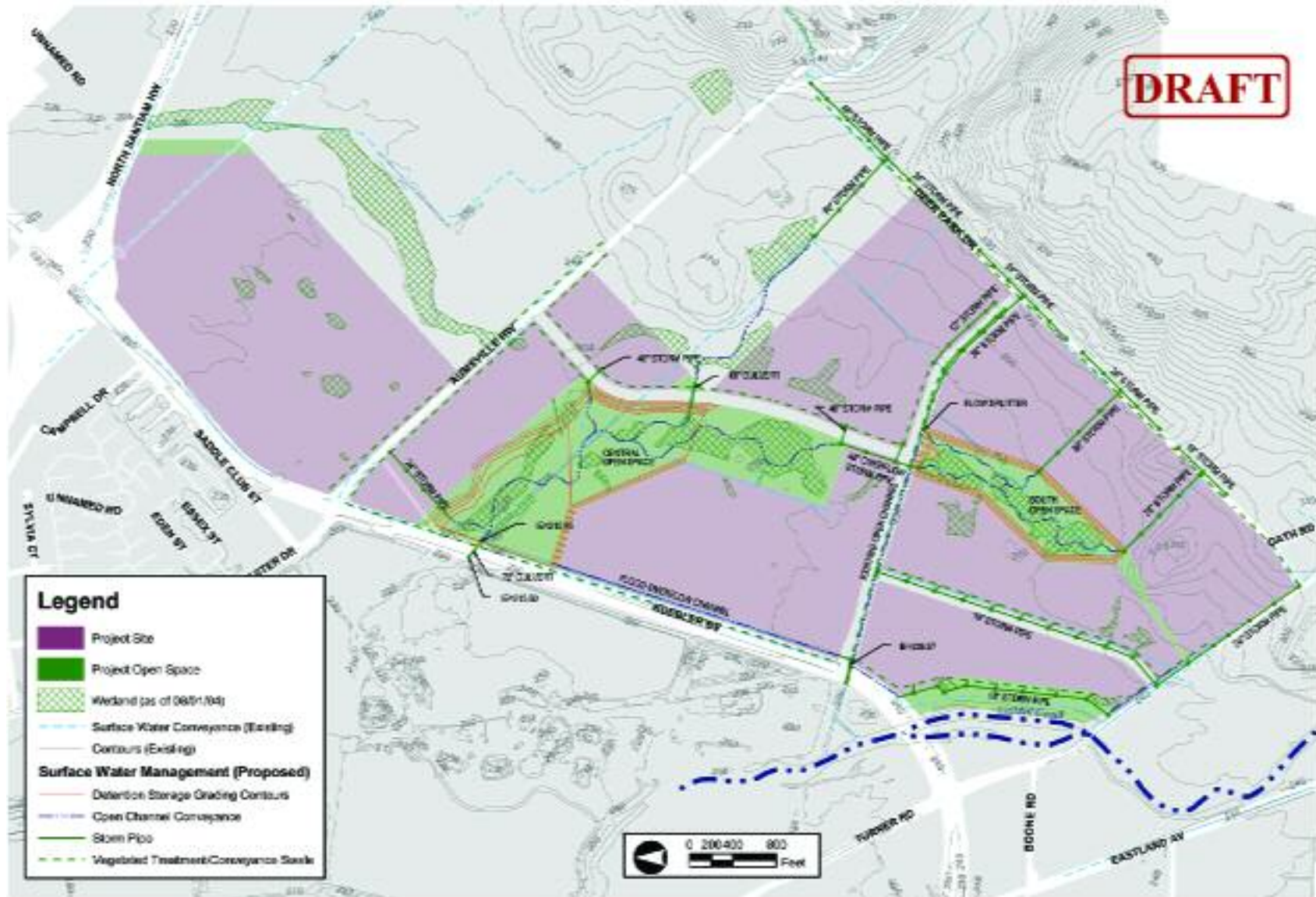


Figure 15. Surface Water Management Plan

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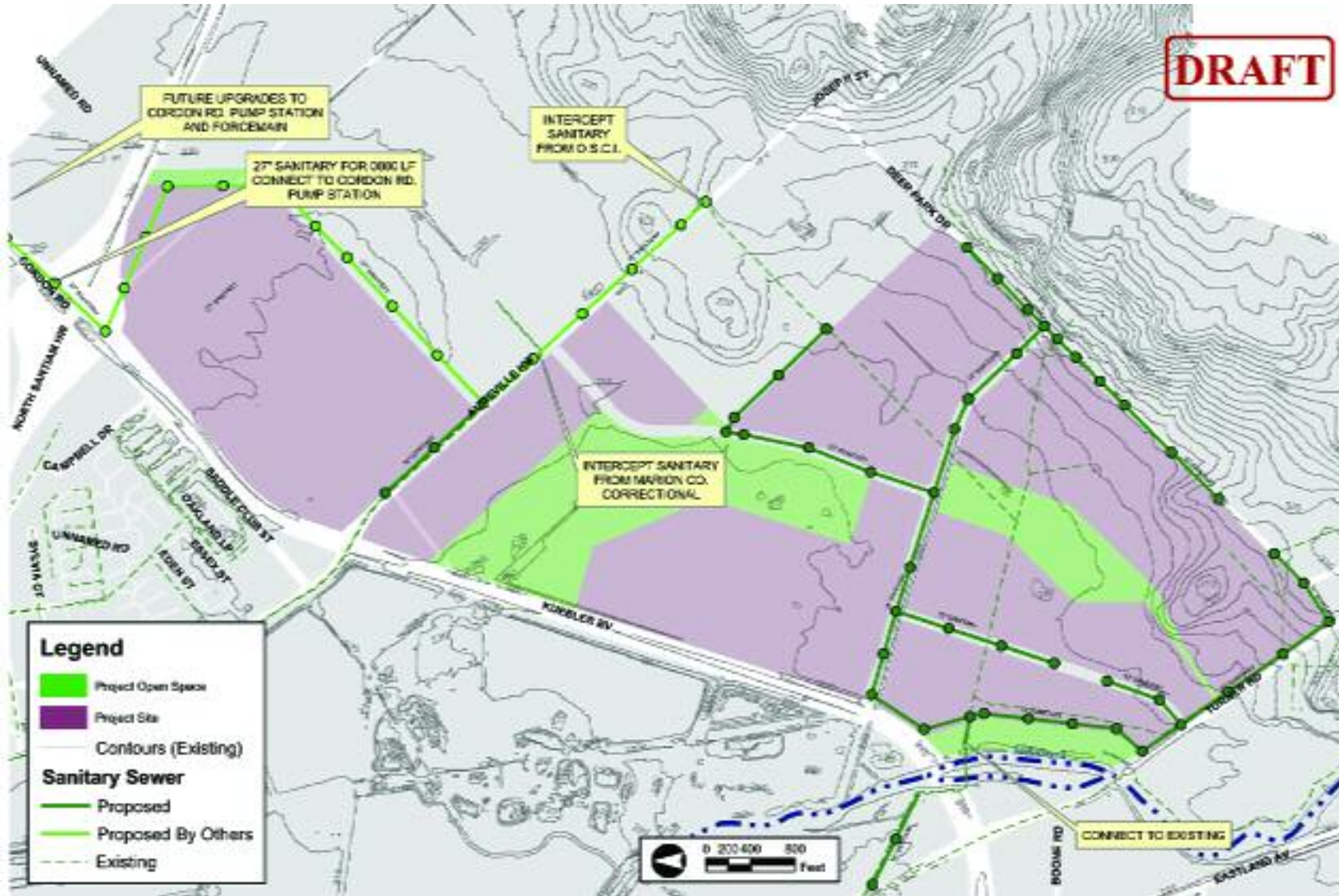


Figure 16. Sanitary Sewer Infrastructure Plan





### VIII. City and State Intergovernmental Agreement

The State of Oregon's Department of Administrative Services has been working with the City of Salem over the past year to develop a master plan and development strategy for the SREC site. As a part of this process an Intergovernmental Agreement (IGA) is being finalized, which defines the State/City collaboration. This agreement will outline each party's responsibilities to successfully implement the proposed development plan.

Guiding principles utilized to formulate the IGA include the following key elements:

1. Maximize the number of jobs available by establishing a strong marketing and sales plan;
2. Limit the City's financial risk in constructing needed infrastructure;
3. Meet the State's land revenue goals;
4. Protect wetlands with a sound wetland management plan;
5. Pay for infrastructure with revenue generated within development; and
6. Close out the URA at the earliest possible time.

#### Marketing and Development

To maximize employment opportunities the marketing plan envisions a two-fold approach. Both the City and SEDCOR would immediately market Phase IB and IC to large industrial/warehouse end users. Secondly, the joint selection of a Master Developer for Phase IA would begin concurrently. The developer will design a Development Plan and subdivide Phase IA creating densities and uses to generate the required tax increment revenue while integrating development in accordance to the approved wetland plan permit.

A private developer would also pay for "on-site" improvements and be required to meet performance guarantees. This will limit the City's financial risk while providing the needed tax increment revenue generated from development for public infrastructure. A Master Developer would also be required to make binding commitments to insure that local contractors or land owners may purchase lots at a fair price, providing they (1) have a tenant that meets the requirements of the project; and (2) adhere to the Covenants, Conditions & Restrictions (CC&R).

The State has agreed to reimburse up to one million dollars of City costs based upon the acreage sold over a period of time. The Oregon Economic Community Development Department has also offered a ten million dollar start-up loan which can be deferred until repaid tax increment bonds are available to repay the loan. A State reserve account for City debt would be established for use if there is a shortfall and this fund could later be reimbursed by future tax increment revenues. The City is reviewing the possibility of payments in lieu of System Development Charges to help fund needed infrastructure on site. The intent is to close out an Urban Renewal Area at the earliest possible time so the property and improvements can generate property taxes for the City's General fund, while allowing the State to realize the net proceeds needed to fund State programs.

#### Wetlands Management Plan

The City and the State have been working jointly to meet planning, permitting and construction requirements for the Army Corps of Engineers and the Department of State Lands (DSL). It has been agreed the State (with City assistance) will apply for the master wetland permit. The City will construct the wetlands and storm water retention areas. The City will maintain and monitor the wetlands during the establishment period on behalf of the State. Once the site is certified, the State has agreed to transfer the wetlands/open space to the City to be used as a park/trail system at no cost.

The State will also deed acreage for the establishment of a trail head, parking and restrooms. The City, as owner, will then assume maintenance and management of the park and open space.

### **Future Actions**

The City Council will need to approve the final Salem Regional Employment Center Master Plan and Development Strategy to move forward. The Master Plan is an advisory document to the City and State. City Council approval does not constitute a land use action by the City of Salem. Agreement on basic terms of the IGA have been reached, with final negotiations and legal review underway. The document will be submitted to City Council for review and approval in mid-October.

Council has authorized the development of an Urban Renewal Area, which Tashman Johnson LLC is currently working on. The City Council will need to adopt the Urban Renewal Area and Report as a part of the financial package required to implement SREC. Should Council adopt the Master Plan, amendments to Salem's Comprehensive Plan Maps and the Zoning Code will be required with adoption by the Planning Commission and City Council. It is anticipated the new employment center code will accommodate flexible development. It will be complemented by CC&R's to ensure a high quality center.

Before closing on the property, a Development & Disposition Agreement (DDA) will be entered into which will clearly identify the State and City's role in the development of the property and successful management of the open space/wetlands land as well as other issues.

## IX. Public Finance Strategy

The public finance strategy for the SREC Master Plan consists of using a variety of revenue sources to pay for those projects identified as public sector responsibilities. These are primarily improvements to transportation facilities surrounding the site, surface water management and wetlands management for the site as a whole, and major water and sanitary sewer facilities. The costs of internal transportation facilities and local water, sewer and surface water management facilities are to be paid by private developers and users of the site.

The major revenue sources to be used are:

- The proceeds of Special Public Works Fund (SPWF) loans and urban renewal bonds that will be paid with tax increment revenues from an urban renewal plan proposed for the site;
- Fees-In-Lieu-Of Systems Development Charges paid by developers and site users and devoted to SREC public facility costs;
- A grant from the SPWF; and
- City revenues to be reimbursed at a later date.

The projected year by year and total costs (in current dollars) to be assumed by the public sector are:

Table 4. Project Costs 2005-2012

FY Ending June 30	2005	2006	2007	2008	2009	2010	2011	2012
Transportation		\$1,500,000	\$2,000,000				\$500,000	\$2,000,000
Water	\$600,000			\$600,000				\$3,000,000
Sewer	\$1,000,000		\$1,300,000		\$1,200,000			
Surface Water/Wetlands		\$1,300,000			\$1,000,000	\$1,000,000		

Table 5. Project Costs 2013-2018

FY Ending June 30	2013	2014	2015	2016	2017	2018	Total
Transportation	\$2,000,000	\$3,500,000	\$3,500,000			\$2,000,000	\$17,000,000
Water							\$4,200,000
Sewer	\$800,000						\$4,300,000
Surface Water/Wetlands					\$3,000,000	\$3,000,000	\$9,300,000

Tax increment revenues would result from growth in assessed value within the urban renewal area after the urban renewal plan is adopted. The projected tax increment revenues are based on the development program and schedule from the SREC Master Plan. The financing strategy does not anticipate that the City's Enterprise Zone (E-Zone) would be extended to the site, but the revenue impacts of various E-Zone strategies were considered by the Project Development Team.

Because tax increment revenues do not begin until the property is developed and on the tax rolls, the initial investment in public facilities will be financed by an SPWF loan and grant. Interest on the loan will be deferred for five years, at which time the tax increment revenues are projected to be sufficient to make payments of both principal and interest.

Fees-In-Lieu-Of-Systems Development Charges are under consideration by the City Council for another project in Salem and this approach would be applicable to SREC. Facilities to serve SREC are generally not included in the City's public facility plans and payments made under the existing Systems Development Charges (SDC's) cannot be used for such projects. Therefore, a system of special fees and charges would be applied to development within SREC instead of SDC's and those payments would be dedicated specifically to SREC public facility projects.

It is the intent to carefully match public facility investments to the specific needs of known developers and users, and to minimize expenditures to serve development that may or may not take place as anticipated. A reserve fund for debt payments is to be established that would contribute to annual debt payments if tax increment revenues fall short.

The total anticipated costs, including inflation and total revenues from all sources are shown in Table 6.

**Table 6. Revenue and Expenditures**

<b>Revenues</b>	
<b>Debt Proceeds</b>	
SPWF Grant	\$500,000
SPWF Loan	\$9,500,000
Tax Increment Debt - Long Term	\$15,800,000
Tax Increment Debt - Short Term	\$3,000,000
SDC's	\$18,100,000
Other	\$1,000,000
Interest	\$400,000
<b>Total</b>	<b>\$48,300,000</b>
<b>Expenditures</b>	
Administration	\$4,400,000
Bond Issuance Costs	\$400,000
<b>Capital Projects</b>	
Transportation	\$21,500,000
Water	\$5,000,000
Sewer	\$4,700,000
Surface Water/Wetlands	\$12,300,000
<b>Total</b>	<b>\$48,300,000</b>

### X. Comprehensive Plan and Zoning Framework

The 646 acre SREC property is designated Community Service Government (CSG) on the Salem comprehensive plan and Public Health (PH) on the City's zoning map. Implementation of the SREC master plan and development strategy requires amendments to these existing designations.

The City's Industrial comprehensive plan designation provides for a broad array of employment uses, and is implemented by four industrial zones under the current code. Industrial is an appropriate designation for SREC; it is recommended that the comprehensive plan be amended to apply the Industrial designation to the 646 acre SREC property.

Each of the four industrial zones in the current code have a unique focus. Some are oriented to more traditional manufacturing, others are more broad and allow a wide variety of commercial and industrial uses. Staff and the consultant team reviewed the current code and concluded that a new designation called Employment Center (EC) would be the best way to implement the proposed master plan and development strategy. The EC zone would strictly limit commercial uses, be applicable to large continuous areas, and provide for the range of distribution and light industrial uses envisioned on the SREC plan.

The proposed Industrial designation and new Employment Center zoning are preliminary recommendations. The actual plan and zone designations will be decided following public hearings before the Planning Commission and City Council after adoption of this master plan and development strategy report.