
Oregon

CAPITOL
PLANNING
COMMISSION

CAPITOL MALL AREA PLAN



895 Summer Street NE
Salem, OR 97310
(503) 378-8163

This version of the Capitol Mall Area Plan was adopted by the Capitol Planning Commission, December 22, 1992.

Major revisions from the previous plan were prepared by the Capitol Planning Commission's *Plan Review Subcommittee*:

Douglas L. Capps, Chair of the Capitol Planning Commission

Darr Goss, Salem Planning Commission, Member of the Capitol Planning Commission

A. Carl Myers, Salem Attorney, Member of the Capitol Planning Commission

New Development Policies of the North Mall portion of the Capitol Mall were adopted by the Capitol Planning Commission on April 24, 1996.

These revisions were prepared by the Capitol Planning Commission's *North Mall Task Force*:

Jeannette Launer, Chair (Member of the Capitol Planning Commission)

Rep. Kevin Mannix, Vice Chair (Member of the Capitol Planning Commission)

Mike Marsh, Facilities Division (Member of the Capitol Planning Commission)

John Russell, City of Salem Planning and Development Department

Elisabeth Potter, State Historic Preservation Office

Roger Hull, City of Salem Historic Landmark Commission

Bill Foster, State Architect

Lorraine Pullman, Neighborhood Association Representative

The above mentioned revisions are contained in this edition of the Plan.

CAPITOL MALL AREA PLAN

	<u>PAGE</u>
I. INTRODUCTION	
PURPOSE	1
HISTORY AND PREVIOUS PLANNING EFFORTS	1
EXISTING DEVELOPMENT	2
SURROUNDING COMMUNITY DEVELOPMENT	3
TRANSPORTATION AND CIRCULATION	3
PARKING	4
DEVELOPMENT LIMITATIONS, CONSTRAINTS, AND OPPORTUNITIES	4
IMPLEMENTATION	6
II. GENERAL PLAN GOALS	7
III. CRITERIA FOR BUILDING LOCATION ON THE CAPITOL MALL	8
IV. GENERAL DEVELOPMENT POLICIES	9
PHYSICAL DEVELOPMENT AND BUILDINGS	9
DESIGN	9
LANDSCAPING	10
TRANSPORTATION, CIRCULATION, AND PARKING	11



V.	DEVELOPMENT POLICIES FOR SPECIFIC AREAS	12
	FORMAL MALL AREA	12
	CENTRAL MALL AREA	12
	NORTH MALL AREA	12
	ADJACENT AND SUPPORTIVE MALL DEVELOPMENT AREA	14
	OTHER	16
VI.	COORDINATION AND CITIZEN PARTICIPATION	17
APPENDICES		
	A - LANDMARKS AND FEATURES ON AND NEAR THE MALL	18
	B - GLOSSARY	19
	C - REFERENCES	20

I. INTRODUCTION

PURPOSE

The purpose of the Capitol Mall Area Plan is to coordinate the development and use of state-owned property in the Capitol Mall and vicinity. The plan recognizes the Capitol Mall's location in the core area of the City of Salem and its impact on the surrounding community. The Plan defines goals and policies affecting state offices, transportation, parking, and related aspects of the development of the Capitol Mall area.

The Capitol Mall Area Plan is not a detailed blueprint for specific development solutions, but is intended to serve as a general guideline to insure that individual projects contribute to an integrated whole without specifying a specific end product. To accomplish this task, the Plan is structured to maintain only the necessary degree of control for development of the Capitol Mall area as a integrated whole through the Commission's adopted policies, while allowing the widest range of flexibility for individual project development through the review procedures of the Capitol Planning Commission.

The Master Plan is intended to be used as an adaptive on-going planning manual for Mall area development that can be amended, if needed, in accordance with the Administrative Procedure Act. Planning for the Mall area is therefore seen as a continuous on-going process.

HISTORY AND PREVIOUS PLANNING EFFORTS

Planning and development of the Oregon State Capitol Mall was begun when fire destroyed the previous Capitol Building on April 24, 1935. Responsibility for planning and reconstruction of the Capitol was assigned to the State Capitol Reconstruction Commission which held a national competition to obtain a design for the new Capitol Building. Francis Keally, associated with the New York architectural firm of Trowbridge and Livingston, submitted the winning design. Local associated architects were the Portland, Oregon firm of Whitehouse and Church.

The new Capitol Building was completed in 1938. With its Stripped Classical style, the new Capitol Building resembled, in both form and decoration, the well-ordered architecture of ancient Greece. The reinforced concrete and masonry building was sheathed in smooth white Vermont marble.

The Capitol Building was oriented to the north and was to be the central feature of a library and office building group along a two-block esplanade. The landscaping was also an important part of the new Mall, focusing upon monumentality of open spaces and symmetry.

Growth of state governmental functions in the decade following the rebuilding of the Capitol Building indicated the need for planning and development of an expanded Capitol area. To accomplish this purpose, the Capitol Planning Commission was established as an advisory body in 1949. During the years that followed several development plans were investigated and utilized, the Mall boundary was expanded, and several new buildings were added to the Capitol Mall complex.

The Capitol Planning Commission was reorganized by the 1973 Legislature and given broader powers under Oregon Law with the understanding that a Master Plan for the Mall would be developed. Its role in regulating state construction was also more clearly defined. The Commission is charged with establishing and implementing development plans and standards, not only for the Mall, but also for all state properties in the Salem area. The Commission is also authorized to investigate and approve all building proposals for compliance with its adopted development plan, including review of all state agency construction requests prior to inclusion in the Governor's budget.

The Capitol Planning Commission adopted a Master Plan for the Development of the Capitol Mall in 1976. It was amended in 1981 and 1988.

EXISTING DEVELOPMENT

The Capitol Mall is a complex of interrelated design elements, features, and places which combine to form a conceptual image of the Mall as a significant place. As illustrated in Figure 1, the Capitol Mall is divided into three sections. The Formal Mall includes the executive, legislative, and judicial branches of government housed in the Capitol Building, Executive Building, and Supreme Court Building. An office building next to the Supreme Court Building currently houses the Judicial Department. The State Library, Public Service, Transportation, and Labor and Industries Buildings complete the buildings of the Formal Mall. The Formal Mall also includes the two-block long Mall Plaza and Green and the parks east and west of the Capitol Building. Beneath the Mall Plaza and Green is a two-story parking structure completed in 1991.

The Central Mall consists of four blocks, two of which contain the Revenue Building and Human Resources Building. The remaining two blocks contain surface parking lots as interim uses until they are needed for state office development. These blocks are intended to accommodate future major office development.

The North Mall includes the area north of Union Street to the northern boundary of the Capitol Mall at D Street. Mill Creek flows through the North Mall and has been the focus of walkway and stream enhancement projects. Buildings in this area include the Employment, Agriculture, Veterans, State Lands, and Archives Buildings. The remainder of the North Mall is in open space. There are some remaining houses in the North Mall between Summer and Winter Streets. These have been used for state offices and as residential rentals.

Three areas near the Capitol Mall also are the sites of state government buildings and are considered in the Capitol Mall Area Plan. These include Campus East (the site of the Public Utility Commission Building), the Commerce Building, and the Department of General Services Building. The Commerce Building, originally built as the Agriculture Building, is a significant feature of the building group clustered around the Mall and its west entry is on straight axial alignment with the original east door of the Capitol Building. The State Heating Plant, in the General Services area, was completed in 1939 as an integral part of the Capitol Reconstruction Project.

The Capitol Building was listed in the National Register of Historic Places in 1988. According to the State Historic Preservation Office, other buildings of the Capitol group are considered Register-eligible.

SURROUNDING COMMUNITY DEVELOPMENT

The Capitol Mall is an integral part of the core area of Salem. Willamette University is located to the south of the Mall. Immediately west of the Mall are several churches and a few blocks to the west is downtown Salem. Residential neighborhoods border the Mall on the north. To the east there are a variety of uses, including commercial office and retail development, Parrish Middle School, and residential neighborhoods, including the Court-Chemeketa Residential Historic District (listed in the National Register in 1987).

TRANSPORTATION AND CIRCULATION

The Capitol Mall area is surrounded and bisected by major arterials serving the City of Salem. In the vicinity of the Mall, the Salem Transportation Plan identifies State, Court, Center, Marion, Union, Summer, Capitol, and 12th Streets as major arterials. Summer Street is the major gateway to the Capitol Mall from the north. State, Court, Center, and Marion Streets are major east/west arrival routes. The major south entry point to the Mall is 12th Street. Circulation patterns are shown in Figure 2.

With the reconstruction of the surface of the underground parking structure, East and West Summer Streets have been reserved for transit and emergency vehicles. Chemeketa Street, through the Capitol Mall, has been placed underground through the parking structure. This provides access to the parking structure and provides for through traffic.

The Capitol Mall Area Plan policies support the use of alternative modes of transportation by employees in the Capitol Mall area. Programs promoting the use of alternative modes of transportation are encouraged by the Capitol Planning Commission in order to reduce traffic and parking demands in the Mall area and their impact on surrounding neighborhoods. Implemented programs include reduced fare bus passes for State employees, guaranteed ride home, and occasional use parking passes. Other approaches to be considered are carpools, vanpools, buses, and pedestrian and bicycle facilities established according to local long range plans developed through city and state coordination.

The Capitol Mall is served by the Salem Area Mass Transit District buses. Transit District buses serve commuters, visitors, and provide a connection to the downtown area.

Pedestrian circulation within the Formal Mall has been enhanced by the completion of the underground parking structure. Tunnels provide pedestrian connections from the parking structure to the Capitol, Public Service, Transportation, and Labor and Industries Buildings. Surface pedestrian connections in the Formal Mall have been improved by placing Chemeketa Street underground and providing more walkways between buildings.

Pedestrian circulation within the Mall is restricted at some of the high traffic volume intersections. This makes north/south pedestrian circulation difficult. The Capitol Mall Area Plan supports improved pedestrian circulation within the Mall as a means of reducing automobile traffic and reducing parking demand.

Bicycle use is encouraged in the Capitol Mall area as an alternative to automobiles. Secure bicycle parking is included in the underground parking structure and at a few other places throughout the Capitol Mall area.

PARKING

Parking in the Capitol Mall area has been an issue for at least as long as the Commission has been involved in planning for the Capitol Mall. Parking has been limited in the past, in part, to encourage employees to leave their cars at home and use an alternative mode of transportation to the Mall area. However, new development on the Mall created a parking deficit which overflowed into the surrounding neighborhoods and tied up the visitor parking meters. The 1989 Legislature approved the construction of the Capitol Mall underground parking structure to ease the parking situation. The underground parking structure, completed in 1991, contains 1200 spaces. It includes both visitor parking and employee parking spaces.

In addition to the underground structure, parking in the Capitol Mall area is accommodated through a combination of off-street facilities and on-street parking. Parking facilities are also located beneath the Human Resources, Revenue, Employment, State Lands, Veterans', and Archives Buildings. Small parking structures are located next to the Executive Department Building and Department of General Services Building. Small surface parking areas are associated with buildings in the North Mall, the Supreme Court, General Services, and near the Public Utility Commission Building in Campus East. Large surface parking areas are located in the Central Mall and in Campus East.

On-street parking includes short and long term metered spaces, and carpool spaces. The 10-hour meters are reserved for visitor parking and the on-street carpool spaces are assigned by the City of Salem. On-street parking in nearby neighborhoods is controlled through a residential parking permit program.

The Capitol Mall Area Plan policies try to strike a balance between accommodating some automobile parking and promoting alternative modes of transportation. Parking requirements for buildings in the Capitol Mall area are considered as a whole. While the parking situation is less critical than before the construction of the underground structure, recent and planned development will contribute to parking and traffic congestion problems in the Capitol Mall area. To answer this continuing problem, the Plan's policies place an emphasis on greater use of alternative modes and the development of a transportation demand management plan applied to the state as a major Salem employer. This latter element is supported by the transportation and parking policies of a number of entities, the coordination of which the Commission endorses and will rely upon in its decision making.

The Commission policies also attempt to minimize the visual presence of automobiles in the Capitol Mall. Surface parking areas, other than the interim lots on the Central Mall, are discouraged. Exceptions are made for limited areas of visitor parking.

DEVELOPMENT LIMITATIONS, CONSTRAINTS, AND OPPORTUNITIES

Previous development within the Capitol Mall has established certain organizational patterns which are based on the historic plan for the Mall. The primary north/south and east/west axes which intersect at the center of the Capitol Building have been the basis for development of buildings, places, and features within the Mall. New development has a responsibility to clarify and reinforce the primary organizational structure while also being responsive to the individual needs and conditions of each development program. Balance, cohesiveness, and order were the intentions of the original architect and these are the continuing architectural and landscaping foundations upon which the Capitol Mall area should be developed.

To maintain the identity of the Mall as a significant place, there must also be a continuity of design elements established. Landscaping, signage, paving, and street accessories offer an excellent opportunity to establish a consistent ground plane relationship that can unite other dissimilar elements within the Mall. Consistency of color, material, and detail between buildings are also strong unifying device; however, repetition of past building forms is an unnecessary response that can detract from the vitality and richness that can occur when buildings respond to the unique situations of each site and building program. New developments, therefore, have a dual responsibility to contribute to the overall continuity of the Mall while also responding to the individual needs of each building program.

Integration of the east/west streets with the Capitol Mall is a significant design issue. Continuity of street elements and continuity of internal Mall elements merge at these locations resulting in design implications that should seek to maintain each systems identity while attempting to create an integrated whole.

New development must be responsive to the positive features which contribute to the Mall's identity to insure that they are preserved or reinforced as change occurs. New development also presents opportunities to correct elements which detract from the identity of the Mall, to reinforce features lacking completion, and to reveal potential features previously ignored.

The limited area of the Capitol Mall and the limited remaining vacant land prohibits the inclusion of all state agencies. Remaining development opportunities on state-owned land in the Capitol Mall area is illustrated in Figure 3. A selection of appropriate interrelated state functions must be made to insure that the limited resources of the Capitol Mall area are efficiently utilized in the development of an integrated complex of state governmental functions. In 1991, the Mall accommodated an estimated 10,000 employees in approximately 1.7 million square feet of rentable building space.

The policies of the Commission relating to location of state agencies are designed in part to assure that more intensive state land uses with greater employment density (i.e., general office space as opposed to warehousing or storage) are located near or in the central core area of the City of Salem where streets, transit, and other urban support services and systems can comfortably accommodate higher densities. At the same time, Commission policy encourages state land uses characterized by low employment densities and low peak load traffic to be located towards urban fringe areas on minor street and other service systems capable of accommodating such lower land use densities.

In addition to these general considerations, the Commission recognizes most importantly that the basic intent historically of the Capitol Mall has been to provide a home and a setting for the principal and major functions of state government including those of the Governor, the Oregon Legislature, the courts, and the executive and statewide offices of state agencies.

In accommodating these basic functions and others there is no rigid development pattern or sequence proposed for the Capitol Mall. Each project should leave the Mall in an improved state without precluding other additions.

Siting of new buildings should be limited to state-owned land within the Capitol Mall area. If there are opportunities for long-term leases in the downtown area and these opportunities are consistent with the location policies of the Capitol Mall Area Plan, then state-leased facilities should be part of an integrated fabric of mixed uses.

The Capitol Planning Commission recognizes that the Capitol Mall and adjacent areas constitute a significant area of state-owned property within the City of Salem. Expansion of the Capitol Mall is not a goal of the Commission. Property acquisitions between Capitol Street and 12th Street for the purpose of expanding the Campus East area could be considered. Minor property acquisitions within the Commerce Block or in the vicinity of General Services would also be appropriate. Between 12th and 13th Streets, state office uses, along with the existing mix of residential and commercial development can continue to provide a transition to the historic residential neighborhood to the east. The Capitol Mall area should not expand to the north beyond D Street or the east beyond 12th Street, although some state office space is appropriate in a transition zone not to extend beyond 13th Street to the east.

IMPLEMENTATION

The Capitol Planning Commission adopts administrative rules which detail the procedures of the Commission and the standards for development of the state-owned lands in the Salem area. The Commission's administrative rules are found in Chapter 110.

The Commission's State Agency Coordination agreement also outlines procedures for coordinating the review of projects and plans with other governmental bodies. The Coordination Agreement was acknowledged by the Land Conservation and Development Commission in 1988.

The Capitol Planning Commission holds public hearings on all projects proposed for the Capitol Mall area. Notice of the Commission's hearings are provided to all neighborhood associations in the Salem area, to local and state government agencies, the press, and other interested parties.

Proposed development projects for the Capitol Mall are reviewed by the Professional Design Review Group and the Capitol Planning Commission for conformance to the adopted policies of the Capitol Mall Area Master Plan. Specific requirements relative to each project proposal may be recommended at any review stage prior to final approval.

II. GENERAL PLAN GOALS

The Capitol Mall Area Plan is committed to the following general goals:

- 2.1 To preserve and enhance the Capitol Mall as the symbolic and functional center of the legislative, judicial and executive branches of state government.
- 2.2 To encourage planned development of the Capitol Mall.
- 2.3 To preserve and maintain areas of the natural environment that are unique to the Capitol Mall's setting.
- 2.4 To preserve those features that are special and unique to the Capitol Mall while being responsive to changing needs and conditions.
- 2.5 To preserve and maintain the traditional relationship and architectural character of historic buildings and grounds that define the Formal Capitol Mall.
- 2.6 To provide conservation and development guidelines for the orderly and efficient use of the Capitol Mall area.
- 2.7 To encourage a compatible relationship of the Capitol Mall with the surrounding community while maintaining its identity as a significant place.
- 2.8 To provide a balanced transportation system in the Capitol Mall area in cooperation with state, city, and regional transportation planning agencies.
- 2.9 To achieve an environment that is attractive and responsive to the basic needs of all the people who will use the Capitol Mall.
- 2.10 To provide a basis for coordination of state government with the city of Salem, neighborhood groups, Salem Area Mass Transit District and other public and private entities affected by Capitol Mall development.
- 2.11 To provide guidance for state leasing decisions.
- 2.12 To establish a plan that insures a transition from the greatest density office development in the Central Mall along Summer Street to development at its northern edges that closely matches the scale of development in the areas adjoining the Capitol Mall, thereby avoiding a major contrast between Mall development and the neighborhood.

III. CRITERIA FOR LOCATION ON THE CAPITOL MALL

- 3.1 Within the Salem metropolitan area, agency uses shall be located on the Capitol Mall to the extent economically and physically possible, if they meet any of the following criteria:
- a. The principal offices of all statewide elected officials and legislators.
 - b. The Supreme Court, Tax Court, and intermediate Courts of Appeal and their administrative offices.
 - c. The executive and statewide administrative offices of state agencies.
 - d. Non-office uses which have a statewide function and are frequented by tourists and out of town visitors, and which would benefit from a symbolic connection to and are traditionally associated with the central functions of state government (e.g. State Library, State Archives).
 - e. Other functions directly related to and supportive of the above which require a Capitol Mall location.
- 3.2 Agency uses are not appropriate for the Capitol Mall if they meet any of the following criteria:
- a. Large warehouse facilities, support or service type operations such as those agencies which require frequent deliveries.
 - b. State offices which function as a regional service center.
 - c. Uses of an industrial or light industrial nature.
 - d. Office uses incidental to a use inappropriate for the Capitol Mall.
 - e. Minor expansion of agencies which operate within an existing campus of facilities when relocation of the entire operation is not possible or appropriate.
 - f. Uses which do not meet the criteria for location on the Capitol Mall.
- 3.3 Site location within the Capitol Mall area should be determined by an evaluation of the appropriateness of the building use and design, and its compatibility with a proposed location, giving consideration to the impact on adjacent areas and neighborhoods, traffic and pedestrian flow, open space, visitor use, employee levels, and other relevant criteria.
- 3.4 Notwithstanding the above policies, the executive and statewide administrative offices of state agencies and other functions supportive of those uses may be located in the historic "J" Building of the Oregon State Hospital consistent with the Oregon State Hospital and Penitentiary Properties Land Use Plan and the Salem Area Comprehensive Plan.

IV. GENERAL DEVELOPMENT POLICIES

The General Development Policies apply to all development within the Capitol Mall area. Policies applying to specific areas within the Capitol Mall are found in section V.

PHYSICAL DEVELOPMENT AND BUILDINGS

- 4.1 Physical and architectural integration of the Capitol Mall with the City of Salem is encouraged through appropriate siting and design of new buildings and construction.
- 4.2 The Capitol Planning Commission shall maintain, protect, and reinforce the environmental and historical quality and livability of residential neighborhoods and other areas bordering the Capitol Mall by considering the Mall a development corridor for state offices, with development at the Mall's borders planned and designed in ways that are compatible with the mixed use and residential character of areas adjoining the Capitol Mall.
- 4.3 Buildings need not be sited sequentially from the south end of the Mall to the north.
- 4.4 Rehabilitate existing state buildings to provide more efficient use of space, with attention to energy usage, safety, aesthetics, employee work environment, and access for the disabled.
- 4.5 Building design, materials, landscaping, lighting, pertinent signage, and other site amenities should provide an attractive and safe environment for employees and visitors.
- 4.6 Transit, pedestrian, and bicyclist needs should be incorporated into the design of new construction or renovated buildings in a way to comply with a transportation demand management strategy for the Capitol Mall area to encourage the use of transportation alternatives to the single-occupant vehicle.

DESIGN

- 4.7 In development of the Capitol Mall, new buildings should be visually integrated with existing buildings through compatibility and continuity of architectural design.
- 4.8 New construction, as well as remodeling of existing buildings, should be designed to complement the height, volume, size, scale, and setbacks of existing buildings, while anticipating future development and providing a transition to adjacent residential neighborhoods.
- 4.9 Each phase of new construction introduced within the Mall should provide for a visually complete composition of buildings and other elements making up the Mall while allowing for future addition and expansion.
- 4.10 Consistency and continuity of material and detail between buildings is desirable; duplication of existing materials in new buildings is not necessarily a requirement in achieving this.

- 4.11 New development near the Capitol Building should:
- a. Maintain and enhance the predominant visual scale of the Capitol Building.
 - b. Maintain visual access and spatial continuity between the Capitol parks (Willson Park and Waverly Park) and the Formal Mall Green.
- 4.12 The ceremonial entrance of Summer Street to the Capitol Mall should be maintained and reinforced, including the view of the Capitol Building from Summer Street and the view along the north axis from the rotunda and the front of the Capitol Building.
- 4.13 Traditional landmarks, places, and other significant features of the Mall area (Appendix A) should be respected and considered in new development.

LANDSCAPING

- 4.14 Landscaping should be considered as an architectural element in new development to alter spatial relationships and not be restricted to the cosmetic treatment of buildings.
- 4.15 Landscaping should be a unifying element throughout the Mall and should be consistent with the degree of formality of each section of the Mall and nearby areas.
- 4.16 Landscaping and trees to be removed in new development should be replaced or relocated.
- 4.17 The Formal Mall Green should be preserved and reinforced in conjunction with new construction.
- 4.18 Landscaping plans should encourage pedestrian mobility around and through the Capitol Mall.

TRANSPORTATION, CIRCULATION, AND PARKING

- 4.19 The Capitol Mall exists as an essential element of the central Salem area; therefore, as the Mall area is developed, the continuity and special characteristics of the major transportation network through the Mall should be maintained.
- 4.20 Through traffic should be minimized by routing regional traffic around rather than through the Capitol Mall wherever possible.
- 4.21 Recognize Marion and Center Streets as necessary regional thoroughfares which must be accommodated in Mall development by:
 - a. Facilitating traffic flow to reduce emissions, fuel consumption, and noise.
 - b. Using perimeter landscaping to minimize noise and visual impacts.
 - c. Using grade separation for pedestrians and bicycles to maintain traffic progression, safety, and convenience within the Mall.
- 4.22 The visual dominance and impact of the automobile in the Mall should be reduced.
- 4.23 East and West Summer Streets should be reserved for transit, emergency vehicles, and pedestrian use.
- 4.24 The need for vehicular circulation within the Mall should be reduced through the use of alternative modes of transportation.
- 4.25 Safe, convenient, and identifiable access points should be provided within the Capitol Mall.
- 4.26 A safe and convenient pedestrian circulation system should be provided and the closure of pedestrian crossings within the Capitol Mall area should be discouraged.
- 4.27 The use of bicycles should be encouraged through the development of bicycle paths and the provision of convenient, protected, and secure bicycle parking in the Mall area.
- 4.28 Alternative modes of transportation such as carpooling, park and ride programs, employee transit subsidies, and other transportation demand management measures should be used, in conjunction with conventional parking solutions, to satisfy parking demand, to minimize traffic impacts in the Capitol Mall area, and to comply with the Salem Transportation Plan, the state's Transportation Rule, a transportation demand management strategy for state agencies, and other applicable plans, rules, and ordinances.
- 4.29 Parking demands for development on the Capitol Mall can be met by the provision of on-site parking or in parking facilities in the Capitol Mall area.
- 4.30 On-street parking should be reserved primarily for visitors and carpools.

V. DEVELOPMENT POLICIES FOR SPECIFIC AREAS

FORMAL MALL AREA

- 5.1 The entrance of the Capitol Building is the focal point of the Formal Mall. The primary buildings of the Mall are grouped, with careful attention to bilateral symmetry, along either side of an axis extending from the Capitol entrance to the center line of north Summer Street. Other buildings are positioned in a similar manner on a secondary east/west axis. The emphasis of the design is the symmetrical arrangement of buildings, space, and landscaping in relationship to the primary and secondary axes. Other features of the axial plan include:
- a. The alignment of the East and West Summer Street pedestrian-ways with the Senate and House chambers of the Capitol Building.
 - b. The alignments, across the primary axis of the Library Building and the Public Service Building, and the Labor and Industries Building and the Transportation Building.
 - c. The North/south alignment of the Supreme Court Building and the State Office Building.

All future development in the Formal Mall should consider, respect, and reinforce the above described symmetrical design elements.

- 5.2 The Supreme Court Plaza between the state office building and Supreme Court Building should be reinforced and renovated for pedestrian use.
- 5.3 The Capitol Mall Fountain should be a focal point of development in the north sector of the Formal Mall area
- 5.4 East and West Summer Streets are an appropriate area for transfer from mass transit to walking.

CENTRAL MALL AREA

- 5.5 The Central Mall blocks should accommodate major state office buildings.
- 5.6 Development within the Central Mall blocks should architecturally complete the composition of buildings grouped around the Formal Mall Green and at the same time provide for spatial continuity and transition to the North Mall area.

NORTH MALL AREA

- 5.7 Mill Creek shall be reinforced as the natural north boundary of major Mall office development.
- 5.8 Public access to the banks of Mill Creek should be developed and maintained.

5.9 Relating to houses in the North Mall area:

- a. Within the North Mall Area, all reasonable efforts shall be made to preserve or relocate to a site within the North Mall area north of Mill creek and West of Summer Street any house that has been determined by the Capitol Planning Commission to be historically and architecturally significant, and selected by the Commission for retention on the Capitol Mall. Such siting allowing for unrestricted office development in other areas of the Capitol Mall. A cluster of these houses should be situated in such a way as to provide both open space and a buffer between office development and the adjoining neighborhood. Any required off-street parking should be screened with landscaping.
- b. Any houses that has not been determined by the Capitol Planning Commission as architecturally or historically significant, and not selected by the Commission for retention on the Capitol Mall, may be relocated to a site elsewhere in Salem, with preference in its disposition given to its use as a residence.
- c. A historical house may remain south of Mill Creek as long as overall plan goals and development guidelines for the area south of Mill Creek are met, and as long as doing so is compatible with the goal of creating a residential-scale enclave north of Mill Creek. Development and conservation guidelines for the area south of Mill Creek shall preserve the historical Stiff-Jarman residence at its present location.
- d. In the interest of supporting an initiative that would establish special historic designation utilizing National standards, houses remaining within the Capitol Mall area may be considered for eligibility and listing on the National Register of Historic Places as a historic district or as a multiple property submission by the State Office of Historic Preservation. Individual houses may be nominated.

5.10 The area between Union Street and Mill Creek should accommodate:

- a. Interim public park use and open space until office development occurs.
- b. Interim assignment of existing sound housing to state use as present tenants vacate. Removal of the majority of housing should occur, relocated either to the area north of Mill Creek or to sites elsewhere in Salem, such choice to be based as previously prescribed in this plan.
- c. Building construction, designed in scale to reflect a gradual step-down of building density as development proceeds north to Mill Creek.

5.11 The area between Mill Creek and D Street should accommodate:

- a. Permanent public park use and open space, with significant areas around existing or relocated houses dedicated to aquatic life, fisheries, garden and park setting, preserving stately trees in the area, and capturing the area adjacent to Mill Creek as a scenic walkway protective of riparian vegetation. Where replanting, use native plants, whenever possible.

- b. Purchase and assignment of existing sound housing to state use as private owners vacate.
 - c. Building uses with low peak hour traffic and parking impacts.
- 5.12 Within the area between Mill Creek and D Street, the following site development policies apply:
- a. D Street is the northern boundary of the Capitol Mall, with Mill Creek serving as the northern boundary for new office building construction west of Summer Street. The area between Mill Creek and D Street west of Summer Street is reserved for park-like areas open to the public, and a cluster of architecturally or historically significant houses from the North Mall area. If new construction or relocation of structures occurs, it is the intent of this plan that it be architecturally compatible with existing structures. **Appropriate provisions of the Salem Revised Code relating to historic structures shall be considered.**
 - b. No development of new office buildings will occur in the area north of Mill Creek and west of Summer Street, development limited to enhancing Mill Creek as a publicly accessible asset, to creating an overall park-like environment benefitting office workers, citizens, and visitors, and to preserving historic houses which are to be made accessible and enhanced as public facilities. Any alterations of historic designated buildings that requires a building permit will be reviewed by the Historic Landmarks Advisory Commission in conformance with appropriate sections of the Salem revised code.
 - c. Houses should be set back and landscaped in a manner protective of, and consistent with, the surrounding community environment.
 - d. Surface parking should be limited to visitor use, and should be screened. Off-site parking should be considered.
 - e. Vehicular access to area shall not be from D Street.
 - f. Summer Street represents a unique view corridor and gateway to the Capitol Mall, with the State Capitol Building as a focal point. An aesthetically pleasing entryway to the Mall, including the natural gateway provided by stately trees, shall be an important design consideration for the development plan along Summer Street.

ADJACENT AND SUPPORTIVE MALL DEVELOPMENT AREA

CAMPUS EAST

The Campus East area includes the two blocks bounded by Capitol, Center, 12th, and Union Streets, and any future acquisitions in the area bounded by Capitol, Center, 12th, and Court Streets.

5.13 The Campus East area should accommodate:

- a. Office uses which have a statewide function and which are consistent with the criteria for location on the Capitol Mall.

- b. Employee and office support services and functions which are directly related to or supportive of activities located on the Capitol Mall, whether publicly or privately operated.
 - c. Supplemental parking which meets the needs of employees and visitors. Such parking should be accommodated only in mixed-use structures.
- 5.14 Buildings in any portion of Campus East should be developed to allow appropriate additional development and full build-out of each block.
- 5.15 To reinforce its relationship to the Mall, provide continuity, and to create an attractive eastern edge to the Central Mall, buildings in Campus East should:
- a. Relate to one another and to the structures on the Mall to the west and the neighborhood to the east.
 - b. Include continuous and similar landscaping and architectural treatment along Capitol Street.
 - c. Use light colors.
- 5.16 When employee service and office support uses are included in buildings, these should be at street level, located for maximum street exposure to accommodate pedestrian access and to enliven the streets.
- 5.17 Any future acquisition of properties within the area bounded by Capitol, Center, 12th, and Court Streets should retain existing housing until a specific development plan for the area has been completed and funds have been allocated. Any removal of housing from this area without arrangements for replacement housing, within the downtown area is strongly disfavored.

COMMERCE BLOCK

The Commerce block includes the state-owned property and any future acquisitions in the area bounded by 12th, State, 13th, and Court Streets.

- 5.18 The Commerce block should accommodate:
- a. Low impact state office buildings for uses meeting the criteria for location on the Capitol Mall.
 - b. Employee and office support services.
 - c. Parking associated with uses on the site.
- 5.19 Buildings and landscaping should be developed so as to provide an attractive view from the neighborhood to the east.

GENERAL SERVICES AREA

The General Service area includes the state-owned property and any future acquisitions in the area immediately east of 12th Street and south of State Street.

- 5.20 The General Services area should accommodate:
- a. Department of General Services support activities, office, maintenance, parking, and related activities.
 - b. Expansion, as needed, for the above uses.
- 5.21 Buildings and landscaping should be developed so as to provide an attractive view from the neighborhood to the east and from Mission Mill.

OTHER

The following policies apply to state-leased facilities:

- 5.22 Locate state office space in the Salem area so as to meet the state's needs while minimizing the disruptive effect of those offices on the city.
- 5.23 Agencies meeting the criteria for a Capitol Mall location may locate within the downtown area of Salem, if appropriate.
- 5.24 Locate state offices in the downtown area within a walking radius of the Capitol according to function and relationship to other offices.
- 5.25 Within the downtown area of Salem, integration of state agency uses with a variety of mixed uses is encouraged.

VI. COORDINATION AND CITIZEN PARTICIPATION

- 6.1 Coordinate planning efforts and the review of development projects for the Capitol Mall area with affected state agencies, local governments, and neighborhood groups.
- 6.2 Encourage citizen participation in all aspects of the planning and development review processes for the Capitol Mall area.
- 6.3 Citizen participation efforts should include those in local areas affected by development of the Capitol Mall as well as citizens throughout the state.
- 6.4 Timely consultation with the State Historical Preservation Office and the Salem Historic Landmarks Commission is encouraged in projects affecting historical properties located on or near the Mall.
- 6.5 Projects located on or near the Capitol Mall which are subject to review by the Capitol Planning Commission should be reviewed by the Professional Design Review Group for recommendation to the Commission.

APPENDIX A
LANDMARKS AND FEATURES ON AND NEAR THE MALL

- Capitol Dome
- Willson Park
- Waverly Park
- Formal Mall Plaza
- Capitol Mall Fountain
- War Memorial Plaque
- Liberty Bell Replica
- Bronze statuary in Waverly Park including commemorative statues of Dr. John McLoughlin, Rev. Jason Lee, and the equestrian statue of the Circuit Rider
- Carved marble monuments on the north side of the Capitol, one depicting Lewis & Clark and the other depicting pioneers.
- The steps and landings of the Court Street entry to the Capitol and the Capitol's east and west entry landings and steps.
- The visual expansiveness of the Capitol's marble exterior.
- Redwood Tree Park
- Doughboy Statue on the north side of the Veterans Building
- Summer Street Bridge
- Mill Creek
- Willamette University Campus
- Church spires to the west of the Mall
- Other commemorative monuments, plaques, sculptures, fountains, and trees

APPENDIX B GLOSSARY

Capitol Mall - The Capitol Mall is situated within the area bounded by State Street on the south, Court Street on the north, 12th Street on the east, and Church Street on the west, together with the area bounded by D Street on the north, Court Street on the south, Winter Street on the west and Capitol Street on the east.

Capitol Mall Area - The Capitol Mall Area includes the Capitol Mall and all state-owned properties in the general vicinity of the Capitol Mall.

Formal Mall Area - The Formal Mall Area includes the area between State and Center Streets within the Capitol Mall boundary.

Central Mall Area - The Central Mall Area includes the area between Center and Union Streets within the Capitol Mall boundary.

North Mall Area - The North Mall Area includes the area between Union and D Streets within the Capitol Mall boundary.

Campus East - The Campus East area includes the two blocks bounded by Capitol, Center, 12th, and Union Streets.

Commerce Block - The Commerce Block includes the state-owned property and any future acquisitions in the area bounded by 12th, State, 13th, and Court Streets.

General Services Area - The General Services Area includes the state-owned property and any future acquisitions in the area immediately east of 12th Street and south of State Street.

Development - The term development refers to any and all physical modifications to the Capitol Mall including building, landscaping, and minor improvements.

Transportation Demand Management Strategy - A Transportation Demand Management (TDM) strategy is developed and implemented to reduce peak-hour, single-occupant vehicle travel in the Capitol Mall area thereby reducing parking demand, traffic congestion, energy consumption, air pollution, and increasing the liveability in Salem. The strategy should contain short-term and long-term TDM measures that include, but are not limited to ridesharing and vanpool programs, employee/employer incentive and disincentive programs, transportation allowances, bicycle and pedestrian facilities, alternative work hours, parking management techniques, and telecommuting.

APPENDIX C REFERENCES

There are several studies, reports and plans which either guide development of the Capitol Mall area or serve as background information in the development of the Capitol Mall Area Plan.

- *Alternative Transportation and Parking Recommendations for the Capitol Mall (1991)*

This report was prepared by the Capitol Mall Transportation and Parking Committee to identify and develop transportation alternatives for state employees working in the Capitol Mall area, by promoting the increased use of transit, carpooling, vanpooling, cycling, and/or walking.

- *Capitol Mall Parking and Access Recommendations (1987)*

This report is a product of the Capitol Mall Transportation and Parking Committee representing state and local government. This report made recommendations to the Department of General Services for solving the transportation and parking inadequacies on the Capitol Mall. The underground parking structure was recommended in this report.

- *Capitol Mall Transportation and Parking Proposal (1986)*

This report, which was prepared by the Department of Transportation, reviews past efforts to deal with parking storage in the Capitol Mall area and makes proposals to solve the parking of the Capitol Mall.

- *A Framework Plan for Capitol Mall Development (1986)*

The Framework Plan was prepared by Cogan Sharpe Cogan for the Department of General Services to establish the amount of development which could be accommodated in the Capitol Mall area. The Framework Plan also served as a source of background information for the Capitol Mall Area Plan.

- *Framework Plan & Report Campus East Site (1990)*

This report was prepared for the Department of General Services by the Consultant team, Cogan Sharpe Cogan, with Harriet Sherburne, Moreland Christopher Myles Kittleson & Associates, for the area referred to as Campus East, which was formerly the three block Capitol Mall Shopping Center. It was initiated because of the decision to purchase the property and renovate the Sears building as headquarters for the Public Utilities Commission.

- *Oregon State Capitol National Register Nomination Form (1988)*

The Oregon State Capitol National Register Nomination Form was prepared by the State Historic Preservation Office. It provides a physical description of the Oregon State Capitol, its original and present condition, and an overview of the historic use of the capitol site from 1853 onward, including the Capitol Reconstruction Project, the national design competition, landscape development, planning for expansion of the Mall, notes on the architects, sculptors and muralists, and lists of the committees, advisors, and contractors associated with rebuilding of the capitol of 1938.

- *Oregon State Hospital and Penitentiary Properties Land Use Plan (1976, Revised 1983)*

This plan was adopted by the Capitol Planning Commission to govern the use and development of the Oregon State Hospital and the Penitentiary area. It contains the policy allowing future state office use of the historic J Building, provided that access is from Hawthorne Avenue.

- *Salem Area Comprehensive Plan (Acknowledged by LCDC in 1982 Revised 1988)*

The Salem Area Comprehensive Plan is a long range plan for guiding development in the Salem urban area. The goal of the plan is to accommodate development in a timely, orderly, and efficient arrangement of land uses and public facilities and services that meets the needs of present and future residents of the Salem urban area.

- *Salem Transportation Plan (1990)*

This City of Salem Transportation Plan studies alternative strategies for enhancing transportation capacity in the Salem Area.

- *The Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (1976, Revised 1983)*

This report was prepared by the U.S. Department of the Interior to establish standards on the preservation of historic properties listed or eligible for listing in the National Register of Historic Places. The intent of the Standards is to assist the long-term preservation of a property's significance through the preservation of historic materials and features.

- *Year 2005 Areawide Transportation Plan for the Salem-Keizer Urban Area. (1988)*

The Areawide Transportation Plan is a general planning document which describes policies, strategies, and facilities which are needed to meet the transportation needs of the Salem-Keizer urban area.

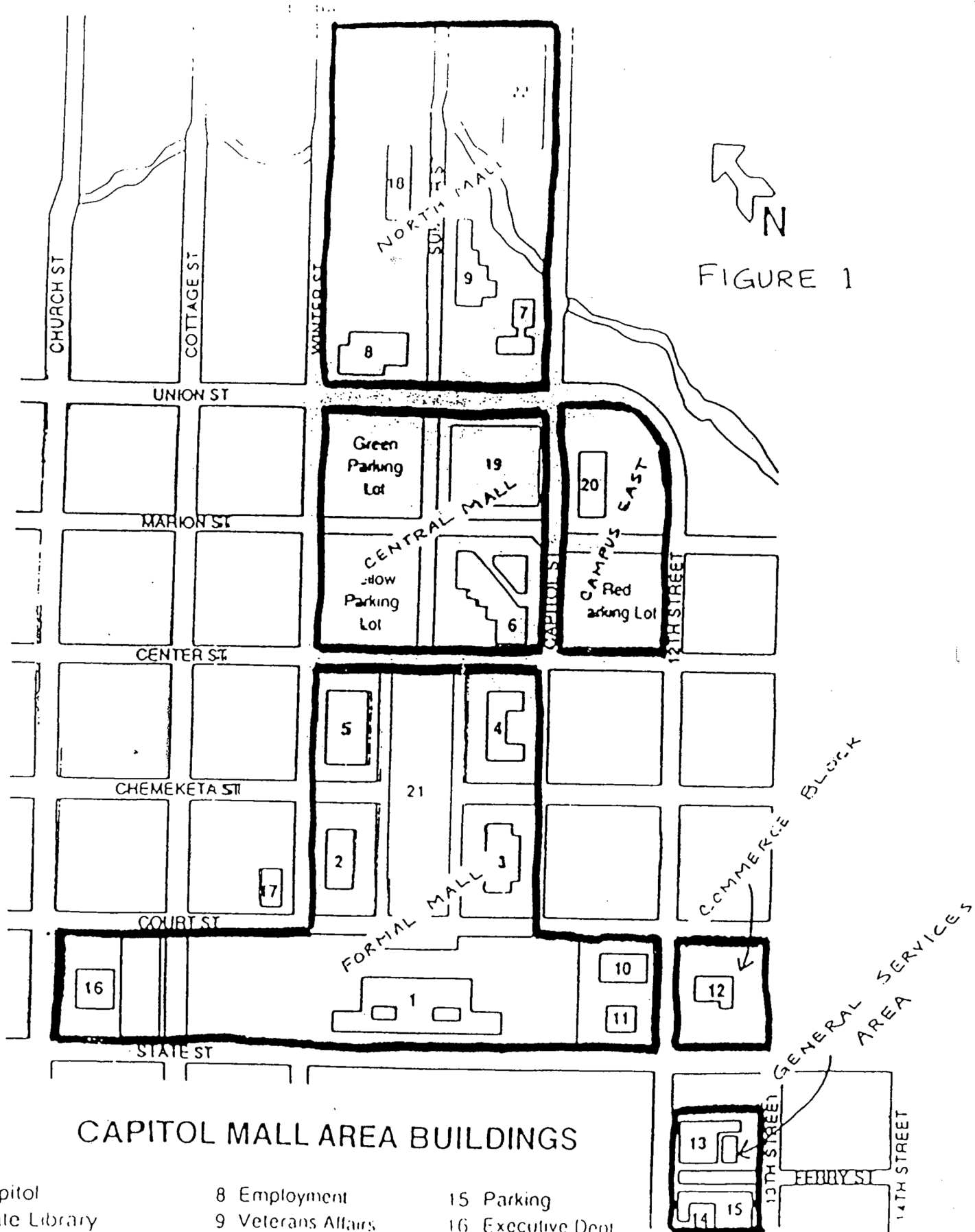


FIGURE 1

CAPITOL MALL AREA BUILDINGS

- | | | |
|-----------------------|----------------------|-------------------------------|
| 1. Capitol | 8. Employment | 15. Parking |
| 2. State Library | 9. Veterans Affairs | 16. Executive Dept |
| 3. Public Service | 10. Justice | 17. Executive Personnel |
| 4. Transportation | 11. Supreme Court | 18. Lands Building |
| 5. Labor & Industries | 12. Commerce | 19. Human Resources |
| 6. Revenue | 13. General Services | 20. Public Utility Commission |
| | | 22. Archives Building |

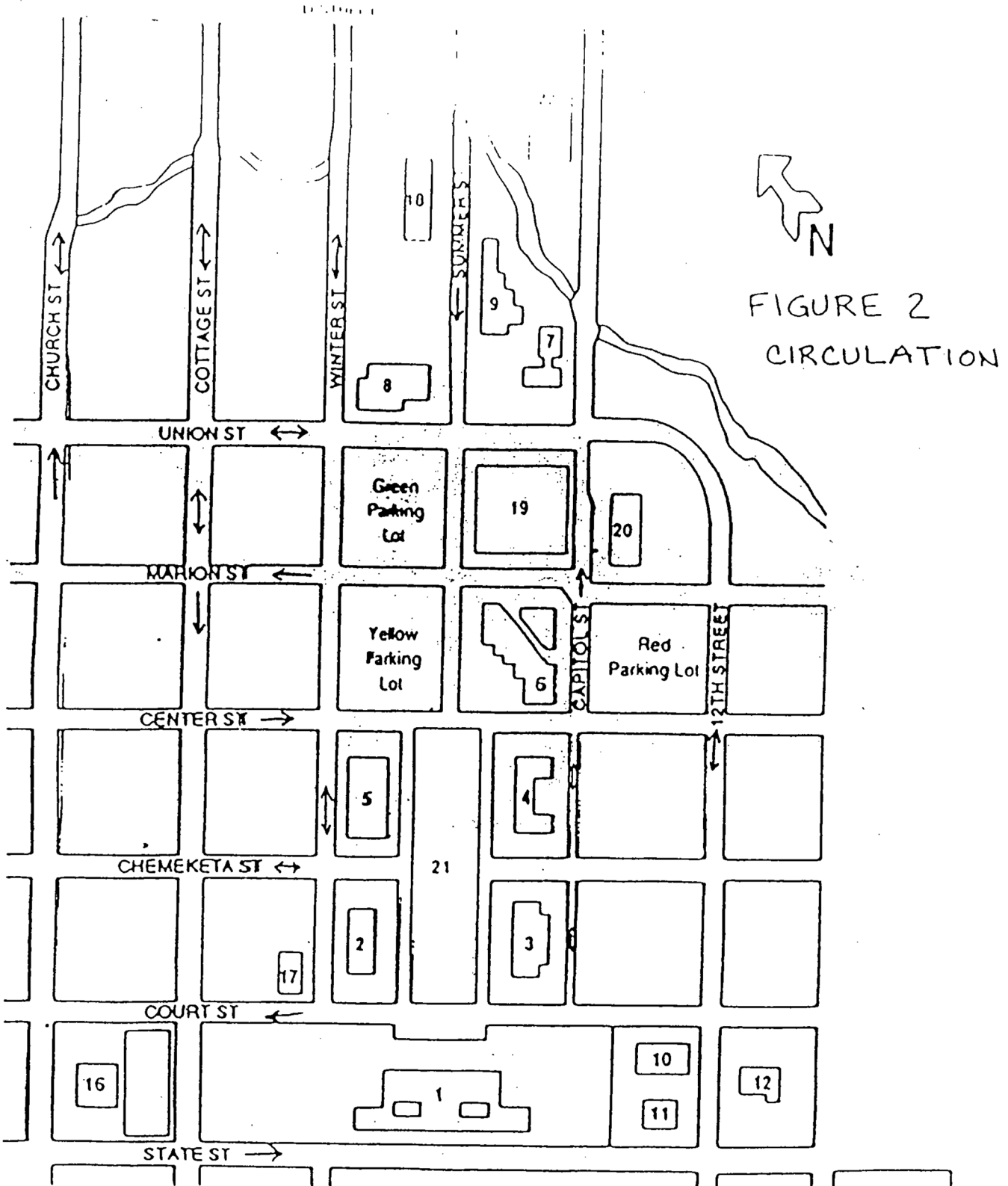
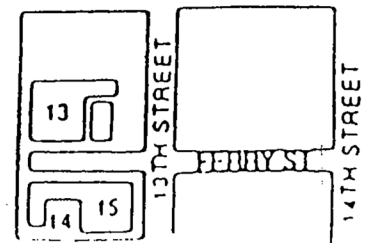


FIGURE 2
CIRCULATION

CAPITOL MALL AREA BUILDINGS

- | | | |
|-----------------------|----------------------|-------------------------------|
| 1. Capitol | 8. Employment | 15. Parking |
| 2. State Library | 9. Veterans Affairs | 16. Executive Dept |
| 3. Public Service | 10. Justice | 17. Executive Personnel |
| 4. Transportation | 11. Supreme Court | 18. Lands Building |
| 5. Labor & Industries | 12. Commerce | 19. Human Resources |
| 6. Revenue | 13. General Services | 20. Public Utility Commission |
| 7. Agriculture | 14. Heating Plant | 21. Capitol Mall Building |



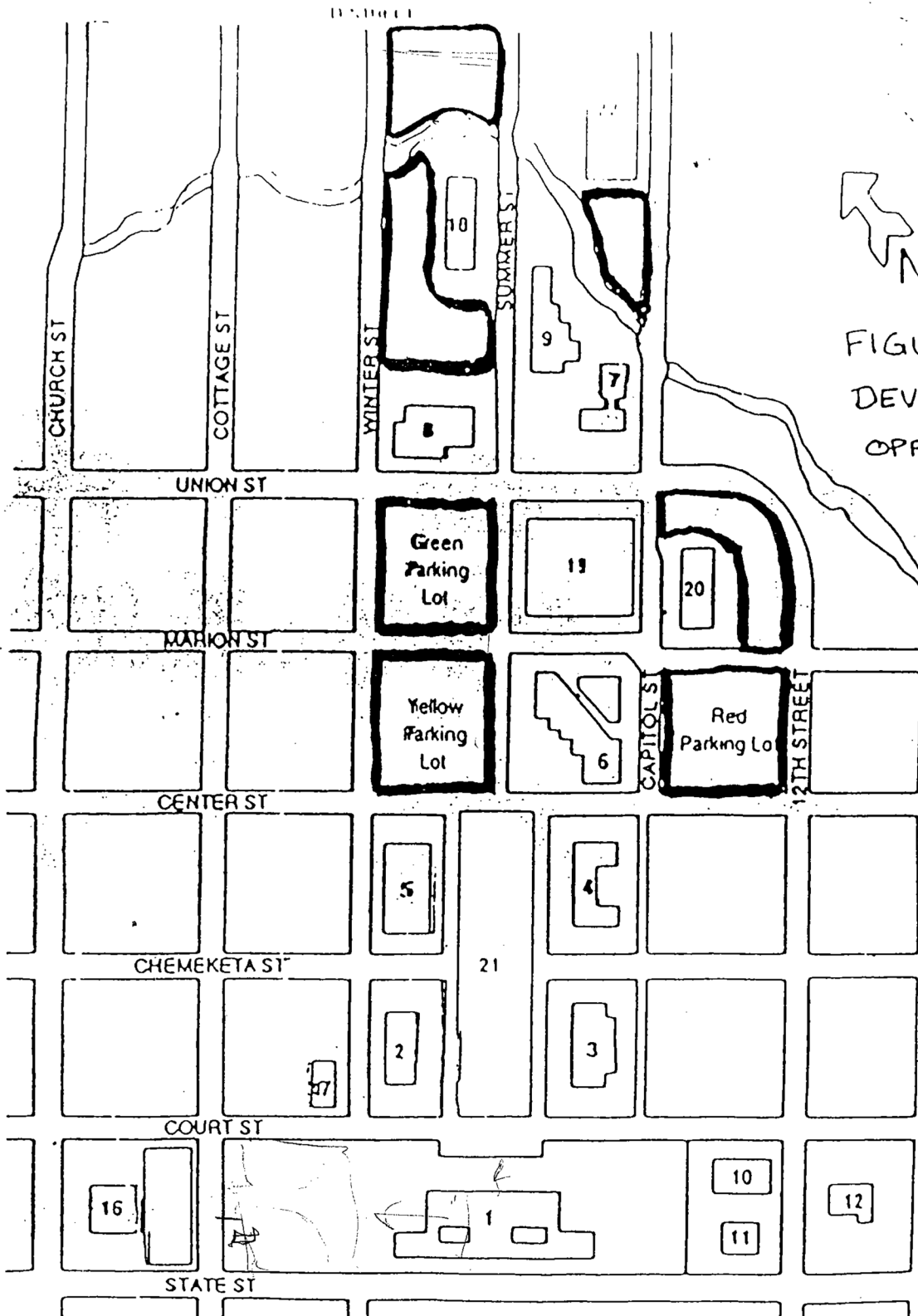


FIGURE 3
DEVELOPMENT
OPPORTUNITIES

CAPITOL MALL AREA BUILDINGS

- | | | |
|----------------------|---------------------|------------------------------|
| Capitol | 8 Employment | 15. Parking |
| State Library | 9 Veterans Affairs | 16 Executive Dept |
| 3 Public Service | 10 Justice | 17 Executive Personnel |
| 4 Transportation | 11 Supreme Court | 18 Lands Building |
| 5 Labor & Industries | 12 Commerce | 19 Human Resources |
| 6 Revenue | 13 General Services | 20 Public Utility Commission |
| | | 22 Archives Building |

