



WEST SALEM BUSINESS DISTRICT
Action Plan December 2015

PREPARED FOR



PREPARED BY



Acknowledgements

West Salem Citizen Advisory Committee

Nicholas Bondaug Winn - WSRAB Representative
Chris Fisher, WSRAB Representative
Paul Gehlar, WSRAB Representative
Dwayne Hilty, WSRAB Representative
Mike Pennington, WSRAB Representative
Kenji Sugahara, West Salem Neighborhood Association Representative
Nathan Wuerch, West Salem Business Association Representative

West Salem Technical Advisory Committee

Bryan Colbourne, City of Salem Community Development
Steve Dickey, Cherriots Salem-Keizer Transit
Daniel Fricke, Oregon Department of Transportation
Mike Jaffe, Mid Willamette Valley Council of Governments
Karen Odenthal, Mid Willamette Valley Council of Governments
Julie Warncke, City of Salem Public Works

West Salem Urban Development Department

Tory Banford, Management Analyst, Urban Development Department
Annie Gorski, Project Manager, Urban Development Department

Consultant Team

Chris Zahas, Leland Consulting Group
Dave Siegel, Leland Consulting Group
April Chastain, Leland Consulting Group
Ken Ackerman, Otak
Scott Mansur, DKS Associates
Paddy Tillet, ZGF Architects
Debbie Chow, ZGF Architects

West Salem Redevelopment Advisory Board

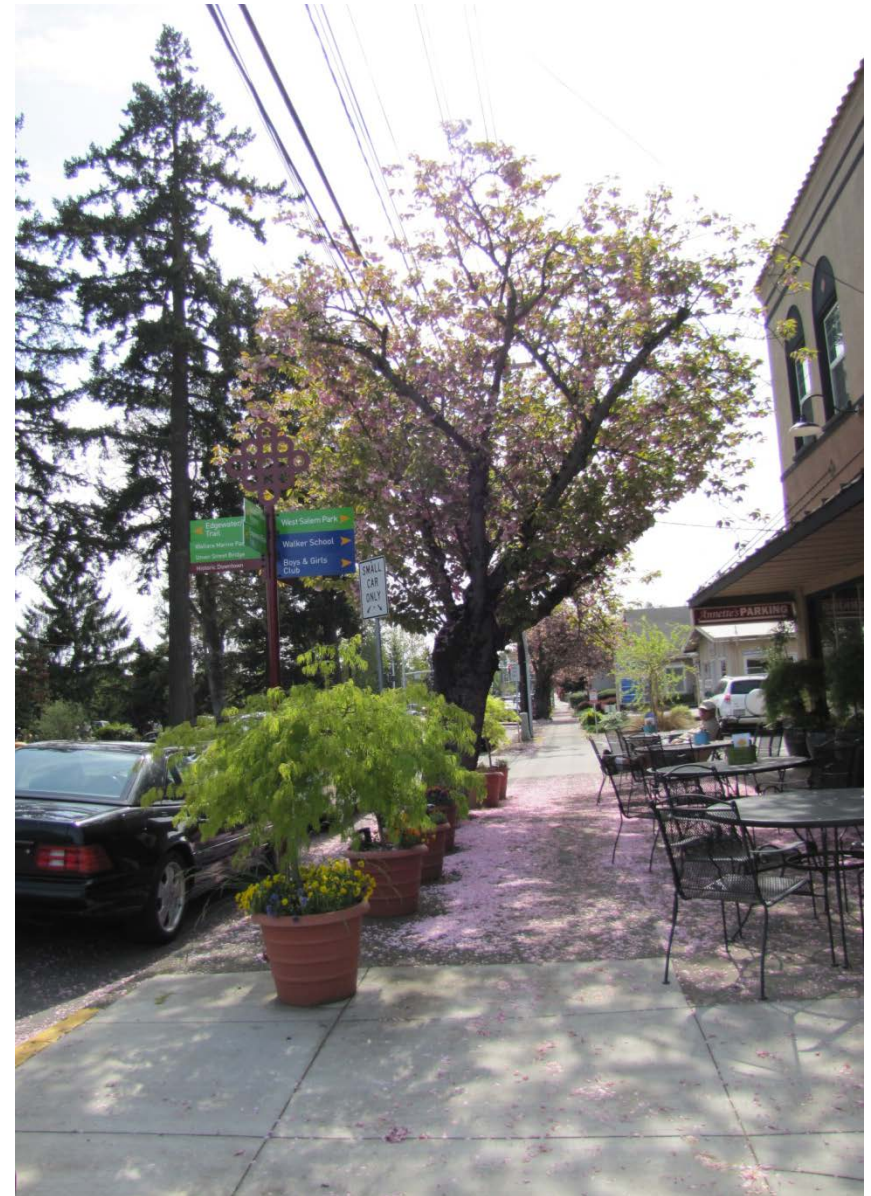
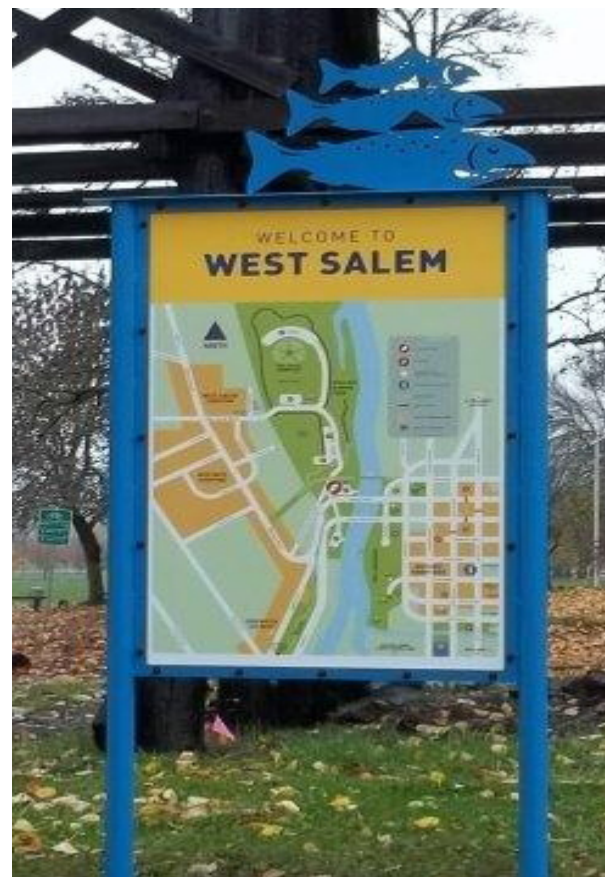


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Executive Summary

Purpose of the Project

The West Salem Urban Renewal Area (West Salem URA) was created in 2001 to eliminate blight and depreciating property values in the area roughly bound by Rosemont, 9th Street, Taybin Road, and the Willamette River. The West Salem Business District Action Plan (Action Plan) shifts the focus of future West Salem URA investments to the area east of Patterson Street after two recent milestones:

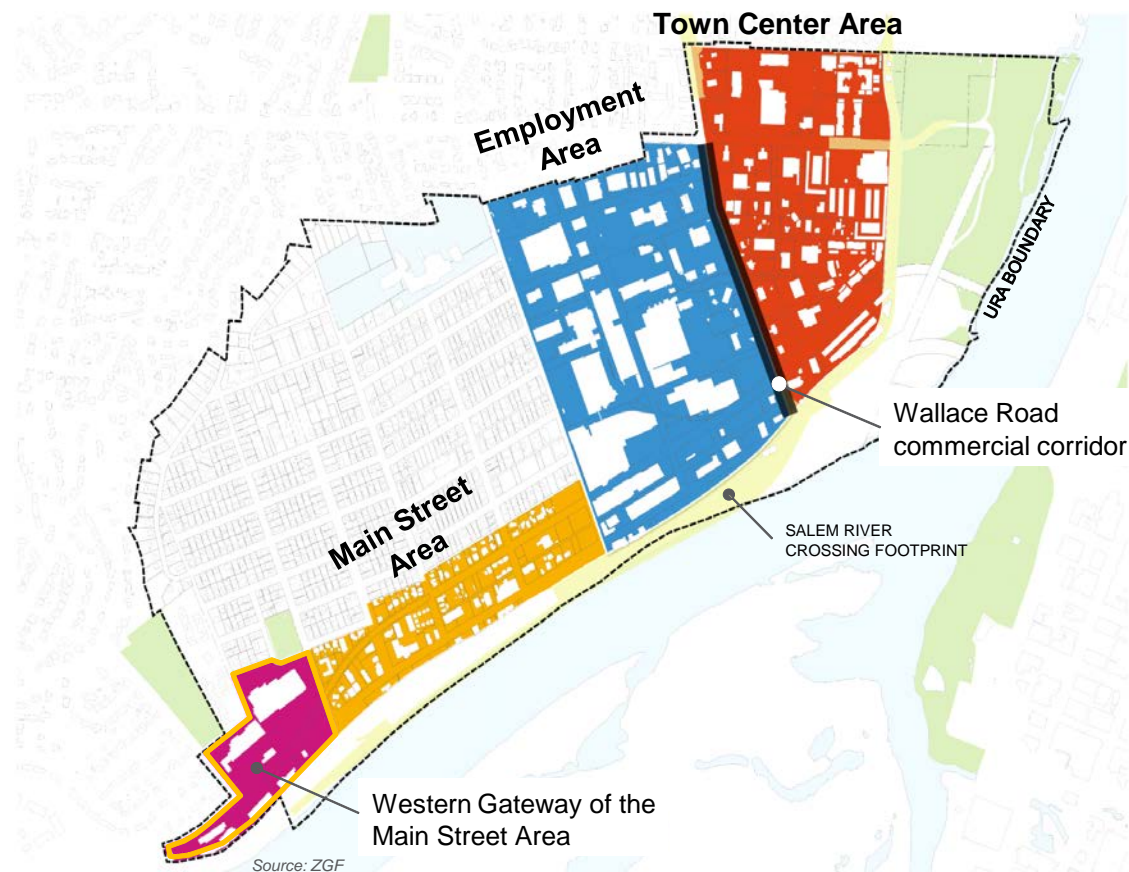
1. Completion of major actions in the Edgewater-2nd Street Action Plan (including 2nd Street reconstruction and Edgewater Street bulb-outs, way-finding, and lighting); and,
2. More certainty regarding the Salem River Crossing (Willamette Third Bridge, Preferred Alternative).

The Action Plan will serve as a multi-year plan to incent private development and plan needed infrastructure to support redevelopment in the commercial and industrial areas of the West Salem URA. The Action Plan work began in early 2014. The recommendations are supported by the following studies and reports produced during the project:

- Existing Plan Review
- Baseline Infrastructure Conditions
- Market Assessment Summary
- Hotel Assessment Summary
- Transportation Analysis
- Craft Industrial Memorandum
- Design Guidelines Memorandum

Development Concept and Recommendations

Recommendations for the revitalization and future growth of the West Salem Business District (Business District) are focused in three areas, each with its own character: a Town Center Area; an Employment Area; and a Main Street Area including the Western Gateway. Action Plan recommendations are designed to improve traffic circulation and access, encourage redevelopment, and improve property values, maximizing the development potential of the area. Improvements will be phased over time based on available funding.



How will the Action Plan recommendations be used in the future?

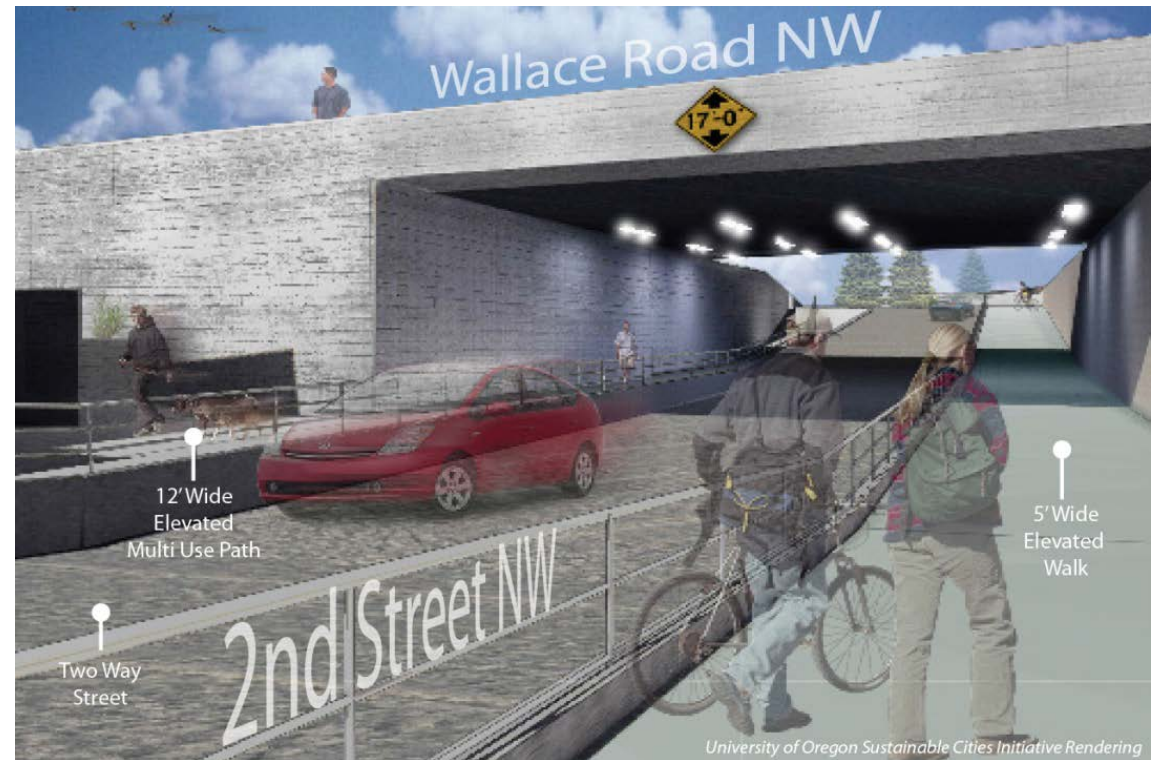
The Action Plan will guide future West Salem URA funding by identifying:

- Strategies to encourage new private investment and jobs in the area, including retention and expansion of existing major employers.
- Opportunities for re-use and/or redevelopment of underutilized sites, including targeted sites for possible acquisition and assembly, development concepts, and strategies.
- Recommendations and cost estimates addressing key transportation challenges limiting development in the area and hindering north-south and east-west access and connectivity, including for bicycles and pedestrians.
- Recommendations and cost estimates for other future West Salem URA investments aimed at improving the economic vitality, appearance, and function of the area over the next twenty plus years.

Why consider new transportation concepts?

One of the goals of the Action Plan is to improve traffic circulation to, from, and within the Business District now and as the area redevelops. Any new development adjacent to Wallace Road will likely require significant transportation improvements given the land uses, traffic volumes, and topography of the area. The Action Plan evaluated six transportation improvements to proactively identify options to offset added traffic associated with anticipated new development in the Business District. Examples of the transportation alternatives considered included roadway widening, connector roadways, and an under-crossing of Wallace Road. Based on the results of the alternatives analysis, one of the alternatives clearly provided the greatest transportation benefit. The 2nd Street under-crossing of Wallace Road provides key roadway connections that enable safe and convenient access to the Business District for all modes of travel, without causing additional delays on Wallace Road.

This alternative is also anticipated to reduce traffic congestion on Wallace Road and provide a safe crossing of Wallace Road for bicycles and pedestrians destined for the Union Street Railroad Pedestrian Bridge, Wallace Marine Park, and commercial uses within the Business District. This alternative does not remove the need for a third vehicular bridge across the Willamette River.



Looking southwest at the 2nd Street Under-crossing concept.

Recommended Business District-wide Transportation Improvements

These changes improve access for local traffic, which can turn marginal properties into attractive investments, increasing the value of existing assets. Improvements would be phased over time based on available funding.

Phase I Improvements and Actions (near-term)

- 2nd Street extension, grade-separated under-crossing of Wallace Road, and Marine Drive.** Allows vehicles, bicycles, and pedestrians to cross Wallace Road without adding to or being stopped by the congestion on Wallace Road. Provides greater east-west connection throughout West Salem. Mitigates anticipated traffic impact as redevelopment occurs. Includes connection to Marine Drive from the under-crossing and 2nd Street.
- Local street connections to 2nd Street, Musgrave Lane and Existing Street Network.** Local street connections are needed on the east side of Wallace Road in conjunction with the 2nd Street under-crossing in order to provide better connections to businesses and properties in the area. Includes evaluating the feasibility of a dedicated northbound right turn ramp from Wallace Road to the extension of 2nd Street and future Marine Drive and the alignment of a new connection from the 2nd Street extension to Musgrave Lane for access to Wallace Marine Park. This new park access would increase safety permitting the closure of Musgrave Lane at Wallace Road.
- Evaluate Supplemental Transportation SDC.** This concept has been used in other communities. The financial feasibility has not been investigated and further evaluation is recommended. A supplemental transportation system development charge (SDC) would allow new development to pay a proportionate share of major infrastructure improvements based on their level of impact on the transportation system, allowing the City to collect funds while continuing to approve development. *(not shown on map)*

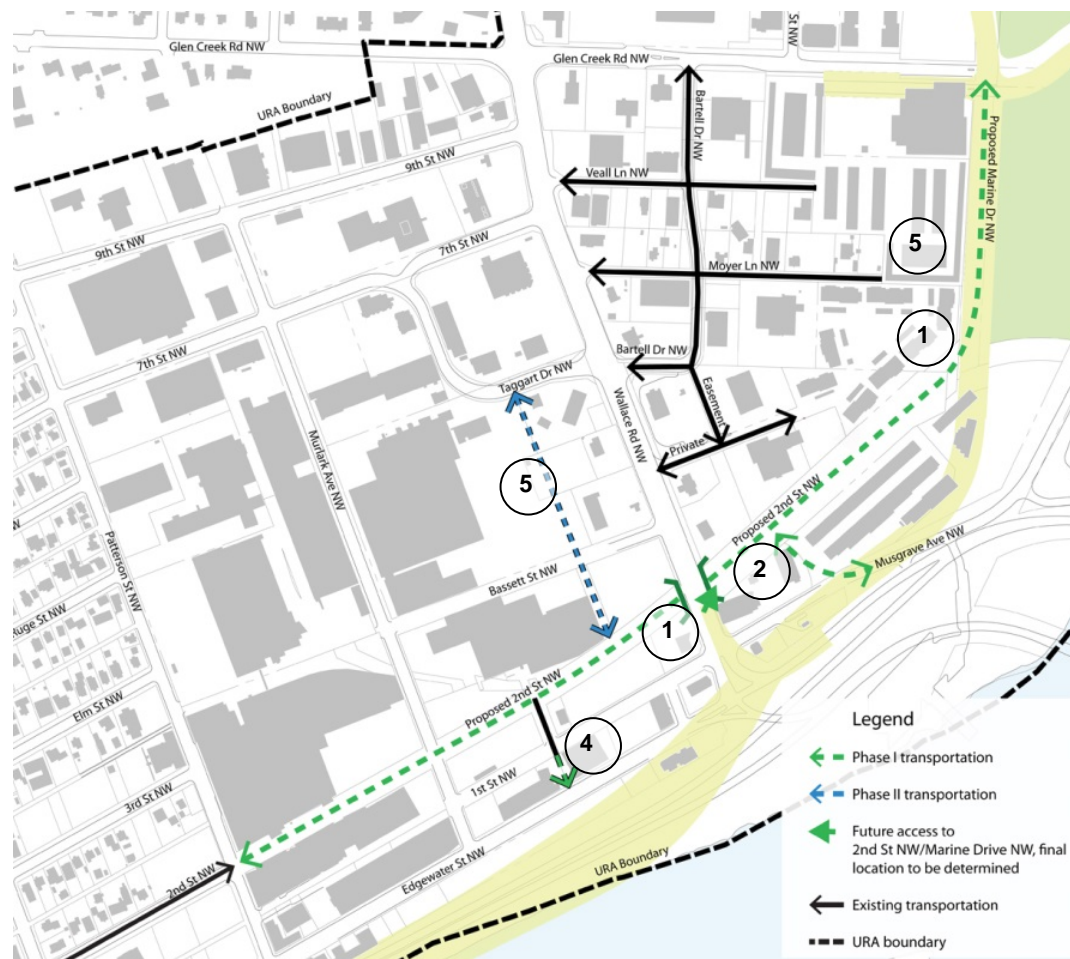
Phase II Improvements (mid-term)

- Spot intersection improvements.** In order to fully mitigate the traffic impacts of future development, the following spot intersection improvements will need to be addressed in the future, depending on the location of (re)development over time.

- Edgewater/Wallace – Southbound right-turn lane
- Edgewater/Patterson Street – Traffic Signal (could be installed at Murlark Avenue if it is deemed the preferred location)
- Edgewater/Rosemont – Westbound Right-Turn Lane *(not shown on map)*

Phase II Improvements (long-term)

- Opportunistic local connections.** Local street connections are needed to provide greater north-south access through the Employment Area and the Town Center Area. Improvements could be initiated by the City to incentivize development or completed as properties redevelop. Future street connections on the west side of Wallace Road will likely require improvements to Taggart Drive to accommodate additional traffic.



What are the additional recommendations for each area?

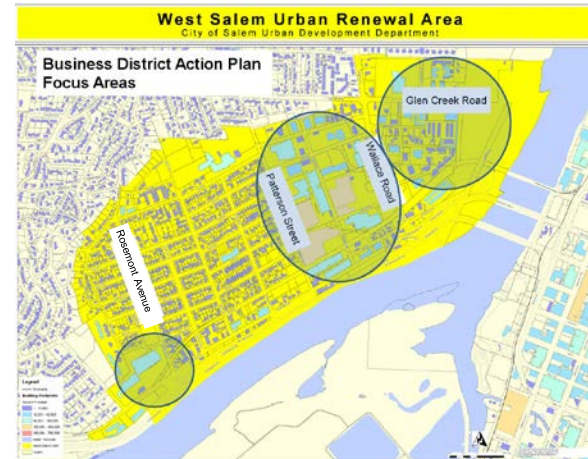
Town Center Area	Employment Center Area	Main Street Area
<p>Description: The design concept envisions this area increasing its walkability by connecting the partial streets and drive aisles into a complete street grid over time. Encouraging more housing, increasing overall density, and providing more mixed-use development and redevelopment will increase vitality, improve accessibility of goods and services within close proximity to housing and other uses, and make this area a center for retail and civic uses for all of West Salem.</p>	<p>Description: The industrial area between Patterson Street and Wallace Road contains a mix of strong existing manufacturers, including metals and food processing, and a number of vacant and underutilized industrial buildings. Manufacturing jobs are typically stable, higher wage jobs and spur other income and jobs in the area. Strengthening Salem’s manufacturing sector is a top priority for the City and Urban Renewal Agency. Grow and diversify craft industrial uses, including a retail component. Examples include: cheese makers, furniture makers, breweries, etc.</p>	<p>Description: The main street area will build upon the existing concentration and mix of businesses; main street feel, and the successful completion of many of the recommendations within the Edgewater/2nd Street Redevelopment Action Plan. The development concept also envisions an extension of commercial uses on the north side of 2nd Street to allow for a double-sided commercial environment.</p>
<p>1. Establish design guidelines to achieve desired form. (Short-term) Emphasize the importance of building orientation to street frontage and walkable character to encourage a mix of uses.</p>	<p>1. Establish design guidelines to achieve desired form. (Short-term) Encourage infill reuse and redevelopment of underperforming properties with compatible uses and jobs. Orient new development to face 2nd Street to activate the street frontage.</p>	<p>1. Establish design guidelines to achieve desired form. (Short-term) Continue the pedestrian-oriented retail and commercial Business District east to Wallace Road.</p>
<p>2. Zoning changes to allow desired uses. (Short-term) Rezone area to CB or to a new Town Center zone (similar to CB zone but specific to West Salem) to allow a mix of uses and broader array of residential options. City to initiate.</p>	<p>2. Zoning changes to allow desired uses. (Short-term) Orient new development to face 2nd Street to activate the street frontage. Allow "craft industrial" uses, with both a retail and manufacturing component, such as brewpubs and bike bag manufacturers in industrial zones. City to initiate.</p>	<p>2. Zoning changes to allow desired uses. (Short-term) City to initiate zoning change north of 2nd Street to the alley/property line to Retail Commercial with mixed use overlay.</p>
<p>3. Facilitate unique urban housing development that is attractive to a variety of ages and incomes. (Mid-term) Prove feasibility to the private market, support local businesses and add vitality to the Town Center and Wallace Marine Park. Actions include:</p> <ul style="list-style-type: none"> ➤ Land acquisition and assembly of opportunity sites offered by willing sellers ➤ Build street connections ➤ Provide financial assistance for housing development 	<p>3. Craft Industrial/Micro-food demonstration project. (Mid-term) The City’s role is to educate potential partners about the opportunity, match property owners and developers, provide financial assistance for feasibility studies, or assist with property affordability of infrastructure improvements through a public-private partnership. City’s tools for encouraging this include:</p> <ul style="list-style-type: none"> ➤ Land assembly or acquisition of opportunity sites offered by willing sellers ➤ Provide financial assistance for creative development concepts including craft industrial or food related businesses 	<p>Western Gateway: Upon resolution of the Salem River Crossing alignment and possible intersection changes, consider the future use of the Western Gateway. Create unique design standards that reflect the retail character of the area</p> <p>3. Revisit remaining Edgewater/2nd Street plan projects. (Mid-term) Although many of the projects that were included in the Edgewater/2nd Street Action Plan have been completed, there are a number of project ideas that were surfaced during that planning process that are still relevant and would help strengthen the Business District as a whole and should still be considered for implementation including:</p> <ul style="list-style-type: none"> ➤ Festival Street ➤ Gateway Sign (Edgewater & Wallace) ➤ Improved connections to river and parks

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Methodology

The Action Plan was developed through a process that involved both qualitative and quantitative research along with the focused input from a Technical Advisory Committee (TAC) and Stakeholder Advisory Committee (SAC). In the course of this process, the consultant team conducted the following research steps with support from City staff:

- **Review of existing plans:** Previous plans specific to the Business District as well as those addressing the broader West Salem area were surveyed for relevant information on opportunities and constraints, desired outcomes, policies, and recommended projects and actions.
- **Field reconnaissance:** Guided by City staff, the consultant team explored the project area by vehicle and on foot to view and discuss challenges and opportunities.
- **Stakeholder interviews:** A series of stakeholder interviews with West Salem residents, business owners, and property owners was conducted to get a feel for issues, opportunities, and hopes for the future growth and development within the area.
- **Market reconnaissance:** A study was conducted to evaluate the economy and market opportunities for investment, including the feasibility of a potential future hotel in West Salem.
- **Design concept:** A design concept addressing how the Business District could grow, redevelop, and realize its potential over time was discussed, evaluated and refined.
- **Traffic analysis:** An analysis of future traffic generated by potential future land use was conducted to ensure that the transportation system could support the design concept and identify transportation projects that would be needed to mitigate the impacts of redevelopment over time.
- **Baseline conditions and analyses:** The above steps were summarized in a series of memoranda (Appendix A), which serve as a foundation for the Action Plan.
- **Project planning workshops:** The consultant team held several workshops with City of Salem staff to review the market and hotel analysis findings, traffic analysis, design concept, and design guidelines, and to identify a preliminary set of priority projects and actions.
- **Cost estimating:** “Order of magnitude” costs for implementing the major transportation investments were prepared in order to identify potential funding sources and begin pursuit of statewide grants.
- **“Reality check” assessment:** The preliminary design concept was presented to a small group of experts in lending and development to review assumptions, proposals and the rationale behind them, and the input received was taken into consideration in design concept refinement.
- **Confirmation with WSRAB, SAC/TAC, and public:** The design concept, traffic analysis, and initial and revised projects were presented to the SAC/TAC, WSRAB, and public in a series of events held from September 2014 to December 2015 to gather feedback.
- **Public outreach and business representatives’ idea consideration:** Includes review/consideration of alternative transportation concepts proposed by area business representatives throughout the process; including a concept for a new at grade crossing near 2nd and Wallace Road. The concept was an alternative to the Wallace Road under-crossing but is not included in the Action Plan recommendations because it was not supported by the Oregon Department of Transportation, following an evaluation from September 2015 to October 2015.
- **Final Action Plan:** Using input received from the WSRAB, SAC, TAC, expert panel, representatives of the local business community and the public, the Action Plan was refined and presented for advancement.



The Action Plan will help prepare for anticipated funding capacity after 2018, when the bond that funded previous street improvements has been paid for and additional bonding capacity is available.

Analysis and Key Findings

Vision and Guiding Principles

The market analysis, stakeholder interviews, and an assessment of real estate trends and development opportunities resulted in the following guiding principles. These were used to inform the development concept and implementation strategy.

- **Encourage mixed-uses where feasible.** Given the need for additional retail, restaurants, and commercial services in West Salem, changing demographics and the proximity to Downtown, allowing for a mix of uses will help create the vitality and energy envisioned by stakeholders. Vertical mixed-used development (multiple uses in the same building) may not be feasible in the short term, but horizontal mixed-use development (mixed uses alongside each other) such as three- to four-story housing developments integrated alongside commercial and retail uses will provide a greater variety of housing choices and help to support more businesses in the area, especially retail and restaurants.
- **Identify focus areas for investment.** There are several vacant and underutilized properties in the area, which have been identified as opportunities for infill and redevelopment. Focusing investment, such as transportation and infrastructure improvements will allow for development to be directed to those areas that are best positioned for change.

- **Buffer the industrial users with transitional uses.** Less intensive “craft industrial” or commercial uses will help to create a buffer between industrial users and mixed-use or residential Business Districts nearby, helping to reduce potential conflicts.
- **Encourage existing users to expand.** It is far easier to grow existing businesses than to attract new ones. Build off of the successful business clusters already in place in the area. Having a plan in place that encourages those industries will create long-term certainty that will encourage investment in the area.
- **Increase transportation connectivity.** Increasing connectivity throughout West Salem will help provide better access for residents and businesses to existing commercial Business Districts and amenities such as recent investments in Wallace Marine Park, Edgewater/2nd Street, and the Union Street Railroad Pedestrian and Bicycle Bridge.
- **Increase employment density.** Increasing the number of jobs in West Salem will help with the current housing to jobs imbalance and reduce traffic congestion in the area.

Community Livability is Vital to Economic Growth

20th Century

Employers Draw People



Resources
Incentives
▼
Factories
Offices
▼
Jobs

21st Century

People Draw Employers



Quality of Life
Schools
Community
▼
Desirability
In-Migration
▼
Jobs Follow

Land Use and Infrastructure Analysis

Following an assessment of existing land uses, development types, and urban form conducted through a review of available information and field inventory, the following key observations were made:

- **Lack of cohesive identity.** The Business District lacks a cohesive identity. The arrival into West Salem is not marked or celebrated. Streetscapes are inconsistent and the area contains a wide variety of land uses ranging from heavy industrial to new auto-oriented retail, to older residential neighborhoods, with very little transition between them.
- **Congestion limiting development.** The congestion along Wallace Road and lack of alternative routes through the areas to its East and West will limit development, particularly for uses with high trip generation. New development will likely trigger costly infrastructure improvements.
- **Better connectivity needed.** Better connectivity through and within the Business District is needed to better serve West Salem residents and patrons of local businesses.
- **Opportunity for infill and redevelopment.** In addition to the potential for infill and redevelopment of vacant properties, there are opportunities for increasing employment and providing other uses on existing properties in the area.
- **Opportunities for lessening reliance on Wallace Road.** The Salem River Crossing Preferred Alternative, including the extension of Marine Drive, would create an opportunity for lessening the reliance on Wallace Road. Wallace Road is presently the main route into West Salem from the north, from downtown, and most places east of the Willamette River.

- **Infrastructure is adequate but aging.** An infrastructure analysis was conducted to ensure that public utilities such as sewer and water have sufficient capacity to support the envisioned development concept. This analysis found that although some of the existing infrastructure is showing signs of aging, much of the infrastructure in the Business District is in place to support redevelopment. Relatively minor upgrades of selected pipe systems may be needed as redevelopment occurs. Many of the existing storm sewer pipes in the Business District are shallow and flat and should be addressed with future development where possible by installing additional catchbasins, steeper pipes, and deeper systems.



Sources: Market Analysis Memorandum, Leland Consulting Group May 2nd 2014; Infrastructure Assessment, Otak, March 20th 2014; Transportation Infrastructure Assessment, DKS, February 17th 2014

Market Assessment

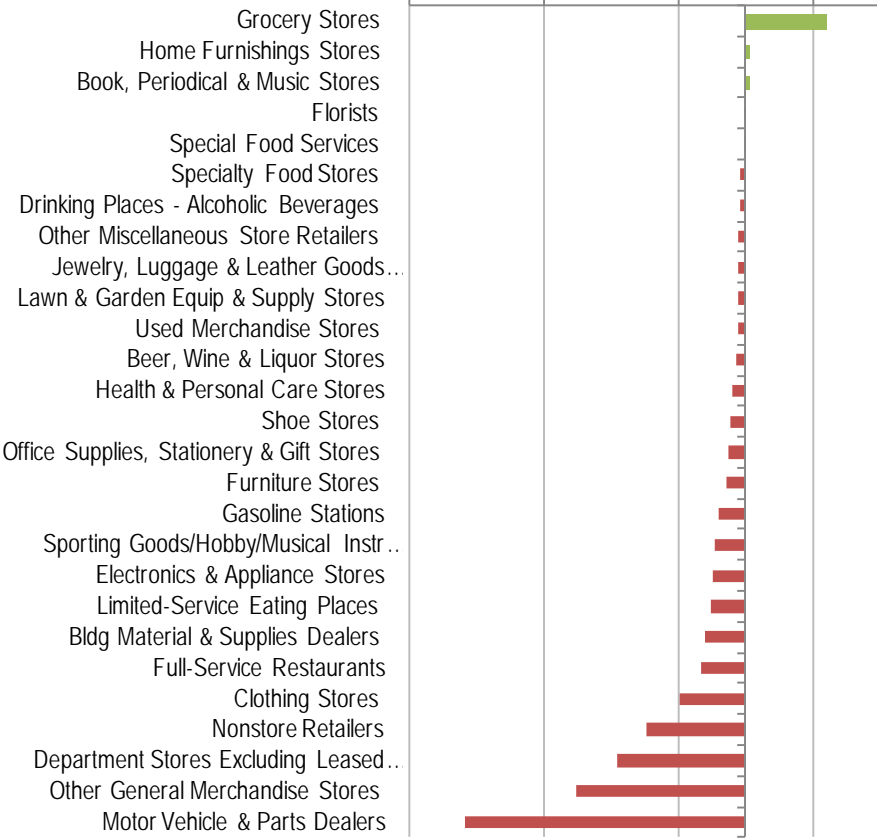
A high-level real estate market reconnaissance was conducted in May 2014 to guide identification of development concepts, opportunities, and strategies throughout the project. A summary of the key findings from the market analysis is as follows:

- **Retail and service opportunities.** Given the high amount of retail leakage and high household incomes found in West Salem, there are opportunities to increase the supply of retail goods and services in the area.

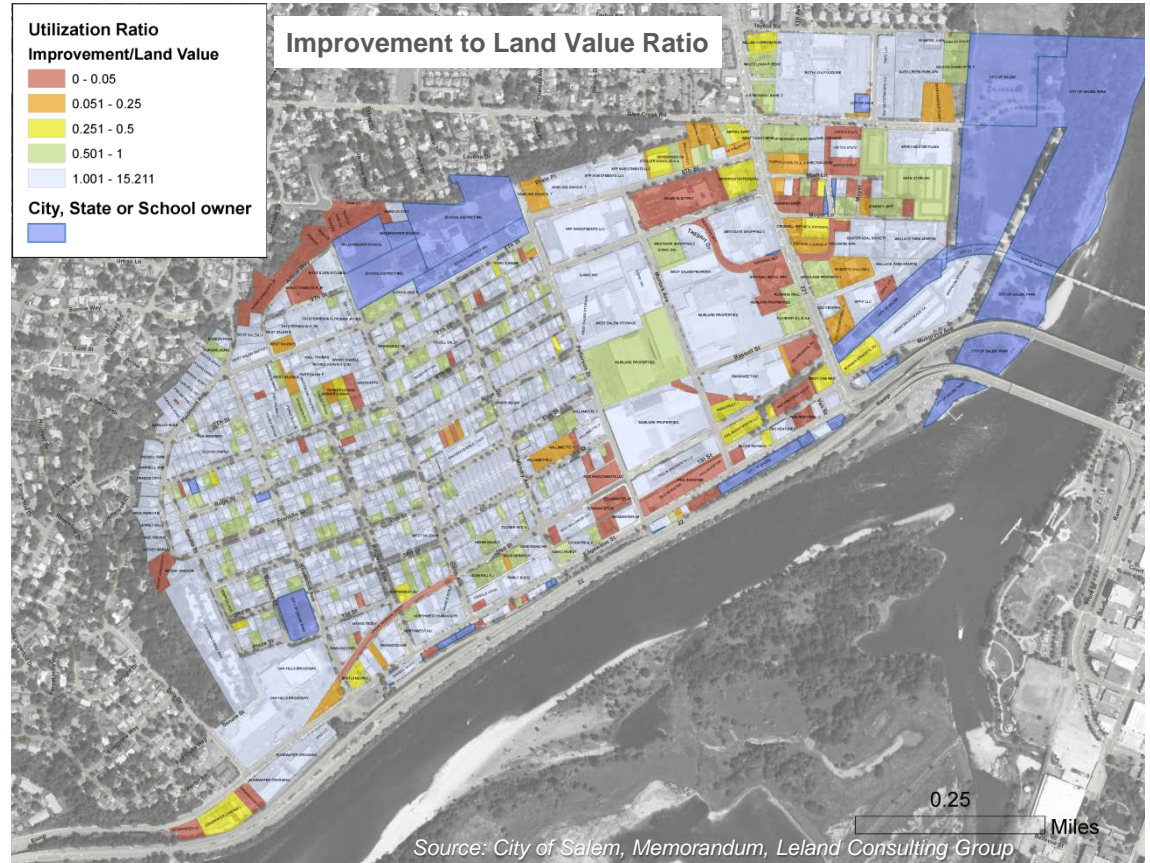
- **Employment.** West Salem has approximately 25,000 residents but only 3,500 employees. Increasing employment in the area could help to create a better housing to jobs balance. West Salem has a broad mix of employment in a variety of industries.
- **Improvement to Land Values.** There are several vacant buildings and underutilized properties within the Business District that hold potential for redevelopment. Measuring the ratio of improvement values to land values can help identify properties that are ripe for redevelopment. Properties with the lowest ratio value are shown in red. Properties with a value of 1.0 or higher, meaning that the improvements (buildings or other structures) are worth as much or more than the land, are shown in light blue. These properties are unlikely to change in the near future. The map below shows that there are several potential opportunity sites east of Wallace road and along Edgewater. It also shows that many of the industrial properties have significant building value, even those that are known to be vacant, making redevelopment challenging without intervention.

West Salem Retail Surplus and Leakage

Leakage (\$50) (\$30) (\$10) Surplus \$10 Millions



Source: ESRI, Leland Consulting Group



- **Office.** There is an opportunity for West Salem to increase medical and dental offices and other neighborhood service-type office space, such as real estate agents, tax preparers, and others that could serve residents and employees in the area.
- **Housing.** West Salem currently provides many single-family homes for the Salem community. Given recent and planned investments in bike and pedestrian facilities in Wallace Marine Park, the Union Street Railroad Pedestrian Bridge, the planned Minto Island Pedestrian Bridge, current demographic shifts, and proximity to Downtown, there will be demand for a greater variety of housing types in West Salem over the next decade.

Housing Typology Best Suited to the Business District



Townhouse/ Rowhouse

- 12 – 20 du/acre
- 2 to 3 stories
- Surface parking or parking within each unit



Wood Frame Condos or Apartments

- 20 – 35 du/acre
- 2 to 3 stories
- Surface, garage, or tuck under parking



Mixed-Use Mid-Rise or Mid-Rise Apartments

- 30 – 50 du/acre
- 3 to 4 stories
- Tuck under or structured parking

Source: Market Analysis Memorandum, Leland Consulting Group May 2nd 2014

Food Related Micro-Business Example



Source: oregonlive.com

The Ocean: a pod of micro-restaurants in Portland, Oregon. More than food carts, they occupy the same building, with separate facilities inside, and a common auxiliary outdoor dining area. The owner of the Ocean is opening a second micro-restaurant center (The Zipper) on NE Glisan Street in Portland.

- **Build upon existing metals and food manufacturing clusters.** There is a strong employment base in the Business District that is dedicated to West Salem, which provides an opportunity to increase employment by building upon those existing clusters, primarily in metals and food manufacturing.
- **Food Related Micro-Businesses.** An emerging trend in evolving industrial areas, commercial Business Districts, and mixed-use neighborhoods is the co-location of several micro-restaurants or food-related businesses within a single building—often a redevelopment of a former industrial or commercial structure. These food-related micro-businesses are excellent examples of less “investment intensive” neighborhood-based business opportunities where the key words are “entrepreneurial”, “leveraging”, “synergy”, “hand crafted”, “complementary” and “exciting/interesting”. These businesses serve local neighborhoods as well as attracting visitors from throughout the city and beyond.

- **Craft Industrial.** Craft industrial is an evolving term being used for businesses that crossover between manufacturing and retail uses. Businesses are responding to consumers' desires for locally produced goods and artisanal products, as well as their growing desire to have an "experience" when shopping by combining the two. Examples include:

- Furniture making
- Bakery
- Winery or distillery, brewery/brewpub
- Art studios
- Commercial screen printing (Consumer goods/retail focus – not print shops)
- Pottery product manufacturing
- Ornamental & architectural metalwork manufacturing
- Butchers (Limited meat processing permitted on-site)
- Confectionery manufacturing from purchased chocolate
- Cookie, cracker, & pasta manufacturing

Examples of some local communities exploring this concept:

- McMinnville
- Dundee
- Milwaukie
- Portland's Central Eastside Industrial Area and the Pearl Business District

- **Hotel.** A hotel assessment was conducted to understand the potential market for a new hotel in West Salem. Many people have wondered if West Salem is well-positioned for a hotel, given the annual softball tournaments at Wallace Marine Park and the Highway 22 access to the Oregon Coast and into wine country. The hotel assessment determined that West Salem does not currently have enough visibility, access, and amenities to attract a lodging facility, and that without a massive public subsidy, a lodging facility in the Business District is not feasible under current conditions.

Sources: "Craft Industrial" Definition Memorandum, Leland Consulting Group January 22nd 2015; Analysis of the Market Opportunity for a Hotel in West Salem, Leland Consulting Group, March 24th 2014



Furniture making

Transportation Analysis

West Salem has been the center of transportation circulation and improvement discussions for the past decade due to congestion on the existing two bridges that span between West Salem and downtown as well as congestion on Wallace Road and lack of accessibility to northbound Wallace Road from eastbound Edgewater Street. Because West Salem is primarily residential, residents rely on the Willamette River bridges to travel to and from commercial and employment uses on the east side of the river.

One important strategy that will improve quality of life in West Salem and help relieve congestion is the redevelopment of the Business District to include attractive commercial and employment options. By encouraging future commercial, industrial, and office development in the area, the City can expect more residents to remain in West Salem and reduce their reliance on the existing bridges for access to jobs and services.

Recently, significant progress has been made by the City, ODOT, and other partner organizations in the selection of the Salem River Crossing Preferred Alternative that would provide another way to cross the Willamette River. The following elements of the design will directly impact the Business District:

- New bridge connecting Commercial Street-Liberty Street couplet (OR 99EB) to Wallace Road (OR 221)
- New roadway (i.e., Marine Drive) between Glen Creek Road and River Bend Drive
- New elevated fly-over ramps connecting Marine Drive to Highway 22, requiring the removal or relocation of the Highway 22 exit ramp at Rosemont Avenue

While a new bridge will play an important role in providing an alternate route across the Willamette River, it is only part of the solution. Because the Salem Preferred Alternative does not currently have funding, the expected construction date is unclear at this time, and therefore the Business District traffic analysis does not assume the construction of the bridge. Instead, the future traffic analysis is based on the financially-constrained model that has no bridge to be consistent with Oregon Transportation Planning Rule requirements (TPR).

Because of the long-term nature of the new bridge and redevelopment strategy, it will be important for the City to phase its investments and make incremental steps toward this vision. In doing so, it will be important to jointly consider the preferred land uses and the necessary transportation infrastructure to support the development, both with and without the new Salem River Crossing Bridge. This Action Plan will assist in this process.

The Action Plan's traffic analysis used a recently completed regional traffic model showing traffic estimates through the year 2035. Based on this model, Wallace Road is expected to be over capacity by the year 2035. The traffic analysis also considered the potential changes in land use, and determined that improvements to mitigate the traffic impacts of redevelopment and infill based on the future land use at full build-out will be required.



The area east of Wallace Road lacks local street connections and instead relies on a series of public and private drive aisles for access to businesses.

What specific improvements in transportation infrastructure were evaluated?

Six transportation alternatives were considered to mitigate the impacts of new development and increase the accessibility to present businesses throughout the Business District.

- Alternative 1: Six Lane Wallace Road, including re-instating a left turn from Edgewater Street onto Wallace Road
- Alternative 2: Widen and improve Taggart Road at Wallace Road
- Alternative 3: Patterson Street or Murlark Avenue extension to Glen Creek Road
- Alternative 4: Grade separated connection across Wallace Road (located in the vicinity of the 2nd Street former railroad right-of-way)
- Alternative 5: One-way connector from Edgewater Street that goes under the Highway 22 bridge, connecting to Musgrave Lane and possibly to the future Marine Drive
- Alternative 6: Combination of Alternative 3: Patterson Street or Murlark Avenue extension to Glen Creek Road and Alternative 4: Grade separated connection across Wallace Road.



What were the results of the traffic analysis?

The grade-separated connection at 2nd Street was shown to be most effective in mitigating future traffic impacts, had the greatest benefit for increasing connectivity within the Business District for all modes of transportation, and proved most effective in providing access within the Town Center Area. A few additional minor intersection improvements will likely still be needed in conjunction with the 2nd Street underpass to fully mitigate the future traffic impacts including the following:

- Edgewater Street and Wallace Road
- Edgewater Street and Patterson
- Edgewater Street and Rosemont Avenue

The analysis showed that the extension of Patterson Street/ Murlark Avenue to Glen Creek (Alternative #3) provides more benefits in the morning peak use at the northern intersections along Wallace Road because of the service it provides to traffic leaving the neighborhoods. It particularly benefits the Glen Creek Road intersection but does not address impacts to other key intersections. The majority of this alternative is located outside of the West Salem URA and is therefore not being recommended by the Action Plan.

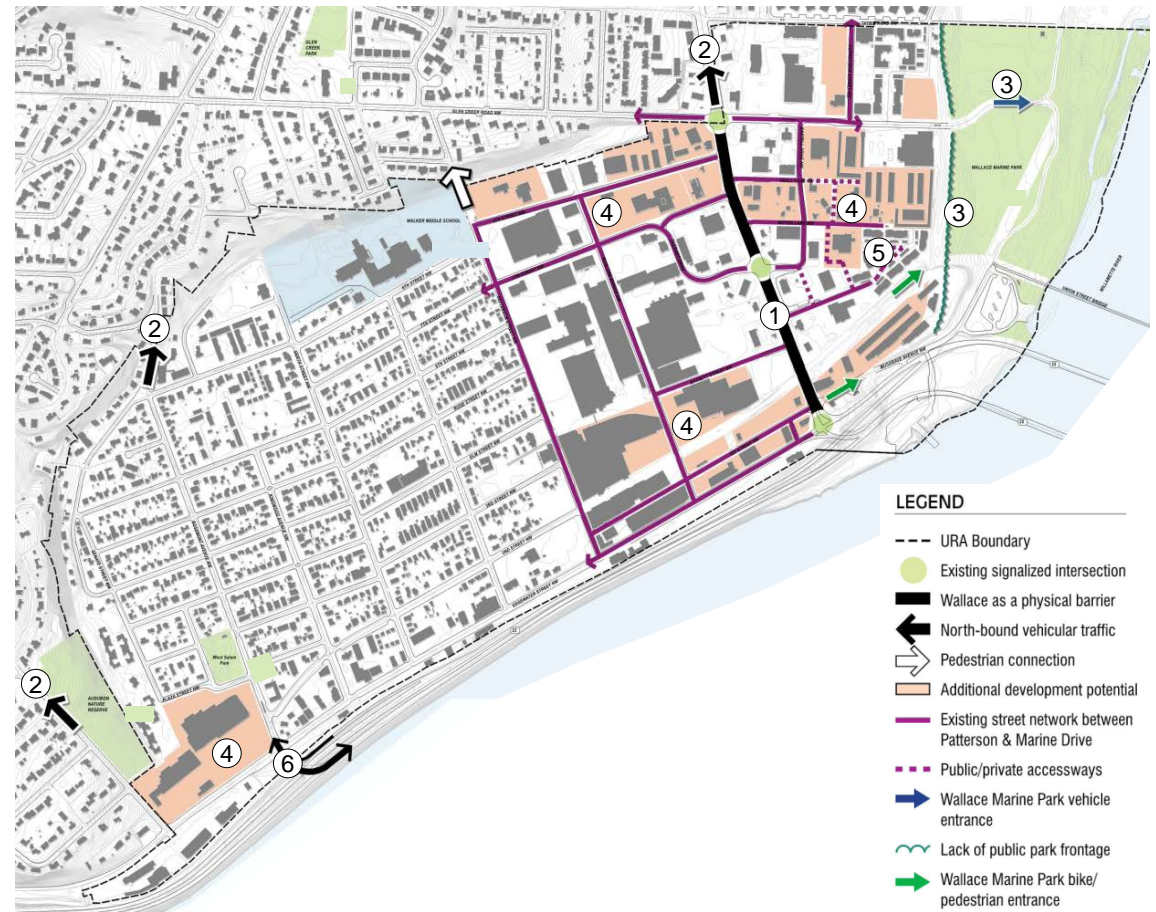


Source: Transportation Infrastructure Assessment, DKS, February 17th2014

Summary of Challenges and Opportunities

- Wallace Road is a physical barrier.** It has narrow five-foot sidewalks and four lanes of traffic with pocket turn lanes. There are only three signalized intersections—at Glen Creek Road, Taggart Drive, and Edgewater Street—with long distances between them. Limits access to area businesses and future uses.
- Limited north-south access.** Due to steep topography, there are only three north-south access points: Eola Drive, Rosemont Avenue, and Wallace Road.
- Limited access and poor visibility to Wallace Marine Park.** Park frontage along the west edge of the Business District abuts private developments. The only automobile access to the park is at Glen Creek Road, an access also available to bicycles and pedestrians. Bicycle and pedestrian access is also provided from the Union Street Railroad Pedestrian Bridge and trail as well as via Musgrave Lane.
- Parcels with additional development potential.** Surface parking and auto-oriented uses dominate parcels east of Patterson Street, providing both an opportunity and a challenge.
- Poor local connectivity.** Due to large parcel delineation, there is poor local access for vehicles, bicycles, and pedestrians.

- Potential future interchange relocation.** The current interchange at Rosemont Avenue may have to be relocated to Eola Drive or elsewhere. This will be determined if and when the Salem Preferred Alternative for the Salem River Crossing reaches the final design phase.



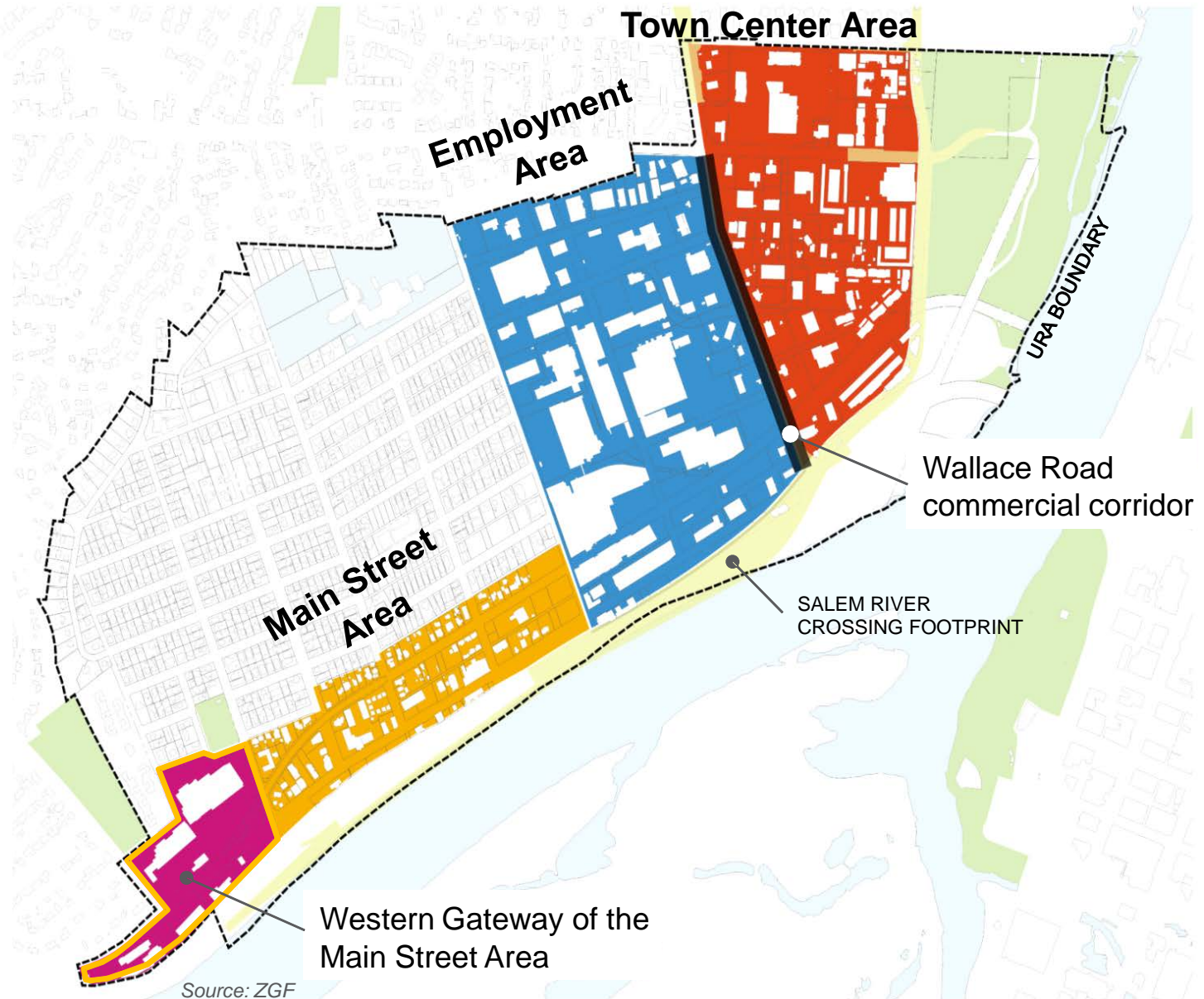
Source: Open House Boards 11-10-2014, ZGF, Leland Consulting Group

Development Concept and Recommendations

Conceptual Areas

Taking current conditions, challenges, and opportunities into account and identifying future potential land uses suggests three distinct yet mutually-supportive Business Districts for organizing future development and redevelopment.

1. The area east of Wallace Road has many of the elements associated with a thriving **Town Center**, and with key improvements it could become one.
2. Businesses located between Patterson Street and Wallace Road created a major **Employment Center** in the past. Some businesses thrive, but there are some large industrial buildings that are vacant or under utilized. New, hybrid office-industrial or “craft-industrial” uses could fill those vacancies, given the right opportunities and visibility.
3. Edgewater Street has some of the characteristics of a traditional **Main Street**, such as a solid building frontage, pedestrian accessibility, and neighborhood oriented uses. However, much of it is impacted by uncertainty of the effects of future highway construction in association with the Salem River Crossing Preferred Alternative. For this same reason, the sub-area referred to as the Western Gateway of the Main Street Area may have a different range of opportunities available to it in the future.



Business District-wide Guidelines and Principles

The design concept is not meant to be overly prescriptive—it has intentionally not been carried out to the level of a master plan in order to leave flexibility for opportunistic development to occur in response to the market and the creativity of developers and property owners.

The intent is to provide for flexibility in order to maximize compatibility with existing uses and encourage future uses consistent with the development concept by applying the following guidelines and principles:

- Accommodate through traffic without compromising the safety or access of local circulation.
- Facilitate frequent and safe access to the parks and riverfront.
- Use the City's established urban renewal processes for consolidating large development sites to ensure consistency in implementing codes and development requirements.
- Avoid creating or perpetuating dead-end streets.
- Improve the safety and convenience of access for vehicular, bicycle and pedestrian traffic within and between the Business District's sub-areas and the adjoining residential areas to the north and west.



Several new medical offices and clinics have located in the Main Street Area along 2nd Street.



Large blank walls along the west end of Edgewater create a challenging environment for bicycles and pedestrians.

Recommended Business District-wide Transportation Improvements

These changes improve access for local traffic, which, over time can turn marginal properties into attractive investments, increasing the property value. Improvements would be phased over time based on available funding. These improvements and actions are described in greater detail on the following pages.

Phase I Improvements and Actions (near-term)

1. 2nd Street extension, grade-separated undercrossing of Wallace Road, and Marine Drive

- Includes more detailed feasibility, engineering, and cost estimates to refine design of the undercrossing and a Marine Drive connection.

2. Local street connections to 2nd Street, Musgrave Lane, and existing street network.

- Includes evaluating the feasibility of a dedicated northbound right turn ramp from Wallace Road to the extension of 2nd Street and future Marine Drive.

3. Evaluate Supplemental Transportation SDC.

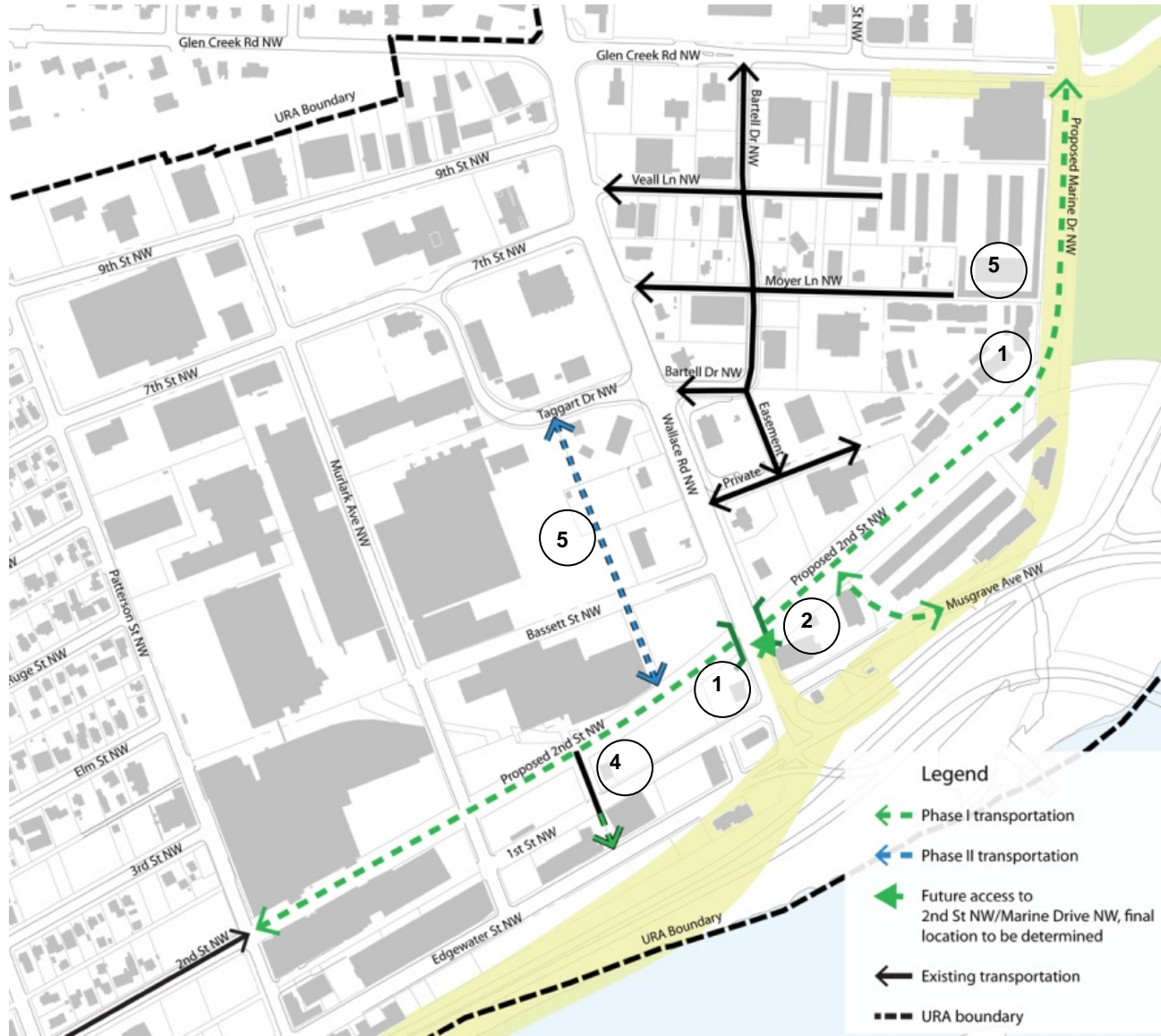
Phase II Improvements (mid-term)

4. Spot intersection improvements.

- Edgewater/Wallace – Southbound Right-Turn Lane
- Edgewater/Patterson – Traffic Signal (could be installed at Murlark Avenue if it is deemed the preferred location)
- Edgewater/Rosemont – Westbound Right-Turn Lane

Phase II Improvements (long-term)

5. Opportunistic local connections.



Transportation Improvement Phasing and Estimated Cost

	Phase I (near-term)*	Cost Estimate
1	2 nd Street extension and grade-separated under-crossing of Wallace Road.	\$8,700,000
	Marine Drive to Glen Creek Road.	Separate evaluation effort following approval of the Action Plan
2	Local street connections to Musgrave Lane. <i>Based on minimum local street standard (30' w/ two 5' sidewalks and two 6" curbs)</i>	\$1,350 per linear foot
	Northbound right turn ramp from Wallace Road to the extension of 2 nd Street	Separate evaluation effort following approval of the Action Plan
3	Evaluate Supplemental Transportation Systems Development Charge (TSDC)	\$10,000 to \$20,000 consultant fee; utilize existing staff time; or combination of the two
	Phase II (mid-term)**	
4	Spot Intersection Improvements for TPR Mitigation	Subtotal \$1,120,000
	Edgewater Street NW/Patterson Street NW Signal	\$500,000
	Edgewater Street NW/Rosemont Ave NW Signal Modification	\$300,000
	Wallace/Edgewater Southbound Right Turn Lane	\$320,000
	Phase II (long-term)**	
5	Opportunistic local connections (to be designed) <i>Based on minimum local street standard (30' w/ two 5' sidewalks and two 6" curbs)</i>	\$1,350 per linear foot

Note: Summary chart of all actions and costs found on page 37

*Near-term projects will require multiple funding sources due to the scale of projects.

**Mid-term projects will be development dependent.

1. 2nd Street Under-crossing of Wallace Road

The Business District Action Plan aims to improve transportation circulation and access for all modes of travel in the area and to identify necessary transportation infrastructure to support future development.

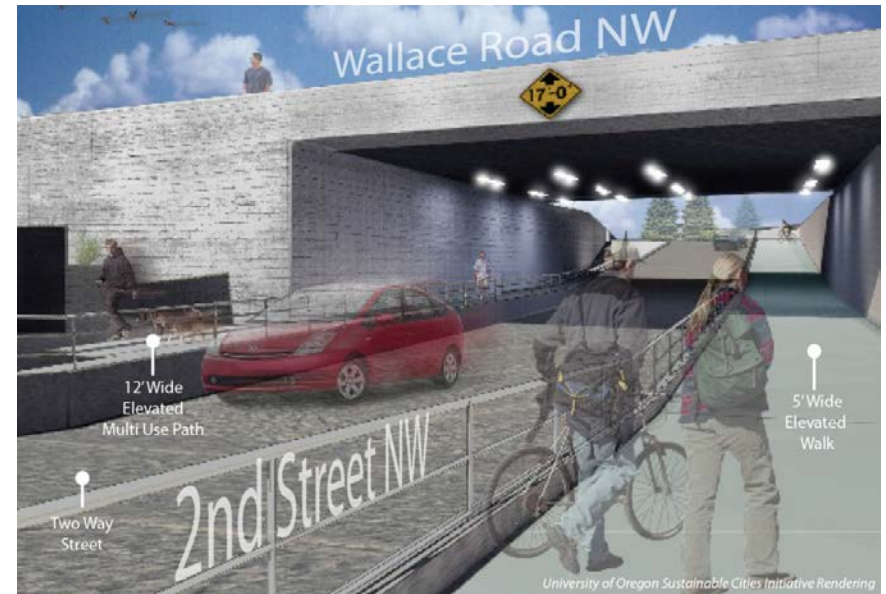
In reviewing the six alternative transportation improvements, a Wallace Road under-crossing in the vicinity of 2nd Street emerged as the best alternative, as it provides the greatest benefits to all of the intersections on Wallace Road. In addition, the 2nd Street extension, under-crossing, and Marine Drive can better accommodate pedestrians and bicycles due to its convenient location close to the existing multi-use path that connects to the Union Street Railroad Pedestrian Bridge and Wallace Marine Park.

Transportation improvements have community and stakeholder support. An at grade, signaled intersection was proposed by members of the business community, however it was not supported by the Oregon Department of Transportation due to its perceived slowing of traffic along Wallace Road and Highway 22. The under-crossing of 2nd Street at Wallace Road accommodates the desired access without slowing Wallace Road and Highway 22.

Benefits/Rationale:

- Improved connectivity to land uses east and west of Wallace Road for all modes of travel
- Connects the Business District with the Union Street Railroad Pedestrian Bridge and Bicycle Bridge without additional delay to Wallace Road.
- In conjunction with associated spot improvements (noted on page 22), helps mitigate traffic impacts on Wallace Road from proposed land use and zoning modifications
- Funding options would be increased based on the multimodal benefits
- Accomplishes projects from the 2nd Street/Edgewater Action Plan for increasing the connections to the river and parks in West Salem.

Funding and Timeline: The Wallace Road under-crossing and extension of 2nd Street is expected to cost approximately \$8,700,000. Design and construction of this improvement will require funding from a variety of sources, including possible future City transportation bond, West Salem URA funding, and grants. Following the Urban Renewal Agency's advancement of the Action Plan, additional analysis and a more detailed cost estimate will be completed.



Looking southwest at the 2nd Street Under-crossing concept.



Example of elevated multi-use path along an underpass on Keizer Station Blvd, crossing under Stadium Dr. in Keizer.

2. Local Street Connections to Musgrave

Local street connections will be needed to circulate traffic to and from the under-crossing and 2nd Street extension, including a new entrance into Wallace Marine Park.

Benefits/Rationale. When the under-crossing extends to Marine Drive, the new full connection links Glen Creek Road with 2nd Street, providing connectivity to numerous land uses.

Funding and Timeline. The connection from 2nd Street to Musgrave Lane into Wallace Marine Park could be constructed in conjunction with the 2nd Street extension and under-crossing.

3. Evaluate Supplemental Transportation System Development Charge

In order to fund spot intersections or other transportation improvements, the City should evaluate the use of a supplemental transportation system development charge (TSDC). Other cities have created supplemental SDCs that allow new development to pay a proportionate share of major infrastructure improvements based on their level of impact on the transportation system. The supplemental TSDC (with a cost per trip determined from transportation impact studies conducted in association with proposed development) is based on short-term traffic projections and the cost percentage of the improvement that is expected to be covered by developers. This funding tool could allow the City to accrue revenue for future transportation improvements while continuing to approve development and seek additional funds from other sources. Further evaluation of financial feasibility is needed.

Benefits/Rationale. With a supplemental TSDC, the cost of providing the transportation infrastructure necessary to support new growth within an area is paid proportionately over numerous developments, rather than solely being required of the single development that tips intersections and roadways above the operating standard. This ensures an equitable distribution of infrastructure costs for development within the area, and provides a source of funding for improvements when they are needed.

Funding and Timeline. A supplemental TSDC is a tool that could be studied and evaluated by the City in 2016. This study and determination of an appropriate charge is estimated to cost between

\$10,000 and \$20,000, and could be conducted by City staff, through the use of a consultant, or a combination of consultant and staff time.

4. Spot Intersection Improvements

The 2nd Street extension and grade-separated under-crossing of Wallace Road, mitigates most, but not all of the traffic impacts related with new development. A combination of intersection improvements will be sufficient to address those deficiencies, including the following improvements:

- Wallace Road/Edgewater Street—Southbound Right-Turn Lane
- Edgewater Street/Rosemont Avenue—Westbound Right-Turn Lane
- Edgewater Street/Patterson Street -Traffic Signal (could be installed at the Murlark Avenue intersection if it is deemed a preferred location)

Benefits/Rationale. These recommended improvements would allow key intersections in the vicinity of the Business District to meet the City's standards for transportation operations.

Funding and Timeline. These intersection improvements will be constructed on a case by case basis when future development within the Business District increases traffic loadings beyond City operating standards. The scope of these improvements will depend on the location and timing of the new development. Some or all the funding for these improvements could be raised through a supplemental TSDC (described in #3). Further analysis is needed to ensure feasibility.

5. Opportunistic Local Connections

Both the Town Center Area and the Employment Area currently have a lack of north-south street connectivity which limits circulation throughout. Creating new local streets would open more parcels for development and allow better access to existing businesses in the area. Local street improvements are typically the responsibility of a developer. These connections could be made in conjunction with development or redevelopment, or by the City as a development incentive or as part of a public-private partnership.

Benefits/Rationale. As noted above, these local street improvements will enable the creation of development parcels, making it easier to access existing uses, and improve the ability to move goods, services, and people within the area.

Funding and Timeline. These connections are opportunistic in that they will happen when market conditions create the right environment for development. The City may choose to partner with a willing developer to reduce the financial burden of development for development types envisioned for the Town Center and Employment Area, such as an urban housing development or craft industrial/micro-food demonstration project.



Town Center Area

The Town Center Area currently has many of the elements of a thriving town center such as a grocery store, library, athletic center, a variety of commercial uses, housing, and access to Wallace Marine Park. The design concept envisions this area increasing its walkability by connecting the partial streets and drive aisles, creating new blocks and development sites, and forming a complete street grid over time. Encouraging more housing, increasing overall density, and providing more mixed-use development and redevelopment will increase vitality, improve accessibility of goods and services within close proximity to housing and other uses, and make this area a center for retail and civic uses for all of West Salem. This town center will become a thriving, healthy and attractive urban neighborhood.

- **Increase walkability**
- **Encourage mixed-use**
- **Increase zoning flexibility to encourage a range of housing types**
- **Center for retail and civic uses in West Salem**

Representative Images from Salem and Beyond

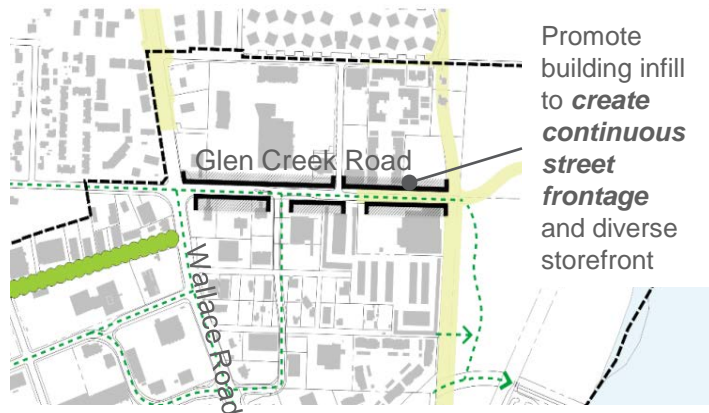


Town Center Area

The transportation investments described earlier are the most important improvements the City can make to increase opportunities for redevelopment in the Town Center. In addition, the City can help guide the quality and orientation of future development by making zoning improvements and putting design guidelines in place. Some existing uses aren't compatible with the vision for the future. Regulatory changes will add value to properties, improving the Town Center over the long-term as existing buildings become obsolete, uses change due to market forces and opportunity, and as properties change owners over time.

The City can accelerate change by taking an active role in championing construction of a quality unique mixed-use urban housing project to help demonstrate the local viability of this product to the private market and take advantage of demographic shifts underway. Housing will help support businesses and add vitality to the Town Center and capitalize on proximity to Wallace Marine Park.

The following three actions will help transform the Town Center Area into the center for retail and civic uses it is envisioned to be.



Lake Oswego transformed an aging and underutilized town center into a thriving, pedestrian oriented, yet auto-accessible regional destination.

6. Establish design guidelines

Implement design guidelines emphasizing the importance of street frontage and walkable character of the Town Center Area as redevelopment occurs, including:

- Extend the grid of interconnected local streets to create new blocks and improve access to under-developed properties, as redevelopment occurs
- Encourage a mix of retail, commercial, civic and residential uses developed to a minimum of two stories.
- Build up to the street frontage on Veall Lane and other retail-oriented streets.
- Encourage active storefronts and sidewalk improvements to foster pedestrian traffic.
- For all streets over 60' wide, provide a sidewalk of at least 12' width on both sides. On narrower streets, the sidewalk may be reduced to 10' wide.
- Treat streets that connect to Wallace Marine Park as extensions of the pedestrian-oriented public realm.

Benefits/Rationale: Design guidelines convey the future intent of the area and its desired characteristics, giving property owners and developers guidance for redeveloping their properties and assurance of a consistent quality of development.

Funding and Timeline: Cost should be minimal and could be done as staff time allows following approval of the Action Plan.

Town Center Area

7. Zoning changes

Three zoning options were considered for enabling and encouraging realization of the envisioned uses and character for the Town Center:

- Rezone IP to commercial. Amend CG and CR to allow multifamily (likely work item from Salem’s Housing Needs Analysis, which is in the process of being adopted), and create overlay for Glen Creek;
- Add overlay zone permitting other uses with design review requirements; or
- Rezone to either CB or new new Town Center zone (similar to CB zone but specific to West Salem)

While each of the above options would work, it is recommended that the area either be changed to CB or a new Town Center Zone.

Benefits/Rationale: Zone changes will allow for the anticipated long term uses that are compatible with the vision for the future of the area. In addition, a new zone will simplify the regulations guiding growth within the area, avoiding the need for additional special or conditional uses to existing zones or the creation of an additional overlay zone.

Funding and Timeline: Cost should be minimal and could be done as staffing and budget permit following approval of the Action Plan.



Existing zoning in the Town Center Area, a large portion of which is zoned industrial and would not allow desired uses to develop over time. Existing industrial uses would be “grandfathered in” and would be allowed to remain until such time as they were ready to be redeveloped.

Town Center Area

8. Facilitate unique urban housing development

The City can help facilitate establishment of a unique urban housing project in the Town Center to help prove feasibility to the private market. Multifamily and/or mixed-use housing and retail development will help support local businesses and add vitality to the Town Center and Wallace Marine Park. Urban renewal funds could be used to assist developers and facilitate urban housing in the following ways:

- The City can introduce property owners, developers, and brokers to the project, provide pertinent data to help with decision-making, and help **facilitate the formation of partnerships**, perhaps by hosting events and meetings to raise awareness of development opportunities in the area.
- **Provide funding for local street connections** to provide greater access to existing properties and greater circulation for residents to access their daily needs and nearby amenities. Decreases the amount of investment needed to be provided by developers who seek to fulfill the vision of the Town Center.
- **Provide development finance assistance** through its existing Redevelopment Grant Program, which is a matching grant of \$1 in grant funds for every \$4 of private investment, up to a total grant of \$300,000 for qualifying projects within the West Salem Urban Renewal Area. Approximately \$500,000 for the Program was included in the West Salem URA 2015-16 fiscal year budget.
- **Development Opportunity Study (DOS)**. Small grants of up to \$10,000 could be awarded to complete an architectural or market feasibility study to assist developers or property owners to help prove the feasibility of urban housing in this area in the near term.
- Create an **Opportunity Fund** by allocating \$50,000 to \$100,000 per year initially and allowing it to grow over time. To be used for **land acquisition** in locations where it could achieve the following objectives:
 - Facilitate local street connections.
 - Assemble larger lots for development.
 - Acquire a site from a willing seller that is close to the park or other amenities, on the Glen Creek corridor, or adjacent to new transportation investments.

Benefits/Rationale: “Getting the first one right” will help accelerate the process of its evolution. Additional housing in the Town Center will provide a number of benefits including activating the Town Center and Wallace Marine Park, additional customers to support local businesses, and it will help prove the market for other urban housing developments.

Funding and Timeline: An urban housing development in the Town Center should be a high priority project for the Redevelopment Grant Program over the short- to mid-term. Other priorities include site acquisition, building the opportunity fund, and preparing for transportation improvements to enhance the environment for future housing.



Example of mixed-use development potentially suitable for West Salem Town Center.

Employment Area

The Employment Area has an existing, strong cluster of metals and food manufacturing businesses. It also has several opportunity sites for redevelopment. The design concept recognizes that maintaining the existing job base is both important and desirable, and envisions increasing employment in this area by building upon these existing assets.

The Employment Area holds the largest opportunity for redevelopment with several large vacant and under-used sites. Some businesses have vacated properties leaving large industrial buildings that could be rehabilitated or may have to be torn down, leaving a lot of flexibility for a creative developer. Local, opportunistic transportation improvements could open some of these parcels for redevelopment. There is also the opportunity to enable “craft industrial” uses so as to provide a transition, retain the area’s employment focus, generate more activity, and possibly foster tourism-related commerce.

“Craft Industrial” users that have both an active retail and a manufacturing component would serve as a transition between the existing industrial uses and current and future commercial and/or mixed uses in areas adjacent to them, create destination uses and activate the street frontage along 2nd Street. Examples include: bike accessory manufacturer, an artisan food shop, or a brewery.

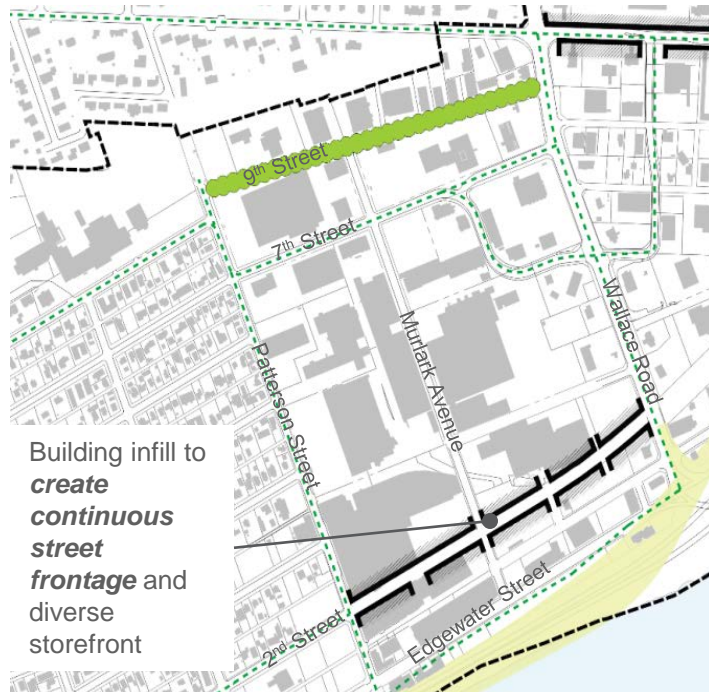
Representative Images from Salem and Beyond



Employment Area

Encouraging a wider range of uses and orienting storefronts and building entrances toward 2nd Street will help stitch together the feel of the current Edgewater/2nd Street “Main Street” Area to the west with the Employment Area between Wallace Road and Patterson Street.

- **Maintain job base**
- **Minimize potential conflicts**
- **Explore buffer uses**
- **Encourage wider range of uses**
- **Retail**
- **“Craft industrial” market opportunity**
- **Increase focus/ activity along 2nd Street**
- **Increase zoning flexibility to accommodate a wider range of supportive uses, including retail.**



9. Apply design guidelines

Implement design guidelines encouraging infill and redevelopment while respecting the existing users in the Employment Area, including:

- Safeguard current centers of employment and encourage infill reuse and redevelopment of underperforming properties with compatible uses and jobs.
- Promote reuse of underused industrial buildings by multiple tenants and business incubator opportunities.
- Preclude new noise- and odor-sensitive uses from properties immediately adjacent to existing industrial uses.
- Amend and/or reconfigure existing zoning to permit additional commercial uses such as food-related micro businesses along the future extended 2nd Street.
- New uses along 2nd Street should be oriented toward the street so as to create an active street frontage, continuing the character found along Edgewater Street to the west. Amend and/or reconfigure the existing zoning to add these design guidelines.

Benefits/Rationale: Design guidelines convey the future intent of the area and its desired characteristics, giving property owners and developers guidance for redeveloping their properties and assurance of a consistent quality of development.

Funding and Timeline: Cost should be minimal and could be done with existing staff time, within the first years following approval of the Action Plan, budget permitting.



Employment Area

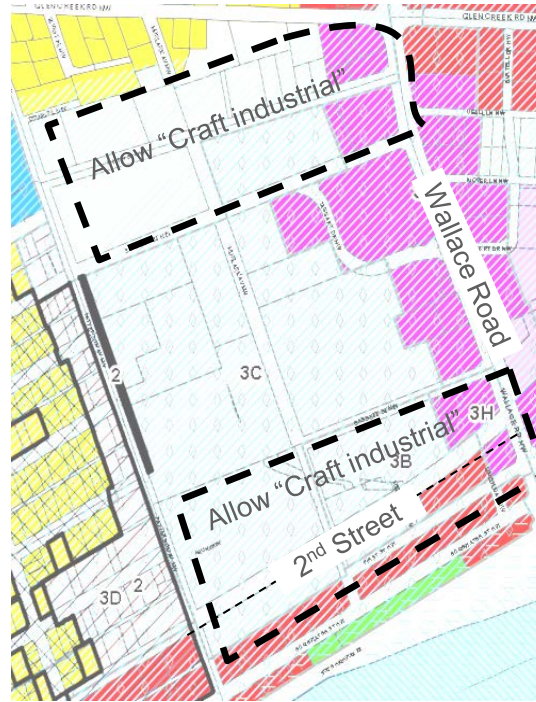
10. Zoning changes

To realize the potential for increased variety of uses in the Employment Area and permit the establishment of craft industrial uses as a buffer or transitional use between existing industry and more odor or noise-sensitive uses, it is recommended that the existing zoning be retained, but refined as follows:

- Define “Craft Industrial” in the Salem Revised Code (SRC).
- Amend the SRC to permit “Craft Industrial” uses in industrial zones such as IG and IP, and commercial zones such as CR and CG.

Benefits/Rationale: The proposed zone changes and design guidelines will allow the desired uses that are compatible with the vision for the future of the area.

Funding and Timeline: Cost should be minimal and could be done with existing staff time within the first year following approval of the Action Plan.



Redevelopment of 2nd Street should feature buildings facing 2nd Street helping to extend the form and function of the adjacent Main Street Area to the West.



Looking east on Edgewater Street from the corner of Patterson Street. Activating vacant storefronts, filling vacant lots, and redeveloping underutilized sites and buildings will make for a more efficient and vibrant mixed-use Employment Area that accommodates multiple needs.

Employment Area

11. Craft Industrial/Micro-food demonstration project

To accelerate the redevelopment of the Employment Area and build on the food manufacturing and metal fabrication clusters in the area, the City could actively support a craft industrial or food-related micro business demonstration project. This will help activate the area and demonstrate the feasibility of the craft industrial or micro-food concept.

There are a number of ways the City could play an active role including:

- The City can help **facilitate the formation of partnerships** by introducing property owners, developers, and brokers to the project and providing pertinent data to help with decision-making (such as the Food Incubator Study).
- Leverage discussions with interested parties and work with the West Salem Business Association or other partners to create an event showcasing local food and beverages to **build and maintain excitement about the concept**, perhaps partnering with local businesses for factory tours or other on-site events to draw-in the public.
- **Build local street connections.** The 2nd Street extension will create opportunities for development by providing better access to businesses and to amenities on the east side of Wallace Road. Other connections could be made in partnership with a developer or property owner to help reduce the burden of redeveloping large parcels (more details shown on page 19 and 22).
- **Provide development finance assistance** through the existing Redevelopment Grant Program. Continue to capitalize the Program in future years.
- **Development Opportunity Study (DOS).** A small grant of up to \$10,000 could be awarded to complete a market study to help prove the feasibility of the craft industrial/micro food concept or an architectural study to assess the feasibility of rehabilitating an existing building for that purpose.

- **Create an Opportunity Fund** by allocating \$50,000 to \$100,000 per year initially and allowing it to grow over time. To be used for land acquisition in locations where it could achieve the following objectives:
 - Facilitate local street connections.
 - Assemble larger lots for development.
 - Accelerate evolution of uses in accordance with vision.
 - Acquire a site from a willing seller that is located on the 2nd Street corridor to leverage street improvements and continue the main street feel along 2nd Street

Benefits/Rationale: Craft industrial uses will help buffer the heavier industrial employers in the area while increasing the street presence and activating the area for pedestrians and visitors, tying the Employment Area into the Main Street Area, and take advantage of current market opportunities to repurpose vacant and underutilized sites that perpetuate the sense of blight in the area. Redeveloping these sites will help activate the area and increase tax revenues to the West Salem URA.

Funding and Timeline: Craft industrial uses should be a high priority over the short- to long-term for the Redevelopment Grant program regardless of which area the property is in. Focusing craft industrial users in the Employment Area should be a priority over the mid- to long-term once the 2nd Street underpass is in place.



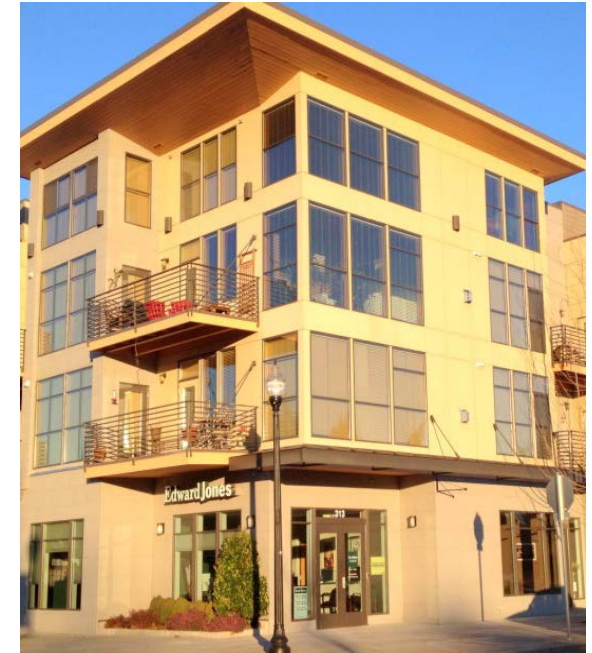
Portland's City Market provides an example of a successful co-location of four small food purveyors in an adaptive reuse of an industrial building.

Main Street Area

The Main Street Area will build upon the existing concentration and mix of businesses and the successful completion of many of the recommendations within the Edgewater/2nd Street Redevelopment Action Plan, such as the new streetscape and sidewalks along 2nd Street, to create a thriving walkable, pedestrian-oriented area. The area referred to as the Western Gateway (the shopping center and commercial uses located at the intersection of Edgewater between Eola Drive and Rosemont Avenue) presents a future opportunity for a mixed-use or residential development when more is known about the Salem River Crossing and the potential relocation of the Highway 22 ramps.

- **Extend feel of “Main Street”**
- **Build off past plans & successes**
- **Extend 2nd Street**
- **Better connect West Salem**
- **Increase accessibility**
- **Western Gateway: future opportunity for residential and/or mixed use**

Representative Images from Salem and Beyond



Main Street Area

The Main Street Area continues the momentum underway with the recent improvements to 2nd Street and Edgewater and allows greater opportunity for commercial development to serve the needs of West Salem residents.

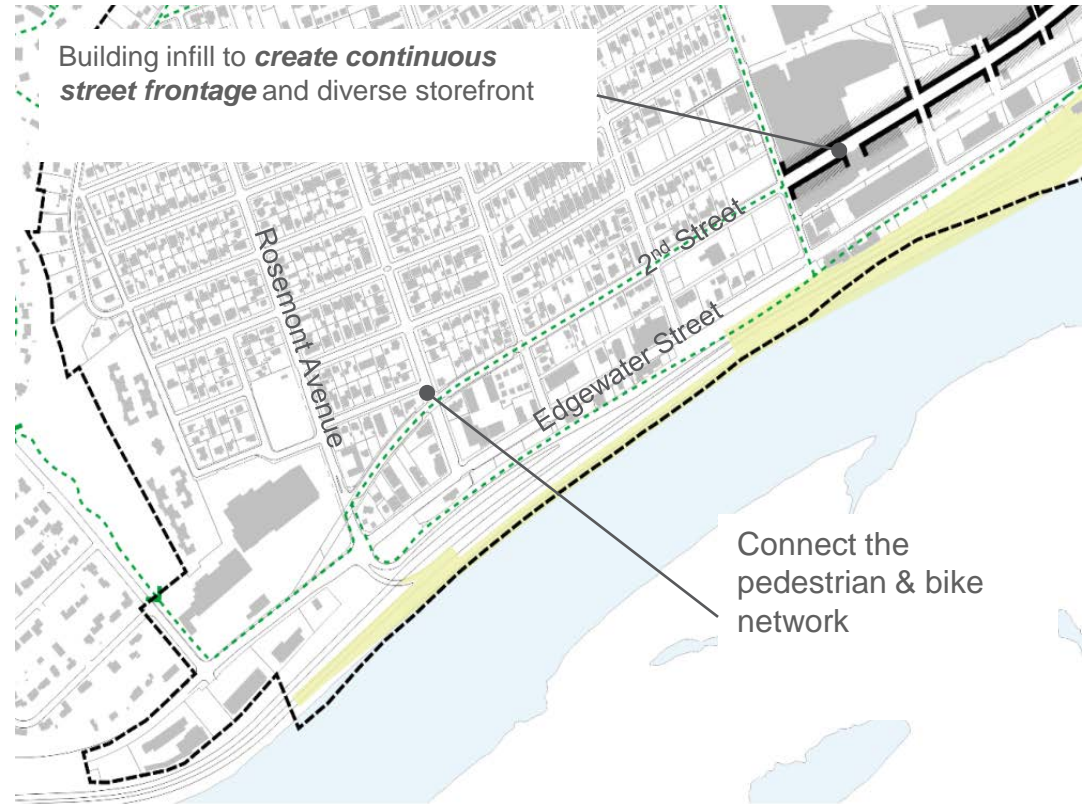
12. Establish design guidelines

Design guidelines are already in place for the area addressed within the Edgewater/2nd Street Action Plan. Similar design guidelines should be extended to 3rd Street to the north in order to encourage the Main Street Area to continue its evolution into a pedestrian-oriented retail and commercial area. The 2nd Street underpass will provide a physical connection between the three areas that can be leveraged by orienting buildings to face 2nd Street. It can provide a buffer for the rest of the Employment Area while allowing for a greater mix of uses. Design guidelines to put in place include the following:

- Encourage a mix of retail, commercial, civic and residential uses developed to a minimum of two stories.
- Encourage active storefronts and sidewalk improvements to foster pedestrian traffic.
- On 2nd Street adjacent to the Employment Area, encourage craft industrial and live-work uses.
- Capitalize on views and visibility to encourage development of multistory apartments along Edgewater.

Benefits/Rationale: Design guidelines convey the future intent of each area and its desired characteristics, giving property owners and developers guidance for redeveloping their properties and assurance of a consistent quality of development.

Funding and Timeline: Cost should be minimal and could be done with existing staff time within the first years following approval of the Action Plan, budget permitting.



Main Street Area

13. Zoning and land use changes

Implement the following changes in land use and zoning to support the design guidelines and intent of the Main Street Area:

- Change zoning north of 2nd to the alley/property line to Retail Commercial (CR) with mixed use overlay.
- Create and encourage consistent uses on both sides of 2nd Street.

Benefits/Rationale: Recommendations with the Edgewater/2nd Street Redevelopment Action Plan have been carried out, and development has followed such as NW Human Services. The recommended zone changes will enable and encourage desired uses to the north of 2nd Street that are compatible with the vision for the future of the area.

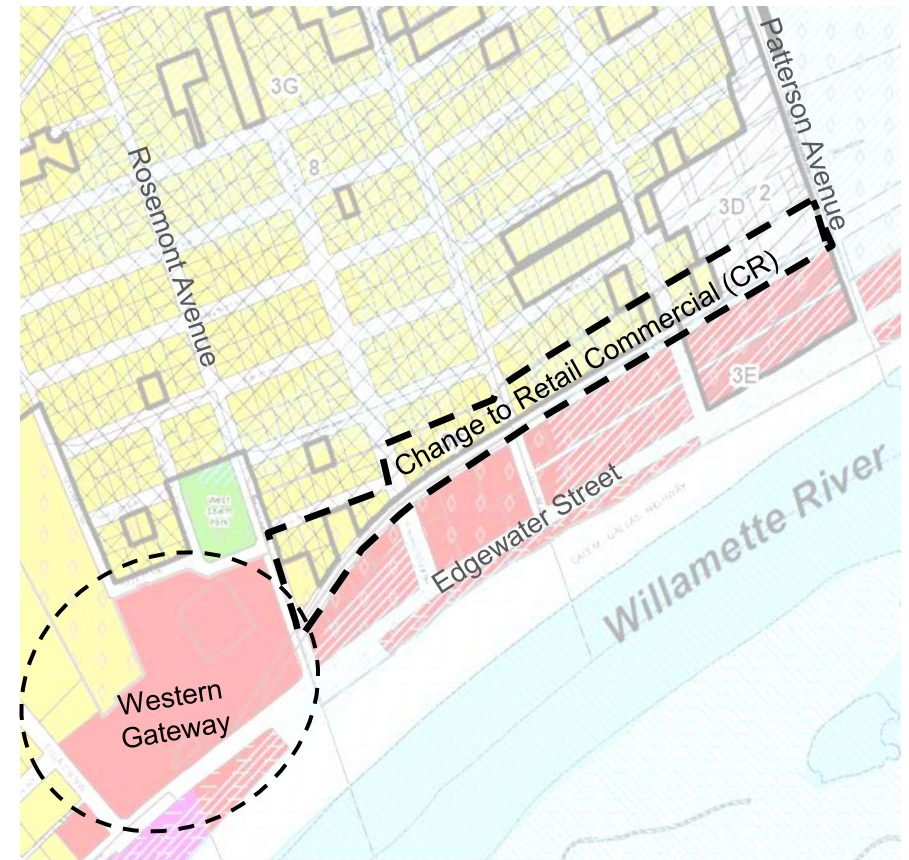
Funding and Timeline: Costs should be minimal and could be done with existing staff time within the first years following approval of the Action Plan, budget permitting.

14. Revisit Western Gateway

Upon resolution of the Salem River Crossing's alignment, the City will be better prepared to support and encourage redevelopment of the Western Gateway at the intersection of Edgewater Street between Eola Drive and Rosemont Avenue, with market supported uses. The building stock may be reaching obsolescence soon and could be rebuilt with more efficient use of the property, better orientation to the street, or with a mixed use housing component. Develop a future design concept for the Western Gateway with consistent rezoning and the application of new, unique design guidelines to reflect the envisioned character of this area. If the intersection is moved, then those transportation investments could be the impetus for redeveloping this property. Zoning and land use changes will help it serve as an anchor for the Main Street Area. The Edgewater/2nd Street Action Plan recommended a stronger connection to West Salem Park, which sits adjacent to the Western Gateway. The Park's role and connection to the Business District should also be considered at this time.

Benefits/Rationale: Realignment of the intersection will be a compelling reason to redevelop this property. Zoning and design guidelines will guide the development in a way that is supportive of the future vision for the area.

Funding and Timeline: Cost is unknown at this time. Planning could be done with existing staff and/or a consultant following implementation of the Salem River Crossing Preferred Alternative.



Changing existing zoning will facilitate development of consistent uses on both sides of 2nd Street. The Western Gateway has the potential to become a signature development acknowledging the arrival into West Salem in the future, depending on transportation changes being considered as part of the Salem River Crossing.

Main Street Area

15. Complete Edgewater/2nd Street action items

Although many of the projects that were included in the Edgewater/2nd Street Action Plan have been completed, there are a number of project ideas that were surfaced during that planning process that are still relevant and would help strengthen the West Salem Business Area as a whole and should still be considered as budget becomes available and partnerships are formed. *(Costs mentioned here are from the 2010 Edgewater/2nd Street Action Plan and have not been increased to account for inflation.)*

- **Festival Street.** A Festival Street is a multipurpose street that is normally open to traffic and parking but can be temporarily closed off for special events such as festivals and farmer's markets. Festival Streets usually include special paving and curb treatments to distinguish the street, including removable bollards to block traffic. Some festival streets are designed without sidewalks and traffic devices to create a seamless multi-purpose urban space. The block of Kingwood Avenue between Edgewater Street and 2nd Street was recommended as the first location to test since it is closest to many of the area's historic assets, existing commercial uses, and opportunity sites. Recommendations included partnering with the business association to sponsor and program events for the festival street. Costs for this project were estimated at \$35,000 for the design and \$315,000 to \$390,000 for construction, for a high-end total of \$425,000. Finding a lead partner to program and run events for the space is a critical component of this project

- **Gateway Sign at Edgewater & Wallace.** Explore viability of a gateway sign or feature at Edgewater Street and Wallace Road with ODOT and West Salem Business Association, and other partners. If viable, set aside money for future design and construction, and ongoing maintenance. Costs for this project were estimated at \$20,000 set aside for design, and \$45,000 for construction for a total of \$65,000.
- **Connect to river and parks.** The plan included the following suggestions for increasing the connections to the river and parks in West Salem. The majority of these items will be accomplished by the 2nd Street under-crossing.
 - **Wallace Marine Park River Access:** Complete a conceptual design for a pathway (or series of pathways) connecting Wallace Marine Park to the West Salem Business Area. The 2nd Street underpass would provide one such critical connection. Preserving and enhancing pedestrian connections from the Town Center to Wallace Marine Park should be coordinated with the final design of the Salem River Crossing, as the ramps for Marine Drive are being designed.
 - **Revisit Musgrave Trail connection:** Revisit (with the closure of Musgrave Lane from Wallace Road) and as additional design of the under-crossing occurs, a trail connection that better connects the bike path to Edgewater Street. This will be accomplished with the elevated multi-use path that is part of the 2nd Street underpass.
 - **Connect West Salem Park:** Design and develop stronger connections to West Salem Park once the design of the future Salem River Crossing is known. This should be considered along with the future design concept for the Western Gateway.

Benefits/Rationale: These projects have been vetted in a prior planning process. They still align with the goals of this Action Plan and would benefit the entire West Salem Business Area.

Funding and Timeline: Some costs were estimated in the 2010 Edgewater/2nd Street Action Plan and are included with the individual project descriptions above. Other projects in this Action Plan have taken priority over the short-term (for instance funding the 2nd Street underpass), however some of the projects listed here could be incorporated into that project, such as better access to Wallace Marine Park and a Musgrave Trail connection.

Action Plan Strategy

Incremental Implementation Strategy

This Action Plan should become part of the ongoing management of the West Salem URA. For the Action Plan to truly be the “chart for change” it is intended to be, it must indicate the appropriate tools, actions, and timelines for carrying out the policies, recommendations, and projects articulated in prior plans.

Not every action or recommendation can be carried out and completed at once. Therefore, preparing an incremental implementation strategy that programs the actions over time is an effective way to ensure that steady progress is made.

Projects will move up the list over time as earlier projects are completed, markets change, new information is available, and community priorities change. As a part of the West Salem URA budgeting process, the Action Plan should be reviewed annually.

The Summary Chart of Actions on the following page shows a brief summary of the transportation improvements and other actions organized by area, as well as a timeline for implementation and estimated costs.



Summary Chart of Catalyst Projects and Actions	Near-term	Mid-term	Long-term	Cost Estimate	Potential Funding Source
Transportation					
1. 2 nd Street extension and grade-separated under-crossing of Wallace Road	✓			\$8,700,000	Federal and state grants, urban renewal bonds, possible future Streets and Bridges bond
2. Local street connections to Musgrave Lane and existing street network	✓			\$1,350 per linear foot	Urban renewal, City, private developer
3. Evaluate Supplemental Transportation System Development Charge (TSDC)	✓			\$10,000 to \$20,000 consultant fee; existing staff time; or combination	To be determined
4. Spot Intersection Improvements needed to meet TPR requirements			✓	\$1,120,000	TSDC and/or developer
5. Opportunistic local connections		✓		\$1,350 per linear foot	Urban renewal, private developer and/or City
Town Center Area					
6. Establish design guidelines	✓			Staff time	To be determined
7. Zoning changes	✓			Staff time	To be determined
8. Facilitate unique urban housing development					To be determined
Redevelopment Grant program		✓		\$300,000 per grant	Urban renewal funds (\$300k maximum grant; recommend \$500k budgeted annually)
Development Opportunity Study (DOS)		✓		\$10,000 (approximate cost per study)	Urban renewal funds (\$30k annually)
Opportunity Fund		✓		\$50,000 to \$100,000 per year	Urban renewal funds (\$100k annually)
Employment Area					
9. Establish design guidelines	✓			Staff time	To be determined
10. Zoning changes	✓			Staff time	To be determined
11. Craft Industrial/Micro-food demonstration project					To be determined
Redevelopment Grant program		✓		\$300,000 per grant	Urban renewal funds (\$300k maximum grant; recommend \$500k budgeted annually)
Development Opportunity Study (DOS)		✓		\$10,000 (approximate cost per study)	Urban renewal funds (\$30k annually)
Opportunity Fund		✓		\$50,000 to \$100,000 per year	Urban renewal funds (\$100k annually)
Main Street Area					
12. Establish design guidelines	✓			Staff time	To be determined
13. Zoning changes	✓			Staff time	To be determined
14. Revisit Western Gateway			✓	Staff time	To be determined
15. Complete Edgewater/2 nd Street Action Items*					
Festival Street		✓		\$425,000	Urban renewal funds
Gateway Sign at Edgewater & Wallace		✓		\$65,000	Urban renewal funds
Connect to river and parks	✓			(include in 2 nd Street under-crossing)	

*Edgewater/2nd Street Action Items were estimated in 2010 dollars and have not been adjusted for inflation. Note: Staff time is dependent on department budgets and workloads.

Conclusion

With a recovering economy, West Salem is poised for change. Its Business District is in a key location, serving as both the entrance to West Salem, and as a gateway to downtown, just across the river. Previous studies have all pointed to a bright vision for the future role and performance of West Salem—that of a self-sustaining entity and destination unto its own—a thriving, family-friendly, accessible, compact and mixed-use neighborhood with a wide range of places to live, work, shop, gather and play. The heart of West Salem, the Business District, has numerous assets and amenities that can be leveraged to create a dynamic future—a thriving Town Center Area, a healthy Employment Area with a strong employment base to build upon, and a burgeoning Main Street Area along 2nd Street and Edgewater.

This Action Plan is intended to provide a roadmap for those projects and actions that can shape the future form and function of the Business District and stimulate investment to achieve envisioned change. Many of the recommendations in this Action Plan, such as changes in zoning and establishment of design guidelines, and will serve to guide the quality and orientation of future development. Other actions, such as the recommended urban housing and craft industrial/micro-food projects can be pursued with existing urban renewal resources and other funding tools, and the partnership of URA staff with creative and visionary developers and property owners.

The recommended near-term Phase I transportation improvements will require a funding sources beyond the current capacity of the URA, requiring the pursuit of available grant funds. Mid-to-longer-term Phase II transportation improvements could be initiated by the City to incentivize development or could be provided by developers when properties redevelop over the long-term.

This Action Plan represents a targeted and strategic approach toward furthering key opportunities, achieving intentional change, and for positioning the Business District as a sustainable, balanced, close-in downtown neighborhood with its own unique role and character.

Supporting Documents

For more information contact:

Annie Gorski, Project Manager, Urban Development Department
503.540.2480
agorski@cityofsalem.net

Tory Banford, Management Analyst, Urban Development Department
503.540.2445
tbanford@cityofsalem.net

The following materials can be found on the project website:

<http://www.cityofsalem.net/westsalempln>

- Existing Plan Review
- Baseline Infrastructure Conditions
- Market Assessment Summary
- Hotel Assessment Summary
- Transportation Analysis
- Craft Industrial Memo
- Design Guidelines Memo
- ODOT Letters