

FINAL REPORT EDGEWATER/SECOND STREET REDEVELOPMENT ACTION PLAN



Salem
AT YOUR SERVICE

February 2010

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Introduction

The Edgewater/Second Street Action Plan (the Action Plan) is a tool that gathers together the many projects, visions, and goals identified for the Edgewater/Second Street area (the Area) and organizes them into a logical and prioritized framework to assist in setting budget priorities in the broader West Salem Urban Renewal Area over the immediate, short-, and long-term timeframes. It draws largely from past reports and studies, but validates them against current physical and economic conditions to ensure that the recommended projects are feasible and consistent with the overall goal of revitalization. Now that the West Salem Urban Renewal Area has the capacity to fund a range of capital projects, the Action Plan can serve as a mechanism for evaluating potential projects and actions for consistency with the community's vision for the Area.

The Edgewater/Second Street Redevelopment Action Plan incorporates the following elements:

- **Confirms visions:** Edgewater and Second streets have been the subject of several plans dating back over ten years. The Action Plan will not reinvent the wheel by redefining the vision for the area. Rather, it will validate existing visions against economic and physical conditions to confirm that they are still valid.
- **Identify projects:** The Action Plan will take both broad and specific goals and visions stated by the community and translate them into incremental projects that can be identified, phased, and budgeted for capital investment.
- **Set priorities:** As with most plans, there is not enough money available to implement every project. The projects will be prioritized and phased to maximize leverage, coordinate projects, and best achieve the vision.
- **Allocate funding:** The Area is located within the West Salem Urban Renewal Area. Since urban renewal revenues will be used to finance improvement projects identified in the Action Plan, as required by ORS 457, the statute that governs urban renewal in Oregon, the Action Plan must identify specific funding allocations for projects.
- **Coordinate public and private actions:** The successful revitalization of the Area will depend upon careful coordination of both public and private projects. While the Action Plan primarily serves to specify public funding priorities, it does not lose sight of the public-private partnerships that are necessary for success.
- **Short-, mid-, long-term:** The Action Plan provides specific guidance for the short-term timeframe in order to set budgets. It also sets the mid- and long-term context in which those short-term investments will play a role.

Introduction

Methodology

The Action Plan was developed through a process that involved both qualitative and quantitative research along with the focused input from the West Salem Redevelopment Advisory Board (WSRAB). In the course of this process, the consultant team conducted the following research steps:

- **Review of existing plans:** Recent and old plans that are specific to the Area as well as those that deal with the broader West Salem area were surveyed for relevant information on visions, opportunities and constraints, project ideas, and other policies.
- **Stakeholder interviews:** The goals and visions were confirmed through a series of stakeholder interviews with West Salem residents, business owners, and property owners.
- **Market reconnaissance:** An economic survey was conducted to evaluate the market opportunities for investment.
- **Walking tour:** Guided by WSRAB members and City staff, the consultant team made a walking tour of the Area to view and discuss challenges and opportunities.
- **Existing conditions report:** All of the above steps were summarized into an Existing Conditions Report (Appendix A), which serves as a foundation for the remaining steps.
- **Project identification workshop:** The consultant team held a half-day workshop with City of Salem staff to review the Existing Conditions findings and to identify a preliminary set of priority projects and actions.
- **Cost estimating:** The “order of magnitude” cost to implement each priority project was identified in order to create project lists that are in balance with available funding.¹
- **Confirmation with WSRAB:** The draft list of projects was presented to the WSRAB in early December 2009 to gather feedback and confirm that identified projects reflect the community’s priorities.
- **Final Action Plan:** Based on the WSRAB’s input and refined cost estimating, the final Action Plan was developed.

¹ Action Plan project cost estimates were prepared by City of Salem staff, Otak, Inc., and Leland Consulting Group.

Introduction

Incremental Implementation Strategy

The Action Plan should be updated annually and become part of the ongoing management of the West Salem Urban Renewal Area. 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 assembles plan objectives and establishes a game plan of immediate, short-term, and long-term actions for achieving them is an effective way to ensure that steady progress is made. In preparing such a strategy, the implementing actions and projects (and the major steps toward achieving them) are categorized by timeframe: immediate (Year 1), short-term (Years 2-3), and long-term (Year 4 and beyond). Actions occurring in each of the first three years will set the stage for completing the activities to be achieved in the following year(s) and are therefore identified and programmed in detail.

The activities for Year 1 are tied to the available operating budget; the activities identified for Year 2 and Year 3 serve as a placeholder or indication of anticipated action-related resource needs for the coming two years. Once Year 1 is nearly complete, the activities for Year 2 should be adjusted as necessary, for they will become the “new” Year 1. Year 3’s activities should be adjusted as appropriate in anticipation of becoming the new Year 2; accordingly, activities in Year 4 and beyond should be moved up from

the list of long-term actions and projects to the short-term as earlier projects are completed.

This “rolling” implementation strategy becomes a sort of “capital improvement program for action,” ensuring that meaningful progress is indeed made on carrying out the plan in an affordable, achievable manner.

In the context of the Edgewater/Second Street area, having such a strategy in place will help ensure the Action Plan has a truly lasting value and will facilitate the successful realization of Area revitalization planning goals and objectives. Projects identified for Year 1 (FY 2010-2011) of the Action Plan have the most detail and include budget estimates that have been evaluated by the consultant team and City of Salem staff. Projects in future years are described with less detail and financial accuracy since they will be reevaluated prior to the end of Year 1. 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 WSURA budgeting process, the Action Plan should be updated annually.

Key Findings

What We Found

As described in the Existing Conditions Report (Appendix A), several key findings from past studies and existing conditions shaped the selection and prioritization of projects for the Action Plan. Key among these findings were:

- **Third Bridge crossing:** There is considerable uncertainty about the potential impacts to the study area from the planned third bridge across the Willamette River. Final designs have not been finalized and several of the alternatives could significantly impact existing structures and open space along the south side of Edgewater Street, particularly east of Gerth. Additionally, there is uncertainty as to the timing of when the bridge would be built.
- **Need for pedestrian improvements and trail connectivity:** Physical conditions and community input confirmed the need for improved pedestrian amenities, including trail connections between the Area and nearby locations such as Wallace Marine Park, the railroad bridge, and downtown Salem.
- **Need for streetscape improvements:** While there are sidewalks along the entirety of Edgewater Street, the condition of the streetscape is in need of improvement. Examples of potential improvements include but are not limited to a consistent set of street trees, better lighting, and improved pedestrian crossings.
- **Need for road improvements to Second Street:** The west end of Second Street is only marginally improved with asphalt in the travel lanes and a gravel median from Rosemont to Gerth that is currently owned by Union Pacific Railroad. New sidewalks, better pavement, and on-street parking would facilitate transition of Second Street into a mixed-use district.
- **Many opportunities for redevelopment and infill:** Both on Edgewater and on Second streets, there are several vacant and underutilized sites that could be redeveloped into commercial, residential, or mixed-use spaces.
- **Strong community support for revitalization:** As stated in the previous plans, but also confirmed through stakeholder interviews, there is strong and consistent support for the revitalization of the Area into a mixed-use 'Main Street' district.

Key Findings

Key Findings

Key findings from the opportunity and challenges analysis will be used to begin identifying and prioritizing potential projects for the Action Plan. They are described below and illustrated on the Redevelopment Opportunities map on page 10.

- Improvements to streetscape and pedestrian conditions will be necessary to achieve the vision for the Area. Improved connections are needed both within the Area itself and between the Area and nearby destinations such as the Willamette River and Downtown Salem.
- Several concentrations of vacant and underutilized land are located throughout the Area and could accommodate new development.
- Improvements to Second Street are needed, particularly at the western end, where the median is unimproved and the pavement is in poor condition.
- Edgewater Street has poorly defined gateways. Gateways are important to the character of an area and help clearly define specific business or pedestrian zones.
- Two key “Pulse Points” of activity are evident: (1) at Kingwood Avenue near the Old City Hall and (2) just west of McNary Avenue. Pulse points (also called nodes or centers), are compact concentrations of residential, retail, office, civic, cultural, or recreational activity. Pulse Points may be an existing condition where land uses are already concentrated. Conversely, where current conditions don’t already meet the definition of a Pulse Point, or only do so incompletely, they can serve as a targeted urban form to help focus and prioritize revitalization efforts.
- There are no adequate public spaces for events along Edgewater Street. Given the noise and physical constraints along the south side of Edgewater, the creation of a “Festival Street” may be an option, where a side street could easily be reconfigured and used for special events when needed.
- The Area has poorly defined connections to Downtown Salem, Wallace Marine Park, and other nearby destinations.
- It is likely that utility improvements will be needed to accommodate large redevelopments within the Area and adjacent areas. Further analysis such as an engineering study would be needed to define the extent of these constraints.

Confirming the Vision

Vision for Edgewater/Second

Multiple plans, including the Edgewater District Study, the West Salem Neighborhood Plan, and the West Salem Urban Renewal Plan articulate a vision and desired outcomes for the Area. Collectively, these plans support goals and policies that will result in the evolution of the Area into a mixed-use, pedestrian-oriented district with a 'Main Street' feel and a wide range of neighborhood amenities. Potential projects will be evaluated for consistency with these visions.

Gathered from these plans, a summary of key vision elements and desired outcomes for the Area and the broader West Salem neighborhood is provided below.

- Preserve and enhance the Area's unique, historic character, buildings and assets;
- Encourage new development and rehabilitation projects that create a diverse, vibrant, economically and environmentally sustainable, livable community;
- Provide housing options suitable for households of varied age, income and lifestyle preferences;
- Develop commercial and mixed-use areas that encourage people to live near shopping, neighborhood services and employment;
- Second Street becomes a mixed-use street;



Northwest Human Services recently renovated its West Salem Clinic, adding exam rooms for two new providers.

- Create safe and attractive streets that encourage pedestrian and bike activity;
- Increase local and regional connectivity. In particular, improve bicycle and pedestrian connections to Downtown Salem and the riverfront;
- Provide transportation and public facilities infrastructure that enables people to access employment, recreational, cultural and educational services, and other day-to-day needs using a variety of convenient modes of transport, including walking, biking, transit and the automobile; and
- Preserve and expand green assets, natural resources and parks and open space areas, including the Willamette River Greenway.

Strategic Framework

The Strategic Framework describes the organizing strategy that was used to identify potential projects and actions, evaluate how well they support the vision, and then prioritize them over time.

Project Selection Criteria

Several criteria were used to screen potential projects to evaluate how well they support the vision for the Area. With many potential projects, and more projects than available funding, these criteria help to identify those projects that should be moved to the front of the line, while deferring other projects to a future year.

Two levels of criteria were used during the Project Identification Workshop. First, projects were evaluated against Policy Criteria. Policy Criteria are those which relate to a project or action's consistency with the goals and visions for the Area (in essence, a mixed-use Main Street district). Projects were also evaluated on Feasibility Criteria, which are more technical criteria related to a project's consistency with the goals of the urban renewal area.

The Policy and Feasibility Criteria are described below:

Policy Criteria

- **Historic Character:** Support for or enhancement of the Area's historic character and assets.

- **Revitalization to Commercial/Mixed-Use:** Support for revitalization of the Area as a commercial and mixed-use district.
- **Housing:** Support for the direct or indirect introduction of new housing into the Area.
- **Second Street Mixed-Use:** Support for the transformation of Second Street into a mixed-use area.
- **Bike and Pedestrian Amenities:** Support for or the enhancement of the bicycle and pedestrian environment.
- **Access to Work and Play:** Support for or the enhancement of connections between the Area and surrounding destinations.
- **Green Assets:** Support for or enhancement of parks and open spaces throughout the Area.

Feasibility Criteria

- **Leverage:** Each project was evaluated on whether it leverages other projects (public & private). That is, does it somehow connect or build upon prior or planned investments? Projects that support existing or future investments are a higher priority than "one-off" projects that do not.

Strategic Framework

- **TIF generation:** The West Salem Urban Renewal Area requires growth in the tax base in order to support the funding of projects. Projects and actions that incorporate private investment or will serve as an incentive for private investment are prioritized.
- **Broad public support:** Projects and actions must support the visions of the West Salem community. Those that have a high level of support (as expressed in prior plans, stakeholder interviews, and other methods) are a priority.
- **Focus projects geographically:** There is strength in numbers and momentum to be gathered when projects are clustered. Focusing projects in a tight area rather than dispersing them throughout the Area helps to achieve a critical mass of investment at a desired location, which in turn creates market opportunities that can take on a life of their own over time.
- **Recognize third bridge uncertainty:** As noted previously, there are many unknowns about the ultimate alignment and impact of the third bridge. As such, the Edgewater Action Plan needs to take the location of the new bridge, and any alternatives, into consideration in the development of the area. Therefore, the Action Plan recommends earliest investments in projects west of Gerth.

Guiding Principles

While not serving as direct criteria used to evaluate specific projects, several guiding principles that support revitalization goals and objectives were used to identify priority projects.

- **Align with West Salem Urban Renewal Area goals:** Although this process is specific to the Edgewater/Second Street area, it operates within the broader context of the West Salem Urban Renewal Area; thus the goals of that plan are incorporated by default into this process.
- **Mix of big & small, ongoing & one-time:** Urban Renewal works best when there are both big and small investments. Likewise, there should be a balance between one-time projects and those that occur over time.

Strategic Framework

Project Categories

In order to facilitate the phasing and prioritization of projects in the Action Plan, projects have been organized into the following four broad categories.

- Festival Street
- Access, Transportation, and Parking
- Redevelopment Opportunities
- Business Planning

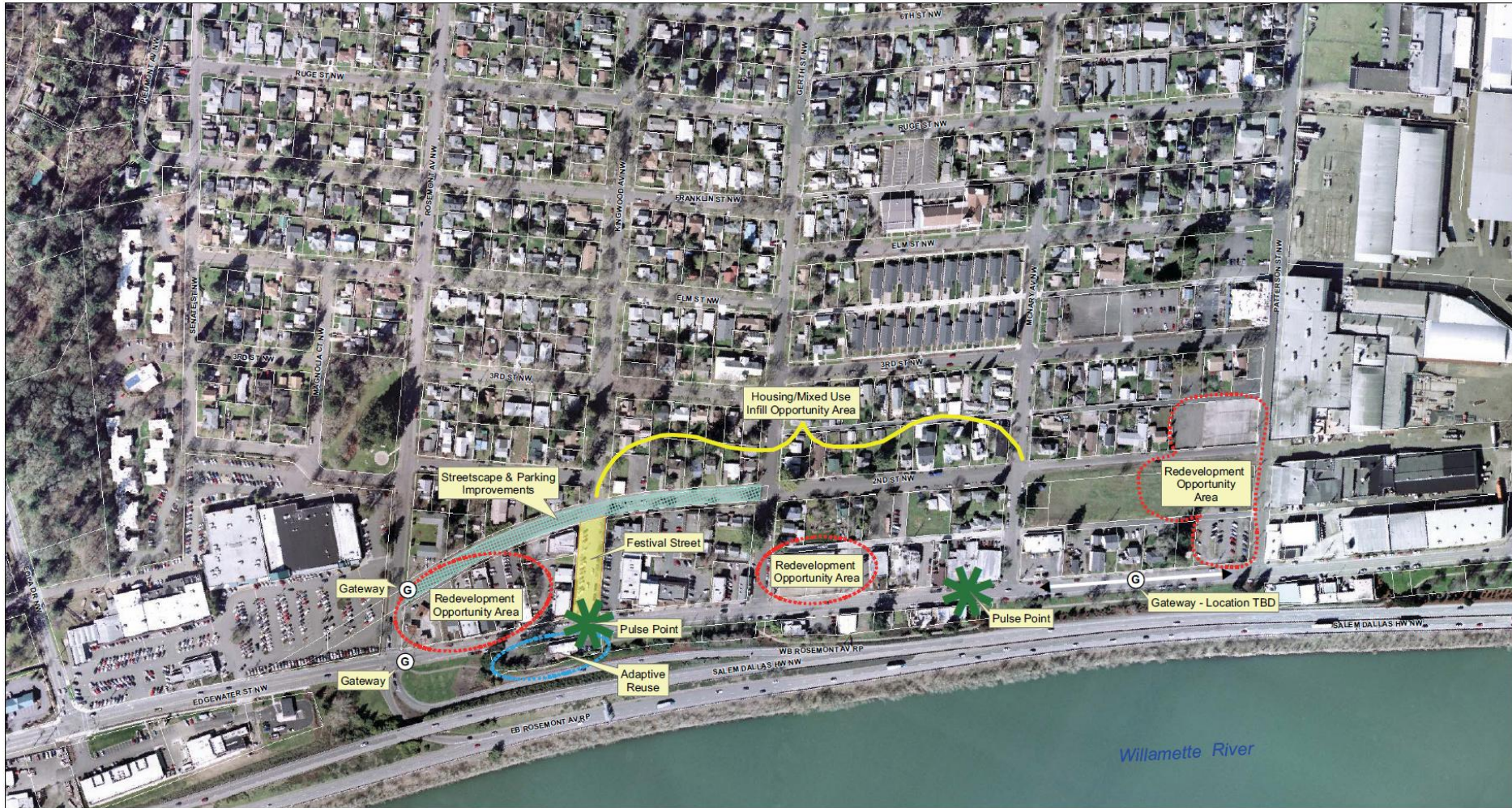
Within each category, projects are closely related and will be coordinated over one or several years. In the following pages, each of the project categories is described in detail along with specific short-term actions and budget priorities.

For each category, the specific implementing projects and actions are described along with the responsible party and timeline. In most cases, projects will be the responsibility of the City of Salem, but coordination with private entities or developers is integral to any successful revitalization effort.



Currently, The Edgewater is one of a limited number of apartment complexes in the Area. The provision of quality housing opportunities, including rental and owner-occupied housing, is one of the Area's revitalization goals.

Strategic Framework



Redevelopment Opportunities



0 125 250 500 Feet

Legend

- G Gateway
- Redevelopment Opp. Area
- Adaptive Reuse
- * Pulse Point
- Festival Street
- Streetscape/Parking Improvements
- Tax Lots

Edgewater/Second Street
Redevelopment Action Plan

Action Plan: Festival Street

Description

This category includes a range of actions that would lead to the development of a Festival Street in the Area. 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.

Reason for Selection

The Festival Street was identified as a project for several reasons:

- It meets the stated goal for creating a gathering place in the Area.
- It provides a public gathering place for the community without having to dedicate space that may not be used except during events.
- It creates a destination around which other investments can be clustered.
- It helps create a brand and image for the Area.

Selection Criteria

- ✓ Build on historic character
- ✓ Support revitalization/ mixed-use
- ✓ Improve Second Street
- ✓ Improve bike/ped. connectivity
- ✓ Increased access to work & play
- ✓ Enhance green assets
- ✓ Proximity to a Pulse Point

Action Plan: Festival Street

Implementation Strategy

Since the success of a Festival Street is contingent on a steady program of events and coordinated marketing, a phased approach is recommended. Under this plan, implementation of the Festival Street would begin in Year 1 as a temporary development, only utilizing moveable elements such as decorative barricades and signage. After the success of the concept has been proven, designs for a permanent Festival Street can be developed and construction can begin thereafter. This phased approach provides several benefits:

- A variety of locations can be tested during the first year to evaluate impacts on traffic and parking as well as on attendance. The block of Kingwood between Edgewater and Second is 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.
- It allows time for a farmer's market and other events to build up a support base prior to committing money for construction.
- It provides time for a management entity to be formed to be responsible for programming and organizing events.

Once the "proof of concept" is successful, then subsequent steps would include a process to develop a high quality design for the street, to be followed by construction.



Festival Street in Portland's Old Town/Chinatown district.



Festival Street in downtown Vancouver, Washington.

Action Plan: Festival Street

Implementation Summary

- **Organize events:** The City should collaborate with a private entity (business association, neighborhood association, or other nonprofit) to organize events, recruit a farmer’s market or investigate other special events, develop a program and conduct appropriate marketing. Initially, with input from community partners, the City can establish a temporary “test” location (or locations) and evaluate the long-term feasibility of the Festival Street concept.
- **Design:** If a test location proves successful, hire a landscape architect (or similar consultant) to develop a design and construction drawings for permanent physical streetscape enhancements to support the establishment of the Festival Street.

- **Construction:** Construct the project.
- **Financing:** Events cannot be funded with urban renewal funds. However, urban renewal can fund capital improvements to facilitate events.



Festival Street in downtown Hillsboro.

Action Plan Budget

Year	Action	Responsibility	Cost
Year 1			
2010-2011	Organize events	Private partner	\$0
Year 2 and Beyond			
2011-2012	Design permanent Festival Street	WSURA	\$35,000
2012-2013	Construction of Festival Street enhancements	WSURA	\$315,000 - \$390,000

Action Plan: Access, Transportation, Parking

Description

Investing in access, transportation, and parking improvements is one of the most effective ways to promote a healthy district. This is a broad category that includes projects ranging from street improvements and streetscape improvements, such as sidewalks, lighting and street furniture, to trails.

Reason for Selection

Transportation and streetscape improvements were one of the most frequently cited needs for the Area. Further, the opportunity for private investment is defined by the public realm – the streets and sidewalks are the most visible part of the district and the quality of those spaces will “set the bar” for private investment around it. Thus, improvements to public spaces will serve as an incentive for private investment in buildings, housing, and commercial uses.

Selection Criteria

- ✓ Support revitalization/ mixed-use
- ✓ Encourage housing
- ✓ Improve Second Street
- ✓ Enhance bike/ ped. access and connectivity
- ✓ Increased access to work & play
- ✓ Enhance green assets



Example of sidewalk and streetscape improvements.

Action Plan: Access, Transportation, Parking

Implementation Strategy

Access, Transportation, and Parking includes a sub-category specifically for Second Street. Since the westernmost two blocks of Second Street (between Rosemont and Gerth) are only minimally improved with a gravel median, they are in immediate need of improvement. Improving this section of Second Street with full paving, on-street parking, and new sidewalks would transform this area and prepare it for new mixed-use development on adjacent properties.

The rest of this category addresses needs in other parts of the Area, including streetscape along Edgewater Street, Musgrave Trail connections, wayfinding (signage), and gateway features.

Although this category includes parking, no parking improvements are recommended for the short term, with the exception of new parking to be built on Second Street. While parking was frequently cited as an issue in the area, many of the comments had to do with the building permitting process related to meeting parking standards for new construction or changes of use. With the many small lots and older buildings, this has been a challenge for many property and business owners. This issue will be addressed in the Business Planning project category.



Decorative lighting, planters, intersection, curb bulb-outs and other streetscape improvements help give a district a unique sense of place

Although the intersection of Edgewater Street and Wallace Road will likely be rebuilt when the third bridge is constructed, an investment in a gateway feature here is still recommended since the investment amount is small and it is likely that the bridge will not be built for at least 10 years.

Action Plan: Access, Transportation, Parking

Implementation Summary

Second Street

- **Second Street site control:** The Second Street median strip, approximately 44,000 square feet between Rosemont and Gerth, is currently owned by Union Pacific Railroad and underutilized. Initiating discussions with the Railroad, negotiating an option for the City to acquire the property, and developing a visitor parking design for the area is an immediate priority. Creating additional on-street visitor parking will benefit nearby businesses, particularly businesses on Edgewater that have limited access to on-street parking and, in some cases, insufficient off-street parking.
- **Construct Second Street:** With construction drawings complete, set aside money for construction of the street improvements.

Other Projects

- **Bicycle/pedestrian signage:** Installing signs to denote bicycle/pedestrian pathways or routes will help create a balanced, multi-modal transportation that enables the safe and efficient movement of goods throughout the Area and the broader West Salem Urban Renewal Area.
- **Gateway sign (set aside):** Set aside money for future construction of the Wallace/Edgewater gateway.

- **Wallace Marine Park River Access:** Complete a conceptual design for a pathway (or series of pathways) connecting Wallace Marine Park to the Area.
- **Edgewater bulb outs and lighting:** Installing intersection bulb-outs and pedestrian street lights on the two block area between Rosemont and Gerth will improve pedestrian access and connectivity along Edgewater Street and enhance this important commercial street's appearance and Main Street appeal.
- **Design Musgrave Trail connection:** Design a trail connection that better connects the bike path to Edgewater Street.
- **Design Wallace/Edgewater gateway:** Contract with a landscape architect or similar consultant to develop a highly visual gateway feature that announces the entry to the Area.

Long-term Projects

- **Parking study:** Based on the pace of new development, study parking demand and explore options for shared parking, off-street lots, and other strategies.
- **Connect West Salem Park:** Design and develop stronger connections to West Salem Park. This project may be impacted by the design of the third bridge.

Action Plan: Access, Transportation, Parking

Action Plan Budget

Year	Action	Responsibility	Cost
Year 1			
2010-2011	Second Street site control	WSURA	\$105,000
2010-2011	Bicycle/pedestrian signage	WSURA	\$11,035
2010-2011	Gateway sign (set aside)	WSURA	\$20,000
2010-2011	Wallace Marine Park river access	WSURA	\$25,100
Year 2 and Beyond			
2011-2012	Edgewater bulb outs and lighting	WSURA/City	\$322,500
2011-2012	Complete Second Street site control acquisition	WSURA	TBD
2012-2013	Design Musgrave Trail connection	WSURA	TBD
2012-2013	Design Wallace/Edgewater gateway	WSURA/City	\$20,000
2013-2014	Construct Second Street	WSURA/City	\$1.0 to \$1.2 million
2013-2014	Construct Wallace/Edgewater gateway	WSURA	\$45,000
Long Term Projects			
2016+	Parking study	WSURA	\$25,000
2016+	Connect West Salem Park	WSURA	TBD

Action Plan: Redevelopment Opportunities

Description

This category includes a range of actions related to the development and redevelopment of land within the Area. It would include new housing, rehabilitation of historic structures, mixed-use projects, storefront improvements (Toolbox program), and other projects.

Reason for Selection

Realization of the vision for the area as a Main Street will require significant private investment in housing, commercial, and mixed-use buildings. Projects and actions that help Edgewater/Second “get ready” for that investment or serve as incentives will improve the chances for success.

Most notably:

- Redevelopment will increase the tax base, a fundamental need for successful urban renewal.
- Redevelopment provides for multiple opportunities for private sector participation in the Area’s renewal.
- Redevelopment of certain underutilized properties will help remove blight and improve the overall character (and perception) of the Area.
- New housing will add residents to the Area who, in turn, will increase the buying power to support Area businesses.

Selection Criteria

- ✓ Build on historic character
- ✓ Support revitalization/mixed-use
- ✓ Encourage housing
- ✓ Improve Second Street
- ✓ Increased access to work & play



Vertical mixed-use development (e.g., office or housing over ground-floor retail) is a suitable development type for the Area.

Action Plan: Redevelopment Opportunities

Implementation Strategy

In keeping with the principle of focusing development to achieve a critical mass, redevelopment is initially targeted for the block bounded by Edgewater, Kingwood, Second, and Rosemont (see map at right). This block has several underutilized parcels and any new investment here would leverage other planned projects such as the Festival Street and improvements to Second Street.

Elsewhere in the Area, properties that are currently vacant could be priorities for redevelopment. No specific property in the Area is “targeted” for redevelopment however. Property acquisition will generally be on a willing seller basis. The program should begin by setting aside seed funding for a property acquisition fund so that the Salem Urban Renewal Agency can acquire property on short notice if the opportunity arises.

Meanwhile, the City’s successful Toolbox program that provides capital for storefront improvements should continue to be funded.



The block bounded by Edgewater, Kingwood, Second and Rosemont will be a focal point for redevelopment early on. Centrally located amidst successful existing businesses and multiple redevelopment opportunities, the intersection of Rosemont and Edgewater is one of two Pulse Points within the Area.

Action Plan: Redevelopment Opportunities

Implementation Summary

- **Toolbox Grant:** The Toolbox Grant program, which uses urban renewal revenues to help finance storefront rehabilitation, has been very successful. This program should continue to be funded on an annual basis.
- **Opportunity Fund (remove barriers to development):** The Opportunity Fund can provide financing for programs that will facilitate investment and economically benefit the Area. Examples of the types of programs the Fund may support include:
 - **Development studies:** Most property owners are just that, owners, not developers. The City can fund small development feasibility studies on public and private sites to explore redevelopment options. This can help private property owners better understand the opportunities (and challenges) of redeveloping their land. The development opportunities study program can become an ongoing program that is made available on a willing participant basis to property owners along Edgewater and Second.
 - **Environmental assessment:** Focusing on the block between Rosemont and Kingwood, the City can provide resources for preliminary environmental assessments. Potential contamination or other environmental issues can be a significant barrier to redevelopment. By funding studies to assess whether such conditions exist, the City can help accelerate redevelopment.
- **Land acquisition fund:** A pool of money should be available for use in acquiring property from willing sellers as redevelopment opportunities arise. In early years, the funding pool might not be enough to outright acquire land, but it could be used to secure options, which could later be transferred to private developers. Depending on the need to “write down” the value of land for redevelopment, the Land Acquisition Fund could be replenished as properties are sold to developers.
- **Utility analysis:** The Existing Conditions analysis found that existing utility infrastructure may be inadequate to accommodate the type and scale of redevelopment envisioned by previous plans, particularly at the east end of the Area. Further study of sewer, water, and other utilities is necessary to better understand the situation and identify any needed improvements.
- **Outreach to property owners:** Begin an outreach effort to property owners throughout the district to discuss owners’ current plans for their properties, City resources available to support redevelopment, and to build trust and communication.
- **Redevelopment project subsidy and land write-down:** The Salem Urban Renewal Agency could offer financial assistance (e.g., subsidies, land write-downs, low-interest loans, etc.) to support development that is consistent with Area planning goals and objectives.

Action Plan: Redevelopment Opportunities

Action Plan Budget

Year	Action	Responsibility	Cost
Year 1			
2010-2011	Toolbox Grant	WSURA	\$140,000
2010-2011	Opportunity Fund	WSURA	\$172,685/yr.
2010-2011	Utility analysis	WSURA/City	\$27,030
Year 2 and Beyond			
2011-2012	Toolbox Grant (ongoing)	WSURA	\$200,000/yr.
2011-2012	Opportunity Fund (ongoing)	WSURA	\$175,000/yr.
2011-2012	Outreach to property owners	WSURA	\$0
2013-2014	Redevelopment project subsidy/land write-down	WSURA	TBD

Action Plan: Business Planning

Description

Business planning refers to the myriad of nonphysical programs and actions that combine with the physical projects described earlier to ensure success. Business plan elements could include regulatory changes, organizational strategies, marketing programs, and community outreach.

Reason for Selection

Urban development and revitalization is about much more than capital improvements. Each of the improvements described in the previous categories relies on a close coordination with public and private actions in order to maximize its impact and success. Thus, there must be a “business plan” element to the Action Plan that addresses the organizational, regulatory, and marketing aspects critical to a successful revitalization and place making strategy for the Area.

Implementation Strategy

The business strategy for Edgewater/Second should be with the goal in mind of eventually having a permanent organization in place, with at least one part-time staff person, to manage communications, outreach, and marketing. It reflects that the City needs a “partner” in the community to assist in implementation. At the same time, the regulatory barriers to investment that were identified in the Existing Conditions report should be studied further and removed over time. The overall strategy for business planning is less sequential than for the other project

categories. Organizing events, changing regulations, forming an organization, and marketing can all get underway early on. Indeed, the sooner that they are underway, the better the odds of success are for the physical projects described earlier.

Selection Criteria

- ✓ Support revitalization/mixed-use
- ✓ Increased access to work & play
- ✓ Enhance green assets

Action Plan: Business Planning

Implementation Summary

- **Evaluate and streamline zoning:** A confusing system of zoning overlays and other regulatory requirements was one of the most common barriers to investment heard during the research phase. These barriers combine to make the Area more difficult area to invest in compared to other parts of West Salem and Salem. A review of the zoning code should be conducted in order to identify conflicts and barriers to investment. Likely barriers include parking requirements for new development or changes of use and prescriptive standards for building design and mixes of uses.

Based on the findings from the zoning evaluation, utilize staff and/or consultants to refine the zoning in order to ensure that regulations in the Area are fair, clear, and can be applied expeditiously. The goal should be to make the Area the easiest part of Salem in which to make investments rather than one of the most difficult.

- **Organize events for Festival Street:** The Festival Street will be one of the most visible changes to the Area. Its success depends on a steady program of activities. The City of Salem should identify a private partner (nonprofit) to develop a program of activities and to recruit users such as a farmer's market.

- **Wallace gateway rezone:** Under existing conditions, a 19-acre industrial site bounded by Murlark, Bassett, Highway 22 and parcels east of Wallace Road is significantly underutilized. Rezoning this site at the Gateway to Wallace Road to commercial mixed-use would facilitate redevelopment of a prime piece of real estate with high visibility and significant drive-by traffic.
- **Part-time business manager:** In order to support the long-term marketing and management of the Area, a manager is needed to coordinate business and community communications, events, marketing, and other activities. While community volunteers and current business owners are active in the area today, the reality is that organizations thrive when they have dedicated paid management. By funding a part-time manager, the Area could benefit from consistent outreach and marketing. Since the needs of the Area are not likely to merit full-time management, the City should explore whether a manager could be shared with another neighborhood business district.
- **Promotion and marketing:** With a business manager in place, the Edgewater/Second Street area should be marketed within West Salem and throughout the city. This could include advertising for events (festivals, farmer's market, etc.), walking maps, newsletters, newspaper ads, press releases, and other tools.

Action Plan: Business Planning

Action Plan Budget

Year	Action	Responsibility	Cost
Year 1			
2010-2011	Evaluate and streamline zoning	WSURA/City	\$27,535
2010-2011	Organize events for Festival Street	Private/community	\$0
Year 2 and Beyond			
2011-2012	Create and fund part-time business/marketing manager	City/Private	TBD
2012-2013	Wallace gateway rezone	WSURA/City	\$162,535
2012-2013	Promotion and marketing	Private	TBD

Conclusion

Now is an exciting time for the Edgewater/Second Street area. After many years of planning and “getting ready,” significant tax increment revenues are available to spend on capital projects that will implement the community’s vision for revitalization. While the current recession is certainly holding back private investment, this Action Plan lays out a framework for preparing the Area for private investment when the economy rebounds, which it certainly will. The Action Plan articulates a community consensus on physical and non-physical projects that will result in highly visible action and change through:

- Development of a Festival Street;
- Revitalizing Second Street;
- Initiating a Redevelopment Opportunities program; and
- Implementation of Business Planning actions.

The impact of these projects will further build momentum (for momentum has already begun) to attract private investment and lay the groundwork for long-term redevelopment goals. This momentum is assured due to the consensus articulated throughout the development of the Action Plan, the consistency of goals articulated in previous plans, and the dedication of the WSURB and City staff.



The Union Street Railroad Bridge provides pedestrian and bicycle access and connectivity between Wallace Marine Park in West Salem and Riverfront Park in Downtown Salem.