Community Participation in Land Use & Transportation Planning

A Community Perspective & Look at the West Salem Zone Code Clean-Up
• West Salem Neighborhood Association
• West Salem Business Association
• Edgewater Partners/Community Partnership Team
• West Salem Urban Renewal Advisory Board
• Salem Keizer Area Transportation Study
• Salem Planning Commission
• City Council
Studies & Resources

- 1997 Wallace Road Local Access and Circulation Study
- 1997 Edgewater District Study
- 2003 West Salem Neighborhood Plan
- 2008 Streets and Bridges Bond Funds
- 2010 Edgewater/Second Street Redevelopment Action Plan
- 2015 Housing Needs Analysis & Economic Opportunities Analysis
- 2015 West Salem Business District Action Plan
- 2016 West Salem Urban Renewal Plan (2001 recorded 2016)
- 2016 Long Range Transportation Strategy
- 2016 Salem River Crossing Project Final Section 4(f) Evaluation
- 2017 West Salem Business District Zone Code Clean Up
- City of Salem Transportation Systems Plan
  - 2014 Street System Elements of the Transportation Systems Plan
  - 2014 Doaks Ferry Realignment Project Information
  - West Salem Elements of the Transportation Systems Plan
- 2017 2nd Street Crossing of Wallace Road
- Salem River Crossing Preferred Alternative
- Salem River Crossing Draft Environmental Impact Statement
- Salem Revised Code
Questions

• Can highway 22 elevated roadways, 2nd Street crossing and Marine Drive for local access and circulation fit in the same space?
• Would 2nd Street north extension enhance local access in the area?
• How important is a 2nd Street Crossing? For vehicle traffic? For pedestrian bicycle skateboard traffic? What are the environmental costs of undercrossing? Overcrossing?
• Is a south extension of Marine Drive for local access and circulation necessary for redevelopment in the area?
• Is a south extension of Cornucopia needed in addition to Bartels to Taggert to provide adequate street access and frontage for redevelopment in the area?
• Can Veall and Moyer Lane connections to Wallace Road be terminated?
• Would connection to Marine Drive for local access and circulation be necessary if Veall and Moyer Lane connections to Wallace Road were terminated?
• Is a northbound ramp off the Marion Street Bridge to Musgrave likely because of the Marion Bridge’s seismic ratings?
• Is parking, flood mitigation and water/sewer/storm water infrastructure the best investment to foster private investment in the area?
• Would the view, noise and air pollution of elevated roadways deter investment in mixed use high rise structures in this area?
• Is park frontage the dominant feature that will attract redevelopment to the east border of the area?
• How best to preserve the unique historical Edgewater District character, buildings and assets including the Second Street mixed use commercial (South Side)/residential (North Side) interface?
The Transportation Systems Elements

Salem River Crossing Preferred Alternative
Highway 22
Second Street
Marine Drive

System Mobility & Volume Capacity Studies
Highway 22 Elevated Structures
Come to Grade Merging into Marine Drive at Glen Creek
West Salem Business District Action Plan
Street System
&
Second Street
System Mobility &
Volume Capacity Studies

Current Conditions
Salem River Crossing (Preferred Alternative)
Wallace Road NW (OR Route 221)
ODOT Average Daily Traffic Counts

ADT’s (thousands)

<table>
<thead>
<tr>
<th>ADT (thousands)</th>
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<tbody>
<tr>
<td>45</td>
</tr>
<tr>
<td>40</td>
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<tr>
<td>10</td>
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<td>5</td>
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<table>
<thead>
<tr>
<th>Year</th>
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<tbody>
<tr>
<td>1971</td>
</tr>
<tr>
<td>1986</td>
</tr>
<tr>
<td>2000</td>
</tr>
<tr>
<td>2008</td>
</tr>
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<td>2016</td>
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</table>

M.P. 18.60  0.09 mile north of Brush College NW
M.P. 18.71  0.02 mile south of Brush College NW
M.P. 19.05  0.02 mile south of River Bend Road NW
M.P. 20.11  0.02 mile north of Orchard Hts. Road NW
M.P. 20.15  0.02 mile south of Orchard Hts. Road NW
M.P. 20.41  0.02 mile south of Glen Creek Road NW
M.P. 20.72  0.06 mile north of Edgewater Street NW
2012 CURRENT CONDITIONS
Salem River Crossing Project Traffic & Transportation Technical Report Addendum
*(Oregon Department of Transportation, October 2016)*
Intersections Where Mobility Standards Would Not be Met as of 2012

- Wallace Road/Glen Creek Road (1.07 AM, 0.97 PM)
- Wallace Road/Taggart Road (0.92 AM, 0.94 PM)
- Wallace Road/OR 22/Edgewater (1.01 AM)
- Center Street Off/Northbound Front Street (0.88 AM, 0.90 PM)
- Center Street/Commercial Street (0.88 AM)
- Marion Street/Commercial Street (1.16 PM)
- Division Street/Commercial Street (0.90 AM)
- Salem Parkway/Broadway Street (1.01 PM)
State Highway 221 / Wallace Rd NW
Transportation Facility

<table>
<thead>
<tr>
<th>Transportation Facility Segments</th>
<th>Mobility Standard (V/C)</th>
<th>2012 (V/C)</th>
<th>2031 (V/C)</th>
<th>2041 (V/C)</th>
<th>2016 Traffic Volume (ADTs)</th>
<th>2035 Projected Traffic Volume (ADTs)</th>
<th>Policy 1E.5 Volume Limits (ADTs)</th>
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<tbody>
<tr>
<td>Wallace Rd / OR 22/Edgewater</td>
<td>0.90</td>
<td>1.01</td>
<td>1.39</td>
<td>1.50</td>
<td>46,200</td>
<td>51,300</td>
<td>25,000</td>
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<td>Wallace Rd / Glen Creek</td>
<td>0.90</td>
<td>1.07</td>
<td>1.18</td>
<td>1.18</td>
<td>45,400</td>
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<td>Wallace Rd / Orchard Heights</td>
<td>0.90</td>
<td>0.76</td>
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<td>0.87</td>
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<tr>
<td>Wallace Rd / Brush College</td>
<td>0.90</td>
<td>0.72</td>
<td>0.64</td>
<td>&gt;1.50</td>
<td>18,100</td>
<td>24,700</td>
<td>10,000</td>
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Salem Transportation Systems Plan

SRC 220.005(f)(3)(B) where: “The transportation system provides for the safe, orderly, and efficient circulation of traffic into and out of the proposed development, and negative impacts to the transportation system are mitigated adequately”.
2040 PREFERRED ALTERNATIVE / NO BUILD
AM Peak Intersection Analysis (ODOT, October 2016)

- Mobility Standard
- No Build Alternative
- Preferred Alternative

WALLACE RD/BRUSH COLLEGE
WALLACE RD /GLEN CREEK
HOPE AV/MARINE DRIVE
2040 PREFERRED ALTERNATIVE / NO BUILD
PM PEAK INTERSECTION ANALYSIS (ODOT, OCTOBER 2016)

- Mobility Standard
- No Build Alternative
- Preferred Alternative

<table>
<thead>
<tr>
<th>Intersection</th>
<th>Mobility Standard</th>
<th>No Build Alternative</th>
<th>Preferred Alternative</th>
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</thead>
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<td>WALLACE RD/BRUSH</td>
<td>0.9</td>
<td>1.50</td>
<td>1.0</td>
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<tr>
<td>COLLEGE</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>WALLACE RD/GLEN</td>
<td>0.9</td>
<td>1.50</td>
<td>1.0</td>
</tr>
<tr>
<td>CREEK</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>HOPE AV/MARINE</td>
<td>0.9</td>
<td>1.0</td>
<td>0.96</td>
</tr>
<tr>
<td>DRIVE</td>
<td></td>
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</tr>
</tbody>
</table>
2040 Preferred Alternative
AM & PM Peak Intersection Analysis (ODOT, October 2016)

Mobility Standard
AM Peak
PM Peak

SALEM PARKWAY/CHERRY ST
SALEM PARKWAY/BROADWAY ST
SALEM PARKWAY/LIBERTY ST

0.90 1.01 1.05
0.90 0.91 1.42
0.90 0.94 1.18
Wallace Road Intersections Where Mobility Standards Are Not Met Under The Preferred Alternative

- ID 1: Wallace Road/Brush College Road (>1.50 AM, >1.50 PM)
- ID 2: Wallace Road/River Bend Road (0.97 PM)
- ID 3: Wallace Road/Hope Ave. (0.97 AM)
- ID 5: Wallace Road/Glen Creek Road (1.26 AM, 1.00 PM)
- ID 6: Wallace Road/Taggart Road (1.40 AM, 1.33 PM)
- ID 7: Wallace Road & OR 22/Edgewater (1.08 AM, 0.97 PM)
- ID 8: Hope Ave./Marine Drive (1.20AM, 0.96 PM)
Central Business District Where Mobility Standards Are Not Met Under The Preferred Alternative

- ID 12: Center Street/Commercial Street (0.96 AM)
- ID 15: Marion Street/Commercial Street (1.33 PM)
- ID 16: Marion Street/Liberty Street (1.01 PM)
- ID 21: Market Street/Broadway Street (0.93 AM, 0.96 PM)
North Salem Intersections Where Mobility Standards Are Not Met Under The Preferred Alternative

- ID 22: Commercial Street/Pine Street (1.12 AM)
- ID 23: Liberty Street/Pine Street (1.20 PM)
- ID 24: Broadway Street/Pine Street (0.97 AM, 1.10 PM)
- ID 25: Commercial Street/Hickory Street (1.06 PM)
- ID 26: Liberty Street/Hickory Street (1.01 PM)
- ID 27: Broadway Street/Hickory Street (1.25 PM)
- ID 29: Salem Parkway/Liberty Street (0.94 AM, 1.18 PM)
- ID 30 Salem Parkway/Broadway Street (0.91 AM, 1.42 PM)
- ID 31: Salem Parkway/Cherry Street (1.01 AM, 1.05 PM)
The Question Has Been Asked

Why does the intersection analysis for the Preferred Alternative show a system-wide mobility failure?

(Performance equal to, or worst than, the “No Build” Alternative)
“This reflects the redistribution of traffic and the fact that even upstream and downstream improvements of the bridge crossings do not accommodate all traffic demand.”
Land Use & Zoning Elements

- Urban Renewal Area
- Town Center
- Craft Industrial
- Main Street “Edgewater/Second Street” Area
Urban Renewal
Zone Cleanup Areas
Goals of the West Salem Urban Renewal Area

• Eliminated Blighted Conditions
  • To resolve the problems underlying blighted conditions so unused and underused properties can be placed in more productive conditions and utilized, at or near, their highest and best use.

• Promote Private Development
  • To promote private development, redevelopment and rehabilitation within the urban renewal area, to help create jobs, tax revenues, and self-sustaining, vital and vibrant commercial districts.

• Rehabilitate Building Stock
  • To upgrade the stock of existing structures in the renewal area.

• Improvements to Streets, Streetscapes and Open Spaces
  • To improve existing streets and construct new street links to improve connectivity within the area, and to adjacent areas, and to improve and enhance public open spaces within the area.

• Utility Improvements
  • Improve and repair public utilities to allow efficient development within the area.

• Parking
  • Develop convenient, attractive parking facilities close to shopping, workplace, and business destinations.

• Public Facilities
  • Maintain, remodel, and construct public parks, open spaces and public facilities to maintain and enhance safety in the renewal area and to increase public utilization of the renewal area.

• Housing
  • Provide for new housing units, in livable mixed-income neighborhoods, that collectively reflect a diversity of housing types, occupancy (rental an owner-occupied) and income levels in the City.

• Environmentally Sensitive Development, Protection, and Restoration of Environmental Resources
  • Provide for protection of identified environmental resources to improve flood plain and watershed function to the district and ensure that projects funded through the Urban Renewal Program are developed in an environmentally sensitive manner.
West Salem Urban Renewal Plan
Adopted by Salem City Council
August 27, 2001

Policy 13. Within Salem, the transition of the waterfront areas designated Commercial, Commercial Industrial or Industrial use to a mixture of commercial, office and high-density residential uses shall be encouraged.

402. Consistency With Other Adopted Plans

Edgewater District Study
- The West Salem Urban Renewal Plan will assist in the implementation of project activity recommendations from the 1997 Edgewater District Study.

Wallace Road Local Access and Circulation Study
- The West Salem Urban Renewal Plan will assist in the implementation of project activity recommendations from the Wallace Road Local Access and Circulation Study.
### What are the additional recommendations for each area?

#### Town Center Area

**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 the area a center for retail and civic uses for all of West Salem.

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.

2. Zoning changes to allow desired uses. (Short-term) Zone area to CS or to a new Town Center zone (similar to CS zone but specific to West Salem) to allow a mix of uses and broader array of residential options. City to initiate.

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:
   - Land acquisition and assembly of opportunity sites offered by willing sellers
   - Build street connections
   - Provide financial assistance for housing development

#### Employment Center Area

**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 spurring 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.

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.

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 breweries and bike bag manufacturers in industrial zones. City to initiate.

3. Craft industrial/micro-food demonstration project. (Mid-term) The City’s role is to advance 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:
   - 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

#### Main Street Area

**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 Revitalization 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.

1. Establish design guidelines to achieve desired form. (Short-term) Continue the pedestrian-oriented retail and commercial business District east to Wallace Road.

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.

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:
   - Festival Street
   - Gateway Sign (Edgewater & Wallace)
   - Improved connections to river and parks

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**West Salem Business District Action Plan**

**December 2015 | Page 6**
Town Center Area

Proposed West Salem Central Business District Zone
Urban Renewal
Town Center Area
Glen Creek Town Center Development Example

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

Promote building infill to create continuous street frontage and diverse storefront
Current Zoning
Urban Renewal
Second Street
Craft Industrial Area
Main Street Area

Edgewater & Second Street
Urban Renewal
Main Street Area
“Edgewater/Second Street”
Fitting the Opportunities in the Land

- Lot Coverage
- Lot Shape
- Lot Size
- Parking
- Frontage
- Depth
- Development Standards
Edgewater/Second Street
Plat Adjustment
Floor area ratio shall be calculated by dividing the total floor area of all buildings on a lot by the lot area.

(Salem Unified Development Code / Chapter 112. – Measurements)
RESIDENTIAL RECOMMENDATIONS

7. **HOUSING STYLE**

Identify existing housing styles. Then establish development standards that are compatible with the existing styles (for example, City of Portland's study: The Ten Essentials for North/Northeast Portland Housing).

8. **EXISTING HOUSING VARIETY**

Maintain the existing variety of housing types and styles.

9. **HOUSING TYPE**

New housing should not be of one type - single family, duplex or apartment.

10. **SETBACKS**

Setbacks from the street should continue to vary with a continued emphasis on street frontages for residential uses and businesses (as appropriate), rather than parking.
14. **HOUSE/OFFICE ON SECOND STREET**

Designate and rezone the area along the north side of Second Street, from Rosemont to Gerth as House/Office use (this will allow low intensity offices and residential use). Residential access to be provided from the alley, where available.

15. **SECOND STREET**

Develop a mix of commercial and residential activity with a strong orientation of the commercial toward Edgewater Street and the residential to Second Street. Between Patterson to Rosemont Avenues, along the south side of Second Street, commercial frontages should be allowed. Develop design standards and revise zoning code as needed.
Second to Edgewater Streets: Visual and Pedestrian Connections
Pedestrian Plaza
<table>
<thead>
<tr>
<th>North Side 2nd Street</th>
<th>Edgewater Plan</th>
<th>Downtown Plan</th>
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<tbody>
<tr>
<td><strong>Purpose</strong></td>
<td>Transitional Area (Low Intensity Mixed Use Development) Mixed Use (House/Office) to Residential Single</td>
<td>High Density Mixed Use Development</td>
</tr>
<tr>
<td><strong>Use</strong></td>
<td>Residential with Mixed Use as an Expansion of Home Occupations</td>
<td>Commercial Mixed Use with Residential over Commercial Activity</td>
</tr>
<tr>
<td><strong>Development Vision</strong></td>
<td>Edgewater Study Drawings</td>
<td>Broadway High Example</td>
</tr>
</tbody>
</table>
| **Development Plan**  | • Max 35 ft tall structures  
• Lot coverage limits for green space & courtyards  
• Front yard set backs  
• Rear yard set backs  
• Alley access for parking | • 50 ft tall structures  
• 100% lot coverage  
• Buildings at sidewalk except public space  
• Zone-to-Zone set back except for vehicle use areas  
• Vehicle use area accessed from alley |
| **Impact**            | Compatible Transitional Development, similar height, building density and lower level traffic impact on alley | High Impact, an adjacent neighborhood from height differential and probable high vehicular use of alley for commercial and residential activity |
Policy 13. Within Salem, the transition of the waterfront areas designated Commercial, Commercial Industrial or Industrial use to a mixture of commercial, office and high-density residential uses shall be encouraged.

402. Consistency With Other Adopted Plans

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Wallace Road Local Access and Circulation Study
- The West Salem Urban Renewal Plan will assist in the implementation of project activity recommendations from the Wallace Road Local Access and Circulation Study.
Vision for Edgewater/Second Street

(Edgewater/Second Street Redevelopment Action Plan, February 2010)

• Vision
  • Preserve and enhance the Area’s unique historic character, buildings and assets

• Strategic Framework
  • 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.
5. **The Edgewater/Second Street Mixed-Use Corridor (ESMU) Zone** is a new zone designation, proposed for properties generally along Edgewater and Second Streets approximately between Eola Drive NW and Wallace Road (See Attachment A). This zone will streamline the zoning rules by replacing the various commercial, residential, and overlay zones that exist in this area with a single mixed-use zoning designation that is more user friendly. The new zone will apply to 58 acres of land and prepare the way for future development and investment in properties along a revitalized Second Street NW that, together with Edgewater Street NW, will serve as the village center for the surrounding neighborhood. The ESMU zone is intended to implement the “Mixed Use” Comprehensive Plan Map designation.

Existing mixed-use and design review zone code provisions that already apply along much of Edgewater Street NW will be carried through into the new zone with very few changes. The proposal will also extend this mixed-use zoning to the north and west, thereby giving property owners on the north side of Second Street NW and west side of Rosemont Avenue NW more land use options for commercial, residential, and mixed-use. Design standards for new development will also serve to protect the character of the surrounding neighborhood and enhance the “main street” look and feel of the corridor.

**Design standards do not address the Edgewater Study and the Edgewater/Second Street Redevelopment Action Plan Vision/Strategic Framework.**