

# Community Participation in Land Use & Transportation Planning

*A Community Perspective & Look at the  
West Salem Zone Code Clean-Up*

# The Forums

- 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

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- 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 2<sup>nd</sup> Street Crossing of Wallace Road
- Salem River Crossing Preferred Alternative
- Salem River Crossing Draft Environmental Impact Statement
- 2017 West Salem Business District Feasibility Study Technical Report
- Salem Revised Code

# Questions

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- Can highway 22 elevated roadways, 2<sup>nd</sup> Street crossing and Marine Drive for local access and circulation fit in the same space?
- Would 2<sup>nd</sup> Street north extension enhance local access in the area?
- How important is a 2<sup>nd</sup> 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 Taggart 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

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## System Mobility & Volume Capacity Studies













Downtown  
Salem

Highway 22

Walleo Road

Glen Creek Road

Highway 22 Connection (above)  
Marine Drive (below)

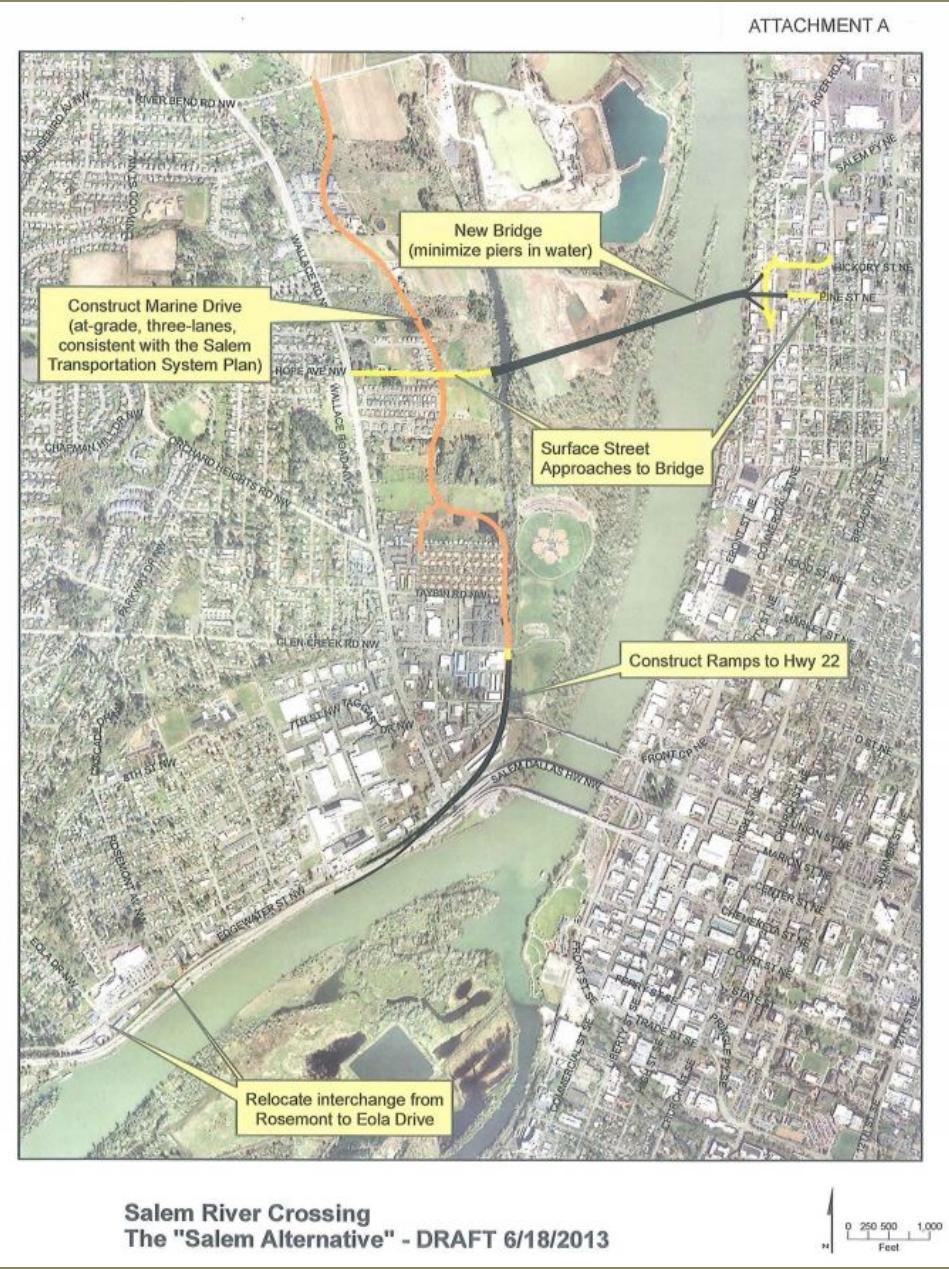
Wallace Marine  
Park





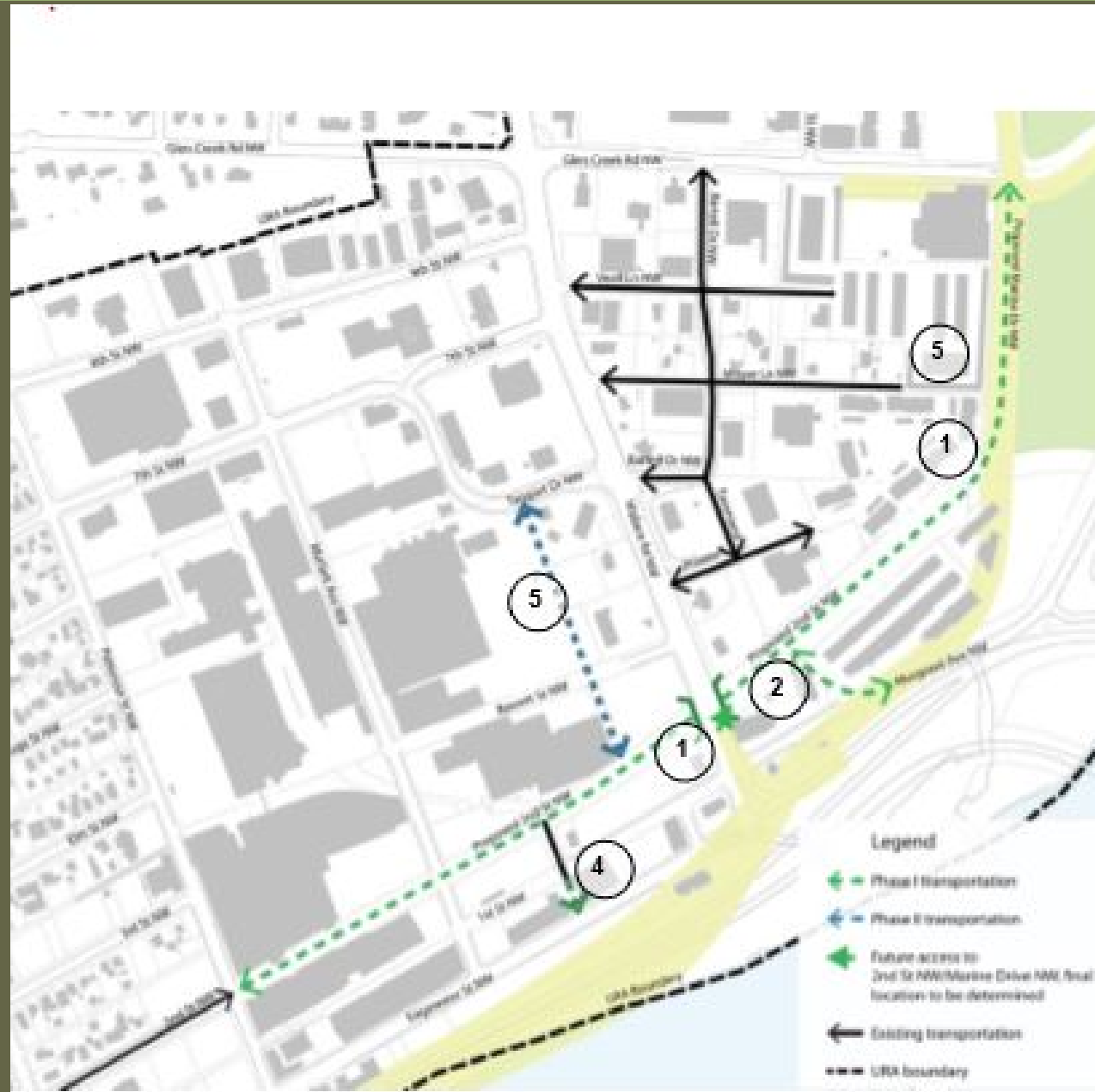


# Highway 22 Elevated Structures Come to Grade Merging into Marine Drive at Glen Creek



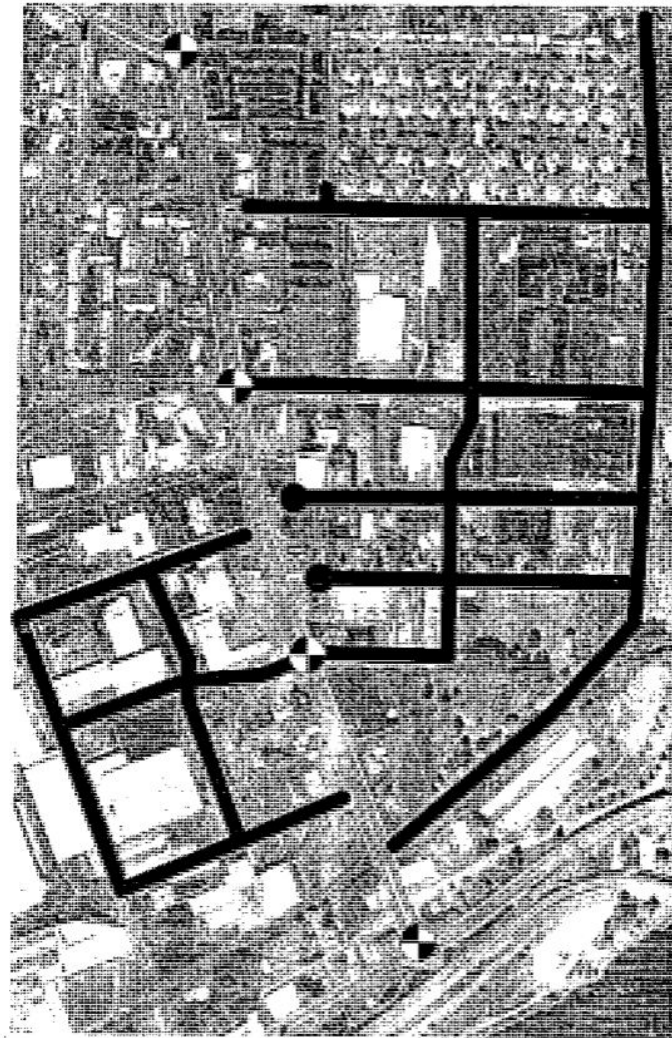


**West Salem Business  
District Action Plan  
Street System  
&  
Second Street**





Wallace Road  
Local Access & Circulation Study



LEGEND  
TRAFFIC SIGNAL

PREFERRED SOUTH CONCERN



# Second Street General Project Map







Downtown  
Salem

Highway 22

Highway 22 Connection (above)  
Marine Drive (below)

Walpole Road

Glen Creek Road

Wallace Marine  
Park

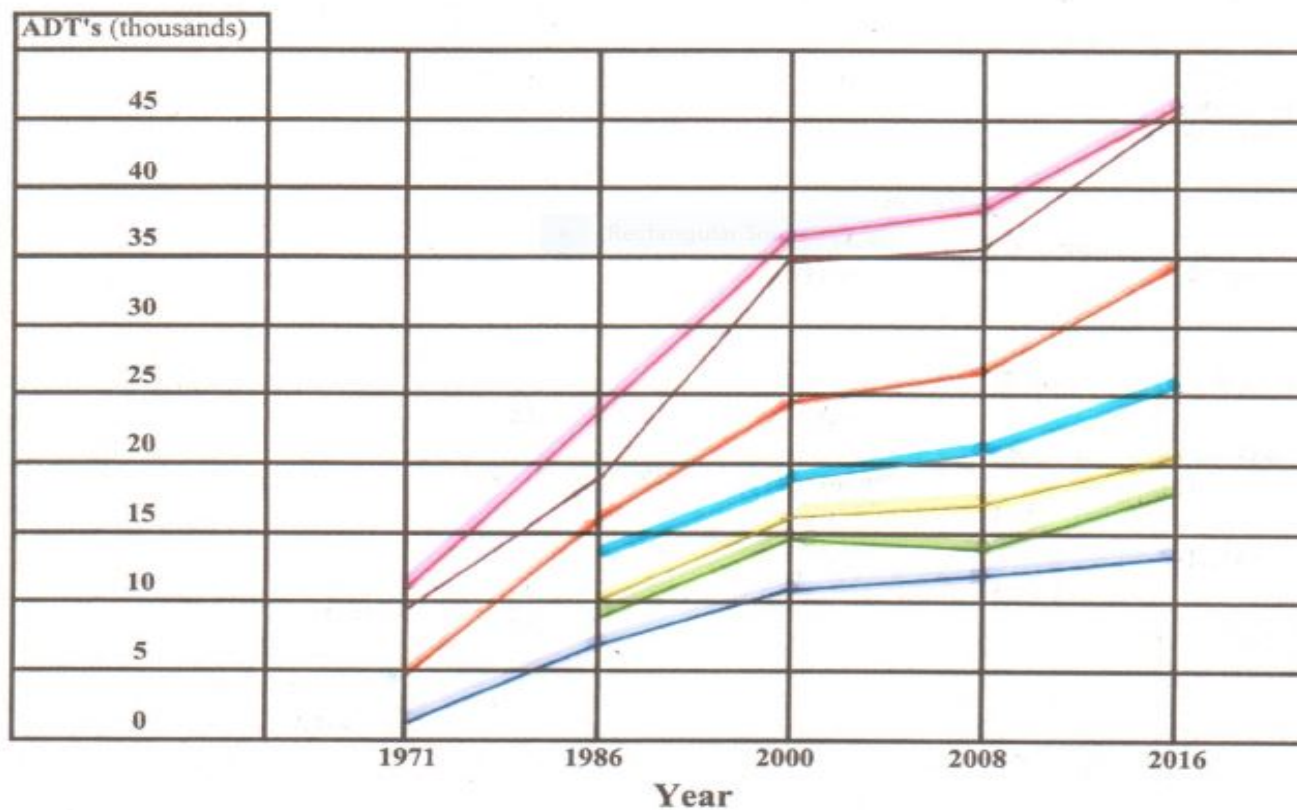


**System Mobility  
&  
Volume Capacity Studies**

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**Current Conditions  
Salem River Crossing (Preferred Alternative)**

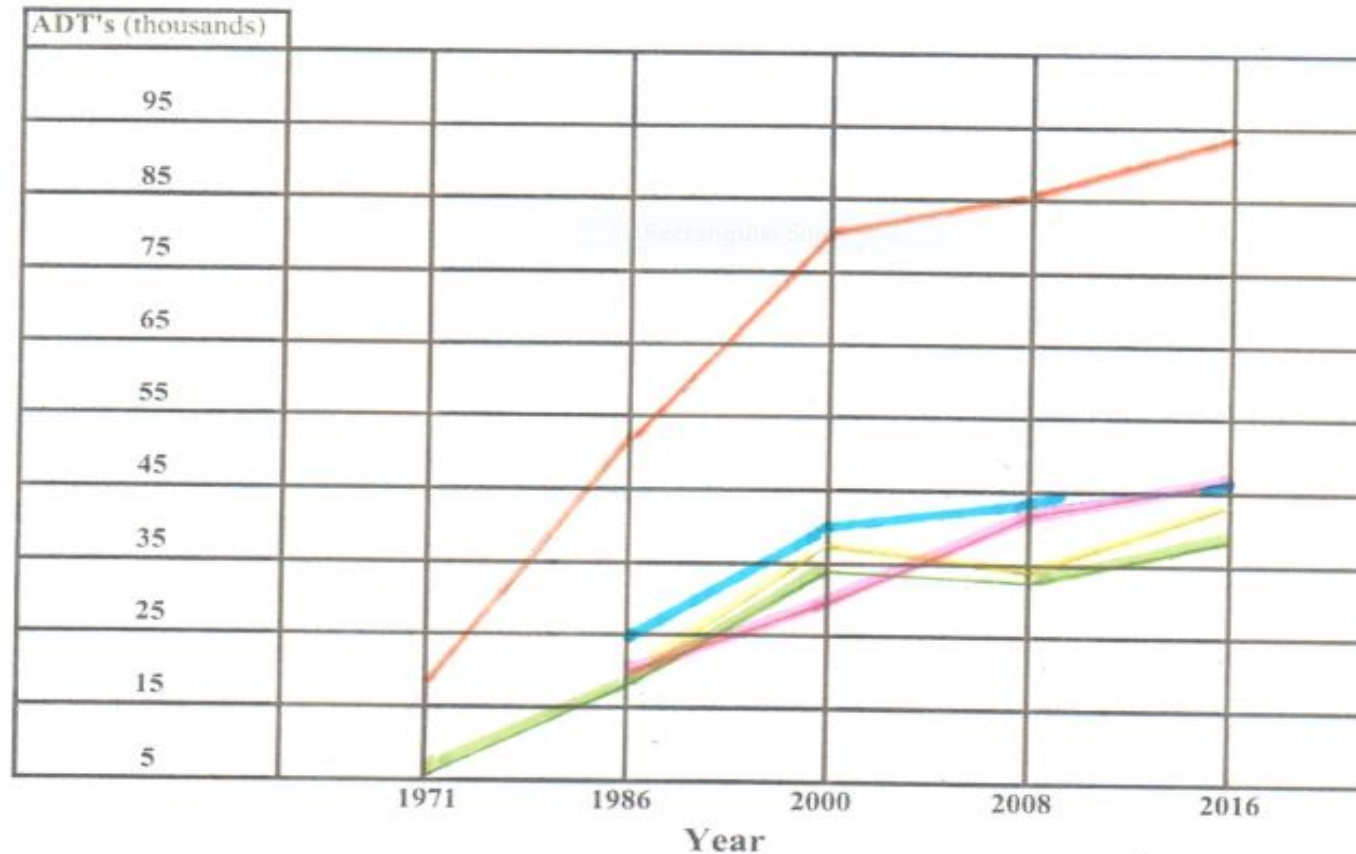
## Wallace Road NW (OR Route 221) ODOT Average Daily Traffic Counts



- **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



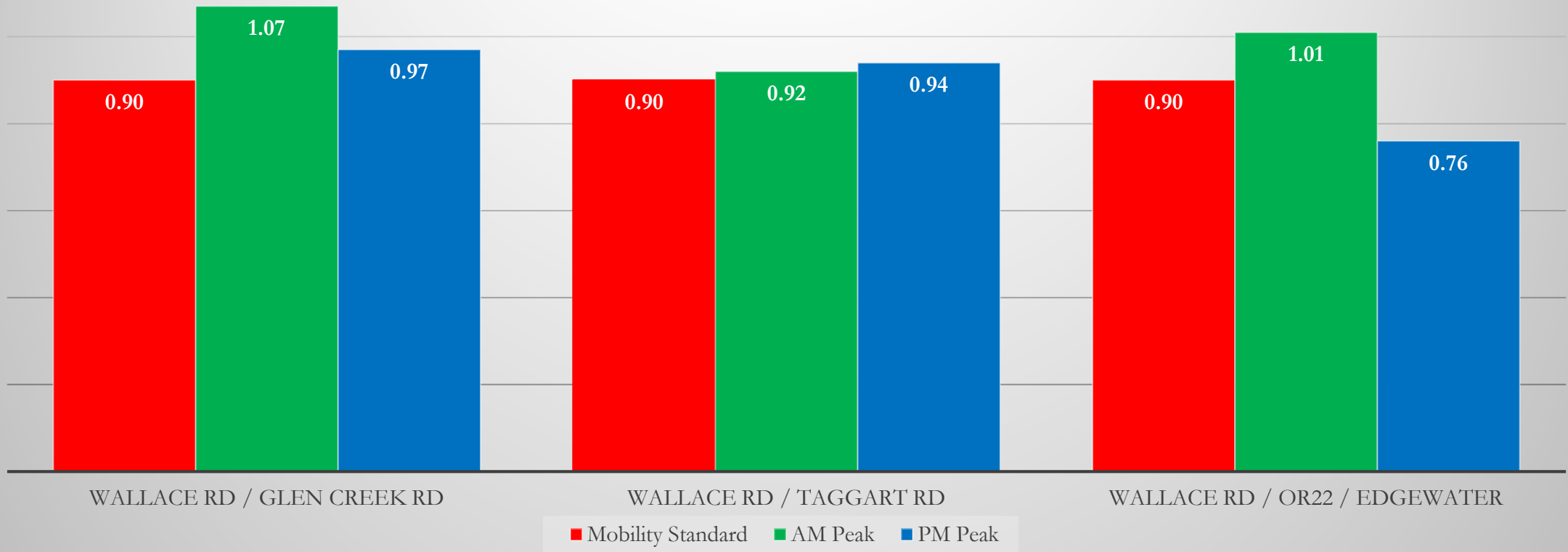
## Willamina - Salem Highway (Oregon Route 22) ODOT Average Daily Traffic Counts



- M.P. 23.61 West City Limits, Salem, 0.06 mile west of College Drive NW
- M.P. 24.03 0.05 mile west of interchange at Capitol Manor
- M.P. 24.90 0.01 mile west of Rosemont Avenue NW connection
- M.P. 25.20 0.05 mile east of Rosemont Avenue NW connection
- M.P. 25.90 EB/25.96 WB Combined Eastbound (Center St. Br.) & Westbound (Marion St. Br.) traffic at Polk/Marion County Line

# 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

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- 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

Transportation Facility Segments	Mobility Standard (V/C)	2012 (V/C)	2031 (V/C)	2041 (V/C)	2016 Traffic Volume (ADTs)	2035 Projected Traffic Volume (ADTs)	Policy 1F.5 Volume Limits (ADTs)
Wallace Rd / OR 22/Edgewater	0.90	1.01	1.39	1.50	46,200	51,300	25,000
Wallace Rd / Glen Creek	0.90	1.07	1.18	1.18	45,400	54,900	25,000
Wallace Rd / Orchard Heights	0.90	0.76	1.08	0.87	34,700	45,800	25,000
Wallace Rd / Brush College	0.90	0.72	0.64	>1.50	18,100	24,700	10,000

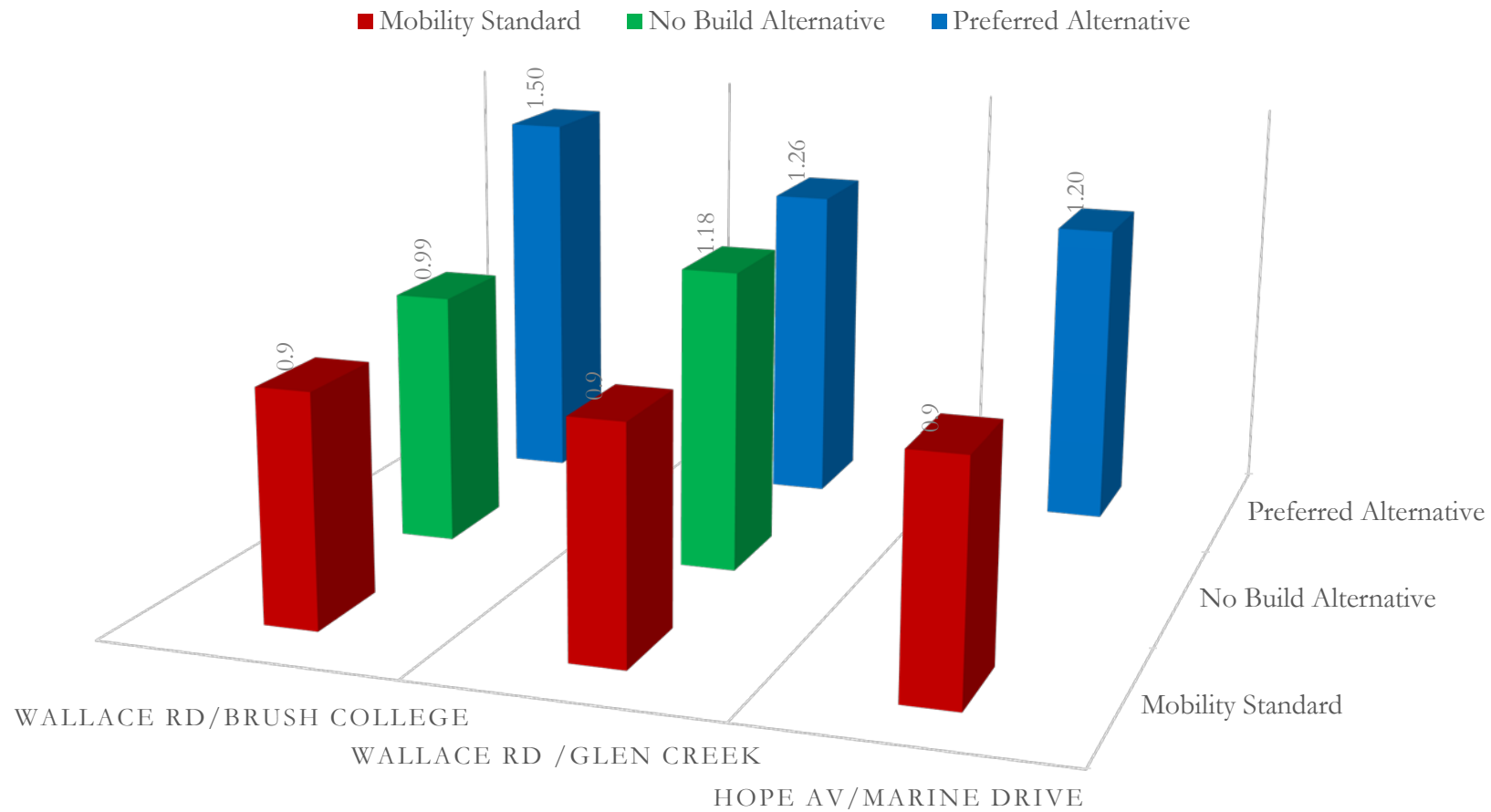
# Salem Transportation Systems Plan

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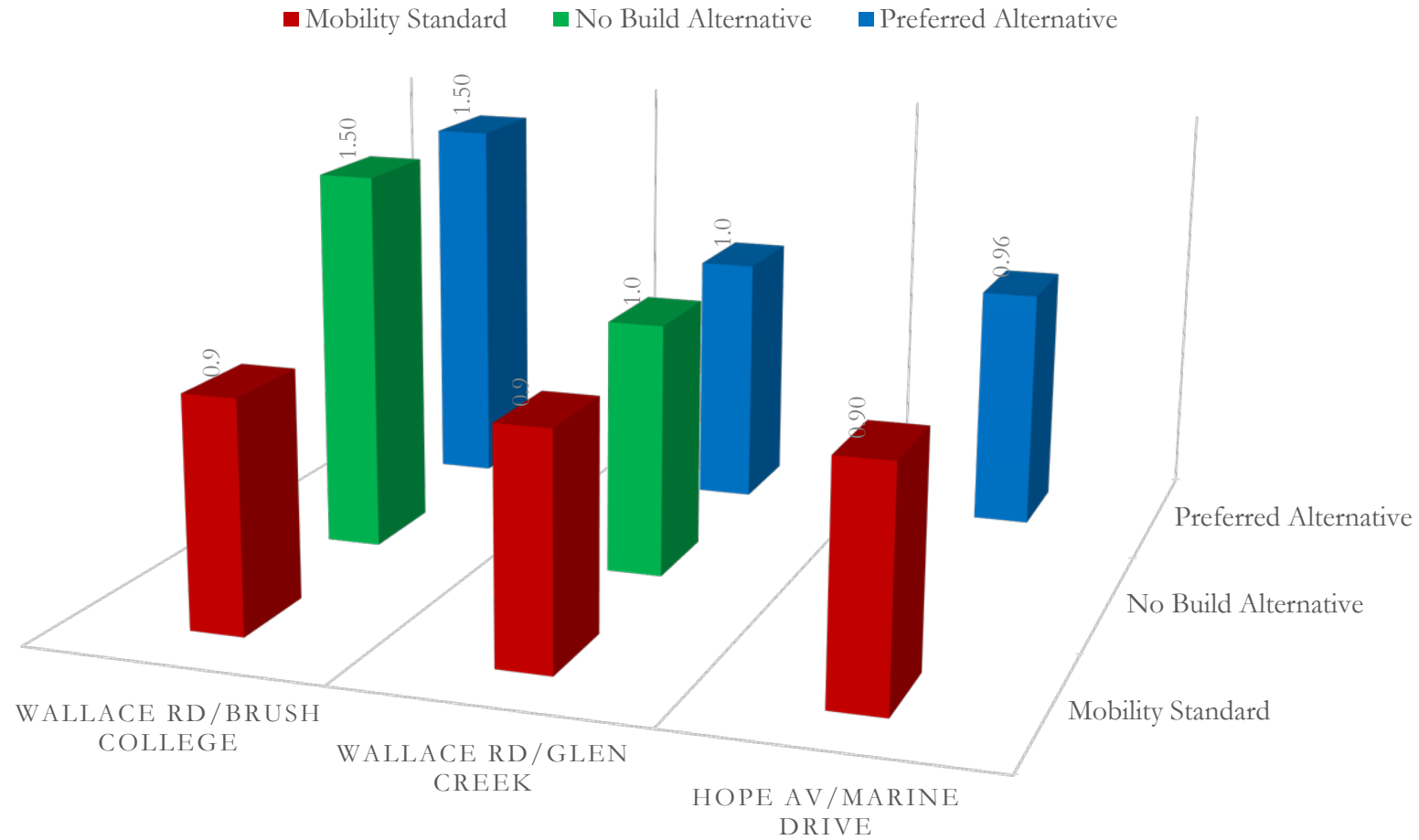
SRC 220.005(f)(3)(B) where: “The transportation system provides for the safe, orderly, and efficient circulation of traffic into and out of the proposed development, and negative impacts to the transportation system are mitigated adequately”.



# 2040 PREFERRED ALTERNATIVE / NO BUILD AM PEAK INTERSECTION ANALYSIS (ODOT, OCTOBER 2016)



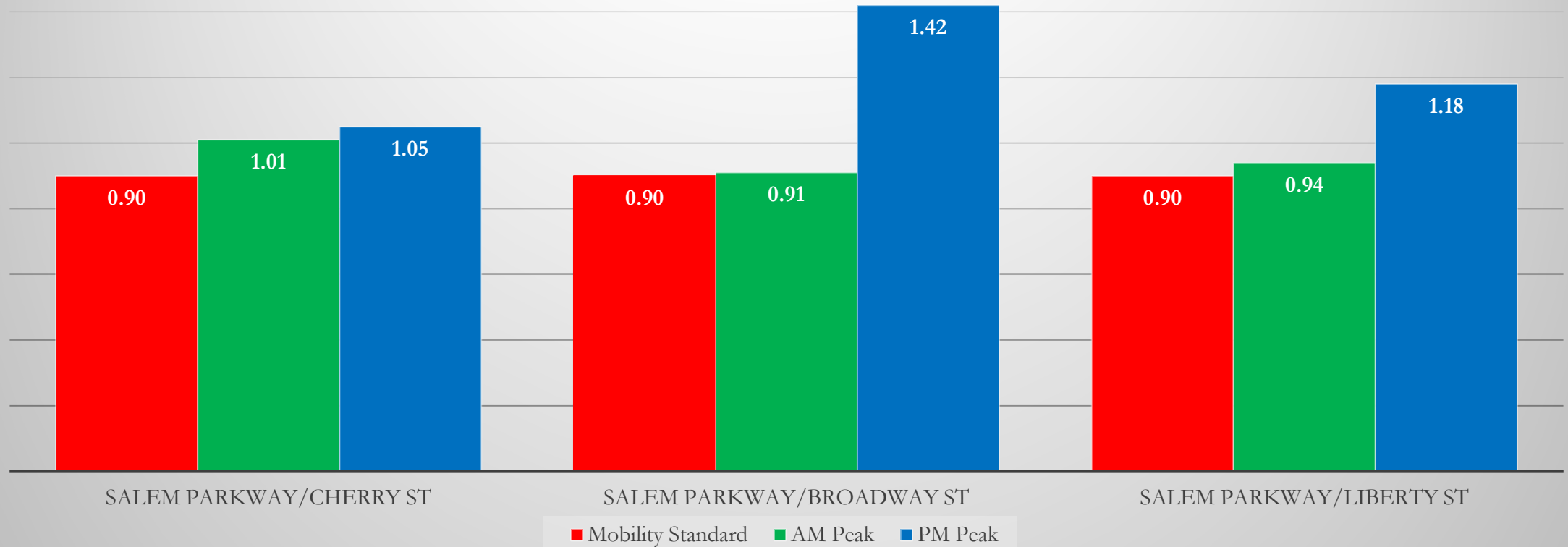
# 2040 PREFERRED ALTERNATIVE / NO BUILD PM PEAK INTERSECTION ANALYSIS (ODOT, OCTOBER 2016)





# 2040 PREFERRED ALTERNATIVE

## AM & PM Peak Intersection Analysis (ODOT, October 2016)



# Wallace Road Intersections Where Mobility Standards Are Not Met Under The Preferred Alternative

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- 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

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- 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

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- 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

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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.”**

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Salem River Crossing Project Traffic and Transportation Technical Report Addendum  
*Final Technical Report Addendum, October 2016, Oregon Department of Transportation*



# Land Use & Zoning Elements

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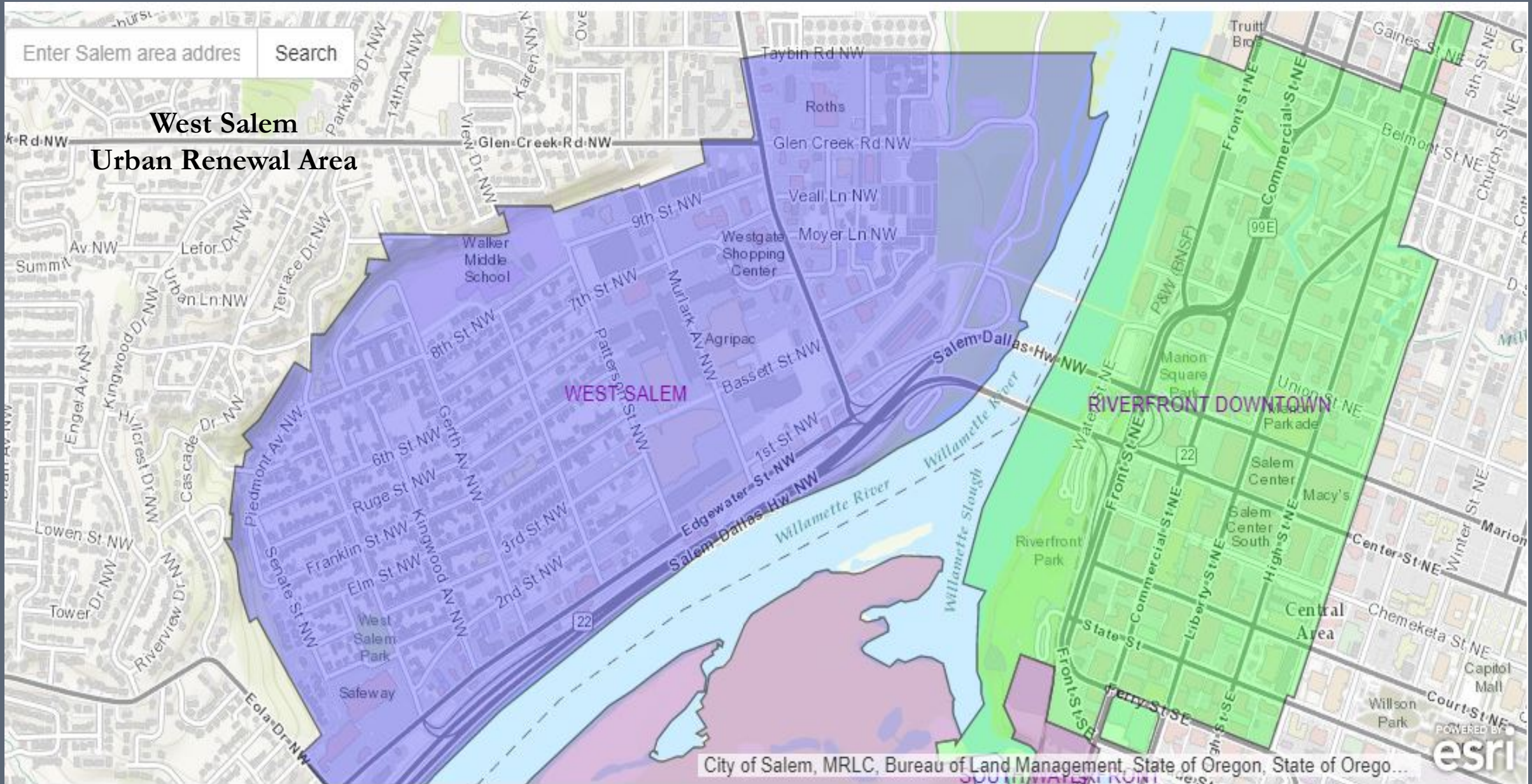
- **Urban Renewal Area**
- **Town Center**
- **Craft Industrial**
- **Main Street “Edgewater/Second Street” Area**



Enter Salem area address

Search

# West Salem Urban Renewal Area

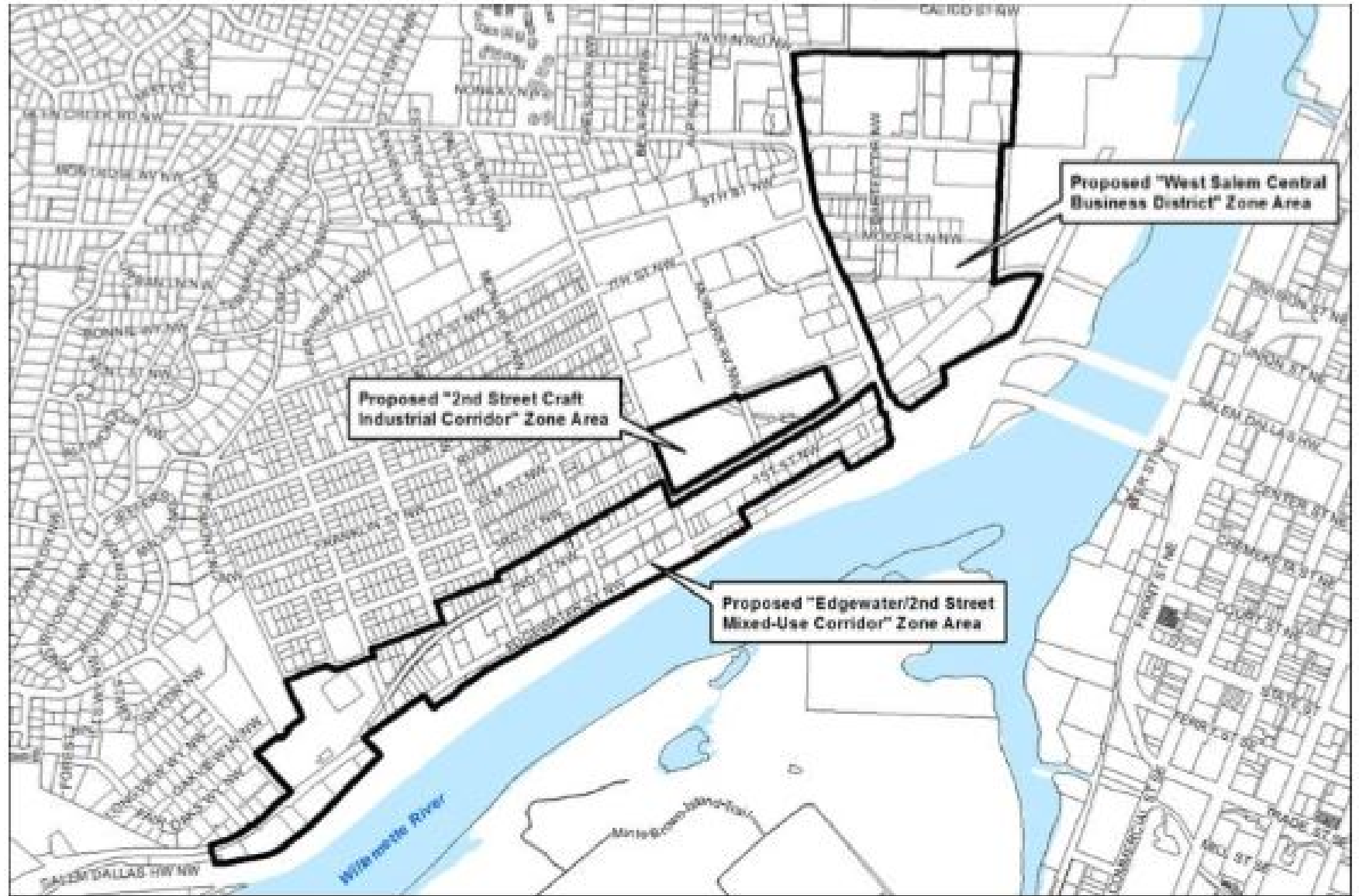


City of Salem, MRLC, Bureau of Land Management, State of Oregon, State of Oregon...





Urban Renewal  
Zone Cleanup Areas



# Goals of the West Salem Urban Renewal Area

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- **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

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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**

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*Corrected map & legal description August 3, 2009  
Amended August 22, 2011 by Ordinance No. 25-11  
November 28, 2016, Resolution No. 2016-50*



What are the additional recommendations for each area?

Town Center Area	Employment Center Area	Main Street Area
<p><b>Description:</b> 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><b>Description:</b> 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><b>Description:</b> 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 2<sup>nd</sup> Street to allow for a double-sided commercial environment.</p>
<p><b>1. Establish design guidelines to achieve desired form.</b> (Short-term) Emphasize the importance of building orientation to street frontage and walkable character to encourage a mix of uses.</p>	<p><b>1. Establish design guidelines to achieve desired form.</b> (Short-term) Encourage infill reuse and redevelopment of underperforming properties with compatible uses and jobs. Orient new development to face 2<sup>nd</sup> Street to activate the street frontage.</p>	<p><b>1. Establish design guidelines to achieve desired form.</b> (Short-term) Continue the pedestrian-oriented retail and commercial Business District east to Wallace Road.</p>
<p><b>2. Zoning changes to allow desired uses.</b> (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><b>2. Zoning changes to allow desired uses.</b> (Short-term) Orient new development to face 2<sup>nd</sup> 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><b>2. Zoning changes to allow desired uses.</b> (Short-term) City to initiate zoning change north of 2<sup>nd</sup> Street to the alley/property line to Retail Commercial with mixed use overlay.</p>
<p><b>3. Facilitate unique urban housing development that is attractive to a variety of ages and incomes.</b> (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"> <li>➤ Land acquisition and assembly of opportunity sites offered by willing sellers</li> <li>➤ Build street connections</li> <li>➤ Provide financial assistance for housing development</li> </ul>	<p><b>3. Craft Industrial/Micro-food demonstration project.</b> (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"> <li>➤ Land assembly or acquisition of opportunity sites offered by willing sellers</li> <li>➤ Provide financial assistance for creative development concepts including craft industrial or food related businesses</li> </ul>	<p><b>3. Revisit remaining Edgewater/2nd Street plan projects.</b> (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"> <li>➤ Festival Street</li> <li>➤ Gateway Sign (Edgewater &amp; Wallace)</li> <li>➤ Improved connections to river and parks</li> </ul>





# Town Center Area

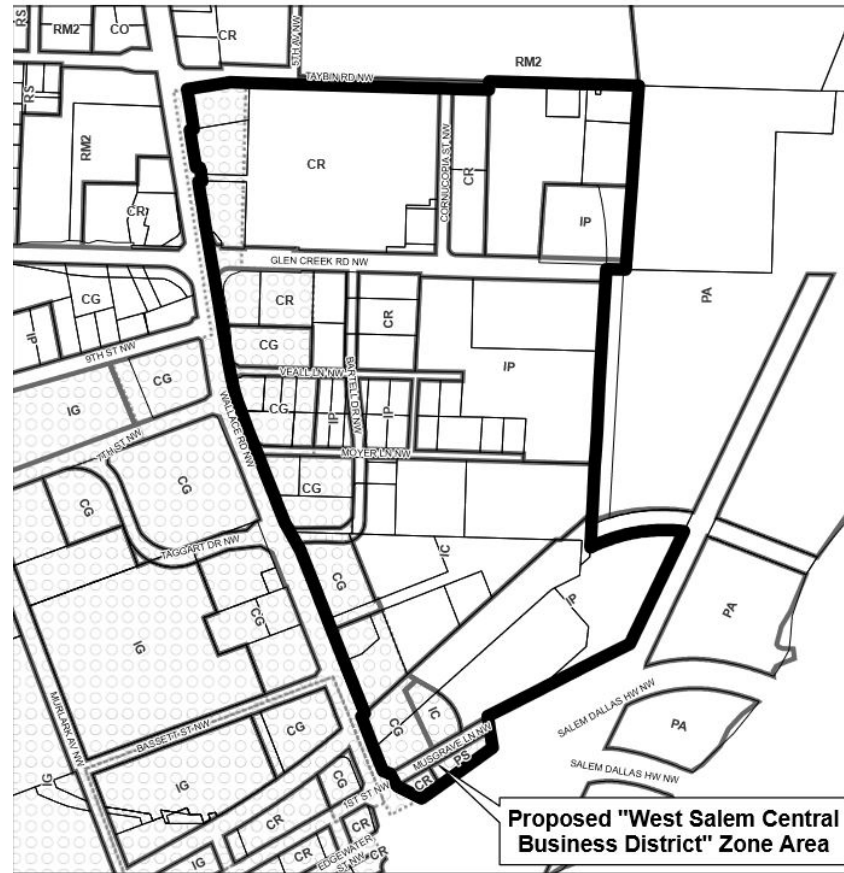
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**Proposed West Salem  
Central Business District Zone**

# Urban Renewal Town Center Area

**DRAFT**

## Proposed "West Salem Central Business District" Zone



**Proposed "West Salem Central Business District" Zone Area**

**Legend**

- RS Base Zoning
- Edgewater Street - Wallace Road Overlay Zones
- Taxlots

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AT YOUR SERVICE  
Community Development Dept.





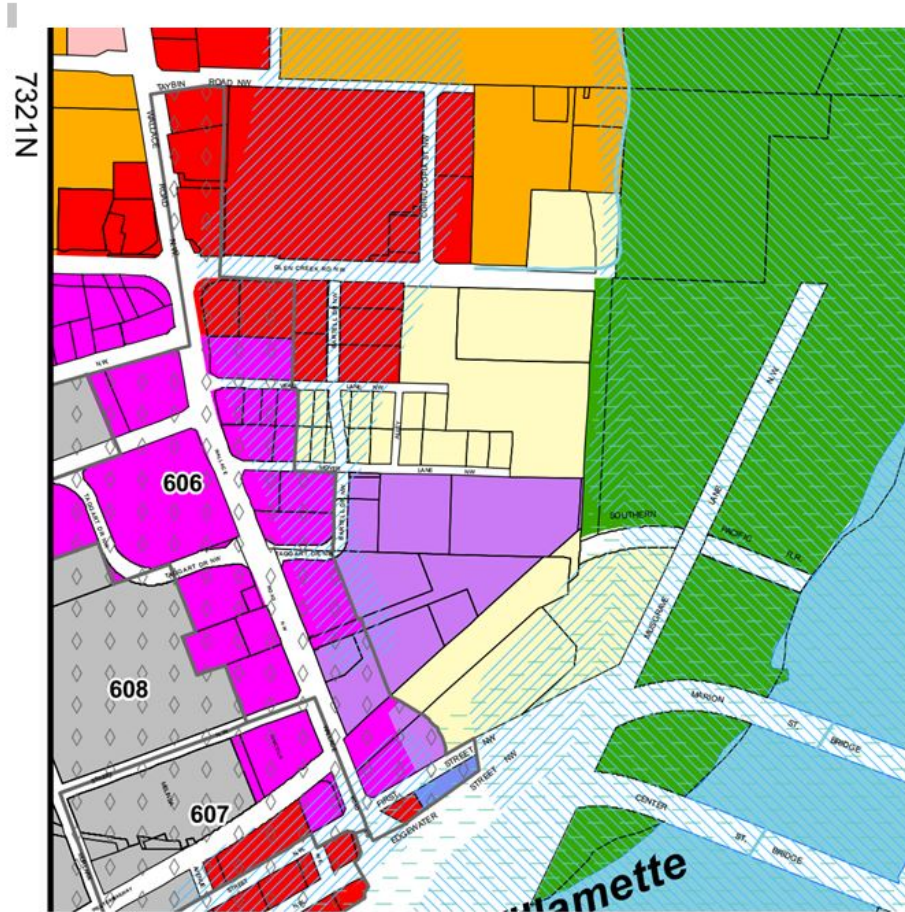
Example of mixed-use development potentially suitable for West Salem Town Center.

## Glen Creek Town Center Development Example



West Salem Business District Action Plan

# Current Zoning



- PS - Public Service
- CR - Retail Commercial
- IP - Industrial Park
- IG - General Industrial
- IC - Industrial Commercial
- CG - General Commercial

Willamette Greenway Overlay





1991  
902B

1983-00

7-3-22C 32-25

7-3-22CB

7-3-21DA

32-25

32-1



# Main Street Area

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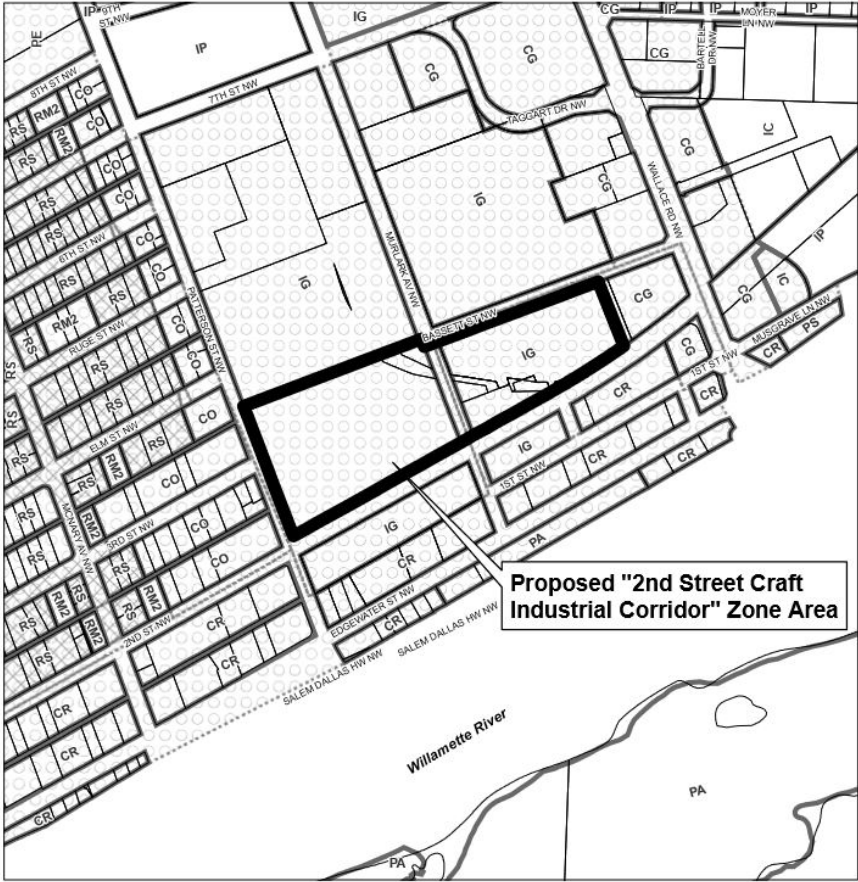
**Craft Industrial**



Urban Renewal  
**Second Street  
 Craft Industrial Area**

**DRAFT**

**Proposed "2nd Street Craft Industrial Corridor" Zone**



**Proposed "2nd Street Craft  
 Industrial Corridor" Zone Area**

- Legend**
- RS Base Zoning
  - Taxlots
  - Edgewater Street - Wallace Road Overlay Zones
  - Compact Development Overlay Zone

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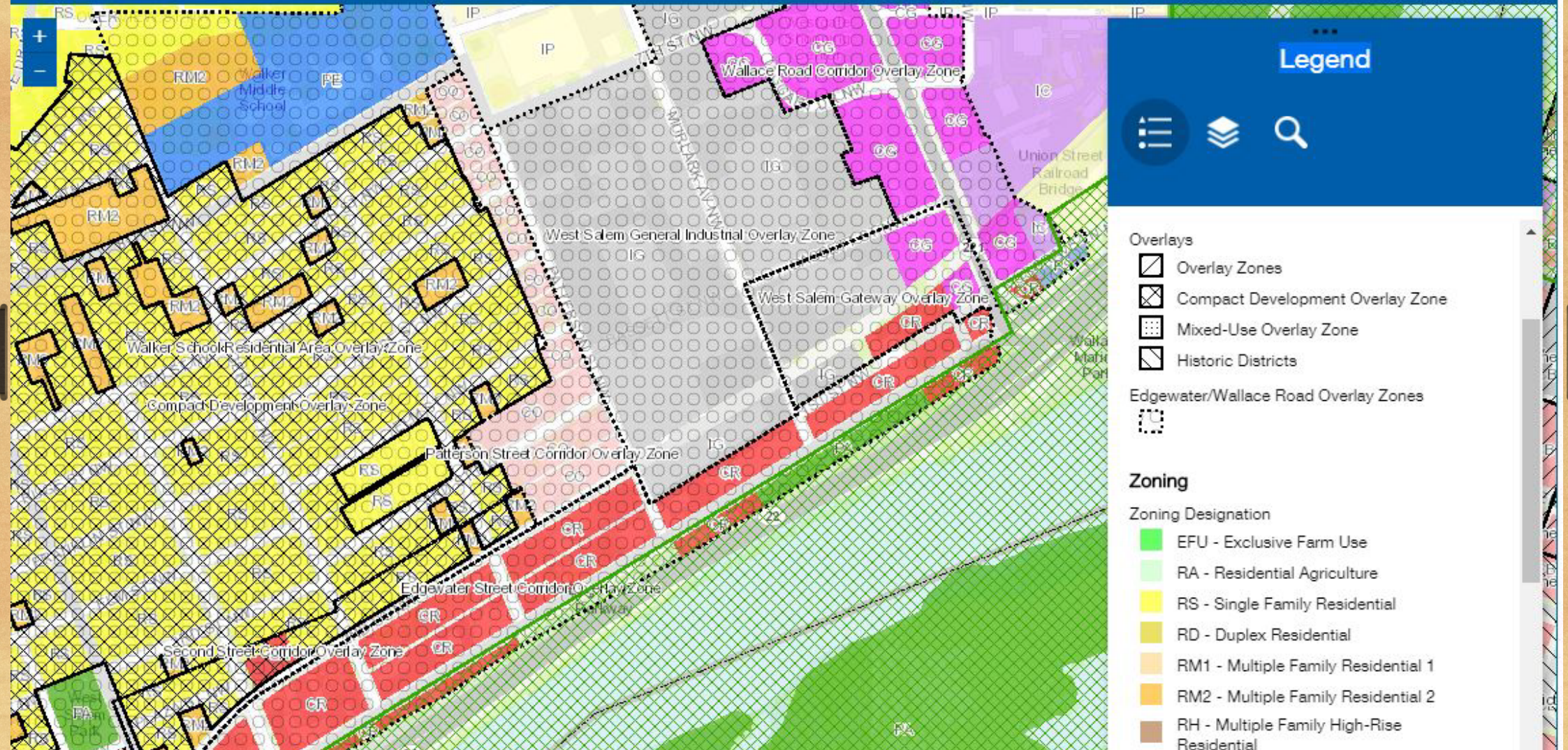


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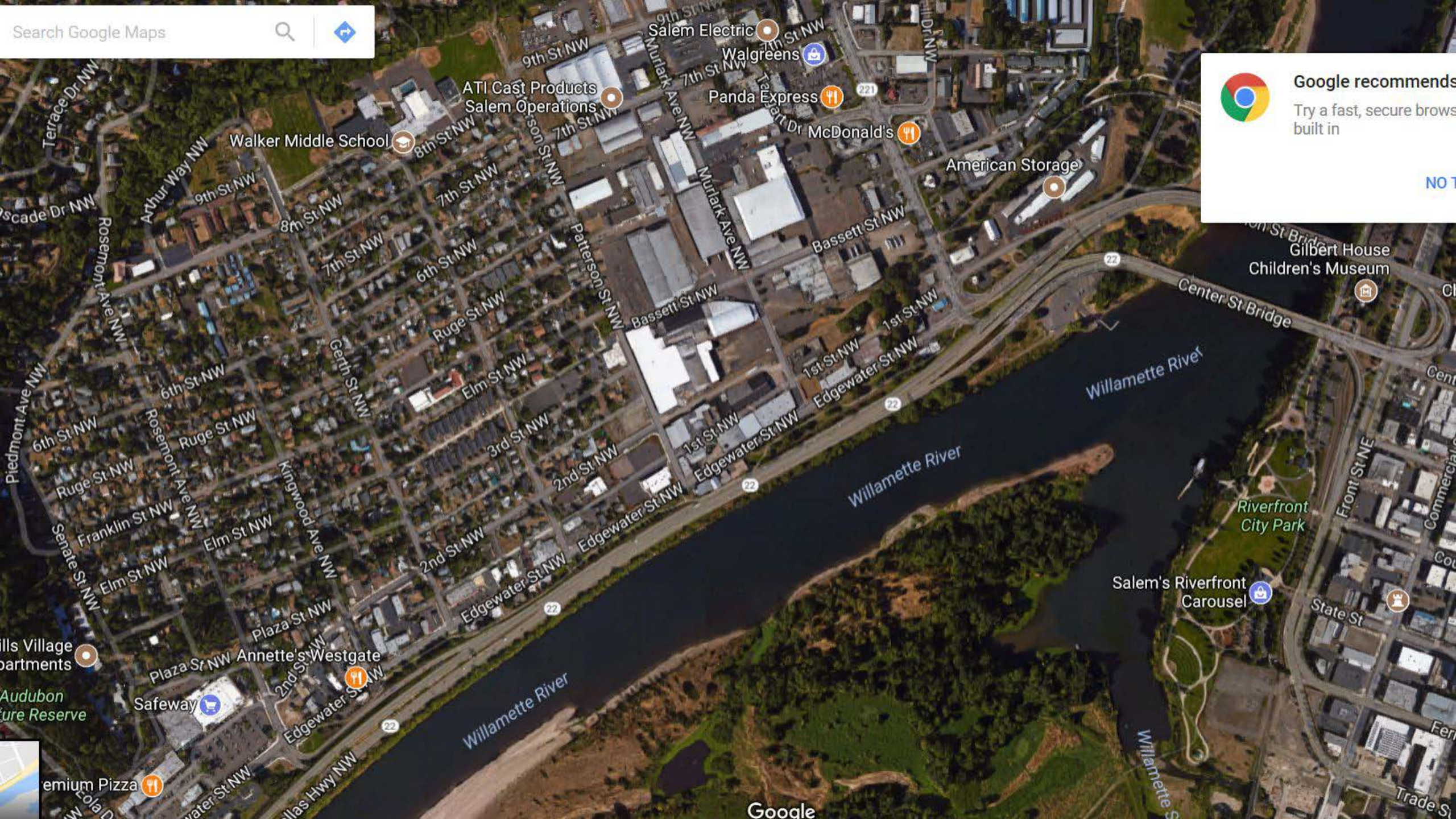
CITY OF *Salem*  
 AT YOUR SERVICE  
 Community Development Dept.




# Salem zoning reference map







 **Google recommends**  
 Try a fast, secure browser built in

Terrace Dr NW  
 Cascade Dr NW  
 Rosemont Ave NW  
 Arthur Way NW  
 9th St NW  
 8th St NW  
 7th St NW  
 6th St NW  
 5th St NW  
 4th St NW  
 3rd St NW  
 2nd St NW  
 1st St NW  
 Edgewater St NW  
 Kingwood Ave NW  
 Plaza St NW  
 2nd St NW  
 Edgewater St NW  
 Willamette Hwy NW  
 Walker Middle School  
 ATI Cast Products Salem Operations  
 Salem Electric  
 Walgreens  
 Panda Express  
 McDonald's  
 American Storage  
 Gilbert House  
 Children's Museum  
 Riverfront City Park  
 Salem's Riverfront Carousel  
 Safeway  
 Annette's Westgate  
 Premium Pizza



# Main Street Area

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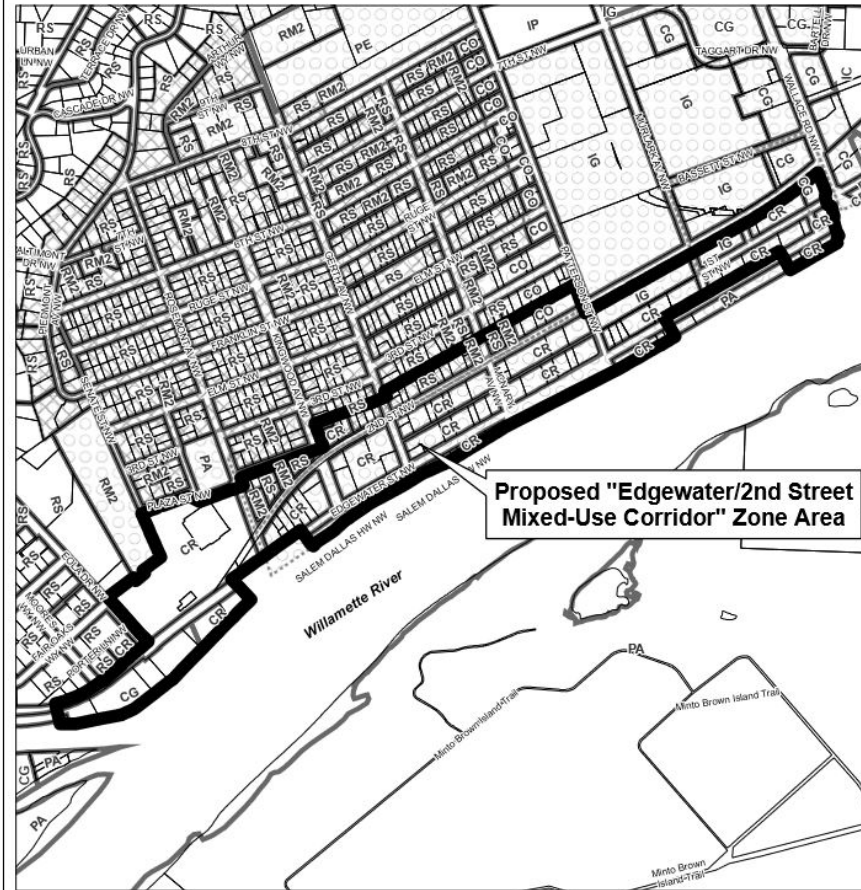
**Edgewater & Second Street**



**Urban Renewal  
Main Street Area  
“Edgewater/Second Street”**

**DRAFT**

**Proposed "Edgewater/2nd Street Mixed-Use Corridor" Zone**



**Proposed "Edgewater/2nd Street Mixed-Use Corridor" Zone Area**

- Legend**
- RS Base Zoning
  - Taxlots
  - Edgewater Street - Wallace Road Overlay Zones
  - Compact Development Overlay Zone

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0 100 200 400 Feet



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# Fitting the Opportunities in the Land

- Lot Coverage
- Lot Shape
- Lot Size
- Parking
- Frontage
- Depth
- Development Standards



Edgewater/Second Street  
Plat Adjustment

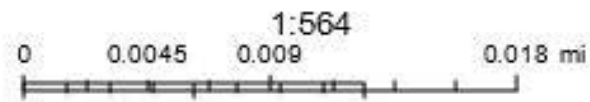






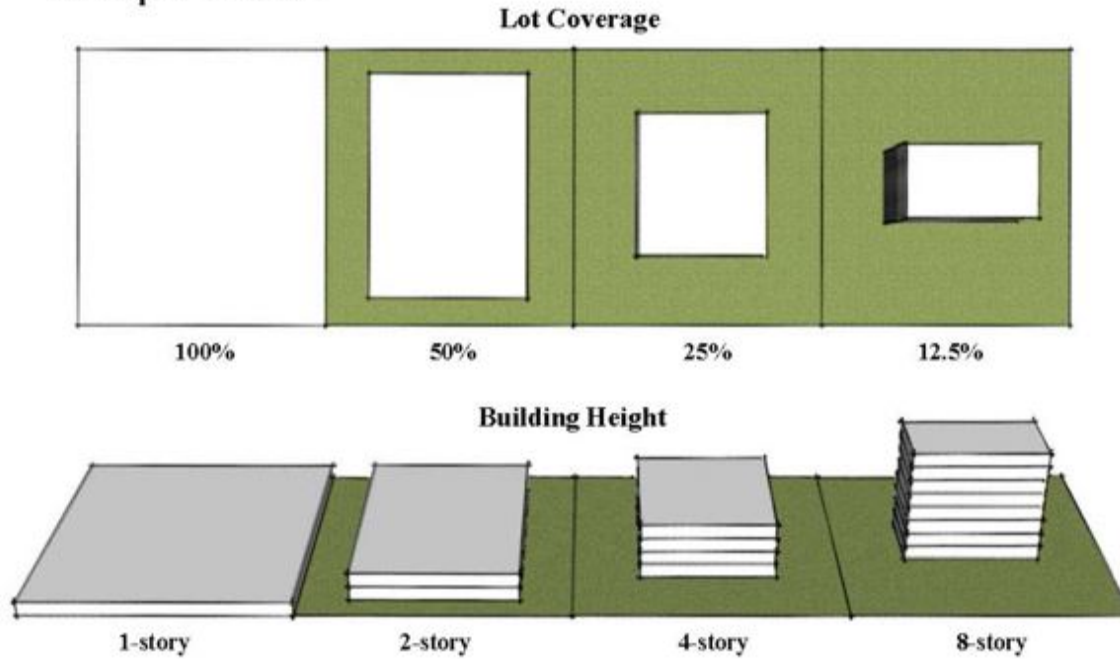
March 23, 2018

City Limits      Subdivision Arrows      Taxcode Arrows



$$\text{Floor Area Ratio} = \frac{\text{Total Floor Area of All Buildings}}{\text{Lot Area}}$$

Example: 1.0 FAR



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

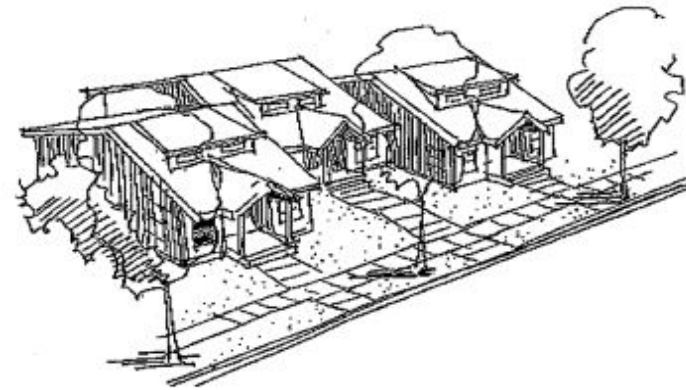
New housing should not be of one type - single family, duplex or apartment.

### 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.



Typical Streetscape



Continue to Vary Setbacks

## MIXED USE RECOMMENDATIONS

### 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

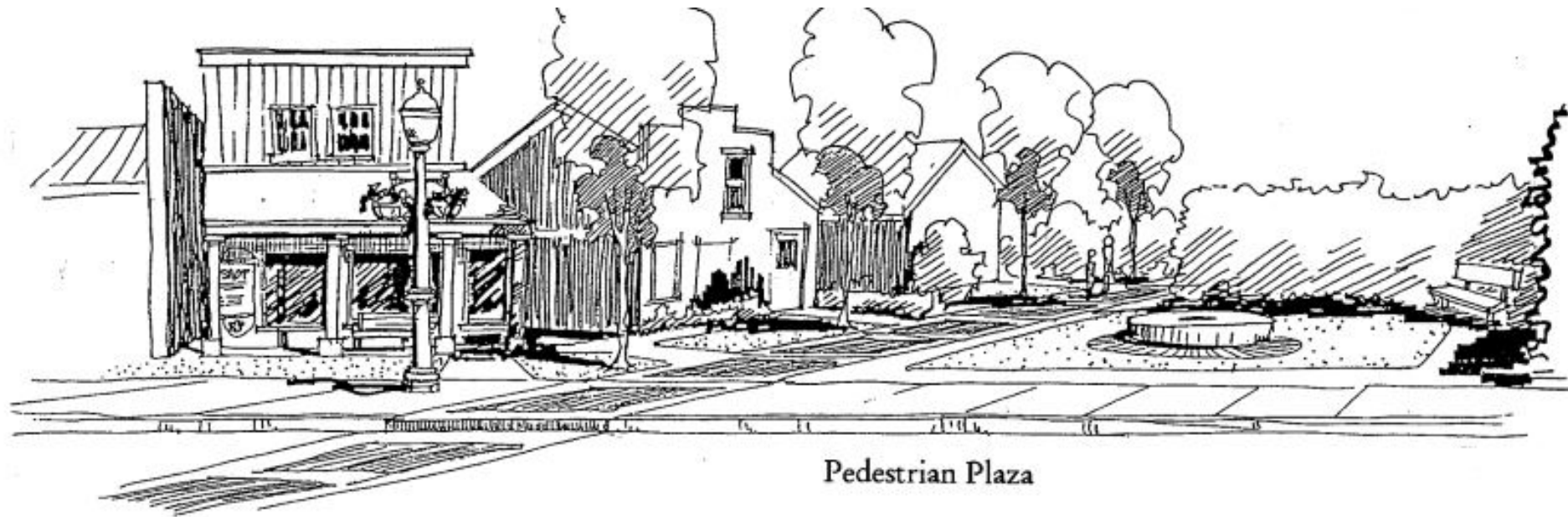
Develop a mix of commercial and residential activity with a strong orientation of the commercial toward Edgewater Street and the residential to Second Street. Between Patterson to Rosemont Avenues, along the south side of Second Street, commercial frontages should be allowed. Develop design standards and revise zoning code as needed.







Second to Edgewater Streets: Visual and Pedestrian Connections



Pedestrian Plaza



North Side 2 <sup>nd</sup> Street	Edgewater Plan	Downtown Plan
<b>Purpose</b>	<b>Transitional Area (Low Intensity Mixed Use Development)</b> Mixed Use (House/Office) to Residential Single	<b>High Density Mixed Use Development</b>
<b>Use</b>	Residential with Mixed Use as an Expansion of Home Occupations	Commercial Mixed Use with Residential over Commercial Activity
<b>Development Vision</b>	Edgewater Study Drawings	Broadway High Example
<b>Development Plan</b>	<ul style="list-style-type: none"> <li>• Max 35 ft tall structures</li> <li>• Lot coverage limits for green space &amp; courtyards</li> <li>• Front yard set backs</li> <li>• Rear yard set backs</li> <li>• Alley access for parking</li> </ul>	<ul style="list-style-type: none"> <li>• 50 ft tall structures</li> <li>• 100% lot coverage</li> <li>• Buildings at sidewalk except public space</li> <li>• Zone-to-Zone set back except for vehicle use areas</li> <li>• Vehicle use area accessed from alley</li> </ul>
<b>Impact</b>	<b>Compatible Transitional Development</b> , similar height, building density and lower level traffic impact on alley	<b>High Impact</b> , an adjacent neighborhood from height differential and probable high vehicular use of alley for commercial and residential activity

























# West Salem Urban Renewal Plan

## Adopted by Salem City Council

### August 27, 2001

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November 28, 2016, Resolution No. 2016-50*



# Vision for Edgewater/Second Street

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

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- 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**