



## Development Proposals for Three Targeted Sites in Salem, Oregon

**Winter 2011 • Architecture; Planning, Public Policy and Management**

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## About SCI

The Sustainable Cities Initiative (SCI) is a cross-disciplinary organization at the University of Oregon that seeks to promote education, service, public outreach, and research on the design and development of sustainable cities. We are redefining higher education for the public good and catalyzing community change toward sustainability. Our work addresses sustainability at multiple scales and emerges from the conviction that creating the sustainable city cannot happen within any single discipline. SCI is grounded in cross-disciplinary engagement as the key strategy for solving community sustainability issues. We serve as a catalyst for expanded research and teaching, and market this expertise to scholars, policymakers, community leaders, and project partners. Our work connects student energy, faculty experience, and community needs to produce innovative, tangible solutions for the creation of a sustainable society.

## About SCY

The Sustainable City Year (SCY) program is a year-long partnership between SCI and one city in Oregon, in which students and faculty in courses from across the university collaborate with the partner city on sustainability and livability projects. SCY faculty and students work in collaboration with staff from the partner city through a variety of studio projects and service-learning courses to provide students with real-world projects to investigate. Students bring energy, enthusiasm, and innovative approaches to difficult, persistent problems. SCY's primary value derives from collaborations resulting in on-the-ground impact and forward movement for a community ready to transition to a more sustainable and livable future. SCY 2010-11 includes courses in Architecture; Arts and Administration; Business Management; Interior Architecture; Journalism; Landscape Architecture; Law; Planning, Public Policy, and Management; Product Design; and Civil Engineering (at Portland State University).

## About Salem, Oregon

Salem, the capital city of Oregon and its third largest city (population 157,000, with 383,000 residents in the metropolitan area), lies in the center of the lush Willamette River valley, 47 miles from Portland. Salem is located an hour from the Cascade mountains to the east and ocean beaches to the west. Thriving businesses abound in Salem and benefit from economic diversity. The downtown has been recognized as one of the region's most vital retail centers for a community of its size. Salem has retained its vital core and continues to be supported by strong and vibrant historic neighborhoods, the campus-like Capitol Mall, Salem Regional Hospital, and Willamette University. Salem offers a wide array of restaurants, hotels, and tourist attractions, ranging from historic sites and museums to events that appeal to a wide variety of interests. 1,869 acres of park land invite residents and visitors alike to enjoy the outdoors.

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This report represents original student work and recommendations prepared by students in the University of Oregon's Sustainable City Year program for the City of Salem, the Urban Renewal Agency of the City of Salem, or the Salem Housing Authority. Text and images contained in this report may not be used without permission from the University of Oregon.

## Executive Summary

Students in a combined Architecture and Planning class called City Growth/ City Design were asked to create development proposals for three sites located in urban renewal areas of Salem, Oregon, as part of the University of Oregon's Sustainable City Year program. Students conducted research similar to due diligence activities a developer might undertake when evaluating a site for development. Students' research identified appropriate uses, identified opportunities and constraints, analyzed current zoning and transportation infrastructure, and considered community needs. Findings and analysis were used to make informed proposals that offered realistic opportunities and, in some cases, pushed the boundaries of traditional development.

The sites are located in three different types of areas in the city: downtown, rural, and corridor. Students were broken up into teams of four to six and assigned to a site. Listed below is a short description of each site and an overview of each site's development proposal.

### Second Street: Corridor

The Second Street corridor site is located in West Salem, in a neighborhood near the west bank of the Willamette River. The site is located along Second Street, between Rosemont Avenue on the west and Patterson Street on the east. The Second Street site is framed by a strip mall to the west, industrial sites to the east, Oregon Route 22 to the south, and residential single family housing to the north. Oregon Route 22 also separates the site from the Willamette River. Although the neighborhood has declined in the last 10 years – 900 residents (37 percent) left this area between 2000 and 2009 (U.S. Census Bureau, 2009) – student research suggests Second Street has the right infrastructure and character to become a vibrant neighborhood commercial center.

Students' proposals focus on creating a lively destination for the region and a point of pride for West Salem. Proposals include revamping commercial activities, adding multi-family housing, activating the streets through pedestrian-appropriate street treatments, and installing a festival street. Features such as commercial businesses on the corner lots of each intersection and added housing options help to create a more vibrant and active scene.

### O'Brien: Downtown

The O'Brien site sits between downtown and the North Downtown neighborhood. This 8-acre site is dominated by automobile traffic and businesses. The site is surrounded by major arterials, and the only land uses on site are auto retail and auto repair services. Student research suggests that this lack of land use diversity has made the O'Brien site an area of passage to downtown in the south, Interstate 5 in the east, and adjacent neighborhoods.

Student development proposals seek to transition the O'Brien site into a destination for Salem residents and link downtown and the North Downtown neighborhood. Student proposals suggest mixed use development, both horizontally, where different land uses are placed adjacent to one another, and vertically, where different land uses exist within a single building. More specific development proposals seek to create activity at all times of day, by providing daytime uses such as boutique shops and a grocery store near entertainment, and evening uses such as appropriate space for restaurants and bars. One of the more innovative proposals is repurposing the alleys to allow commercial frontage.

### **Epping Site: Suburban**

The Epping site is in the Northgate neighborhood along Portland Road. Unlike the other two sites, the Epping site is a vacant lot. The 14 acre site sits in one of the most diverse neighborhoods in Salem: 50 percent of the population with in the census tract identify as white non-Hispanic, 44 percent are Hispanic, and the remaining 6 percent are Asian, African American, Pacific Islander, Native American, and persons who identify as two or more races (U.S. Census Bureau, 2009).

Student proposals seek to build upon the cultural identity and skills present in the community. Students' development proposals suggest a range of multi-family housing, neighborhood amenities not sufficiently provided at present in the neighborhood, and spaces for economic and entrepreneurial opportunity. The latter is addressed through proposals that push traditional development patterns by including space for food carts and building live/work units, split-level units with studio bedroom space on the top floor and commercial/retail or office space on the bottom floor.

# Introduction

As part of the University of Oregon's Sustainable City Year partnership with Salem, Oregon, students in the course City Growth/City Design evaluated development potential and needs for three sites in urban renewal areas within the City of Salem. Each site represented a different section of the city: downtown core, corridor, and suburban. Students were placed in teams and assigned to a site. A total of 35 students participated in the project. Students were grouped into seven teams, with five or six students per team.

Student groups conducted in-depth research similar to due diligence activities that a developer might undertake when evaluating a property for redevelopment opportunities. The groups investigated topics including identifying appropriate uses for the site, identifying the opportunities and site constraints, analyzing current zoning and transportation infrastructure, researching community needs, and proposing urban design modifications. Students drew upon classroom lessons, assigned readings, and personal research to inform their proposals.

This report is a compilation and synthesis of the ideas students proposed. The report begins with a regional analysis. Students researched census data and prior studies on housing, demographics, and economics to better understand the drivers of future development in Salem. Next, the report provides an overview of the resources students consulted. These include Urban Renewal Agency plans for each site as well as reports conducted by planning and economic consultants. The bulk of the report is in the third section, which provides detailed accounts for each site. Each site includes a discussion on existing conditions, a Strengths, Weakness, Opportunities, and Threats (S.W.O.T.) analysis, and detailed development proposals.

## Regional Analysis

### Population Growth

The current population within the Salem-Keizer Urban Growth Boundary (UGB) is 191,000 (U.S. Census, 2010). The Population Research Center at Portland State University estimates that the population of the Salem-Keizer UGB will increase roughly 28 to 33 percent between 2007 and 2030. The Population Research Center's medium growth scenario estimates the 2030 Salem-Keizer population at 251,000. Population growth in Salem alone is expected to add 47,000 residents, bringing the total population to 204,000 by 2030. In Keizer, population increase is forecasted to add 11,500 residents, bringing the total population to 47,000 by 2030 (Population Research Center, 2008).

### Changing Demographics

Across the United States, the first wave of Baby Boomers is entering retirement age. Salem is no different. Figure 1 shows Boomers nearing retirement age made up a quarter of the population in 2009. The age bracket 45 to 64 gained

four percentage points of total population from 2000 to 2009. This increase is due to the Boomers' entering the 45-64 age bracket.

	2000		2009	
	Number	Percent of total	Number	Percent of total
20-21	11,252	8%	12,491	8%
25-44	41,198	30%	43,290	27%
45-64	28,222	21%	39,784	25%
65+	17,039	12%	20,223	13%

Figure 1: Age distribution change From 2000 to 2009, Salem, OR. Source: US Census Bureau, 2000 Decennial Census; US Census Bureau, American Community Survey, 2009.

Housing types may need to be reconsidered to accommodate an aging population. Many people who reach retirement age choose to move to smaller homes. Furthermore, studies suggest that nearly one third of Baby Boomers will relocate to a more urban setting (Leland Consulting Group, 2011).

## Housing Demand

Students conducted a preliminary housing demand analysis. Using population projections published by the Population Research Center, students calculated housing demand for 2030 by projecting out Salem's current mix of housing stock to 2030.

Figure 2 shows that by 2030, an additional 11,318 single family homes will be needed, assuming that this housing type will remain at 61 percent of the housing stock. Multi-family housing is projected at 5,471 additional units by 2030. However, given the changing demographics described above, it is likely that the projected multi-family housing demand is a conservative estimate.

Housing Type	Number	Percent
Single-family detached	11,319	61%
Single-family attached	680	4%
2 units (duplex)	482	3%
3 or 4 units	877	5%
5 to 9 units	1,500	8%
10 to 19 units	1,078	6%
20 to 49 units	637	3%
50 or more units	897	5%
Mobile home	1,214	6%
Boat, RV, van, etc.	0	0%
Total	18,684	

Figure 2: Projected housing unit demand by type in Salem-Keizer, 2030. Source: Projected from ACS 2009 data and Population Research Center, 2009 data.



## Marion & Polk Counties

Percent of Income	Owners		Renters		Total	
	Number	Percent	Number	Percent	Number	Percent
Less than 20%	33,212	38%	10,655	22%	43,867	33%
20% - 24%	11,782	14%	7,177	15%	18,959	14%
25% - 29%	12,494	14%	5,213	11%	17,707	13%
30% - 34%	7,933	9%	6,170	13%	14,103	10%
35% or more	21,142	24%	18,950	39%	40,092	30%
Total	86,563	100%	48,165	100%	134,728	100%
<b>Cost Burden</b>	<b>29,075</b>	<b>34%</b>	<b>25,120</b>	<b>52%</b>	<b>54,195</b>	<b>40%</b>

## Salem

Percent of Income	Owners		Renters		Total	
	Number	Percent	Number	Percent	Number	Percent
Less than 20%	11,983	35%	5,133	22%	17,116	30%
20% - 24%	5,388	16%	3,566	15%	8,954	16%
25% - 29%	4,003	12%	1,995	9%	5,998	11%
30% - 34%	4,055	12%	2,582	11%	6,637	12%
35% or more	8,406	25%	9,952	43%	18,358	32%
Total	33,835	100%	23,228	100%	57,063	100%
<b>Cost Burden</b>	<b>12,461</b>	<b>37%</b>	<b>12,534</b>	<b>54%</b>	<b>24,995</b>	<b>44%</b>

Figure 3: Housing affordability, Salem MSA, 2009; Housing affordability, Salem, 2009. Source: U.S. Census Bureau, 2009 American Community Survey.

## Housing Affordability

According to the federal department of Housing and Urban Development, affordable housing is defined as housing costing no more than 30 percent of a household's income (Housing and Urban Development, 2011). Figure 3 illustrates the percentage of persons whose housing cost is greater than 30 percent of their income in both Salem and the Salem Metropolitan Statistical Area (MSA), which includes both Marion and Polk counties. In both the Salem MSA and the City of Salem, housing is less affordable among renters (52 percent and 54 percent, respectively) than among owners (34 percent and 37 percent, respectively). Across the board, Salem's housing stock is more likely to be unaffordable to Salem residents than residents of the Salem MSA as a whole.

## Jobs and Economy

Government, service, and retail trade dominant the regional economy and provide the bulk of the employment in the Salem-Keizer region. Specifically, the State of Oregon employs 15,580 people, the Salem Hospital employs 3,500, Willamette University employs 1,130, and the City of Salem employs 775 (Leland Consulting Group, 2011).

Smaller sectors include agriculture, mining, and wholesale trade. All sectors are forecasted to grow by 10-20 percent by 2015, with the exception of agriculture (Leland Consulting Group, 2011).

With the rise in population, employment is projected to increase substantially from 2010 to 2031. Figure 4 shows that the majority of employment growth will occur within the UGB. Outside the UGB, employment is projected to grow only 4 percent.

Study Area	Employment Expected Increase	
	Number	Percent
West Salem	1032	30%
North Salem	11381	25%
South Salem	19458	53%
Keizer	4892	123%
Turner	105	33%
Outside UGB	100	4%
SKATS Area Total	36968	40%

Figure 4: Anticipated employment increase, Salem, 2010-2031.

## **List of Resources**

Several reports and plans cover each of the proposed sites. Students referred to these plans and reports to develop ideas and understand broader issues that may drive development. Below is a list of the plans and reports used and a brief description of each report.

### **Salem Vision 2020 Action Plan**

This plan was used in part to inform development proposals and goals for the downtown site and the corridor site. The plan sets forth a number of goals for the Salem city core, North Downtown, and the Edgewater / Second Street area. Over 3,500 Salem residents participated in providing input about what they would like to see happen in those areas.

### **Edgewater/Second Street Redevelopment Action Plan**

This plan describes the current conditions in the Second Street area and makes recommendations for specific improvements, including redevelopment, improvements to streetscapes, and better public spaces.

### **Downtown Strategic Action Plan**

This plan, written by Leland Consulting Group, informed the goals and ideas of the downtown site. The city commissioned the plan to serve as a tool to guide public investments through the Riverfront Downtown Urban Renewal Area.

### **Riverfront Downtown Urban Renewal Area Plan**

This plan, used by groups examining the downtown site for guidance in proposing development ideas, aims to encourage revitalization of the riverfront and downtown central business district using strategic public investments of urban renewal funds. It further seeks to eliminate traffic congestions and railroad conflicts. Finally, it aims to create a climate for the development of amenities along the east bank of the Willamette River.

### **North Downtown Plan**

The North Downtown Plan, approved by the City of Salem in 1997, is used to inform ideas of what the downtown site could be developed into. The plan envisions a variety of mixed use nodes. The plan states, "Vision for the area is a series of mixed-use districts offering a variety of employment, retail, and residential uses, including a range of low, medium, and high density housing... to take advantage of the area's proximity to downtown Salem, the Capitol Mall, and amenities offered by the Willamette River and Mill Creek" (Pacific Rim Resources, 1997).

## **North Gateway Urban Renewal Plan**

This plan states that its mission is to eliminate blight and depreciating property values within the North Gateway Urban Renewal Area. It seeks to create an aesthetically pleasing area that produces jobs and private investment. Furthermore, it sets out to make public improvements that will stabilize property values and create a healthy and attractive northern gateway to Salem without creating a net loss of housing units. This plan was used in forming the ideas and goals of the suburban site located in the North Gateway Urban Renewal Area.

## **Salem Revised Code**

This document provides the guidelines for what uses are allowed or not allowed, by area of the city and by land use designation. Each group referenced this document when developing their plans, to either make sure proposals were consistent or, if not, what amendments or conditional use permits would be needed for the development proposal.

## **Salem Development Design Handbook**

The Salem Development Design Handbook illustrates and describes building guidelines, such as the percentage of transparent windows that are needed on ground floors, and setbacks for different types of buildings. It also provides specific guidelines for mixed use nodes already designated. Students referred to this handbook in order to ensure that their proposed design principles would be allowed by the city.

## **Salem Core Area Housing Market Study**

This report was prepared in 2002 by ECONorthwest and John Gardner. The report assesses the downtown housing market and the feasibility of creating housing in the downtown core. The downtown and corridor site groups referred to this report to help justify housing options.

## **Sites**

Each site is located in an urban renewal area in the City of Salem. Two of the sites were redevelopment areas while the third site was a development on a vacant lot. Each site was located within a different section of the city: corridor, downtown core, and suburban. The different tapestries presented unique challenges to each site. Listed below is a brief description of each site.

### **Second Street: Corridor**

The site is located in West Salem and runs roughly a half mile along Second Street between Rosemont Avenue and Patterson Avenue (see Figure 5). The site offers potential to transition into a neighborhood commercial center. The site is adjacent to two of Salem's great public amenities, the Union Street Railroad Pedestrian and Bicycle Bridge, and the Willamette River.

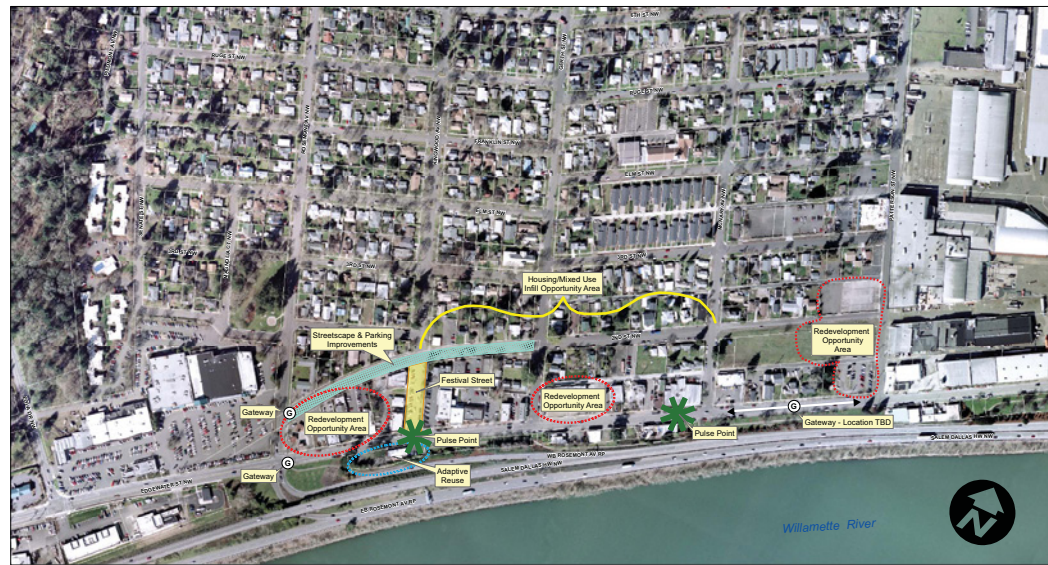


Figure 5: Second Street site overview, with city-proposed redevelopment opportunities.  
Source: City of Salem.

### O'Brien Properties: Downtown

This site is located in the North Downtown area and comprises four tax lots owned by Michael O'Brien (see Figure 6). The site is currently occupied by auto retailers. The City of Salem has identified the O'Brien site as a redevelopment opportunity.

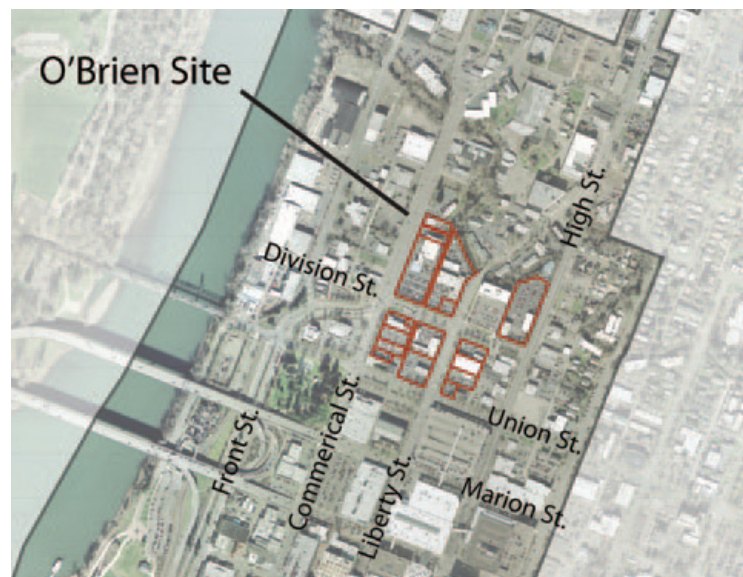


Figure 6: O'Brien Site overview. Shaded area is the Riverfront Downtown Urban Renewal Area.



## Epping Site: Suburban

This is a 14-acre vacant lot located in the Northgate neighborhood just north of downtown (see Figure 7). The site currently has no buildings on it and has been on the market since 2003.



Figure 7: Epping Site overview.

For each site, students analyzed the current conditions and proposed ways that developers and city staff could improve the site.



# Second Street Corridor Site

## Overview

The following recommendations for the Second Street corridor are based on City of Salem plans, the site's existing conditions, opportunities, constraints, and the broader context within the city. Recommendations encompass both policy and design implementation.

The proposal aims to establish the Second Street corridor as a point of pride in West Salem and a destination for the region.

## Site Boundaries

The site is a half mile in length. Figure 8 shows the site boundaries, from Rosemont Avenue in the west to Patterson Street in the east. The southern boundary is contained by the Edgewater Trail, which runs between Edgewater Street and Oregon Route 22.



Figure 8: Second Street corridor site boundary.\*

## Site Analysis

### Existing Conditions

#### ***Land Use***

Commercial uses are located within and adjacent to the Second Street corridor. The zoning on the south side of Second Street is retail commercial, and on the north side, the zoning is single family residential and multi-family residential. Immediately east of the project site is a large industrial zone. Currently, two food processing plants operate within the industrial zone. Farther east, Wallace Road contains retail stores, fast food restaurants, and auto-repair shops. West of the Second Street corridor, a Safeway grocery store anchors a strip mall; located within the strip mall are travel agents, fast food restaurants, and other services.

Residential uses extend north from the north side of Second Street. Also, residential uses can be found between Rosemont Avenue and Patterson Street. The housing stock is predominantly single-family homes. A small percentage of land is zoned for multi-family housing adjacent to commercial uses.

#### ***Demographics***

65 percent of residents in the area are white and 30 percent identify as Hispanic or Latino. Median household income is \$28,281, which is \$16,000 less than the city-wide average (U.S. Census Bureau, 2009; U.S. Census Bureau, 2000; U.S. Census Bureau, 1990).

Census data show that the neighborhood has been in decline. The total population within the census tract has decreased by 900, a 37 percent decline, in the last 20 years. Furthermore, median household income decreased by 27 percent between 2000 and 2009 (U.S. Census Bureau, 2009; U.S. Census Bureau, 2000).

#### ***Transportation***

The Second Street corridor's transportation infrastructure is auto-oriented. Bus service is not supplied on weekends and runs at 45 minute intervals on weekdays (Cherriots, 2011). Bicycle lanes exist along Edgewater Street and Wallace Road, but both streets are major arterials and are likely to be used only by adventurous riders.

#### ***Open Space***

West Salem Park is the closest park to the site. This green space is located along Rosemont Avenue, at the terminus of Second Street. Other nearby parks include the Edgewater Trail, which runs to Route 22, and Wallace Marine Park, the largest outdoor recreational facility in West Salem.

### S.W.O.T. Analysis

#### ***Strengths***

- Access to parks (West Salem Park and Wallace Marine Park).
- Proximity to the city core.

- Proximity to Union Street Railroad Pedestrian and Bicycle Bridge.
- Proximity to the Willamette River.
- Gridded street network with narrow blocks.
- High volume of traffic passing by the site on Edgewater Street.
- Location immediately next to a residential area.

### **Weaknesses**

- Oregon Route 22 disconnects the site from the Willamette River.
- Permanent infrastructure limits development to the south.
- A potential third river crossing may increase traffic and noise on Edgewater Street.
- Poor bicycle, pedestrian, and public transportation accessibility.
- Industrial park adjacent to the site.

### **Opportunities**

- Significant number of vacant lots.
- Parcels with low improvement value (ideal for redevelopment).

### **Threats**

- Interests of property owners and other community members may be divergent.
- Acquiring right-of-way on Second Street between Rosemont Avenue and Wallace Road may be difficult.

## **Development Proposal**

Students saw the future of the Second Street corridor as the heart of West Salem. The following ideas expand on the community's desire for a walkable, dynamic area with a strong sense of place (Leland Consulting Group, 2011). This proposal lays out a plan to transform this area into a vibrant and walkable mixed use district. It aims to create an inviting, prosperous, and livable community, accessible to all residents.

### **Goals**

In order to achieve this vision, the following goals were set as guidelines for the proposal:

- Revitalize commercial development.
- Improve the housing stock for a range of income levels.
- Provide community gathering spaces.
- Create a walkable, bikeable environment with multimodal connections.

### **Goal 1: Revitalize Commercial Development**

Currently, commercial uses in the immediate vicinity are limited to a Safeway grocery store, with other commercial uses in the surrounding area. There are few neighborhood-oriented businesses within the corridor. Given the high density

of surrounding single family housing, the site would be ideal as a neighborhood commercial center.

### **Considerations**

#### **Zoning**

The city is currently in the process of streamlining the zoning along Edgewater and Second Streets. The multiple overlays, coupled with the Salem Revised Code (SRC) and Development Design Handbook, are potentially confusing to developers and may impede development. Furthermore the current zoning structure is not congruent with achieving city planning goals of creating a vibrant activity node that is pedestrian and bicycle friendly.

#### **Key Components**

- Zone for mixed use development along Second Street.
- Replace off-street parking with denser pedestrian-friendly development.
- Emphasize neighborhood commercial activity at intersections.
- Create a gateway to the corridor at Second Street and Rosemont Street to highlight the area as a distinct destination.

#### **Proposal: Mixed Use**

A mix of uses will be necessary to create a dynamic place for people that incorporates the planning goal set in the Edgewater/Second Street Redevelopment Action Plan of “a wide range of neighborhood amenities” (Edgewater/Second Street Redevelopment Action Plan, 2010). Mixed uses bring people to an area for different purposes throughout the day, which contributes to a feeling of liveliness in an area, safety on streets, and economic vitality.

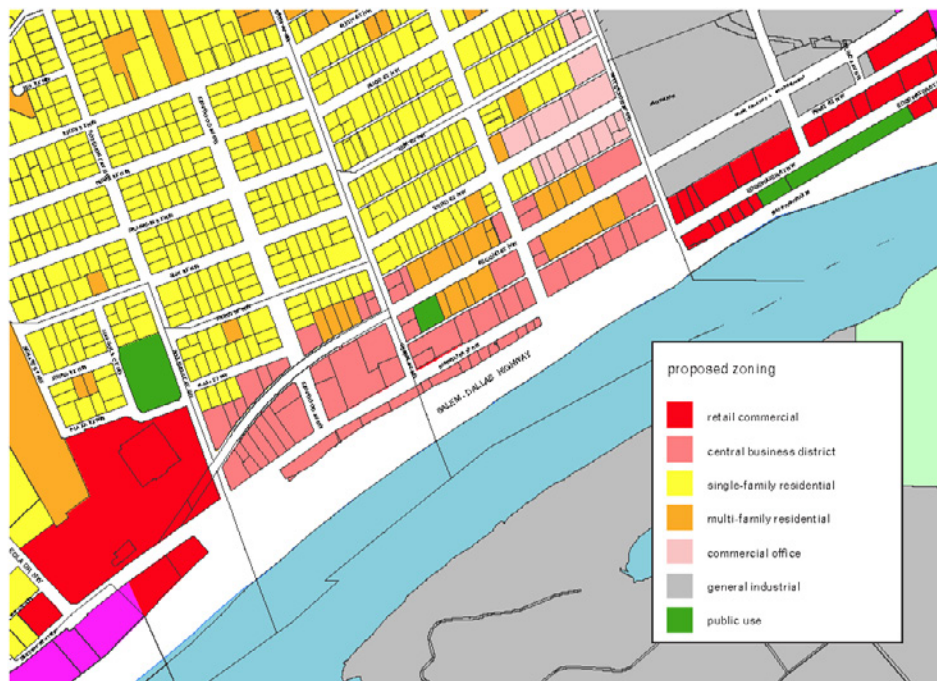


Figure 9: Proposed zoning, emphasizing horizontal mixed use.





Figure 10: Proposed zoning, emphasizing mixed use buildings.

Figures 9 and 10 show two different proposals for land use changes. Figure 9 emphasizes a horizontal mixed use approach. Buildings would be primarily single use, located adjacent to multi-family housing. This option reduces the amount of multi-family housing and increases business occupancy. The multi-family housing units could be mixed use or not, letting the market determine their appropriate use.

Figure 10 emphasizes greater residential space. These residential units would be mixed use buildings with retail on the ground floors. Realizing that mixed use buildings have little precedent of success in Salem, and the neighborhood itself is comprised solely of single family housing, this approach may be too aggressive for the neighborhood, so we have proposed an alternative.

Figure 10 also shows a proposed new street that bisects the blocks between Second and Edgewater Streets. This proposal will be discussed in further detail in the section below for Goal 4: Create a walkable, bikeable environment with multimodal connections.

***Proposal: Replace Off-Street Parking with Denser Pedestrian-Friendly Development***

According to Rick Williams Consulting's Parking Resource Assessment, only 50 percent of off-street parking spaces are occupied at peak hours. Entrances to off-street parking lots discourage pedestrian travel. Foot traffic generates a feeling of vibrancy and helps to support commercial retail.

To encourage pedestrian travel, the city may want to modify its off-street parking requirements for developments in the Second Street corridor, providing incentives to developers to create pedestrian- and bike-friendly amenities as part of their developments. To provide room for such developments and still provide for adequate parking, the city could encourage private businesses to share their spaces.





Figure 11: Potential commercial corners along Second Street.

**Proposal: Commercial Corners**

Emphasis on commercial retail at corners increases the presence of businesses in the area. Moreover, corner locations are more visible from the street and often generate more pedestrian traffic. These properties are ideal for commercial/retail businesses that address the neighborhood's needs. These businesses include markets, coffee shops, laundromats, day care centers, insurance sales, and office space. Providing space for these services may help to meet the city's Mixed Use Overlay Objective, "creating more opportunities for live and work activities" (City of Salem, 2011).



Figure 12: Conceptual rendering at Second Street and Kingwood Avenue.

### *Kingwood Avenue and Second Street Intersection*

Figure 11 shows that the Second Street corridor has three four-way intersections and two three-way intersections. The intersection of Kingwood Avenue and Second Street is particularly important. The intersection node at Kingwood Avenue and Second Street could focus on commercial retail and commercial office uses. This intersection could be surrounded by two- to three-story buildings on the north and southeast sides of the street and an existing one-story building on the southwest corner.

If the lots become available at the northwest corner of the block, that corner could transition from single family housing to a commercial use. The end of the block facing the intersection could be narrowed to improve sightlines to West Salem Park via Plaza Street. The resulting site will be triangular. Figure 12 shows a rendering of what this corner could look like.

### **Proposal: Gateway to Second Street Corridor**

Development between Rosemont Street and Kingwood Avenue serves as a new western gateway to the Second Street corridor. This gateway signals to pedestrians, cyclists, and motorists a transition to a new neighborhood or district. It anchors the site's identity, helping to set the scene for development.

One way to emphasize this gateway is to draw attention through building heights. Buildings would begin at four stories at Rosemont Street, transitioning to three stories by Kingwood Avenue and to two stories by Gerth Street. This will not only draw attention to the site but also provide a transition from the larger scale of the nearby Safeway to the smaller, human-scale development of the project site. Land use at the gateway would be mixed use, with retail on the bottom level.

Students recommend cohesive signage along Second Street, which will help to contribute to a sense of place.



*Figure 13: Conceptual rendering at Rosemont and Second Streets.*

## Goal 2: Provide Community Gathering Space

Community gathering space benefits both residential and commercial activity. Gathering space provides residents with adequate open space that is typically demanded by residents. It also supports nearby commercial activity by attracting visitors to the area.

### **Considerations**

Public amenities, such as the river and surrounding single family housing, make Second Street a particularly fitting space for a neighborhood gathering space. Ideas for creating a community gathering space emphasized transitioning Second Street into a neighborhood commercial center. Uses could include commercial retail, multi-family housing such as townhouses and apartments, green space, and a festival street. Design of the corridor would emphasize features that give it a “main street” character. By emphasizing proper uses and proper design, Second Street can transition into a vibrant neighborhood commercial area.

### **Key Components**

- Create a Festival Street on Kingwood Avenue.
- Implement an intentional landmark: a clock tower at Second Street and Kingwood Avenue.
- Build a park and plaza on Second Street, between Gerth Street and McNary Avenue.

### **Proposal: Kingwood Festival Street**

In order to provide a specific community gathering space, we propose that the city transform Kingwood Avenue into a Festival Street, as recommended in the Edgewater/Second Street Redevelopment Action Plan. Kingwood Avenue would be designed so that it can be easily repurposed for pedestrian uses. The street can then be used for street fairs, sidewalk sales, a farmers market, and other community festivals.

To create the Festival Street environment, students found that reducing vehicle lanes and expanding the sidewalks will help to create a walkable feel that can handle festival crowds. The lanes would be reduced to 12 feet and the sidewalk

### **Woodside Case Study:**

Festival streets can help build a sense of community. Furthermore, they are often economic development opportunities, attracting tourists and promoting local businesses. Woodside, a grassroots community organization in Queens, New York, organizes an annual fall street festival on Woodside Street. The festival includes local bands, children’s activities, and hundreds of vendors. As street vendors, local businesses have the opportunity to bring their products to the forefront and interact with community members who visit the area frequently. The event collects between \$6,000 and \$10,000 per year for the organization’s cultural and artistic activities (Queens Uncovered, 2009).

increased to 31 feet. These changes will slow traffic and provide additional pedestrian space in what is currently the most active area on the project site.

Design standards (see Figure 15) will foster a walkable environment and enhance the Festival Street. Such standards could include buildings being built up to the lot line and enclosing the street. This street form can provide a quality of space that fosters a lively street atmosphere. The human scale of the site can be maintained by restricting building height to three stories. To enhance the character and make the festival street attractive, Kingwood Avenue could be treated with visually cohesive signs, planters, trees, and paving.



Figure 14: Festival Street, Nacogdoches, Texas.  
Source: [www.texasblueberryfestival.com](http://www.texasblueberryfestival.com).

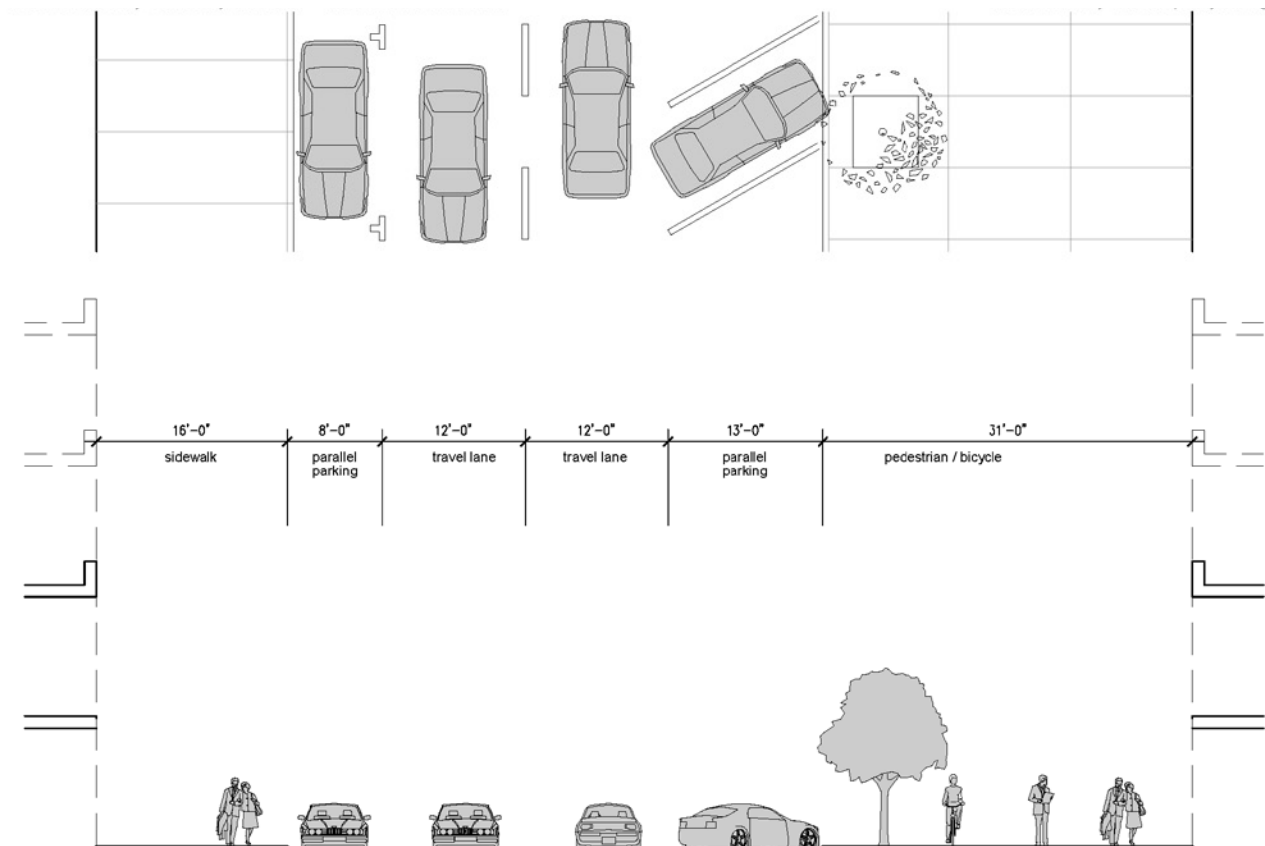


Figure 15: Street plan (above) and cross-section diagram (below) of Kingwood Festival Street.



**Proposal: Clock Tower Landmark**

Landmarks bring a distinct character and charm to a neighborhood. They connect people to place by defining the place as a destination. The proposed clock tower (see Figure 16) would be installed at the corner of Kingwood Avenue and Second Street. It would serve a second purpose as defining the beginning of the Festival Street and could be used as a meeting point during festivals.



Figure 16: Envisioned iconic landmark at corner of Second Street and Kingwood Avenue.

**Proposal: Gerth Park**

To further the goal of providing a community gathering space on the site and to provide incentive for development mid-site, the city could build a small park and urban plaza on Second Street. This park could be located between McNary Avenue and Gerth Street at the site of a current grassy residential side lot. An urban plaza as shown in Figure 17, a rendering of the park, could be applied to create a gathering space that is ideal for nearby workers to take their lunch break as well as nearby residents and families to come and enjoy.

Gerth Park could offer an ideal new amenity for the day care facility already located in the neighborhood. The day care facility could take advantage of the park for outside activities for the children, allowing for safe and convenient outside activity.



Additionally, the park would add value to the neighborhood. Parks often raise and stabilize nearby property values.



Figure 17: Rendering of Gerth Park.

### **Goal 3: Improve Housing Stock for a Range of Income Levels**

This goal is informed by demographic projections and housing trends of the emerging dominant generations.

#### ***Considerations***

##### ***Demographics***

Regional population projections predict a demand for 19,000 additional dwelling units by 2030 within the Salem-Keizer UGB. Moreover, baby boomers are moving towards retirement age. It is expected that when people age they will downsize their housing.

##### ***Multi-family Housing***

Students proposed to establish this space as a vibrant commercial hub. As such, the groups felt that single-family housing was inappropriate and therefore proposed only multi-family housing. Sites suitable for such housing development can be found on the zoning maps in Figures 9 and 10 above. This may mean zoning and redeveloping single family housing along Second Street to become multi-family housing as the market allows.

#### ***Key Components***

- Provide townhouses.
- Implement affordable housing.
- Provide high density apartments and condos.

#### ***Proposal: Townhouses***

Townhouses provide a flexibility of market options. They can be rented, owned, or used as condominiums. This provides a wide range of affordability that gives the market a greater say in how the houses should be occupied than would typical apartments and condos. Furthermore, townhouses fit the current residential form. Currently, residential buildings within the site and in the surrounding area are single-family housing. Townhouses would blend into the environment more fluidly than denser multi-family housing.

***Proposal: Affordable Housing***

Students identified an ideal site for affordable housing north of Second Street at Rosemont Avenue. The site is ideally located, because it provides access to a grocery store, a park, and a bus stop within two blocks. Such nearby amenities make the housing even more affordable by mitigating residents' transportation costs. This site could be developed as mixed use with ground floor retail.

Affordable housing units can also be provided through low-income housing tax credits. Developers can access tax credits by dedicating a percentage of units to affordable housing.

***Proposal: High Density Apartments and Condos***

In addition to affordable housing and townhouses, apartments and condominiums on the site will help to create a diverse and interesting neighborhood. Providing a variety of housing types that address a range of income levels and a range of housing needs increases opportunities to attract a broader range of the population. For instance, townhouses are ideal for active retirees and young families, providing an affordable and easier to maintain option than new single family housing. Studio and one-bedroom apartments provide affordability appropriate for younger people who may be moving out of a family home for the first time and do not require a lot of space.

Finally, it is a more equitable development strategy. It achieves the goals of increasing property values and attracts higher income individuals to the neighborhood, but also provides a housing stock that is affordable to current residents.

**Goal 4: Create a walkable, bikeable environment with multimodal connections**

This goal was informed by the lack of bicycle and pedestrian connectivity and the desire to serve the nearby residents with a neighborhood center. The following ideas address infrastructure improvements that can help to create a "main street" feel. Furthermore, they aim to create more vibrant spaces to help local businesses thrive.

***Considerations******Connecting Public Amenities***

Currently, the site is disconnected from many public amenities. Proposed development ideas focus on creating greater connectivity to these public amenities. Proposals prioritize pedestrian and bicycle connectivity. However, it is understood that automobile transportation will be the dominant transportation mode for the near future, so students have considered motor vehicle connectivity as well.

Specifically, ideas address access to the river and the Union Street Railroad Bridge. Currently, Oregon Route 22 blocks pedestrian access to the river from Second Street. Using proper design and implementation of appropriate

infrastructure in cooperation with the Oregon Department of Transportation, which controls Route 22, the site can be connected back to the river and to the Union Street Railroad Bridge.

#### *Promoting Active Modes of Transportation*

With proper zoning and design, current and future residents within and outside the site can reduce the number of vehicle trips taken. Oregon Route 22 is already congested, and future congestion may spread into the Second Street corridor. If the city promotes active modes of transportation through appropriate infrastructure and land uses, congestion along Oregon Route 22 may decrease. Promoting active transportation may also reduce total vehicle miles traveled.

#### **Key Components**

- Use appropriate street designs to create a “main street” feel.
- Improve Second Street to support active transportation and promote neighborhood commercial activity.
- Connect the site to amenities outside the site boundary.
- Outside of the box idea: Implement shorter blocks to create a more interesting and connected walkable environment.

#### **Proposal: Create a “Main Street” Feel**

Improvement in street design includes infrastructure that will enhance the pedestrian friendliness, walkability, and amount of foot traffic on Second Street. This can be done through wayfinding signs that direct people to destination areas, features that facilitate the feeling of safe pedestrian space (e.g. bulbouts, demarcated crossings, street materials indicating pedestrian usage, separate sidewalk lighting, and distinct paving patterns) and traffic-slowing mechanisms (e.g. medians, on-street parking, and street trees).

#### **Case Studies: Effects of Street Design on Economic Conditions**

Improvement in street design that encourages increased pedestrian use of the street can have dramatic economic effects. In 1994, the downtown in West Palm Beach, Florida was a degraded area with 80 percent vacancy and an increasing crime rate. The mayor used the implementation of a variety of street design elements (“pedestrian crossings, traffic calming measures, and street scaping”) to improve conditions. As a result, the vacancy rate a decade later was at 20 percent, and crime had decreased (National Complete Streets Coalition, 2004).

In San Francisco’s Mission District, traffic-calming measures improved economic conditions for local businesses and residents. “Nearly 40 percent of merchants reported increased sales, and 60 percent reported more area residents shopping locally due to reduced travel time and convenience” (National Complete Streets Coalition, 2004).

***Proposal: Improve Second Street to support active transportation and promote neighborhood commercial activity.***

Figure 20 is a rendering of one option for Second Street. This option suggests separating lanes of traffic, with a six-foot bioswale to retain stormwater runoff and create a more attractive roadway. Sharrows would be used to give cyclists priority. Sidewalks include an arcade for covered walking as well as trees and furniture giving the street a pedestrian “main street” feel.

**Outside of the Box Idea: Eliminating Curbs**

One innovative street design is reduction in the use of curbs. This can create an attractive space that has the effect of prioritizing pedestrians in a roadway. Change in paving pattern can help to demarcate pedestrian and vehicle travel zones. Installing bollards can also distinguish sidewalks from parking. This street design implies that auto traffic is secondary to pedestrian use, slowing down traffic and making the area more walkable and community oriented. Figure 18 demonstrates this effect.

Other street treatments to create an attractive “main street” are to use street lamps hung with flowers and banners. Widening sidewalks would allow local businesses and restaurants to spill out onto the sidewalks, with dining tables or product displays to attract customers. Figure 19 is a conceptual design showing some of these features.



*Figure 18: Curbless street demarcates pedestrian from vehicles by the use of bollards, location unknown.*

*Source: <http://ufolio.uoregon.edu/hchw/files/2010/10/ST-Director-Park2.png&imgrefurl>*





Figure 19: Concept design for Second Street.

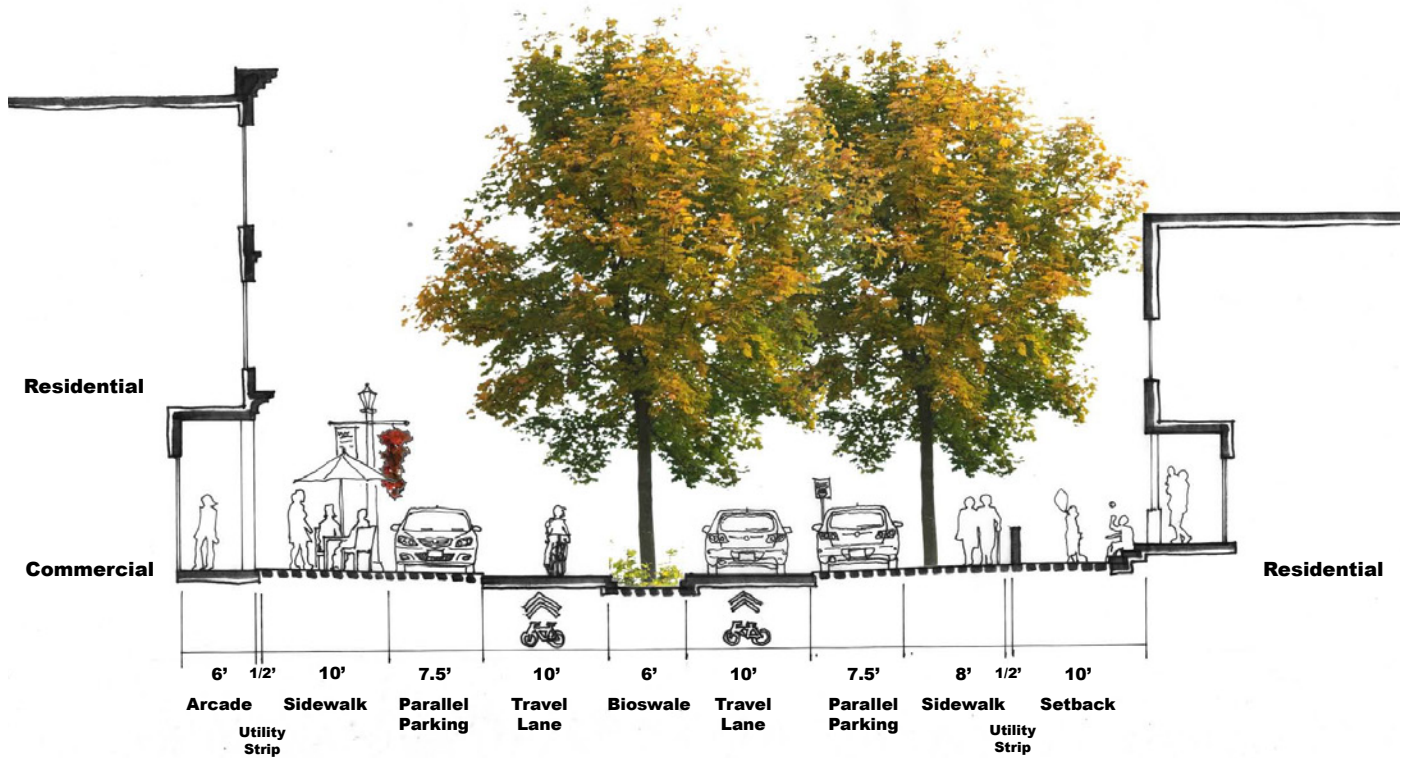


Figure 20: Second Street cross-section.



***Proposal: Connect the site to amenities outside the site boundary.***

As mentioned in the analysis, the site has a number of nearby amenities, but access to them is limited. The Edgewater Trail links cyclists to Union Street Railroad Bridge and downtown, but it is difficult to access from the site. Furthermore, West Salem Park is within walking distance but lacks appropriate road crossings to access it. We recommend some infrastructure improvements to create greater connectivity to these amenities.

***Edgewater Trail***

To improve pedestrian and bicycle access to the Edgewater Trail, we recommend providing high visibility crosswalks on Edgewater Street (at Kingwood Avenue, Gerth Street, McNary Avenue, and Patterson Street). Improving wayfinding can make the street more pedestrian-friendly as well. This would require additional signage directing pedestrians and cyclists to the trail. On the trail, signage that directs people to the river, downtown, and the Union Street Railroad Bridge can give people unfamiliar to the area comfort in knowing they are going the right way.

For cyclists who are uncomfortable traveling in mixed traffic, the Edgewater Trail offers an excellent opportunity for the site. Repairing cracks and potholes and adding signage along the trail would improve the path for cyclists and individuals with disabilities. The visual and noise distraction of Oregon Route 22 could be mitigated with several path treatments. For instance, a row of trees, a vine-covered fence, or a wall with a mural could be used to provide an aesthetically pleasing barrier between the path and Oregon Route 22.

***Edgewater Street Improvements***

The proximity of bicycle lanes on Edgewater Street to on-street parking puts cyclists at risk of being hit by car doors. To prioritize safe bicycle travel within the limited right-of-way, the city may want to paint a striped buffer between the parked vehicles and the westbound bicycle lane. This would require removal of the eastbound bicycle lane and the addition of sharrows in the eastbound auto travel lane.

***Second Street Multi-use Path***

While the Edgewater Trail provides access to the Union Street Railroad Bridge, a direct route from the site could be created by extending a multi-use path along Second Street from Patterson Street to the Union Street Railroad Bridge. Doing so would require the city acquiring land from the Union Pacific Railroad. Figure 21 shows a conceptual rendering of that multi-use path.

There are two major obstacles to completing this project. The first is procuring the right-of-way, and the second is relocating a flammable storage facility. Relocating the flammable storage facility will be complicated. It is likely that the facility is used by the nearby food processing plants, so it cannot simply be removed. The city may need to acquire nearby land to relocate the flammable storage unit so that it can still be used by the neighborhood food processing plants.



Figure 21: Conceptual rendering of Second Street multi-use path.

### *West Salem Park*

West Salem Park is a great amenity to the neighborhood. Improving the accessibility of this public space would enhance its effect on the Second Street corridor. To improve pedestrian access to West Salem Park, the city may want to install a high visibility crosswalk on Rosemont Avenue at Plaza Street.

### *Public Transit*

To improve transit connections between West Salem and downtown, we recommend that Salem-Keizer Transit explore the feasibility of adding a direct route between the bus stop on Edgewater Street and the downtown transit mall.

Aesthetic improvements to transit infrastructure can also help encourage ridership. New passenger waiting areas which provide more seating and coordinate with street furniture on Second Street could increase the attractiveness of transit use and contribute to the unique character of the site.

### ***Outside of the Box Idea: Create Shorter Blocks***

Shorter blocks have been shown to promote walkability. They create an interesting streetscape with more opportunities for route selection. More route selection means less congestion, as it reduces the number of cars on a single road.

Creating a means for people to move through the long blocks between Second Street and Edgewater Street will allow more direct walking access from on-street parking distributed throughout the area to commercial destinations. Increasing the number of intersections where pedestrians have the right-of-way causes automobiles to be more cautious of pedestrians and slow their speed, making pedestrians safer and increasingly comfortable in this environment.

Figure 22 on the following page shows where blocks could be dissected to create new streets.



Figure 22: Potential street or alley additions to create shortened blocks.

## Implementation

The suggestions made here are a list of difficult projects, all of which have certain limitations and may not be able to be implemented in the near future. Students put together a potential phasing plan that could be used to guide the redevelopment of the Second Street corridor (see Figure 23).

Phase One consists of simple infrastructure improvements that can start immediately, using existing urban renewal funds. Another project that can start immediately is the creation of a Festival Street on Kingwood Avenue. We also recommend amending the Comprehensive Plan and the Development Design Handbook to include the suggested zoning and design guides.

Phase Two explores several projects that the city can initiate to make the project site more attractive to private developers. These projects include creating a gateway retail center at the corner of Second Street and Rosemont Avenue, and an affordable housing project across the street. During the second phase, the Kingwood Festival Street would be completed, and commercial development could start at the corner of Kingwood Avenue and Second Street, as well as at Gerth Street and Second Street. Additionally, a new public space could be created along Second Street between Gerth Street and McNary Avenue.

Phase Three requires encouragement of infill development. Specific projects in the third phase include developing commercial and restaurant spaces around the newly created park from Phase Two, building up the commercial nodes on Second Street at McNary Avenue and Patterson Street, and transitioning single-family residential to townhouses.



Figure 23: Second Street corridor phasing plan.



# O'Brien Site

## Overview

The O'Brien site is located between the North Downtown neighborhood and downtown Salem. The site sits in the middle of the main thoroughfares to the downtown core in the south, neighborhoods to the north, West Salem to the west, and Interstate 5 to the east. This tapestry of thoroughfares encourages motorists to move quickly past the site. Furthermore, the lack of diverse land uses and retail options gives little reason for motorists to stop. Land uses on the site are solely commercial and comprise auto sales and auto repair shops.

This section highlights a number of ideas that suggest ways to transition this zone of passage into a zone of destination. Proposed ideas include daytime shopping, evening entertainment, and affordable housing for those seeking residency in an activity node within walking distance of downtown. This vision for the O'Brien site:

- Is sensitive to the site's immediate surroundings.
- Aims to accommodate and serve future population growth, providing adequate and appropriate housing for future Salem residents.
- Creates a pedestrian-friendly transition between downtown Salem and North Downtown, benefiting current and future residents and commercial retail businesses.
- Aligns with the City of Salem's Vision 2020 plan.



Figure 24: O'Brien site (site boundaries in yellow).

## Site Boundaries

The O'Brien site consists of 17 tax lots within proximity to one another but that do not form a single, continuous property. Figure 24 shows that the properties contained in the O'Brien site are partitioned by Division Street running east to west and Liberty Street running north to south. The total redevelopable land is eight acres. The properties are bordered by Union Street to the south, Mill Creek to the north, Commercial Street to the west, and High Street to the east.



## Site Analysis

### Existing Conditions

#### **Land Use**

Zoning surrounding the O'Brien site is varied. The western half of the site is zoned Central Business District with a General Retail Office District overlay. Figure 25 shows the current land uses. The eastern half is zoned Retail Commercial. Zoning for the site itself is flexible and will be an asset to future development.

The Central Business District includes parks and recreation, new construction, retail and wholesale trade, and housing. The overlay specifies form-based codes intended to activate the street (e.g. retail buildings should have at least 65 percent window area facing the public right-of-way) and encourage walking, not driving (e.g. minimize setbacks and provide weather-protected main entrances along the pedestrian right-of-way). Surrounding the site are small businesses to the west, the creek to the north, new construction to the east, and downtown Salem to the south.

The Retail Commercial zone is slightly more restrictive, but allows retail trade, public administration, services (e.g. hotels, entertainment, schools, parking), and limited housing. The O'Brien properties along Union Street zoned as Central Business District and across from the Marion Parkade may be well suited for commercial and retail uses.

All buildable land in the four-block area is currently in use. Blocks on site are 400 feet on a side, with north-south oriented alleys running through all four blocks.

#### **Neighborhood Demographics**

Census data shows the block group that contains the O'Brien site primarily consists of smaller and younger households than the average for Salem. The largest age group is 20-34 years old. They have lower than average incomes and are renters.

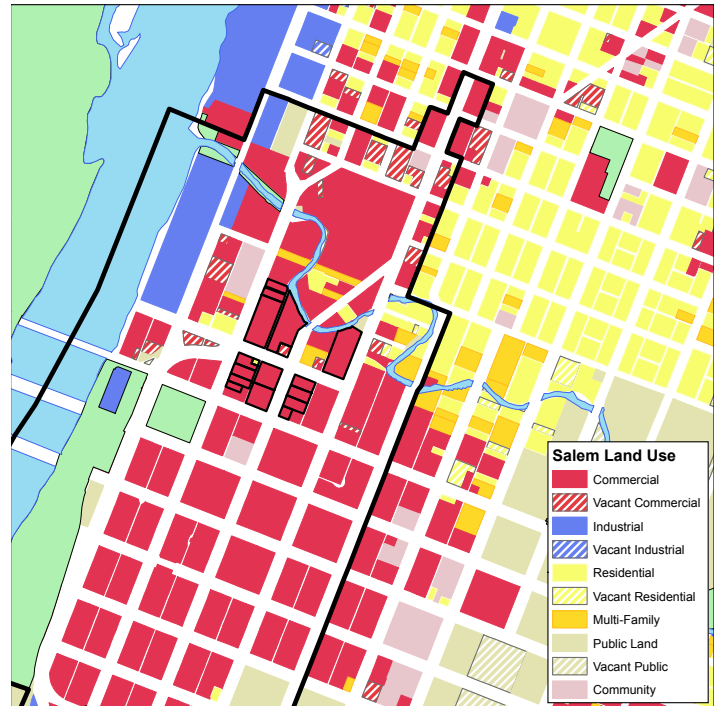


Figure 25: Current land uses surrounding the O'Brien site.

## Transportation

The street system surrounding the O'Brien site is designed for a high volume of automobile traffic. Figure 26 details the current street classification surrounding the site. Commercial Street, a designated state highway under the jurisdiction of Oregon Department of Transportation (ODOT), connects automobile traffic north to south through the downtown. Marion Street and Center Street run east to west and allow traffic to cross the Willamette River. Both streets are major

arterials that accommodate up to 50,000 vehicles per day and are the only major cross-river access routes for automobile traffic. Liberty Street, High Street, and Division Street are minor arterials that accommodate up to 30,000 vehicles per day. The street network is congested, and traffic is forecasted to increase over the next 20 years.

Parking in the area is almost exclusively surface parking, both on- and off-street. The Marion Parkade garage is adjacent to the O'Brien site and is currently under capacity, but Salem officials have indicated that it should not be relied on as a significant source of parking for the site.

Pedestrian and cyclist access to and from the site is possible, but generally difficult. Sidewalks are often separated from the street by a grassy median planted with mature trees. However, sidewalks along Commercial Street are immediately adjacent to the street and lack a vegetated buffer. Bicycle transportation facilities on site are minimal. Painted bike lanes are present on portions of Commercial and High Streets. The Union Street Railroad Bridge provides safe bike and pedestrian access to West Salem and the park space along the Willamette River.

The site is accessible by public transportation. Buses run at 30 to 45 minute intervals Monday through Friday. No bus transportation is provided on weekends or holidays (Cherriots, 2011).

## Open Space

No green space exists on the site, but several parks exist in close proximity. Figure 27

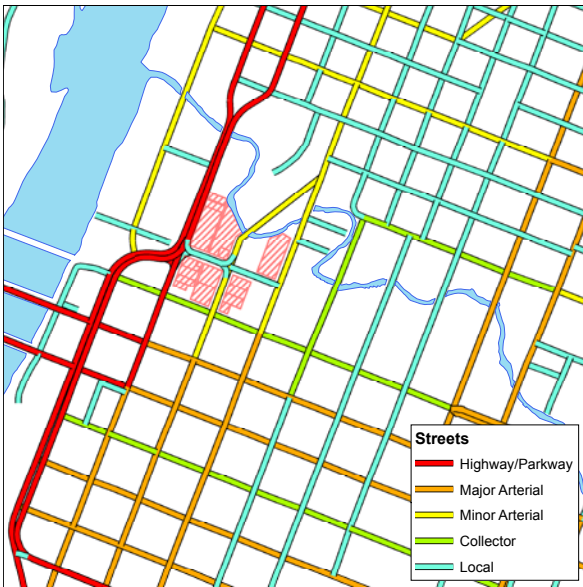


Figure 26: Street classification surrounding the site.



Figure 27: Green space within surrounding regional and neighborhood context.

shows several parks surrounding the site, including Marion Square Park just southwest of the southern edge of the site. Farther southwest of the site is Riverfront Park.

## **S.W.O.T. Analysis**

### ***Strengths***

- Proximity to downtown, the Capitol, shopping, restaurants, theaters, Union Street Railroad Bridge.
- Existing vegetation buffers sidewalks from some streets.
- Marion Parkade offers free public parking close to the site.
- Flexible zoning regulations support a variety of developments.
- Single family and commercial zoning directly adjacent to the site encourage a pedestrian-friendly environment.
- Proximity to employment centers, downtown, and Willamette University.

### ***Weaknesses***

- High traffic volumes on Commercial Street/99E corridor create a physical barrier between the O'Brien site and the Willamette River.
- Surrounding roads are congested and are predicted to experience increasing congestion over the next few decades.
- Busy intersections.
- Public transportation does not operate at adequate frequency.
- Noise pollution.
- Lack of bicycle and pedestrian connectivity.
- The northern portion of site lies within the 100-year floodplain of Mill Creek.

### ***Opportunities***

- Wide streets facilitate expansion of sidewalks and planter strips.
- Neighboring bike routes provide an opportunity to connect bicycle and pedestrian pathways.
- Alley spaces allow increased public right-of-way and break up the site's internal spaces.
- Mill Creek offers an opportunity to create a network of green space.
- Large site with one owner.

### ***Threats***

- Economic downturn can have an impact on leveraging loans and capital to build.
- Lack of significant precedent success of mixed use in Salem suggests such a development would not be successful. However, learning from those mistakes and applying the appropriate type of mixed use development can help to mitigate this risk.

## Development Proposal

Ideas proposed for the O'Brien site focus on creating a destination area that promotes pedestrian and bicycle transportation but allows vehicle access to downtown, I-5, and the surrounding neighborhoods. In creating this vision, students have referenced the Downtown Strategic Action Plan, Salem Vision 2020, the Salem Revised Code, and the Salem Development Design Handbook. The documents, in combination with students' site analysis, informed the vision of the following proposals and helped us to establish goals to guide development proposals.

### Goals

The following goals were created based on the S.W.O.T. analysis to guide development ideas for transitioning the O'Brien site into an activity node destination:

- Provide for a variety of uses to create vibrant spaces.
- Supply adequate and appropriate housing that meets future market demands.
- Create commercial retail space that meets the current market demands and future trends.
- Connect the Salem downtown core to the North Downtown area through multimodal streets.

### Goal 1: Create Vibrant Spaces

Currently, the site is used solely for automobile businesses. While this provides a convenient shopping experience if you are looking for a new car or an auto mechanic, it does little to create a dynamic space. By allowing for a mix of uses both horizontally, where different land uses exist adjacent to one another, and vertically, where different land uses are integrated into a single building, the site can provide an array of activity during all times of the day.

#### **Considerations**

Little precedent of success in mixed use development in Salem exists. However, North Broadway provides a good case study. At North Broadway, the city and its partners leveraged private funds to create three mixed use buildings with an investment value of almost \$34.8 million. The city purchased the site tax lots and prepared them for redevelopment.

#### **Key Components**

- Adjust zoning to promote a variety of uses.
- Prefer horizontal mixed use to vertical mixed use.

#### **Proposal: Adjust Zoning to Promote a Variety of Uses**

Two proposals for land uses on the site are shown in Figures 28 and 29. Both emphasize a dynamic set of uses that complement one another. For instance, providing small retail and commercial spaces adjacent to multi-family housing



provides amenities for residents and guaranteed customers for businesses. Furthermore, adequate gathering space has been set aside. These types of uses are not only beneficial to the environment but to the developers and local businesses as well. Gathering space, whether a public green space or a restaurant/café corridor, makes it more desirable for people to live in an area. They also attract nearby residents, giving businesses more foot traffic in front of their stores.

Figure 28 emphasizes more commercial and light industrial activity along Commercial Street. The noise created by the high traffic volumes is thought to not be conducive to residential uses. The alternative zoning shown in Figure 29 emphasizes residential and mixed use along the same street. It is understood in this rendering that the residential units would be separated from the street by commercial uses on the ground floor, thereby mitigating noise concerns.



Figure 28: Proposed zoning for O'Brien site – commercial and light industrial uses on Commercial Street.



Figure 29: Proposed zoning for O'Brien site – residential and mixed use on Commercial Street.

### **Proposal: Prefer Horizontal Mixed Use to Vertical Mixed Use**

Horizontal mixed use is where a range of uses are placed adjacent to one another, such as where residential uses exist directly next to commercial/retail uses. This land use scheme differs from vertical mixed use, where different uses are integrated into a single building. For example, the bottom floor of a building may be designated for commercial/retail use while the upper units are designated as residential.

Given the lack of past success for vertical mixed use in Salem, horizontal mixed use could be a successful alternative. It offers the same benefit of reducing vehicle miles traveled by placing everyday uses within walking distance of residential buildings. It also helps to promote vibrancy by placing a constant flow of people near commercial/retail.

In the land use proposal shown in Figure 29, horizontal mixed use is proposed for a majority of the site. Vertical mixed use is suggested only on certain key properties. Vertical mixed use is typically more expensive to build and therefore requires higher rents from both commercial and residential tenants. Therefore horizontal mixed use should comprise the majority of the site.



## Goal 2: Supply Housing that Meets Future Market Demands

ECONorthwest and John Gardner completed a report in 2002 on the feasibility of housing in the downtown core. The report suggested that downtown housing is a viable option if the right housing type is provided. As Salem-Keizer continues to grow, more housing will need to be made available. While high density housing cannot exist in all parts of the city, it is fitting for the O'Brien site and can accommodate a younger demographic. Still, these options will need to be more affordable than the previous downtown housing options to accommodate a young demographic. Therefore rental units are suggested rather than condominiums.

### Considerations

Analyzing housing demand for this area is difficult, since there is currently almost no housing in the downtown core. The existing high density housing in the downtown provides some guidance for the O'Brien site. At least one recent mixed use luxury condo development downtown has undergone bankruptcy, and many units are still vacant. However, non-luxury multi-family housing, either rental or owner-occupied, may still be viable downtown.

Given the shift in demographics and the current makeup of the site, students propose that multi-family rental apartments are the most appropriate type of new housing for the site. The census block group within the area is younger than the City of Salem as a whole, and the majority of residents are renters.

### Key Components

- Build multi-family housing.
- Implement a density gradient.



Figure 30: Perspective of Division Street, looking northeast.

### Proposal: Multi-Family Housing

Housing at this site is most ideal as apartment housing. Current residents within the block group are younger renters. The higher traffic volumes make it less ideal for single family housing. Generally, those seeking single family housing value quieter streets and more space. Figure 30 shows a rendering of a what a multi-family housing on the O'Brien site could look like.

### Proposal: Density Gradient

This proposal suggests denser housing at the southeast corner of the site, between 30 and 40 dwelling units per acre, gradually decreasing in density to 25 dwelling units per acre at the northwestern end of the site. This is to transition the fabric of the site from downtown density to north downtown

neighborhood density. The higher-density units are more appropriate for the downtown core while the less dense buildings are more appropriate for the neighborhood level.

We suggest a predominant density of 30 units per acre. A potential distribution of density on the site could be 10 percent of the site at 40 units per acre, 75 percent at 30 units per acre, and 15 percent at 25 units per acre.

### Goal 3: Commercial and Retail that Attracts Businesses and Customers

Allocating space for commercial and retail uses that serve residents on site and provide entertainment for Salem residents may help to transform the O'Brien site into an activity node destination. However, appropriate design will need to be considered to accommodate these uses, making it affordable for tenants and profitable for developers.

#### Considerations

##### Retail

Students looked at 2020 population projections for the block group containing the O'Brien site. Using an index of 20 square feet of commercial and retail space per resident, students calculated the potential square footage that the O'Brien site could support. The analysis shows the O'Brien site could support 82,000 square feet of commercial/retail space. However, this assumes a 100 percent capture rate. In most cases, capture rates are between 20 to 60 percent depending on the merchandise or service category.

Merchandise or Service Category	Potential Supportable Space (sq. ft.)
Apparel	5,841.39
Home Furnishings	8,820.08
Home Improvements	10,863.31
Misc. Specialty Retail	2,621.26
<b>Shoppers Goods</b>	<b>28,146.54</b>
Grocery	20,431.91
Health and Personal Care	3,466.96
<b>Convenience Goods</b>	<b>23,898.86</b>
<b>Restaurants</b>	<b>14,382.19</b>
<b>Entertainment</b>	<b>8,083.96</b>
<b>Total</b>	<b>74,511.55</b>

Figure 31: Retail potential: supportable commercial and retail space square footage, based on 2020 population projections.

The potential supportable commercial space shown in Figure 31, using varying market capture rates, shows that almost 75,000 square feet can be supported on the site. The largest commercial uses include a 20,000 square foot grocery store, and restaurants totaling 14,000 square feet.

##### Office

The Downtown Strategic Action Plan notes that spaces ranging from 2,000 to 3,000 square feet are in greater demand than larger or smaller spaces. A number of current businesses downtown are located in building spaces ranging from 1,000 to 5,000 square feet. The City of Salem Economic Development Division is committed to supporting small businesses and entrepreneurs. While the business market is still volatile, creating smaller office spaces may fulfill a market demand that is not currently supplied at adequate levels.

### **Key Components**

- Grocery store as an anchor tenant
- Spaces for nighttime entertainment
- Designs for small business
- Outside of the box idea: Live/work units

### **Proposal: Grocery Store as an Anchor Tenant**

Student analysis indicates that a grocery store would be an appropriate anchor tenant. Given the number of residential units proposed for the site, and the nearby residential neighborhoods to the north and east, we feel that a grocery store is feasible. Currently, access to consistent fresh produce is more than a mile away, with the closest grocery store being the Safeway at 1265 Center Street. While a discount grocer, Grocery Outlet, is within 0.6 miles, a traditional grocery store or niche grocery store, such as a Trader Joe's, would attract a different clientele than the Grocery Outlet. Moreover, studies show that most pedestrians are willing to walk only up to 0.25 mile to access basic amenities.

Students recommend that a new grocery store would be most appropriate at the corner of Union and Liberty Streets. The site offers enough square footage and adequate car access.

### **Outside of the Box Idea: Live/Work Units**

Chemeketa Community College has implemented a center to support entrepreneurs called the Chemeketa Center for Business and Industry (CCBI). The CCBI offers resources for those looking to create a business. The Center provides classes on how to run a business as well as incubator space to help people start businesses. An interview with the CCBI revealed that there is interest in small office space. One measure to accommodate this desire is to implement live/work units. These are typically split-level units where the upper floor is a studio apartment and the bottom floor is space for commercial/retail used by the occupants of the apartments above (see Figures 32 and 33). Implementing live/work units into the O'Brien site could supply a new item on the market that seems to have some interest.



*Figures 32 and 33: Examples of multifamily housing and live/work units.*

### ***Proposal: Spaces for Nighttime Entertainment***

Restaurants were shown to be the second largest retail sector that the nearby residential units can support. The mixed use buildings and repurposed alleys (See the Goal below: Create Pedestrian-Friendly Streets That Promote Vibrancy) are ideal for restaurants: they provide a constant flow of people and create foot traffic for restaurants and a vibrant, fun scene.

### ***Proposal: Design for Small Business***

Based on the analysis of the Downtown Strategic Action Plan, units designated for commercial uses should be between 1,000 and 5,000 square feet. The smaller spaces are ideal for boutiques, clothing stores, home furnishing stores, and other specialty shops. The larger 5,000 square foot spaces should be provided in lower supply. These are ideal for small to mid-sized offices.

## **Goal 4: Create Pedestrian-Friendly Streets That Promote Vibrancy**

The site is currently accessed predominantly by automobile. By allocating space for pedestrian and bicycle use, the site can handle higher densities while limiting additional traffic congestion. Furthermore, streets that promote walking and bicycling can increase commercial activity and raise property values (Burden and Lagerway, 1999).

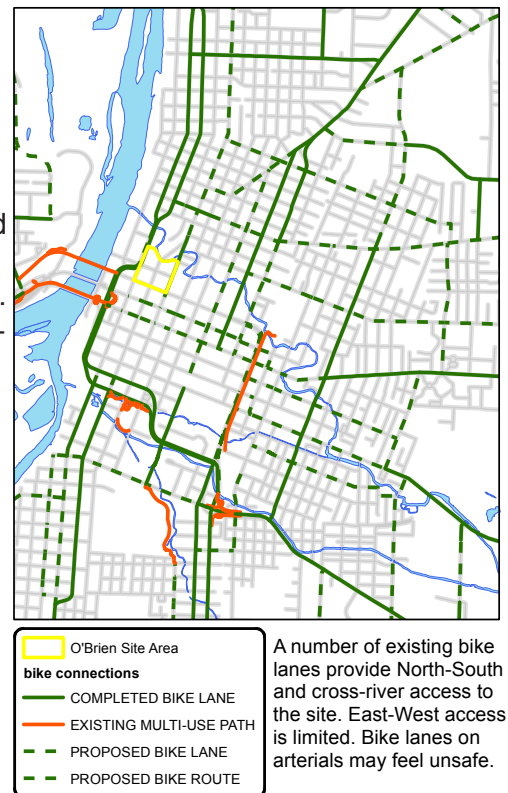
### ***Considerations***

#### ***Bicycle***

Bicycle access to the site is limited. Figure 34 is a map of the current bike lanes and routes; it also shows the city's proposed bike lanes. The site is accessible by bike from north and south, but not east and west. The city's proposed bike lanes and routes still will not allow direct access to the site from east or west. Our analysis suggests that providing east-west bike lanes can help to create bicycle accessibility to the site.

#### ***Pedestrian***

Pedestrian access to the site is limited as well. Only two crosswalks exist on the site. One crosswalk is located at the southwestern end of the site, across Commercial Street at Division Street. The second crosswalk is located at the southeastern end of the site, at Union and High Streets. The lack of crosswalks surrounding the site makes it difficult and dangerous for pedestrian to access the site and nearby amenities such as the



*Figure 34: Bicycle routes and lanes surrounding the site.*



downtown district, nearby parks, and residential neighborhoods. Creating a more walkable environment will be critical to supporting the proposed residential and commercial/retail uses.

Adding crosswalks to the surrounding streets is difficult. Commercial Street is also the ODOT-controlled Highway 99E, and therefore a number of stipulations exist as to how and where crosswalks can be implemented.

Assuming that only a limited number of sidewalks can be installed, strategic pedestrian design will be necessary. For the purpose of promoting city goals of creating a more walkable downtown, we have considered these stipulations but still propose ideas that we understand to be controversial.

#### *Auto*

Traffic surrounding the site is substantial. Between 20,000 and 40,000 cars travel on Commercial Street and Front Street each day, 10,000-20,000 cars travel Liberty Street per day, 5,000-10,000 cars travel Division Street per day, and 5,000 cars travel Union Street per day (City of Salem Public Works, 2011).

Although the focus of this development is to create a highly walkable site, we also recognize that personal motor vehicles will remain the predominant mode of transportation in the area for the near future. However, to accommodate both uses, traffic calming measures should be used.

#### *Parking*

Given the variety of uses and intensity of uses, appropriate and adequate parking needs to be dealt with strategically. Using a potential square footage of development, an estimate of required parking spaces was calculated using the Salem Revised Code Chapter 133. Figure 35 shows the estimated number of parking spaces. Residential uses make up the largest portion of the necessary spots, followed by apparel and miscellaneous retail. The proposed 20,000 square foot grocery requires 100 spaces as well. Students have estimated that nearly 140 parking spaces can be provided on street.

<b>Use</b>	<b>Square Foot/Number of units</b>	<b>Parking Spaces</b>
Grocery	20,000	100
Apparel/Misc. Retail	28,000	140
Restaurant/Bar	14,500	58
Personal Services	8,000	23
Residential	40 units/acre	60
	30 units/acre	45
	25 units/acre	38
<b>Total</b>		<b>464</b>

*Figure 35: Parking spaces required by proposed development.*



### **Key Components**

- Traffic calming and multimodal design
- Bicycle connectivity on east and west end of the site
- Pedestrian connectivity within the site and to adjacent neighborhoods
- Repurposing alleys
- Utilizing the Marion Parkade to provide parking for the grocery store
- Providing parking in interior courtyards
- Reducing the parking requirement to one space per residential unit

### **Proposal: Traffic Calming and Multimodal Design**

Students illustrated and identified a variety of traffic calming features to support pedestrian and bicycle travel. Each illustration shows multiple traffic calming measures to illustrate the design features.

#### ***Division Street***

Figure 36 shows a rendering of Division Street that has been treated with a variety of traffic calming measures. This rendering emphasizes separation of automobiles from cyclists and pedestrians using buffers. Trees and lampposts are placed between the auto lanes and the cyclist zones and pedestrian zones. This buffer zone also works as a mid-block curb extension, creating a shorter crossing space for pedestrians. The cyclist zone is further separated by a cycletrack. This allows cyclists to ride comfortably and safely without worrying about automobiles. Meanwhile, pedestrians are not put at risk by sharing a path with cyclists.

#### ***Liberty Street***

Figure 37 on the following page is a rendering of Liberty Street. This rendering emphasizes wide sidewalks, which allow for pedestrians to walk side by side in both directions. Bike lanes are placed adjacent to auto traffic. Finally a median is implemented. This median works in two distinct ways, first as a green zone to mitigate storm-water runoff, and second as a crossing refuge for pedestrians.

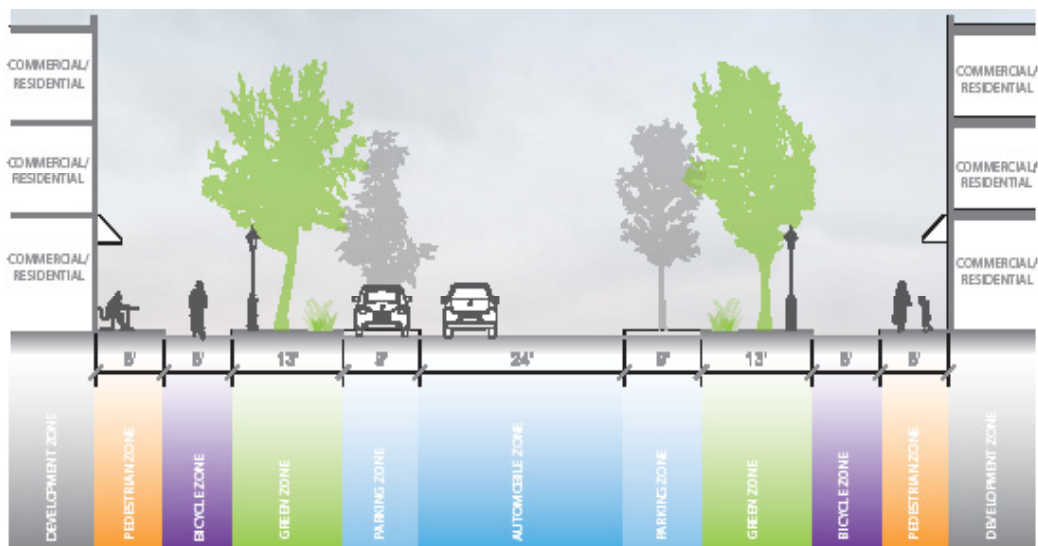


Figure 36: Proposed traffic calming changes on Division Street.

### Commercial Street

Figure 38 is a rendering of Commercial Street. This rendering again emphasizes a buffer zone between automobile traffic and pedestrians, with street lamps and trees along the edge of the sidewalk. Bicycle traffic has its own lane, and a median is implemented to be a point of refuge for pedestrians crossing the street.

### Proposal: Bicycle Connectivity

Bicycle access to the site is already in place from the north and south by bicycle lanes. However, no bicycle infrastructure is in place to accommodate bicycle access to the site from either east or west. Figure 39 shows the current bike lane and proposed bike lanes to offer cyclists access to the site.

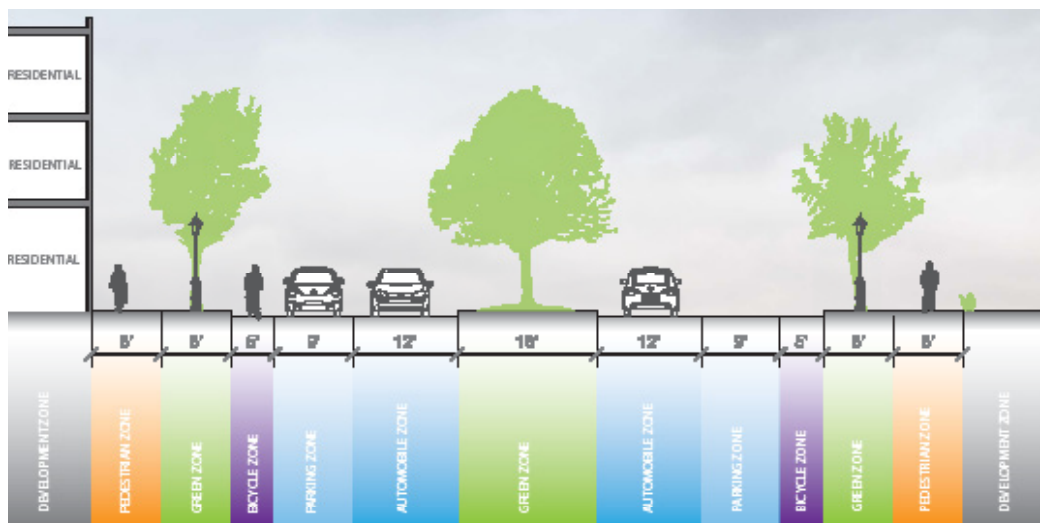


Figure 37: Rendering of Liberty Street.

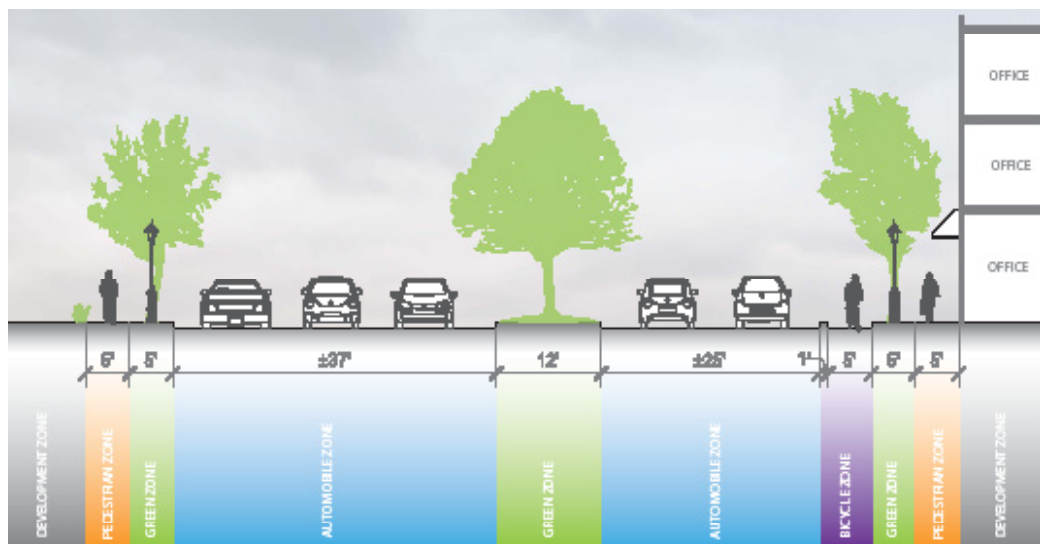


Figure 38: Rendering of Commercial Street.

### ***Proposal: Pedestrian Connectivity***

Pedestrian access can be emphasized at the exterior of the site through the traffic calming design measures discussed above. Within the site, pedestrian corridors and shared roads with automobiles will give pedestrians quick access to the site's amenities (see Figure 40). Furthermore, a proposed multi-use path could be placed along Mill Creek, creating another access point from Liberty Street to Commercial Street and highlighting Mill Creek, a unique Salem amenity.

### ***Proposal: Repurposing Alleyways***

Alleys within the site can be used as additional commercial frontage. Through changes in pavement surfaces and landscaping, the alley can indicate to motorists that it is shared space. Figures 41 and 42 are two renderings of different ways the alleys could look and be used.

### ***Proposal: Utilizing the Marion Parkade to Provide Parking for the Grocery Store***

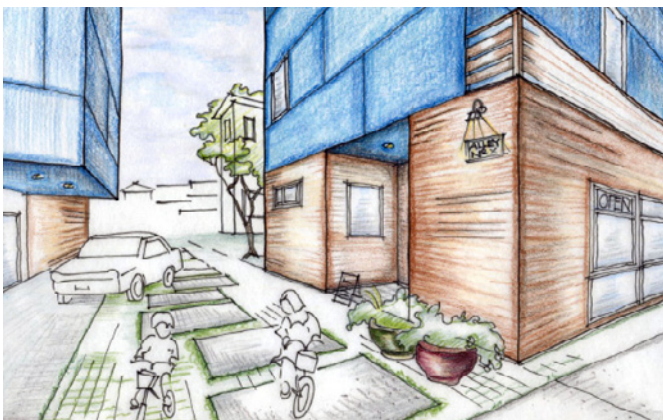
Parking spaces for the grocery store could potentially be absorbed by the Marion Parkade. This strategy is uncertain: while it would help to create a pedestrian friendly environment on site and mitigate the developer's cost in building parking, grocery retailers may not support this model. Retailers would prefer that customers not have to cross a street to get from their car to the store. However, given the amount of additional housing on the site and increased pedestrian access, it is likely that a significant portion of customers will not use motor vehicles to access the grocery store.



Figure 39: Existing and proposed bike lanes.



Figure 40: Pedestrian access.

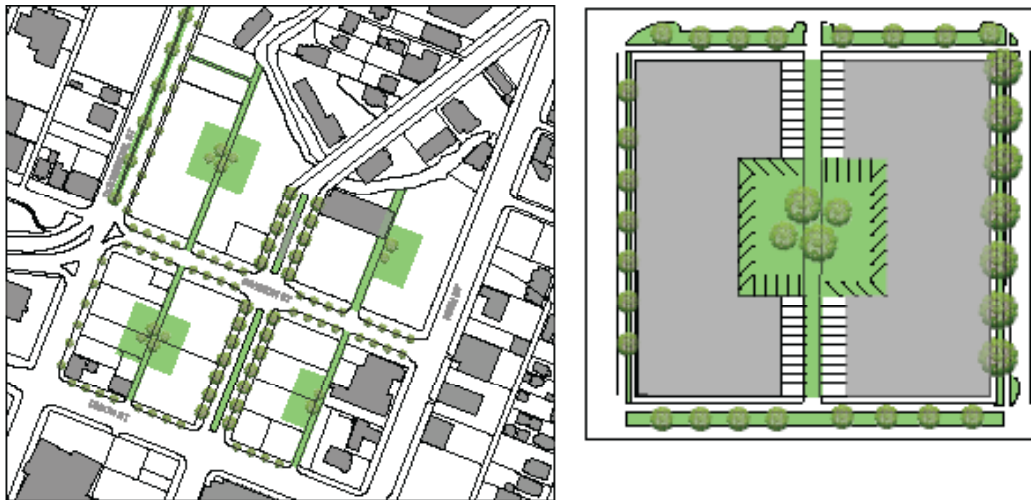


Figures 41 and 42: Two renderings of O'Brien site repurposed alleys.



### ***Proposal: Providing Parking in Interior Courtyards***

An option for the remainder of parking includes surface parking or garages. Students' site design suggests locating the additional surface parking or garages within interior courtyards, with access via the alleyways (see Figures 43 and 44). Most likely a garage would be needed to ensure that enough parking was made available. However, the city could lower parking requirements at this site given the proximity to amenities within walking distance and emphasis on non-single occupancy vehicle infrastructure. This would mitigate the need to build expensive parking garages. The following proposal recommends modification of parking requirements.



*Figures 43 and 44: Potential interior parking plazas; Detail of a parking plaza on a single block.*

### ***Proposal: Change Parking Requirements to One Parking Space per Residential Unit***

Since proposals for the site encourage higher density, bike-friendliness, and walkability, it is expected that a lower percentage of people will need to drive to and from the site, thereby reducing the number of spaces needed. This would eliminate approximately 50 spaces. This proposal is congruent with other mixed use overlays in Salem where parking requirements have been reduced.

Reduced parking requirements encourage developers and promotes travel via means other than single-occupancy vehicles. Developers will potentially appreciate the looser restrictions, which would reduce their costs of building parking and allow them to build additional residential units on each lot, thereby increasing revenue.

### **Goal 5: Celebrate Mill Creek**

Mill Creek is a natural amenity adjacent to the site and has a historical significance to the city as the energy source that powered Salem's early economy. Using the space around it for a park will create an attractive amenity that draws nearby residents and encourages people to move to the site.



### **Key Components**

- Open space provided in interior courtyards
- Park adjacent to Mill Creek

#### ***Proposal: Open Space Provided in Interior Courtyards***

The use of interior courtyards will double as open space and parking. The goal is to change expectations of parking lots from asphalt to places where open space and community can develop. This will give the residents a safe and pleasant environment where traffic speeds are slowed. It will also activate the alleyways to create a new sense of vibrancy, as the public right-of-way will still be available to access the park area near Mill Creek.

#### ***Proposal: Park Adjacent to Mill Creek***

Creating a park that celebrates Mill Creek is a way to draw a wide range of people to the site. It serves as an amenity to both the local residents and the rest of city. Attracting people to the park will benefit nearby businesses. The park will also help to attract residents to the new residential units.

In addition to the park, a multi-use path can be implemented along Mill Creek. Potentially, this path would serve as the first section of multi-use path that runs the length of Mill Creek and eventually connects to Pringle Creek. A path of this length may be many years away, but in the interim, a Mill Creek path would provide a great shortcut for pedestrians and cyclists moving between Liberty Street and Commercial Street.

Until that time, students recommend that the O'Brien site has links to the existing assets of Riverfront Park, Mill Creek, Marion Square Park, and the undeveloped natural area of at the mouth of Mill Creek. The bicycle and pedestrian network will connect the alley open spaces to both Riverfront Park and Marion Square Park.

### **Implementation**

The North Broadway area redevelopment serves as an example for our site. At North Broadway, the city and its partners leveraged private funds to create three multi-use buildings with an investment value of almost \$34.8 million. The city purchased and prepared the site tax lots for redevelopment. The O'Brien site tax lots have a total land value of \$5.5 million. If redevelopment of the O'Brien site scales similarly to that of North Broadway, the investment value for developing the entire O'Brien site could be nearly \$61.4 million.

To prepare the site for redevelopment, we recommend that the city first assemble the site and implement the initial streetscape changes to the sections of Division and Liberty Streets internal to the site. Streetscape improvements include lane repainting and projects at intersections to create pedestrian bulb-outs. Next, we recommend that the city prepare the alleyways and pedestrian garden areas that will define the internal spaces of the site. These are relatively small public works projects with short-term impacts on the downtown

transportation system. The city can draw from Urban Renewal Agency dollars to fund the initial streetscape improvements.

## **Funding**

Developers interested in developing the site can benefit from the city's Multi-Unit Housing Tax Incentive. This tax incentive is designed to encourage multiple-unit housing development in the downtown core. It allocates a 10 year property tax abatement to qualified developments. Conditions for eligibility require that the building must include at least two dwelling units and include at least one public benefit (City of Salem, 2011).

Another funding option is the Special Housing Opportunity Fund allocated by the city for residential developments within the Riverfront Downtown Urban Renewal Area. The fund can provide low-interest loans to spur residential development. The terms allow for a loan for up to 20 years at a fixed rate of 3 percent. The maximum loan amount is \$50,000 per housing unit. Eligible properties are commercial or mixed use located within the Riverfront Downtown Urban Renewal Area (City of Salem, 2011).

## **Conclusion**

The O'Brien site is an opportunity to create an activity node providing for entertainment at all hours, along with housing close to the downtown core and employment centers. In its current form, it is mainly an area of passage. High volumes of traffic pass through the site, while only a small percentage passing through is likely to stop. By providing a range of uses, the site can become a destination, attracting a variety of people for different reasons. Appropriate street design emphasizing walkability can further encourage people to shop at the site and visit the proposed park at Mill Creek. Finally, by allocating housing and economic opportunities, the O'Brien site offers new housing and business options to potentially fill an unmet demand.

# Epping Site

## Overview

The Epping site is a 14-acre vacant parcel in the Northgate neighborhood located along Portland Road, 0.25 miles north of the Oregon State Fairgrounds. Most of the site has never been developed; the Rose Garden Motel existed for many years on the west edge of the site, but it is no longer present. From 1950 to 1980, development flourished in the surrounding area, leapfrogging the Epping site, perhaps due to its irregular shape. Figure 45 shows that as Interstate 5 was being built to the east of the site, single family residences filled the contours between Portland Road and Interstate 5. In the 1980s and 1990s, industrial buildings and warehouses were built on the west side of Portland Road.

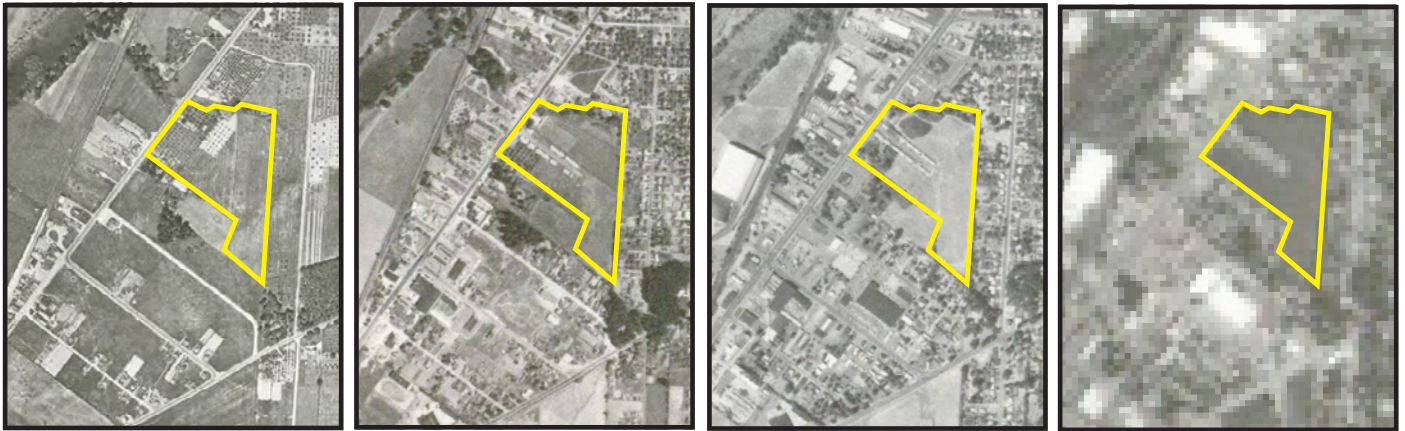


Figure 45: Aerial Photographs of the Epping Site. Left to right: 1936, 1948, 1970, 1994.

A number of barriers exist in the neighborhood that make it difficult to envision a development that can be both profitable for a developer and beneficial for the community. Income levels in this census tract are some of the lowest in the city, making it difficult to support retail. Industrial uses and heavy traffic along Portland Road make it difficult to incorporate residential uses. However, students developed recommendations for an appropriate design that incorporates the character of the neighborhood, scaled uses, and buffers between uses, potentially creating a development that benefits the community and can be profitable for a developer.

Students envision the Epping site as a catalyst property, helping to spur investment throughout the neighborhood. With proper design and attention to the cultural context, this site can serve the greater community and provide housing for a people with a variety of incomes.

Ideas developed for the Epping site took an expanded approach, taking the site's specific characteristics, blending them with the region's initiatives and qualities, and approaching the project with a new perspective. Development

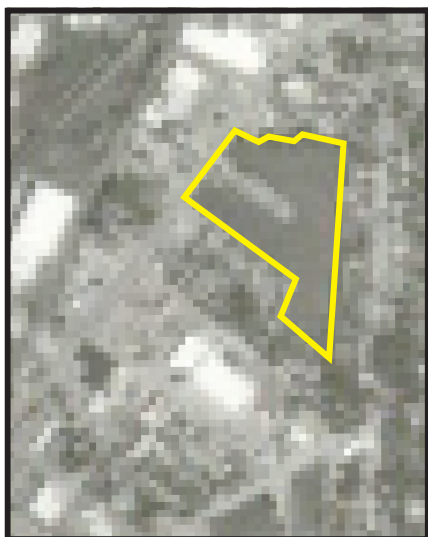


Figure 46: Epping site.

proposals focus on the economic possibilities within the area and the cultural capital that can supplement these goals.

### Site Boundaries

The Epping site consists of approximately 14 acres. Figure 46 shows the site bounded by a motel and multi-family housing to the south, multi-family housing and single family housing to the east, single family housing to the north, and Portland Road to the west. On the west side of Portland Road are industrial uses.

### Site Analysis

Analysis of the site was done through site visits, interviews with stakeholders and local residents, geographic information systems (GIS), census data, and review of previous regional and local reports.

## Existing Conditions

### Land Use

The area directly west of the site is zoned industrial/commercial. The area south of the site is zoned for commercial, industrial, and multi-family housing. The areas east and north of the site are zoned primarily single-family housing.

Directly west of the Epping site is a designated enterprise zone. Enterprise zones offer companies who locate within them five year property tax abatement. If certain requirements are met, another five year extension can be made (City of Salem, 2011). Due to these economic incentives, it is likely that industrial/commercial uses here will grow.

A number of construction supply businesses exist along Portland Road. A quarter mile south of the property is The Center 50+, a community center for individuals aged 50 and up. Located a half mile north of the property is the Kroc Center, a community center with a modern exercise facility.

Surrounding the site is a number of ethnic grocery stores and eateries. It is worth noting that many of the amenities located within a half mile print their signs in both English and Spanish, helping to confirm the demographic analysis (see below).

### Neighborhood Demographics

Northgate is one of the most diverse neighborhoods in Salem. It is comprised of a large Hispanic population that makes up 44 percent of the residents (U.S. Census Bureau, 2009). White residents comprise 50 percent of the total (U.S. Census Bureau, 2009). Income levels are relatively low. The median household income is \$34,468, with 43 percent of households under \$30,000 (U.S. Census



Bureau, 2009). Median household income in Salem is \$42,038 (U.S. Census Bureau, 2009). Median family household size is 3.2 persons within the census tract.

### **Transportation**

The site is accessible solely from Portland Road. Northbound traffic enters the site without a turn lane. Southbound traffic enters the site through a shared center turn lane. Given the volume of traffic, it is plausible that wait times to turn into the site will be long during peak traffic hours. Figure 47 shows that traffic volumes along Portland Road range from 16,960 vehicles per day (VPD) to 25,300 VPD (Martin, 2011).



Figure 47: Traffic volume along Portland Road.

Given the traffic volumes, city transportation engineers have said that adding a stop light on Portland Road at the Epping site is unlikely. Furthermore they have stated that adding another vehicular access point may be a requirement (Martin, 2011).

Public transit is accessible 0.3 miles north of the site. This route runs north across I-5 to nearby shopping centers, Wal-Mart, and Safeway, and then south to downtown. South of the site 0.75 miles, another bus route runs west towards the Willamette River and follows it south to downtown. The buses run every 40 minutes Monday through Friday; they do not run on weekends or holidays (Cherriots, 2011).

Northbound and southbound bicycle lanes run along Portland Road. As previously discussed, traffic along this road is heavy. Many of the vehicles on the road are trucks serving the industrial corridor west of the site. This makes for an intimidating ride for the non-adventurous cyclist.

Recently repaved sidewalk and road improvements on Portland Road south of the site have increased pedestrian access to the site; however, the traffic

volumes along Portland Road are not encouraging to pedestrians. Further improvements on Portland Road are anticipated to begin in 2015.

### ***Open Space***

North Gateway Park, which includes a community garden, is located 1.2 miles northeast of the site. No other public space is available in the neighborhood. South 0.25 miles is the Oregon State Fairgrounds.

## **S.W.O.T. Analysis**

### ***Strengths***

- Large site.
- Easily accessible by Interstate 5.
- Close proximity to downtown.
- Close proximity to Kroc Center.
- Near Center 50+.
- Accessible by active transportation.

### ***Weaknesses***

- Irregular lot shape.
- Location across the street from industrial uses (as well as residential uses and vacant lots).
- Commercial vehicular traffic along Portland Road.
- One access point to the site.

### ***Opportunities***

- The aging demographic offers opportunities to provide housing for an emerging market.
- Daylighting the creek at the east end of the site to increase aesthetic appeal and mitigate environmental factors.
- Creating small business space to support the high level of small business and entrepreneurs in the neighborhood.
- Providing lacking neighborhood amenities.
- Connecting the neighborhood.

### ***Threats***

- Current economic uncertainty.
- Lack of available Urban Renewal dollars to purchase or develop this property (most available funds are dedicated to extensive infrastructure improvements).
- Little precedent of successful mixed use communities in Salem.

## **Development Proposal**

Ideas for development of the Epping site emphasize providing services and connectivity to the community while also providing feasible opportunities for developers. Its features are laid out so as to buffer residential areas from the major arterial, Portland Road. Student proposals attempt to blend with neighborhood composition while providing innovative housing and commercial spaces not yet available in the neighborhood.

## Goals

The S.W.O.T. analysis informed our vision of the Epping site. Our development proposals use the following goals as guidelines.

- Provide a design layout that can adapt to market demands and blend with the neighborhood character.
- Offer a variety of housing options for current and future residents.
- Provide for entrepreneurial opportunities.
- Supply missing neighborhood amenities.
- Connect to the larger neighborhood.

Each of these goals considers the current market, state and city goals, current trends, and state initiatives.

### **Goal 1: Provide a Design Layout that Can Adapt to Market Demand and Blend with the Neighborhood Character**

This goal addresses the reality that producing the wrong product can lead to a vacant building. Several commercial and residential vacancies already exist near the site. Vacancies can have a detrimental effect on property prices and therefore should be avoided.

#### **Considerations**

##### *Dealing with an Uncertain Market*

The current economic recession poses a number of challenges to development across the U.S. Market experts are unsure what the next trends in development will be. Therefore, we have laid out a design plan that will allow for a number of uses that can adapt to the market. What we do know is that housing stock will need to increase if population projections are accurate. Student proposals for the Epping site assume that increased housing will require at least a modest increase in commercial uses.

##### *Development Near Industrial Uses*

Given the industrial use across the street from the site, a strategic design that mitigates the negative effects of industrial use on residential property will be necessary. Industrial uses are detrimental to residential property values due to the noise and air pollution caused by their direct activity and related transportation activity. However, with appropriate design and scaling, the Epping site can accommodate vibrant commercial uses, residential zones, and public space.

#### **Key Components**

- Provide a design layout that can adapt to different land uses (See also Goal 4: Supply Missing Neighborhood Amenities).
- Buffer between uses and blend development with the broader context.
- Employ a horizontal mixed use strategy.
- Provide open space.





Figures 48 and 49: Conceptual site plans.

### ***Proposal: Provide a Design Layout that Can Adapt to Different Land Uses***

The plan concept suggests a range of land uses rather than specific proposals. Figures 48 and 49 show the site concept, which highlights commercial retail along the western edge and residential throughout the eastern end of the site. While the concept plan shows townhouses and live/work units, split-level units with living spaces upstairs and commercial/retail or office space on the bottom floor, these areas could also be appropriate for other housing types. This concept will be discussed in more detail under Goal 2: Allocate a Variety of Housing Options. The western edge of the site is appropriate for commercial uses, however, the types of commercial uses are yet to be determined. Goal 4: Supply Missing Neighborhood Amenities, details commercial uses that may be appropriate for the western edge of the site.

### ***Proposal: Buffer Between Uses and Blend Development with the Broader Context***

The general proposal is to create a master plan community emphasizing residential uses towards the eastern end of the site and tying into the residential neighborhood east of the site, with commercial uses along the western end of the site that blend in with the existing commercial uses along Portland Road. Figure 48 represents one potential layout of the site.



Figure 49 shows townhouses along the eastern end of the site transitioning to denser units and commercial uses along the western end of the site. This layout creates a gradual transition from residential uses to commercial. The commercial uses along the west end of the site work as a buffer between industrial uses across Portland Road and residential uses at the east end of the site. The middle of the site is proposed as a park. This too works as a buffer, helping to transition the townhouses to denser housing and commercial activity.

***Proposal: Horizontal Mixed Use***

Developers on the site may want to consider using a horizontal mixed use strategy. Rather than implementing mixed use buildings, with each building supplying a range of uses, horizontal mixed use creates an attractive residential environment where retail opportunities and neighborhood amenities are in close proximity. Vertical mixed use has had little success in Salem. Horizontal mixed use would also be more compatible with the broader neighborhood context.

**Goal 2: Offer a Variety of Housing Options for Current and Future Residents**

This goal is informed by the changing demographics. It seeks to meet the demands of current and future population housing needs. Moreover, it seeks to provide better quality and more attractive multi-family housing than what is currently available in the Northgate Neighborhood. The multi-family housing currently provided shows signs of wear and tear. Student analysis suggests that opportunity exists to supply multi-family housing at a variety of price ranges that offers current and future residents more housing options. New housing would also provide updated quality housing that is not readily available in the neighborhood.

***Considerations***

As the Salem-Keizer population continues to grow and Baby Boomers enter the first wave of retirement, an increasing need for smaller and more affordable housing is likely to be in demand. Smaller housing units such as townhouses and multi-family housing offer more affordable options for middle income and fixed income residents. Furthermore, these housing types offer independent living with less maintenance than a single-family home. This type of housing is ideal for the active retirement age.

A spatial analysis of the site shows a moderate density of retirement-age residents. Furthermore, there is precedent for retirement-age living along Portland Road. A nursing home exists on Portland Road, while the Center 50+ is located just southwest of the site. Heavy traffic along Portland Road does not make the area ideal for retirement age living, but with proper design it can accommodate this population.

***Key Components***

- Townhouses
- Multi-family Apartments

### **Proposal: Townhouses**

Townhouses located at the east end of the site are ideal for scaling the site from the predominant single family households to higher density apartments or live/work units proposed at the north and south edges of the site (See Goal 3: Provide For Entrepreneurial Opportunities, Proposal: Live/Work Units). Townhouse scale and design is similar to single family housing, though generally attached, smaller in square footage, and with less or no yard. Townhouses along the eastern end of the site can create an interim space that blends the low density of single family housing at the east and north end of the site to the higher density live/work or apartment housing proposed. Townhouses create a higher density of housing, but since their design is similar to single family houses, the transition is more fluid (see Figure 50).



Figure 50: Townhouses in Salem, 4415 Remington Pl NE Salem, Oregon. Source: <http://www.rentals.com/Oregon/Salem/?page=3>

Townhouses also match the demands of the changing demographics. Townhouses are more affordable than new construction detached single family homes and require less maintenance. As such, they provide opportunities for first-time home buyers to afford better quality housing. Prior to the current recession, townhouses were being built and selling well, according to conversations with locals. It is reasonable to presume that townhouses can sell well again in Salem once the housing market returns.

### **Proposal: Multi-family Apartments**

The site has ample room for multi-family apartments. This could replace the proposed live/work units. Given the characteristics and scale of the neighborhood, students foresee apartment development limited to two or three



Figures 51 and 52: Townhouses at 16 dwelling units per acre (left), Apartments at 30+ dwelling units per acre (right), San Jose, CA.

Source: [www.sacregionblueprint.org/img/place-type-menu/combined/D\\_attached-residential.jpg](http://www.sacregionblueprint.org/img/place-type-menu/combined/D_attached-residential.jpg)

stories. Furthermore, students found that given the lack of access to the site and parking requirements of one space per unit, implementing density above 20 units per acre could create significant traffic backups and may be infeasible.

Figures 51 and 52 show 16-units-per-acre

townhouses on the left and a 30-plus-unit-per-acre apartment complex on the right. By implementing townhouses with a mix of two- to three-story apartment complexes, the site can accomplish a rate of 20 dwelling units per acre while allowing for adequate parking and traffic flow.

### **Goal 3: Provide For Entrepreneurial Opportunities**

This goal seeks to address the currently low household income levels by providing opportunities for new businesses to be created with low capital.

#### ***Considerations***

##### ***Entrepreneurial Spirit***

Northgate possesses an entrepreneurial spirit. Within the commercial areas and industrial zones are a number of local businesses. Don Pancho, a major tortilla maker, is located within the industrial area along Portland Road. A local Mexican grocery store and an Asian grocery store are located in the neighborhood.

##### ***Low Capital Entrepreneurial Opportunities***

The North Gateway Urban Renewal Area Plan supports creating economic opportunities. Moreover, the economic development division in charge of managing urban renewal areas is dedicated to providing economic opportunities and is currently seeking way to support entrepreneurs. Students have recognized the number of local businesses in the area and have suggested ideas to capitalize on this energy. However, students also recognize a limitation to creating businesses is access to capital. In these economic times, access to loans and investors is limited; therefore students propose economic infrastructure ideas that promote low capital entrepreneurial opportunities.

Additionally, the North Gateway Urban Renewal Area Plan supports creating an entrepreneurial zone. The plan sets an objective to acquire land for the implementation of a small incubator Training and Economic Development Center in conjunction with Chemeketa Community College (Urban Renewal Agency of the City of Salem, 2009). Chemeketa has already created such a site; adding live/work spaces would add additional incubator units and supply another unit type for participants in the program. The program is called Chemeketa Center for Business and Industry. It offers participants incubator space at affordable rates, as well as several classes to help participants start their business.

#### ***Key Components***

- Live/Work Units.
- Outside of the Box Idea: Food Cart Pod.
- Outside of the Box Idea: Co-working/Flexible Space/Community Center.

#### ***Proposal: Live/Work Units***

Live/work units are split-level units incorporating studio living space on the upper level and commercial/retail and office space on the ground floor. This type of residence allows for residents to operate a business out of their own

home. The space is ideal for startup and small sole-proprietor businesses. Furthermore, the units are adaptable. The bottom floor does not have to be utilized for office or commercial space; rather, it can be used as additional living space (see Figure 53).

Such housing/commercial space has grown in popularity across the west coast. In 1990, 3.4 million people worked from home; by 2003 that number had grown to 4.5 million.

As mentioned previously, the neighborhood plan for Northgate supports small business incubator space. These live/work units could be implemented in partnership with Chemeketa Community College and used for business incubation. Doing so would allow participants to use their available resources in starting their company as efficiently as possible by reducing their living costs and providing an affordable work space. Moreover, Chemeketa could collect rent on the living spaces to help fund the program.



Figure 53: Example of live/work units.

### ***Outside of the Box Idea: Food Cart Pod***

One economic opportunity students identified is the addition of food carts to the area. Food carts are counter service eateries that serve out of trucks or carts. A food cart pod would consist of several food carts in one location. Pods help to reinforce each cart's business by attracting more people. The pods often attract a wider range of people who come to the location because they are undecided as to what they want to eat, but know the area can provide several options.



Food Carts have been successfully implemented in mid-size Oregon cities similar to Salem. One such city is Eugene. Eugene has several food cart pods, each serving diverse neighborhoods. Pods line up along the exterior of the University of Oregon campus, they serve downtown business, and another pod serves the industrial Whitaker neighborhood.

Food carts require less capital to start and operate than traditional restaurants. This allows for restaurant entrepreneurs to enter the market easily. Moreover, they are increasing in popularity and therefore likely to succeed.

The Epping site is particularly well suited for food cart pods, because of the already present ethnic food entrepreneurship and proximity to a major employment center in the industrial area across Portland Road. Evidence of the restaurant entrepreneurship can be found in a survey of existing businesses. A Mexican tienda and an Asian market are both located within a half mile of the site, and Asian and Mexican restaurants can be found in the neighborhood. While this may suggest that additional eateries would saturate the market, student analyses suggested food carts would serve a different clientele than the existing restaurants. Students suggest the lunch crowd drawn from the industrial zone across Portland Road would be the primary weekday clientele.

Moreover, students suggest weekend clientele would include persons living and working outside of the neighborhood. Food cart pods have become areas of destination, not just a service for local customers looking for convenience. It is not uncommon for persons to seek out a particular food cart. In fact, a Smart Phone App exists to help food cart patrons find and rate food carts.

### **Economic Benefits of Food Carts**

A study conducted by Portland State University states the following statistics.

- Owners of food carts are often minorities and immigrants: over half of Portland area food carts are owned by Latinos/Latinas.
- Most food cart vendors can support themselves and a family: 63 percent of Portland vendors agreed or strongly agreed with this statement.
- Food carts are successful in high density and low density neighborhoods.
- Street vitality is positively impacted by food carts (Flores, 2010).

Eugene food carts have been said to be thriving and have created enough hype to have a dedicated website ([eugenefoodcarts.com](http://eugenefoodcarts.com)) that reviews food carts in Eugene.

In Denver, Colorado food carts have been implemented as an economic development strategy and have gained the attention of the Food Network. The Food Network hosted a food cart challenge in Denver to select the best food cart (Brady, 2011).

Furthermore, local newspapers and even National Public Radio have done reviews on popular food carts in a number of cities. By implementing food carts in this neighborhood, the area can draw Salem residents and visitors from outside the Northgate neighborhood. This could help to create interest in the neighborhood and spur investment back into Northgate.

Food carts could be set up just behind the commercial buildings, at the rear of the parking lots, or in nearby parking lots of vacant buildings. They can also exist in unused spaces while the site is being developed.

***Outside of the Box Idea: Co-working/Flexible Space/Community Center***

Co-working, or “hot-desking,” is becoming a more common phenomenon as businesses begin to see more of their employees telecommuting from home, coffee shops, or other locations (Romelda, 2010). According to Steve King of Emergent Research, in 2009 co-working facilities increased by 60 percent nationwide to a total of over 200. Office workers find the social work atmosphere more productive than the isolation of working from home or the distraction of cafes, while young entrepreneurs are drawn to the synergy that is sparked by close interaction with other forward-thinking innovators (Emergent Research, 2009). Josh Friedman, co-founder of Nedspace co-working facility in Portland, intends to expand into ten additional cities while raising seed funds for startup businesses. Salem shares many of the qualities that make Portland an attractive city for entrepreneurs: high quality of life, nearby environmental amenities, and a low cost of living. Salem has the additional benefit of being close to but not part of Portland, retaining its own market while still having access to the Portland market.

**Goal 4: Supply Missing Neighborhood Amenities**

This goal developed through conversations with local residents. Many explained that there were few services available within walking distance of the site. The most cited missing amenity was a grocery store.

***Considerations***

Students found no full-scale grocery stores, banks, coffee shops, laundry services, or health care centers in the neighborhood. The layout and design of the development offers spaces to suit such businesses, while one parcel would be dedicated to a grocery store.

***Grocery Store***

Local residents and the property owner, Larry Epping, have agreed that a full-scale grocery store would be a good fit. While more market analysis would be needed to confirm the economic viability of a grocery store, students’ preliminary analysis shows that the right type of grocery would have a good chance of success. Students have identified two grocery store types that have potential to be successful. This is discussed in further detail below.

### *Aging Population*

As mentioned several times in this document, Baby Boomers are entering retirement age. As they enter this stage of life, new economic opportunities become viable, and amenities that cater to this age increase in demand.

### *Access to Open Space*

The closest public park is located 1.2 miles northeast of the site. Given the amount of housing we are proposing to add, we recommend that a public park also be provided. Moreover, a public park would be a strategic step in implementing the overall development.

### **Key Components**

- Grocery Store.
- Nursing Home/Public Health Center.
- Public Park.
- Other Neighborhood Amenities.

### **Proposal: Grocery Store**

The nearest full grocery store, offering a consistent variety of fresh fruits and vegetables at affordable prices, is 1.5 miles away. Residents have stated that they desire a full grocery store in the neighborhood. Approximately 8,240 residents live in the neighborhood. Students recognize that were this spot truly ideal for a grocery store, one would likely already be there. Students considered alternative grocery stores and the kinds of development that could encourage a grocery store to move to the area. Student analysis suggests increased housing could create make a grocery store more economically viable in the neighborhood. Given the current income levels and demographics of the neighborhood, students suggested that either a small-footprint grocery store or a large discount grocery store would be most appropriate. Students felt that a full-service grocery store would be infeasible, as it would probably not capture a big enough portion of residents who may opt for grocery stores such as the Wal-Mart across Interstate 5 and the Grocery Outlet located south of the site.

Previously, Winco, a large discount grocery, tried to move onto the property but decided that the overlay zone and design guidelines did not allow them to build a store that matched their business model. Given the desire for such a store to move on the site, we assume that this area would be appropriate for such a development. However, the grocery store would have to be willing to build upon a horizontal mixed use site.

Another option is a smaller square footage grocery store, possibly a Red Apple. Red Apple is a franchise; each store is typically owned locally. They tend to locate in neighborhoods with high Hispanic populations. They can be found in small and large cities in Oregon and Washington. Red Apple stores are generally between 15,000 and 25,000 square feet and offer a full variety of foods, including fresh produce and Hispanic foods. Our research did not locate any Red Apple stores in a horizontal mixed use development, however, the demographics and building square footage fit the franchise profile.

**Proposal: Nursing Home/Public Health**

Given the aging population, health centers and nursing homes will potentially be in demand. Census data shows a high density of retirement aged population surrounding the site. Moreover, there are a number of nursing homes within the area already, including one on Portland Road. A nursing home may be a viable option for the Epping site, especially if additional amenities and services can be added within walking distance.

**Proposal: Public Park**

Providing a public park will benefit current residents, attract future residents,

**Commercial Design**

Commercial design is suggested to address the street. This creates a better walking environment for pedestrians. It also mitigates issues of pedestrian safety that parking lots in front of buildings often cause for pedestrians. Figure 54 shows a rendering of potential commercial frontage along Portland Road. Parking would be provided behind the buildings (see Goal 5: Connect to the Larger Neighborhood: Proposal: Parking). This design is also supported by the Salem Development Division Handbook.



Figure 54: Commercial frontage.

and support proposed commercial spaces. As mentioned earlier, the closest park is 1.2 miles away, outside the range of what people are generally willing to walk. Moreover, the neighborhood contains a large enough population, 8,700 people, to justify an additional park.

Besides benefitting the wider community and on-site businesses, providing public space could create greater acceptance of the development by the wider community. Adjacent neighbors will be less likely to protest the development if it is understood that they will benefit from the development. Moreover, this strategy could also be an integral part of obtaining easements for proposed bike and pedestrian paths proposed under Goal 5: Connect to the Larger Neighborhood. Easements that connect the neighborhood to a public park will be easier for the city to obtain than if the easements were simply to be used to connect the neighborhood to a parking lot.



### **Proposal: Other Neighborhood Amenities**

Other possible neighborhood amenities include a bank, a day care, and a hardware store. The closest bank is a U.S. Bank, 1.2 miles south of the site on Fairgrounds Road. Additionally, no day care centers are available within the neighborhood. Census data suggests demand exists for a day care center. According to the 2009 American Community Survey, both parents work in 55 percent of family households in the neighborhood (UrbanMapping.com, 2011). Finally, many of the existing commercial uses are geared towards construction and industry related services. Therefore, a hardware store would fit the current commercial fabric.

### **Goal 5: Connect to the Larger Neighborhood**

Currently, the site is accessible at one point from Portland Road. In order to ensure good circulation of traffic and make the site easily accessible to all, additional connections should be made. This increase in connectivity can help attract future residents. It can also support commercial activity by making it easier for people in the dense residential area to the northeast of the site (see Figure 55) to enter the site and patronize the businesses.

### **Considerations**

Students found limited potential to add vehicular access points to the site in the near future. Adding vehicular traffic to the eastern and northern end of the site would require removing single family homes to create a road. The southeastern

Market Analysis:  
Population Density within  
Walking Distance  
Salem, OR 2000

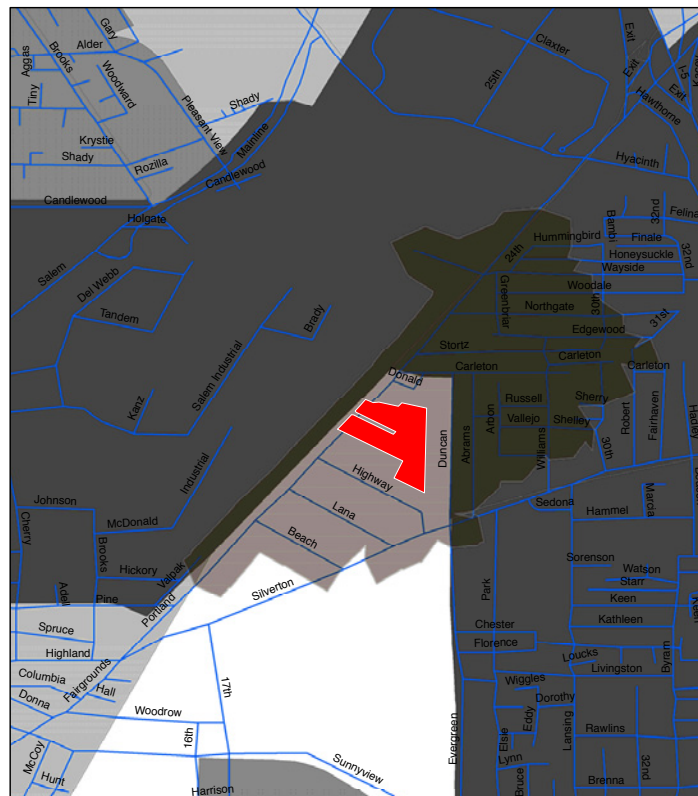
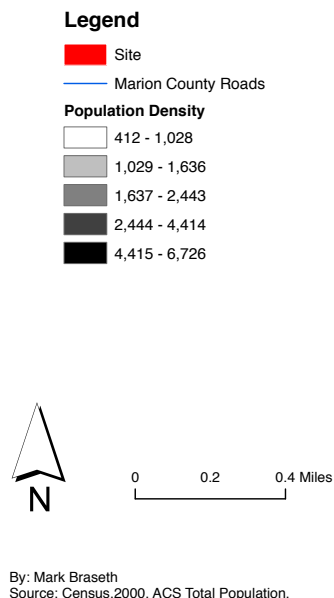


Figure 55: Population density within walking distance.

end of the site has the most potential to add a road. The property between the site and the road is owned by Larry Epping, the owner of the site, therefore it is likely that this land could be purchased in addition to the site in order to implement this vehicular access point.

## Key Components

- Multi-use paths linking the neighborhood.
- Vehicular access point at southeast end of the site.
- Limited residential parking.

### **Proposal: Multi-use Paths Linking the Neighborhood**

Providing greater pedestrian and bicycle access to the site has many benefits. First, connecting the site to the neighborhood will help to support commercial retail. Student spatial analysis suggests that by connecting the site to the outside neighborhood, over 1,000 residents will be within walking distance of the new commercial spaces. This can potentially increase businesses' chance of capturing the nearby market. Second, greater pedestrian and cyclist access would open up the park to the neighborhood. Without pedestrian and bicycle connectivity, nearby residents would be forced to access the park from Portland Road. Due to the high traffic and current pedestrian and cyclist safety concerns along Portland Road, it is unlikely that many residents would come

to the site to specifically visit the park. Moreover, the park would not have a public open feel since it would be surrounded by residential uses on three sides and commercial uses on the fourth side. Finally, by adding infrastructure that encourages people to use active modes of transportation, the site would limit its need for high volume circulation and parking.

Using aerial maps, students found two areas in between single family homes where multi-use paths could be implemented. Figure 56 shows where the two potential multi-use paths could be located, along with the additional vehicular access point that will be discussed in more detail in the following proposal. In implementing the multi-use paths, easements would need



Figure 56: Proposed secondary vehicular access point and neighborhood links.

to be obtained by the city. Students recognize this will be a challenge for the city. However, providing a park (as mentioned above) may provide an incentive for residents to allow for the easements, as it will provide adjacent residents a direct path to the park.

**Proposal: Vehicular Access Point at Southeast End of Site**

A second vehicular access point will help to reduce the amount of congestion and bottlenecking that would occur at the entrance and exit of the site onto Portland Road. Furthermore, it may simply be required. City transportation engineers have stated that a second access point may be required depending on the development type.

Using aerial photos and parcel data, students revealed an opportunity to create an automobile connection at the southeast end of the property (see Figure 56). The property line that would be cut into is owned by the Epping site's owner, Larry Epping.

**Proposal: Limiting Residential Parking**

The City of Salem, under its Rose Garden Overlay, requires one parking space per residential unit (Community Development Department, 2009). Commercial spaces for parking are determined by square footage. Since the layout proposes a range of uses and square footage, exact parking space



Figures 57 and 58: Proposed design layout, highlighting parking options (gray in Figure 57; orange in Figure 58).



- Anchor Commercial/Retail
- Small Commercial/Retail
- 2-plex Live/Work
- 4-plex Live/Work
- Townhomes
- Bike/Ped Access & Paths
- Public Green Space
- Parking & Food Cart "Pod"



requirements were not calculated. However, each of the following layouts has established enough parking to meet the minimum needs of the proposed site.

To justify this limited amount of parking, it is important that the multi-use pathways are implemented in order to give people the option to travel without using cars.

## Implementation

### Phasing

This is a large site and therefore too costly to develop all at once in the current economic climate. Figure 59 shows three phases of development, starting in the north end of the site and ending in the south. This timeline was chosen because the north end of the site seems easier to develop given its more regular shape.

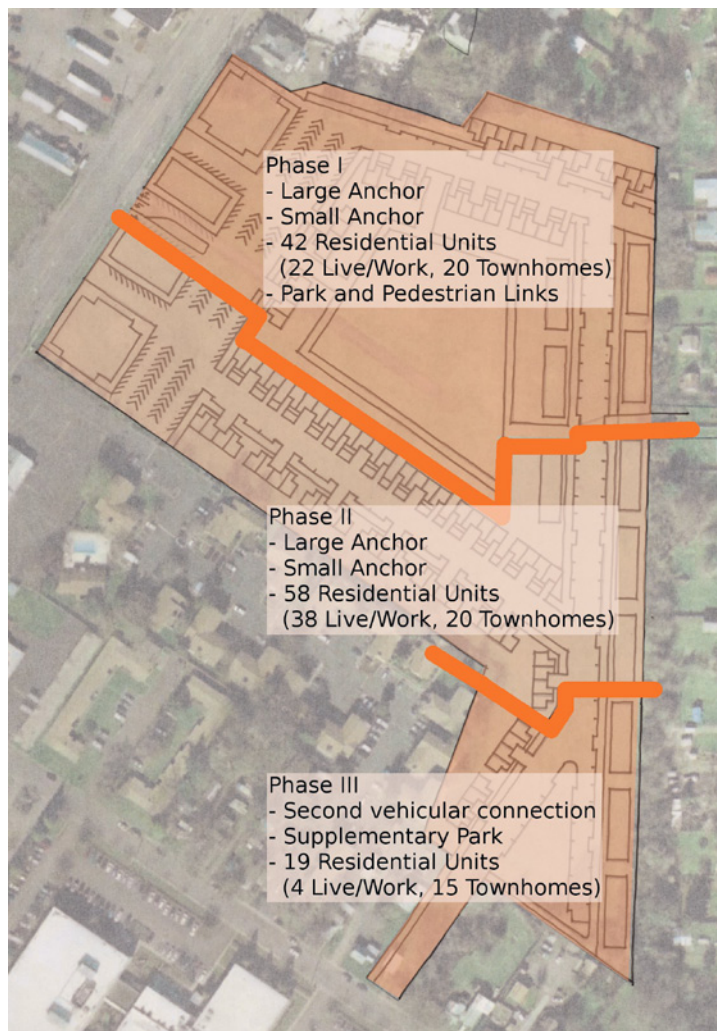


Figure 59: Phasing plan.

#### **Phase 1**

This phase will develop the first two commercial anchor sites first. This phase of the development strategically begins to change the site context, by building familiar commercial uses along Portland Road and phasing in less traditional development, multi-family housing. The commercial development will work as a buffer between the residential uses and Portland Road to mitigate the adverse affects of high traffic volume along Portland Road. After the commercial sites are developed, the park will be developed, followed by about 40 residential units. This development timeline is important because residential units on the site alone are not ideal. However, with the right amenities and the right design, housing on the site will become attractive to persons looking for housing options that are within a budget and near amenities.

#### **Phase 2**

Phase 2 follows a similar logic to Phase 1. It starts by developing the final two commercial sites along



Portland Road. Next, about 60 residential units would be added. A majority of the units would be live/work. Again, developing the commercial sites first is important, as they provide a buffer zone between Portland Road and the residential units.

### ***Phase 3***

This phase finalizes development, starting with a second vehicular connection, followed by a small park space, and finally additional residential units. The installation of the secondary vehicular connection will be difficult. The property that the vehicular connection would cut through is owned by Mr. Epping and will have to be negotiated. Also, there is likely to be pushback from nearby residents concerned about increased traffic.

## **Conclusion**

The development proposals for the Epping site share the goal of serving the needs of current and future residents of Northgate neighborhood. The neighborhood is faced with economic challenges and a lack of everyday services. By providing affordable updated housing, commercial/retail space that can adapt to market demand, and space for small businesses and entrepreneurs, the Epping site can be a catalyst to help promote future development in Northgate.

## Conclusion: Three Sites

Students evaluated three different sites, each containing its own unique challenges and opportunities. Using approaches similar to due diligence activities a developer would perform in developing a site, students conducted an in-depth analysis of each site to help inform and inspire development ideas.

Students characterized the Second Street corridor as an area in flux, a depleting population base sitting between a strip mall, industrial uses, and a freeway. However, students have recognized the potential for the Second Street corridor to transform into a neighborhood center that is the pride of West Salem. Students suggest creating a more walkable environment that serves the community's needs by providing local amenities as well as attracting Salem and Oregon residents in general by implementing a festival street.

Students studying the O'Brien site characterize the site as an area of passage. Generally, unless you are looking for a new car or an auto mechanic, there is little reason to stop at the site. However, its proximity to downtown and adjacency to the North Downtown neighborhood make it an ideal place for dense housing and vibrant neighborhood activities: bars, restaurants, boutique shopping, and a grocery store. By implementing horizontal mixed use and activating the alleys, the O'Brien site can become a destination rather than an area of passage.

Students characterized the Epping site as a missing piece in the puzzle, where developers, city officials, and businesses alike have not figured out what belongs in this undeveloped 14 acre site. Students sought out the cultural identity, local and state initiatives, and the strengths of the neighborhood to address the site with a new perspective. Students tried to balance the needs of the neighborhood with the fact that a developer needs to be able to turn a profit in order to be encouraged to develop on the site. Students found that by providing housing driven by strong population growth and economic opportunities, and by using strategic urban design to mitigate negative industrial attributes of the area, the Epping site can become an entrepreneurial hub and help to drive reinvestment back into the neighborhood.

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