

CITY OF SALEM

FINAL WEST SALEM GATEWAY AREA REFINEMENT PLAN



West Salem Gateway Area

TGM Contract 2Q-03 #24422
Deliverable 7.C
June 30, 2005



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Statement

This Refinement Plan constitutes the results of a visioning process which brought property owners, residents, and other stakeholders together to develop a coordinated plan for the revitalization of the West Salem Gateway Area.

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The contents of this document do not necessarily reflect views or policies of the State of Oregon.

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Exhibits (Bound Separately)

- A. Existing Conditions Analysis
- B. Market Analysis
- C. Transportation Analysis – Existing Conditions
- D. Transportation Analysis – Concept Alternatives
- E. Transportation Analysis – Preferred Alternative

EXECUTIVE SUMMARY

West Salem is one of the fastest growing areas in Salem. The West Salem Gateway Area (Plan Area) is the major entrance to West Salem from downtown Salem and provides a first impression of West Salem to new arrivals. In recent years, the Plan Area has experienced a decline due to a lack of investment and reinvestment. Currently the Plan Area contains a wide variety of uses. It is characterized by an underutilization of land, obsolescent structures, and vacant properties and buildings. Many of the properties are small and awkwardly shaped. The predominant land uses include older industrial facilities and “strip” commercial / retail development. Approximately half of the Plan Area is located in the floodplain. The economic distress of the Plan Area is best evidenced by the recent closure of the large Chiquita food processing plant, the vacancy of nearby Westgate Center, and the closure of the GNB Battery facility. The Plan Area has strong redevelopment potential but is held under multiple property owners making coordinated redevelopment difficult. Transportation issues affect the functioning of the overall West Salem transportation network and place significant limitations on Plan Area revitalization.

1. PURPOSE OF THE PLAN

The West Salem Gateway Area Refinement Plan (Refinement Plan) provides background information and recommended policy direction for public and private decisions affecting the growth, development, redevelopment and revitalization of the West Salem Gateway Area. The Refinement Plan can serve as a basis for evaluating private development proposals and provides a common framework for those engaged in the revitalization of the area.

The Refinement Plan identifies opportunities for redevelopment and new development and includes recommendations for public facility and transportation improvements necessary to revitalize the area. The Refinement Plan reflects a common vision for affected property owners, local residents, area businesses, state agencies, the City of Salem, the Urban Renewal Agency, and community stakeholders for the revitalization of the West Salem Gateway Area.

2. PLAN AREA

The West Salem Gateway Area (Plan Area) is 19.23 contiguous acres bounded by Highway 221, Highway 22, Murlark Avenue, and Bassett Street (Figure 1). The Willamette River is located to the south and east, but separated from the Plan Area by Highway 22. The Plan Area is served by two state highways: Highway 221 and Highway 22, and includes the Highway 22 exit and entrance ramps that mark the intersection of the two highways.

3. RELATIONSHIP TO OTHER PLANS

The Salem Area Comprehensive Plan (SACP), adopted October 1992, last amended April 2004, is the long-range plan for guiding development in the Salem urban area and its

relationship with the Salem/Keizer urban area for the next 20 years. The Salem Revised Code (SRC) implements the goals and policies of the SACP and regulates the location, type, and density of development. The SACP allows for the preparation of Neighborhood Plans which, if approved, are adopted as part of the SACP. Neighborhood Plans provide more specific application of Comprehensive Plan policies, including site-specific determination of Comprehensive Plan land use designations. Neighborhood Plans must clearly demonstrate compliance with SACP goals and policies. The West Salem Neighborhood Plan, adopted April 2004, is the adopted plan for the West Salem Gateway Area. Refinement plans are not defined in the SACP but provide the opportunity to study in detail the area's future public facilities and transportation needs and to address potential conflicts between adjoining land uses. As a Refinement Plan, this West Salem Gateway Area Refinement Plan can serve the community in that regard.

The West Salem Gateway Area is also within the boundaries of the 453-acre West Salem Urban Renewal Area. Oregon Revised Statute (ORS) Chapter 457 grants municipalities the right to create Urban Renewal Agencies (URA) and prepare Urban Renewal Plans. The purpose of the West Salem Urban Renewal Plan, August 2001, is to eliminate blighting influences found in the Renewal Area, to implement the goals and objectives of the SACP, and to implement development strategies and objectives of the plan.

This Refinement Plan supports the goals and policies of the SACP and the West Salem Neighborhood Plan and supports the objectives of the West Salem Urban Renewal Plan. This Refinement Plan also builds on previous studies including the Edgewater District Study, June 1997, the Wallace Road Local Access and Circulation Study, June 1997, and the Willamette River Bridgehead Engineering Study, September 1998, prepared for by the Salem-Keizer Area Transportation Study (the Metropolitan Planning Organization of the Salem-Keizer urban area).

This Refinement Plan serves as an information source to direct local decision-makers in dealing with area issues and infrastructure needs. This Refinement Plan provides a basis for evaluating private development proposals against the goals and policies of the SACP and Neighborhood Plan and objectives of the Urban Renewal Plan.

4. PLAN OBJECTIVES

This Refinement Plan summarizes the results of a visioning process that brought affected property owners, residents, West Salem business and community leaders and other stakeholders together to develop a coordinated and comprehensive plan. Plan objectives are listed below. How the Plan and the Preferred Alternative responds to the objectives is documented in Chapter 7, Summary and Conclusions.

Objectives

1. Recognize economic revitalization is an important long-term objective for the West Salem Gateway Area.
2. Work with all stakeholders and foster comment, participation and support from residents and businesses in the West Salem neighborhood.
3. Resolve issues related to the conflicting local versus through traffic functions of OR 221 in the project area.
4. Address near and long-term issues related to the OR 22 Willamette River bridges and the OR 22/OR 221 interchange as related to the project area.

5. Provide for a safe, well-connected local street system and encourage the use of alternative transportation, particularly pedestrian, bicycle and bus modes.
6. Resolve specific local circulation and redevelopment issues, such as those related to the unimproved 2nd Street right-of-way, reuse of the railroad right-of-way, and extension of Marine Drive.
7. Agree on a preferred site plan for viable economic redevelopment of the West Salem Gateway Area.
8. Develop a market-feasible mixed-use land use concept, with consideration of the impact to downtown Salem.
9. Prepare a comprehensive and prioritized implementation strategy, including improvements required to support mixed-use and alternative transportation-oriented development projects, and the estimated costs of improvements.
10. Prepare and present the preferred Gateway Plan and adoptable revisions to the City's plans to the West Salem Redevelopment Advisory Board for consideration and approval; and
11. Prepare a final Gateway Plan and adoptable revisions to the City's plans for City political bodies to consider and adopt.

5. PLAN ORGANIZATION

The **West Salem Gateway Area Refinement Plan** consists of an Executive Summary, and chapters on the Existing Conditions in the Plan Area, Community Vision and Direction, Market Analysis, three chapters on specific planning elements (Land Use, Transportation, and Public Facilities and Services), Summary and Conclusions and Plan Implementation.

Chapter 1 - Existing Conditions contains a summary of the Existing Conditions Analysis, which inventories urban renewal and transportation data related to the Plan Area, analyzes Plan Area related land use, transportation, and infrastructure issues, and assesses relevant plans and policies. The full text of the Existing Conditions Analysis is included as Appendix A.

Chapter 2 - Community Vision and Direction outlines the opportunities and challenges for revitalization of the Plan Area, conceptual plan alternatives that were developed to meet the objectives of the plan, and a summary of the Preferred Alternative.

Chapter 3 - Market Analysis contains a summary of the market conditions affecting the Plan Area. The market analysis assesses the advantages and disadvantages of the concept alternatives, describes broad market factors that affect potential development, and assessed the feasibility of the Preferred Alternative. The chapter is based on the Market Analysis Study, which is included as Appendix B.

Chapter 4 - Land Use includes the existing land use framework within the Plan Area, a discussion of the opportunities and constraints, and proposed changes to the land use framework to better accommodate revitalization of the area. The chapter includes recommendations and guidelines to ensure that development is consistent with the plan vision.

Chapter 5 - Transportation includes a description of the current state of the transportation system, opportunities and constraints within the Plan Area, and proposed changes to system to better serve the Plan Area. The full transportation analysis is documented in Appendix C.

Chapter 6 - Public Facilities and Services describes what services are now available and what services will be required as revitalization takes place. Services reviewed in the plan include water and electric, public safety, sanitary and storm sewers, and parks.

Chapter 7 - Summary and Conclusions documents how the Preferred Alternative addresses the initial Plan Objectives and suggests how this Plan may be utilized as planning for the Gateway Area continues.

Chapter 8 - Plan Implementation contains recommendations for short- and long-term land use and transportation improvements as well as recommended Comprehensive Plan, TSP, Development Code amendments necessary to implement the Plan.

6. PLAN OUTCOMES

With extensive, and valuable, involvement and contribution from TAC and PAC members, City and State staff, and consultant team, commentary received at two community meetings, and data gleaned from the existing conditions, transportation and market analyses, Plan Alternatives began to emerge.

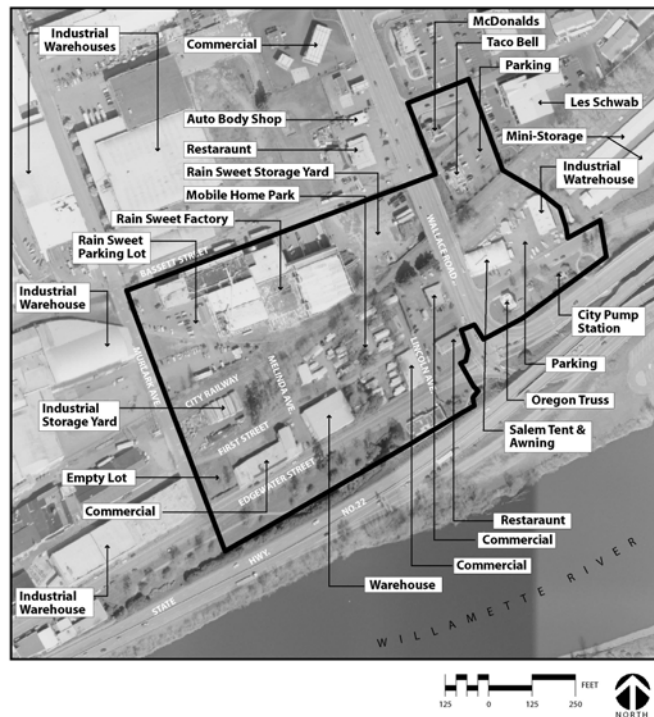


Figure ES.1
Existing Plan Area Land Uses

Initial Alternatives

Initially tasked with developing two alternatives, discussion began to include the possibility of looking at alternatives which reflected short-term and long-term land use and transportation changes. In response, the scope of work was expanded and four alternatives were generated. Discussed in greater detail in Chapter 2, Community Vision and Direction, the four Concept Alternatives and a brief list of pros and cons is as follows:

Concept Alternative 1



Figure ES.2
Concept Alternative 1

PROS:

- Preserves north half of site as for larger scale development.
- Provides local access on south half of site for smaller scale redevelopment.
 - Village scale.
 - Existing buildings.
 - Immediate opportunity.
 - Both Sides of Edgewater.
- Utilizes railroad ROW with bridge for bikes, pedestrians and open space.

CONS:

- No area large enough for large general merchandiser.
- No through-site connectivity.
- Will not alleviate traffic congestion on Wallace or Edgewater.
- Loss of Edgewater Park.

Concept Alternative 2

PROS:

- Through-site local access west of Wallace.
 - Extends north of Bassett.
 - Crosses Wallace north of Bassett.
 - Village Scale / Existing Buildings.
 - Short and Long Term Opportunity.
- Improved N/S local access east of Wallace.
- Railroad ROW is bike/ped open space.
- Retains/Expands Edgewater Park.



Figure ES.3
Concept Alternative 2

CONS:

- No area sufficient for large general merchandiser.
- More smaller-scale commercial than market need.

Concept Alternative 3



Figure ES.4
Concept Alternative 3

PROS:

- Through site local access west of Wallace.
- Improved N/S local access east of Wallace.
- Expands Edgewater Park.
- Large enough area for larger scale redevelopment.
- Smaller scale along street front – enhances “Gateway”.

CONS:

- Loss of railroad ROW for bikes/Peds/open space.
- Still not large enough area for larger general merchandiser.
- Signal at Bassett is problematic.
- No local access west of Wallace north of Bassett.

Concept Alternative 4

PROS:

- Best through-site local access west of Bassett.
- Best local access west of Wallace extends north of Bassett – includes N/S stub.
- Sweeping boulevard/parkway presents “Gateway” – restores EB Edgewater/NB Wallace connection.
- Signal at local access north of Bassett helps turn movement.
- N/S local access east of Wallace improves situation.
- Expanded Edgewater Park.
- Continuous green/open space through the “Gateway”.
- Some site area retained for larger commercial.
- Moving Wallace/Edgewater signal to NW provides additional bridge ramp stacking room.
- Provides room for grade separated bike/ped pathway E/W through Plan Area.



Figure ES.5
Concept Alternative 4

CONS:

- No area of site large enough for large general merchandiser.
- Greatest Impact to Existing Buildings, Owners, etc.
- No Short-Term Opportunity. Requires Multiple Party Cooperation.
- Signal at local access north of Bassett is problematic.

Preferred Alternative

Following two rounds of TAC and PAC review of first a set of Initial Concept Alternatives and then a set of Revised Concept Alternatives (the Revised Concept Alternatives are show above), and a Community Meeting, the PAC meet to provide direction for generating a Preferred Alternative. Utilizing their just-completed review of the Revised Concept Alternatives, PAC members present provided the following direction:

PAC Direction for Generating a Preferred Alternative

Use the north and west parts of Concept 3 and the south and east parts of Concept 4 to make a preferred alternative; with the following clarifications:

1. Provide enough room for a large-scale general merchandiser– 100,000 to 140,000 sf footprint.
2. But keep some area for neighborhood commercial, small businesses and shops – especially along Edgewater and area facing ‘Gateway’.
3. No signal at Bassett or the drives just to the north of Bassett – keep signal at Taggart.
4. Clarify impact to property if the preferred alternative shows new local streets west of Wallace, north of Bassett.
5. Keep/Expand Edgewater Park.
6. Continue open space to the east of Wallace (even if it is technically public land, make it green).
7. Restore the EB Edgewater to NB Wallace vehicle connection, as the Edgewater/Wallace sweep does.
8. Keep the parkway idea, but re-think size of Edgewater/Wallace sweep. Maybe it does not need to be so large a radius, take so much area. Maybe free right turn off ramps NB on Wallace move further to the east somewhat.
9. Plan for plenty of vehicle capacity on Wallace and Edgewater. Especially SB Wallace onto EB Bridge.
10. Like the relocated Edgewater/Wallace intersection; provides plenty of stacking room, sufficient number of lanes, free right turns, etc.
11. That intersection is the “Gateway”; provides arrival, view into Plan Area. Maybe a plaza or fountain or something like that.
12. Where there are islands, make them green, not paved.
13. Clarify what is a street and what is a drive. Maybe it is a hybrid “local access” that has the carrying capacity and connectivity of a local street but also the narrower, friendlier, more flexible characteristics of a shared driveway.
14. Include bike/ped access through Plan Area. Can be on grade or overpass. Further south. Park to Park. Make it open, visible, user friendly.

Preferred Alternative

In response to the above direction, a Preferred Alternative was generated, incorporating as much of the PAC direction as possible. To address the various attributes of the Alternative, a total of five plan diagrams were generated. More thoroughly reviewed in Chapter 2, Community Vision and Direction, the five plan diagrams include: Land Use Designations, Zoning Districts, Overlay Zoning Designations, Site Circulation, and Street Sections. Following a review by both the TAC and PAC, the Preferred Alternative plan diagrams were finalized. The Preferred Alternative, along with Committee-identified pros and cons, is show below.

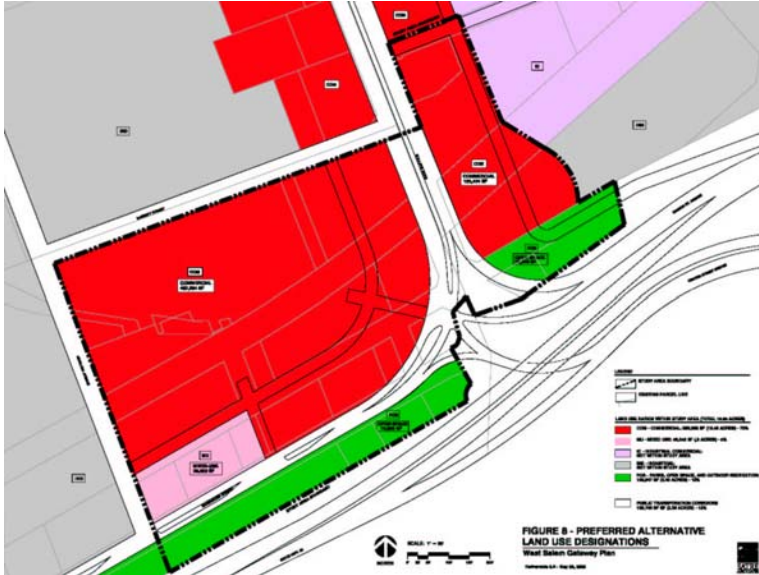


Figure ES.6
Preferred Alternative, Land Use

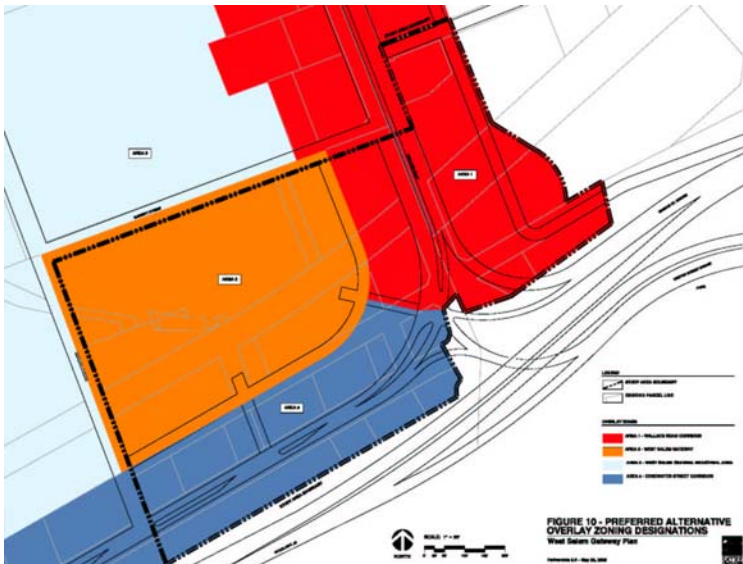


Figure ES.7
Preferred Alternative, Overlay Zoning

PROS:

- Local access is provided through the Plan Area both west and east of Wallace.
- Local access utilizes the shared drive concept – providing access and connectivity, for vehicles, pedestrians and bicyclists, along with the flexibility afforded private shared commercial drives in lieu of public streets.
- Sufficient area for a large general merchandiser is provided. The private shared drives are flexible such that some 80% of the site west of Wallace could be utilized.
- Fine-grained mixed-use commercial is accommodated along Edgewater, linking the area to the Edgewater neighborhood commercial district to the west.
- The EB Edgewater to NB Wallace connection is restored.
- The Edgewater/Wallace parkway concept is retained, but with a sweep which preserves a greater amount of commercial area of infill and redevelopment.
- The Edgewater/Wallace intersection moved to the northwest, thus providing greater off ramp stacking room, additional lanes and larger-radius right turns. The Edgewater/Wallace intersection faces directly into the “Gateway” site, thus presenting a positive arrival to West Salem.

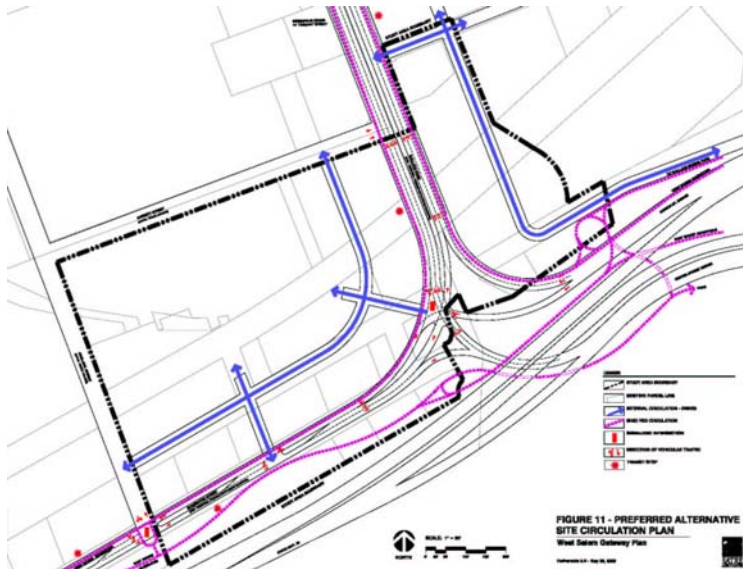


Figure ES.8 Preferred Alternative, Circulation

- Existing Bassett/Wallace WB intersection is retained (with right-in, right-out turning movements only).
- Existing Driveway/Wallace EB intersection north of Bassett is retained (with only right-in, right-out turning movements).
- Public transit stops along both Wallace and Edgewater both northbound and westbound.
- Edgewater Park is expanded, with the medians and intersection setbacks available for attractive green open space.
- Bicycle and Pedestrian access is improved with the widening and full improvement of Plan Area streets and with improved off-street multi-use pathway connections, with grade-separated crossings at the Edgewater/Wallace on and off ramps.

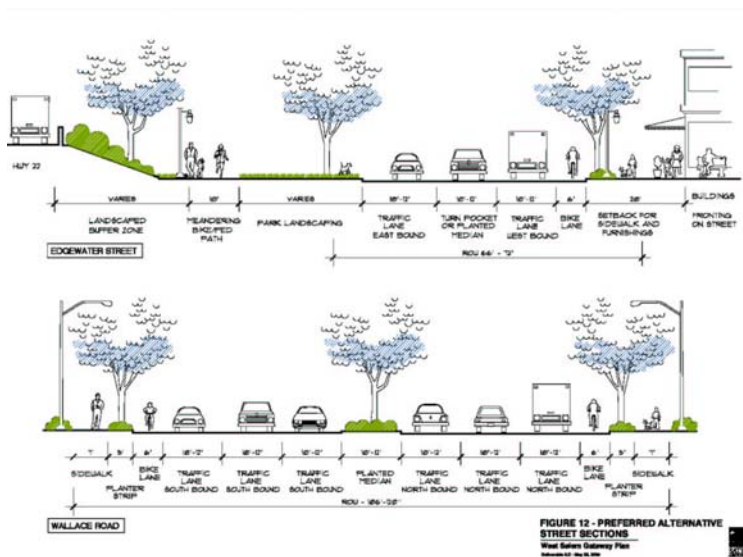


Figure ES.9 Preferred Alternative, Edgewater/Wallace Boulevard

CONS:

- Local N/S access west of Wallace does not continue north of Bassett (though it is not precluded).
- Local N/S access east of Wallace is less than ideal for the commercial properties south of the railroad ROW (though eastward access to possible Marine Drive is not precluded).
- Whereas N/S local access is improved, E/W access through the Plan Area, across Wallace, is not.
- Without additional local access both west and east of Wallace from the Plan Area to areas north and west, peak am and pm traffic will continue near or at capacity on Wallace.

7. PLAN CONCLUSIONS

In this context, the resulting Preferred Alternative, though less than ideal, is, for the most part, successful. The Plan Purpose, Plan Objectives and related transportation issues, as detailed in Chapter 5, Transportation, and Chapter 7, Summary and Conclusions, have been addressed.

There is, however, one overarching issue which has not been satisfactorily addressed in this Plan. That is the looming discussion regarding “Marine Drive”. Beyond the scope of this study, but nonetheless present in every committee session and community meeting was the fate, the likelihood, the timeline, the alignment and location of, the southern extent and connections to “Marine Drive”. General consensus is that there will likely be a Marine Drive in West Salem in the future, but it will be highly influenced by the pending 3rd-Bridge EIS and other regional transportation system analyses and decisions. In this regard, this Plan can serve two purposes: 1) providing the foundation for short-term economic revitalization in the immediate Plan Area; and 2) providing information to feed into the upcoming 3rd-Bridge EIS.

Nonetheless, the Preferred Alternative does contain positive findings:

Findings

1. The Gateway Area has significant redevelopment potential in both the short-term (5 to 10 years) and long-term (10 to 20 years).
2. There is unmet market demand for larger-scale commercial redevelopment in the Gateway Area.
3. Redevelopment of the Gateway is supported by the West Salem community and business leaders, interested developers, and the affected property owners.
4. Large-scale redevelopment of the Gateway Area requires assembly of multiple sites; however, would present a unique opportunity for larger scale development not present in other parts of West Salem with equal visibility and prominence of location.
5. Smaller scale redevelopment could occur on its own and in the short-term; though would need to be limited in quantity and coordinated in location.
6. Large-scale redevelopment is limited by the condition of, and constraints posed by, the local transportation system.
7. Exclusive of the transportation system, basic infrastructure serving the Gateway Area can support retail and commercial redevelopment with minimal changes or improvements that are primarily site-specific.
8. Local amenities, including Edgewater Park, the Willamette River, Wallace Marine Park, and Downtown enhance the appeal and viability of redevelopment in the Gateway.
9. The abandoned railroad ROW has value to augment larger parcel development, assembly of sites, or in support of transportation improvements in/for the Gateway.

Conclusions

1. The Preferred Alternative does not resolve the regional transportation issues.
2. The Preferred Alternative does not preclude additional planning, study, development or construction regarding the regional transportation system.
3. A comprehensive review of the regional transportation system, up to and including the 3rd-Bridge EIS, should guide any transportation changes in and around the Gateway Area and no definitive changes to the transportation system should occur until such time as the regional transportation system has been reprogrammed.
4. Several implementation measures can be undertaken to support future redevelopment of the Gateway Area which include design guidelines, minor amendments to the Salem Comprehensive Plan, Zoning Code, and Transportation System Plan.

CHAPTER 1: EXISTING CONDITIONS

1. CHARACTERIZATION OF THE PLANNING AREA

Location and Boundaries

The West Salem Gateway Area (Plan Area) is located west of the Marion Street and Center Street Bridges that span the Willamette River. The southern boundary of the Plan Area is Edgewater Park, which parallels Highway 22 (Willamette/Salem Highway). The western boundary of the Plan Area is Murlark Avenue. The northern boundary of the Plan Area is Bassett Street on the west side of Wallace Road. On the east side of Wallace Road the Plan Area includes a portion of newer commercial development. The eastern plan boundary is located east of Wallace Road and follows the eastern parcel boundaries of commercial development, which includes Taco Bell and The Bank of the Cascades, then extends across abandoned railroad right-of-way and tracks.

The Plan Area is 19.23 gross acres. The gross acreage includes rights-of-way and other publicly owned property. Net acreage is approximately 13.94 acres. The Plan Area encompasses a large portion of industrially zoned property west of Wallace Road, mixed commercial uses, and a mobile home park north of Edgewater Street.



Existing Industrial Use
West Salem Gateway Area

Comprehensive Plan Designations

The Plan Area contains Commercial, Industrial Commercial, Industrial, and Parks, Open Space, and Outdoor Recreation plan designations. Table 1.1 provides a list of property in the Plan Area by comprehensive plan designation. A map of comprehensive plan designations is included as Figure 1.1.

Table 1.1: Existing Comprehensive Plan Designations

| Comprehensive Plan Designation | Acres | % of Total |
|---|--------------|-------------|
| Commercial | 7.03 | 50.4 |
| Industrial Commercial | 1.65 | 11.8 |
| Industrial | 3.97 | 28.4 |
| Parks, Open Space, and Outdoor Recreation | 1.29 | 9.4 |
| TOTAL | 13.94 | 100% |

Source: City of Salem GIS Data

Zoning Designations

The Plan Area contains land zoned for General Commercial (CG), Retail Commercial (CR), Industrial Commercial (IC), General Industrial (IG), Public Amusement (PA), and Public

Service (PS) uses. Table 1.2 identifies the zoning designations and amount of property within each zone. A map of zoning designations is included as Figure 1.2.

Table 2: Existing Zoning Designations

| Zoning Designation | Acreage | Percent of Total |
|----------------------------|--------------|------------------|
| General Commercial (CG) | 4.03 | 29.0 |
| Retail Commercial (CR) | 3.41 | 24.5 |
| Industrial Commercial (IC) | 0.57 | 4.0 |
| General Industrial (IG) | 4.80 | 34.4 |
| Public Amusement (PA) | 0.80 | 5.7 |
| Public Service (PS) | 0.33 | 2.4 |
| TOTAL | 13.94 | 100% |

Source: City of Salem GIS data

Specific areas of the Edgewater Street/Wallace Road Overlay Zone apply in the Plan Area. These areas include: Area 1 – Wallace Road Corridor; Area 2 -- West Salem Gateway; Area 3 – West Salem General Industrial Area; and Area 5 – Edgewater Street Corridor. Floodplain and Willamette Greenway Overlay Zoning designations also apply to portions of the Plan Area. Maps of overlay zoning designations are included as Figure 1.3 and Figure 1.4.

Infrastructure

The Plan Area is served by City of Salem utilities, including sewer, water, and stormwater services. The Plan Area is served by private electrical, gas and telephone services. Information regarding stormwater facilities, municipal water, and municipal sanitary sewer services are included in Appendix A.

Transportation

The transportation analysis study for the Plan Area is contained in Appendix C. The 2002 Regional Transportation Systems Plan (RTSP) and the Salem Transportation System Plan (TSP) both designate Wallace Road as a major arterial. Wallace Road is a state highway (OR 221) under the jurisdiction of the Oregon Department of Transportation (ODOT). The 1999 Oregon Highway Plan designates Wallace Road as a Regional Highway in west Salem. For identification purposes this plan will refer to the facility as Wallace Road. Wallace Road milepost (20.78) to milepost (20.57) is within the Plan Area. Wallace Road is improved to four lanes, with a center turn lane, bike lanes on both sides, and sidewalks on both sides directly adjacent to the curb. Existing project area circulation is shown in Figure 1.5. Existing approaches at Wallace Road and Highway 22 are shown in Figure 1.6.

The TSP designates Edgewater Street as a minor arterial. Edgewater Street is under the jurisdiction of the City of Salem and is designated as a State Highway Route. Edgewater Street is paved with curbs, two travel lanes, and parallel parking on both sides. There is a sidewalk adjacent to the curb on the north side and a separated meandering sidewalk through Edgewater Park on the south side.

The TSP designates Murlark Avenue, Bassett Street, First Street, and Second Street as local streets. Murlark Avenue is paved, was recently overlaid with asphalt and has curbs and sidewalks on the east side. Bassett Street is paved with no curbs. First Street is partially paved



Unimproved 1st Street
West Salem Gateway Area

with no curbs, sidewalks, or drainage facilities. Second Street is platted as a street, but is the location of the old Union Pacific Railroad right-of-way. The street is unimproved and contains in-ground rail lines.

Pedestrian and Bicycle Facilities

Edgewater Street and Wallace Road have striped bicycle lanes and sidewalks on both sides. The east side of Murlark Avenue and a short portion of Bassett Street have older, narrow sidewalks and curbs. The majority of Bassett Street and all of First and Second Streets do not have sidewalks or curbs. Musgrave Lane has curbs and sidewalks along the south side.

A grade-separated pedestrian/bicycle path system provides access to both the Center Street and Marion Street Bridges and to Edgewater Park. Connectivity from the Plan Area to this system is problematic because access requires crossing Wallace Road. This makes east-west access between the Plan Area and downtown Salem difficult.

Abandoned Union Pacific Railroad

The Plan Area contains a segment of the Union Pacific Railroad right-of-way and abandoned rail lines. The rail lines are in place but have not been used for railroad service in many years. Second Street is a platted, yet undeveloped, street right-of-way located within the railroad right-of-way. In 2004, ownership of the railroad right of way east of Wallace Road was transferred to the City of Salem. The ownership of the railroad right of way west of Wallace Road to Murlark Avenue is still undetermined.



Abandoned Railroad Right-of-Way
West Salem Gateway Area

Demographics

The majority of the Plan Area is located within the Census Tract 51, which includes the area from Rosemont Drive to the west to 9th Avenue to the north.

Census Tract 51 includes a population of approximately 2,033 residents. The median household income is \$30,175 and the per capita income is \$12,815. There are 792 households and 66.4% reside in renter occupied housing units. 65% of the workforce drives alone to work.¹ Additional Census data is included in Appendix A.

While the demographics of the Plan Area included very few households and indicate predominately lower income households, nearby neighborhoods in West Salem have higher than average income households that may prove to be an important factor in site selection by developers and retailers and would provide a strong customer base for new commercial, retail and service uses.

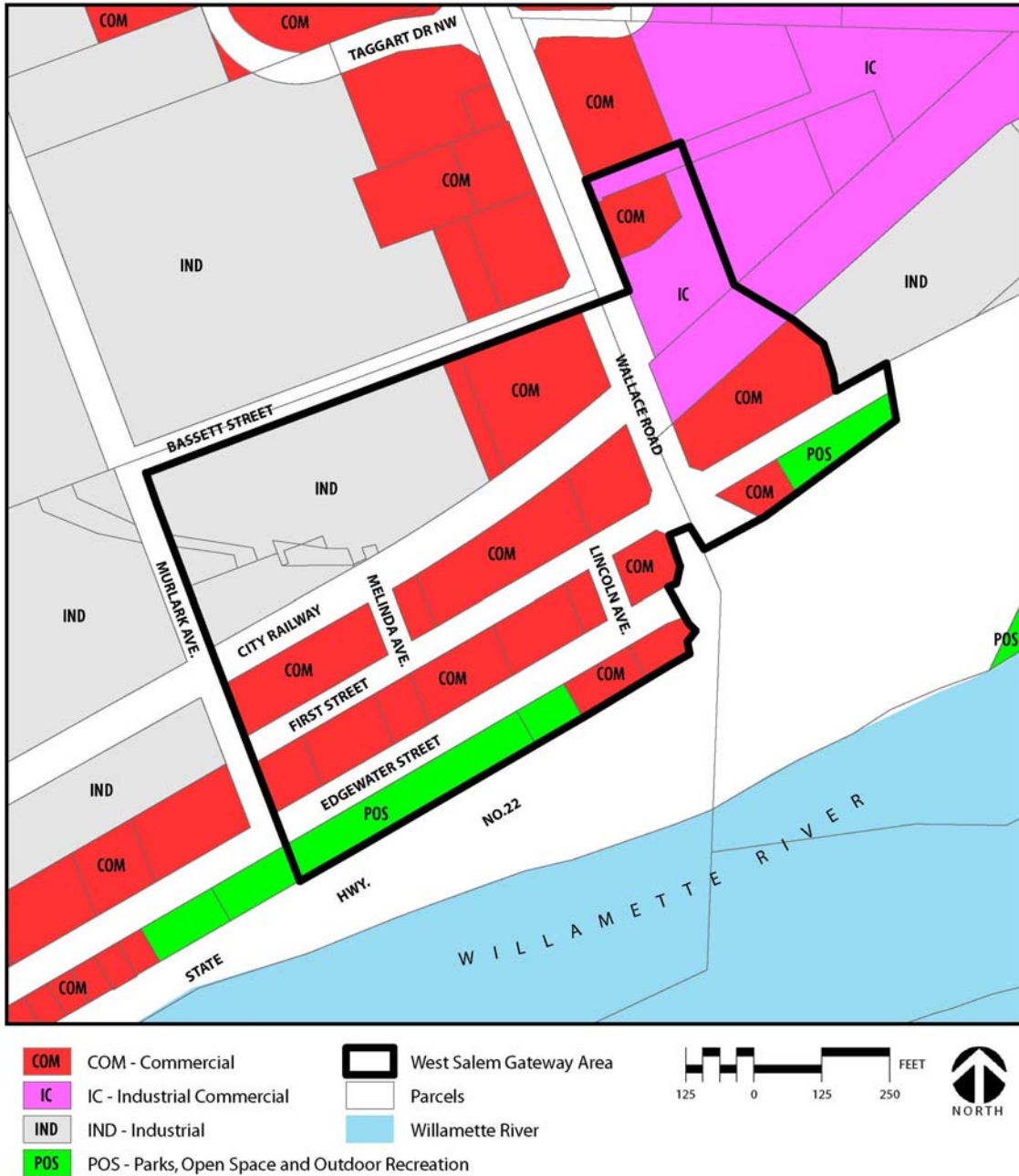


Figure 1.1
Existing Comprehensive Plan Designations
 West Salem Gateway Area
 Source: City of Salem GIS Data

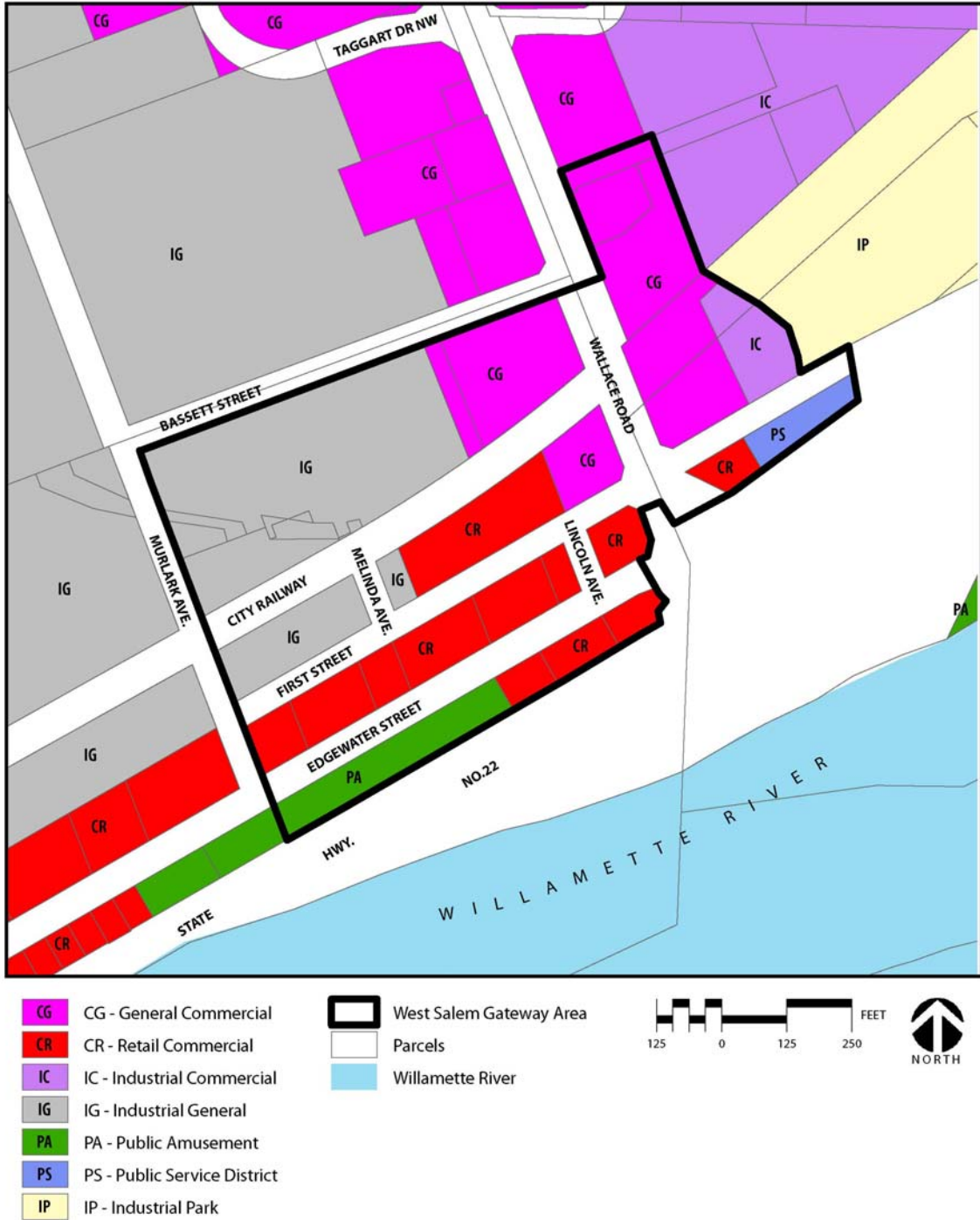


Figure 1.2
Existing Zoning Designations
West Salem Gateway Area
Source: City of Salem GIS Data

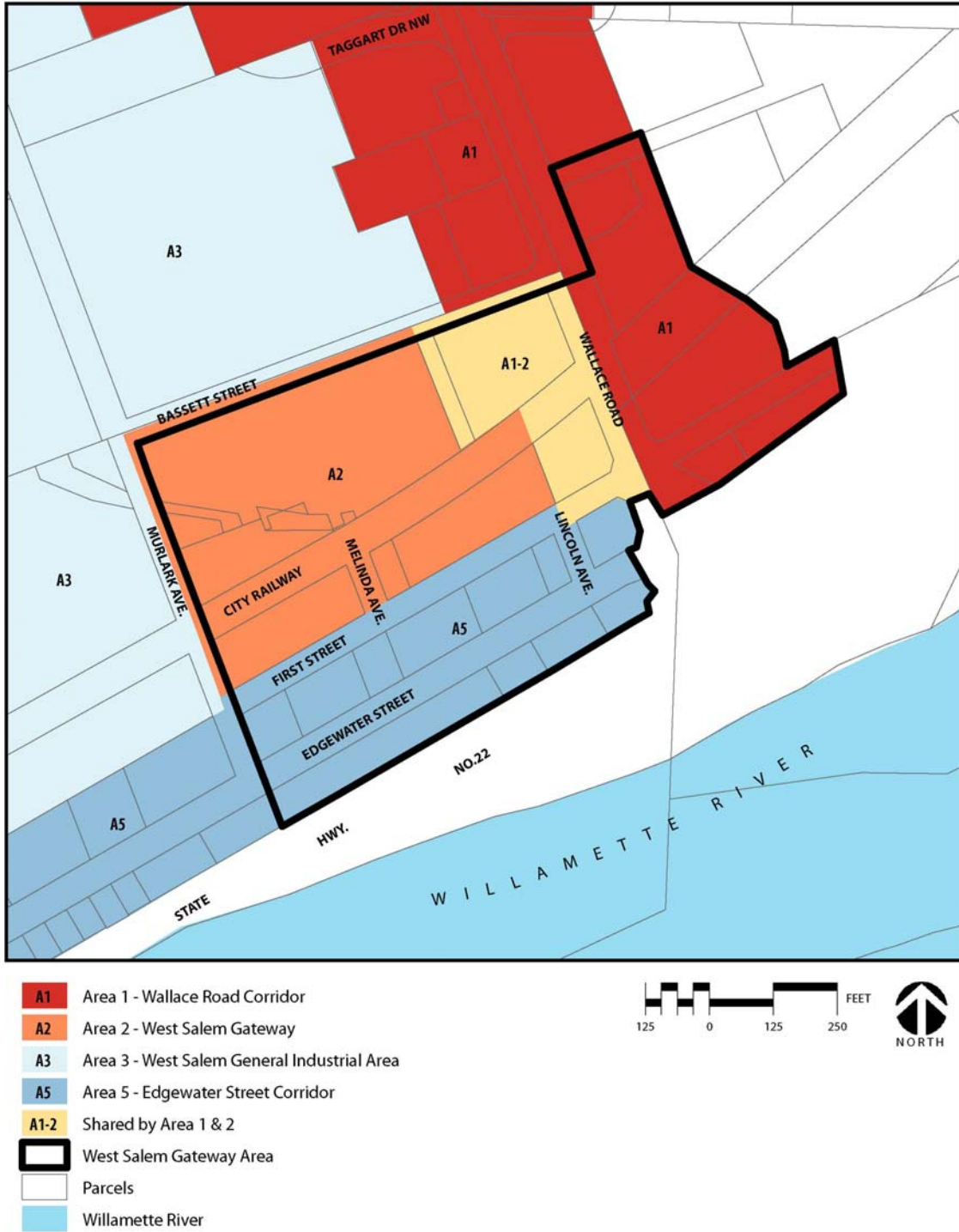


Figure 1.3
Existing Edgewater Street/Wallace Road Overlay Zone Designations
 West Salem Gateway Area
 Source: City of Salem GIS Data

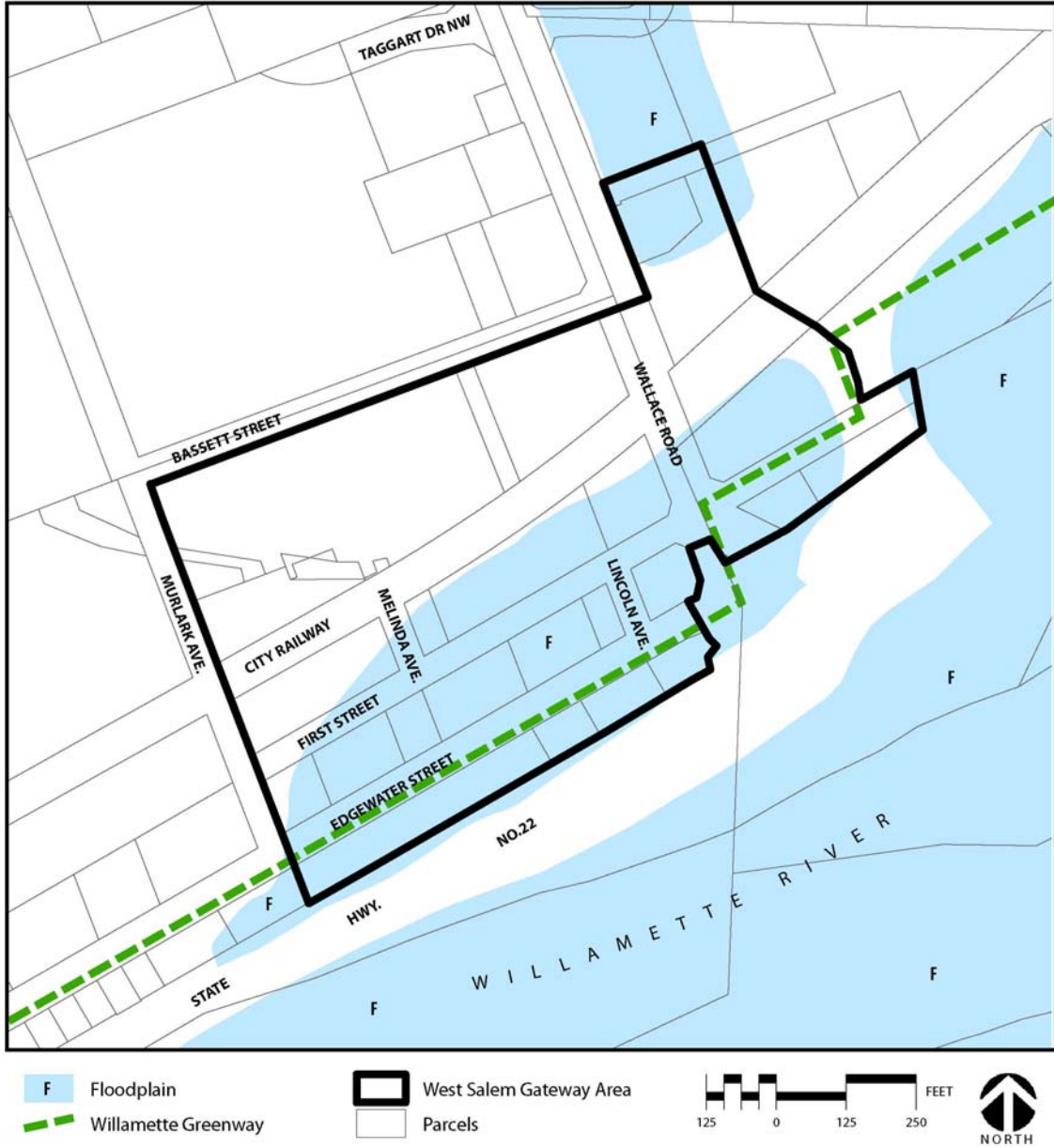


Figure 1.4
Existing Floodplain and Greenway Overlay Zoning Designations
West Salem Gateway Area
Source: City of Salem GIS Data

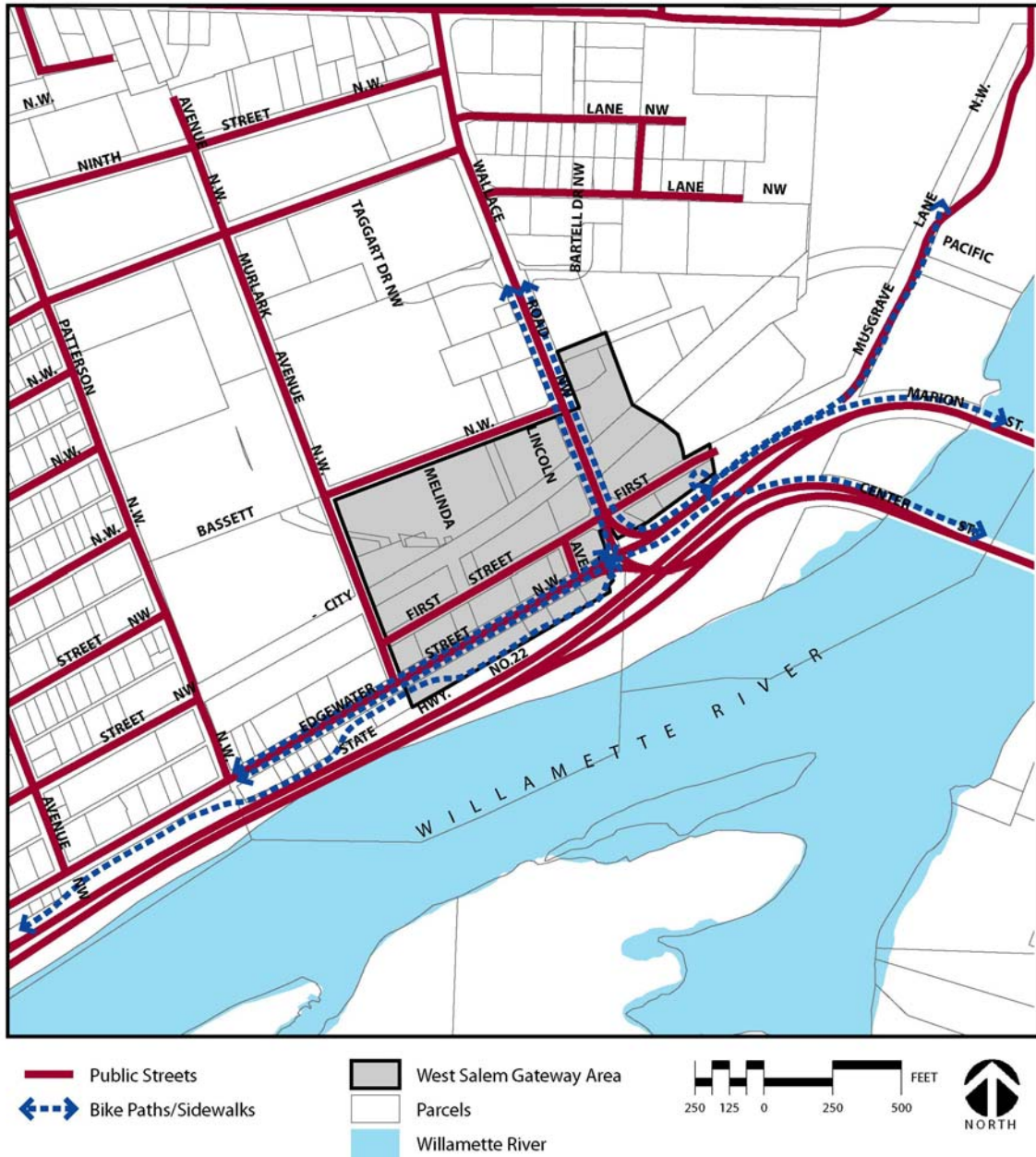


Figure 1.5
Existing Plan Area Circulation
 West Salem Gateway Area
 Source: City of Salem GIS Data

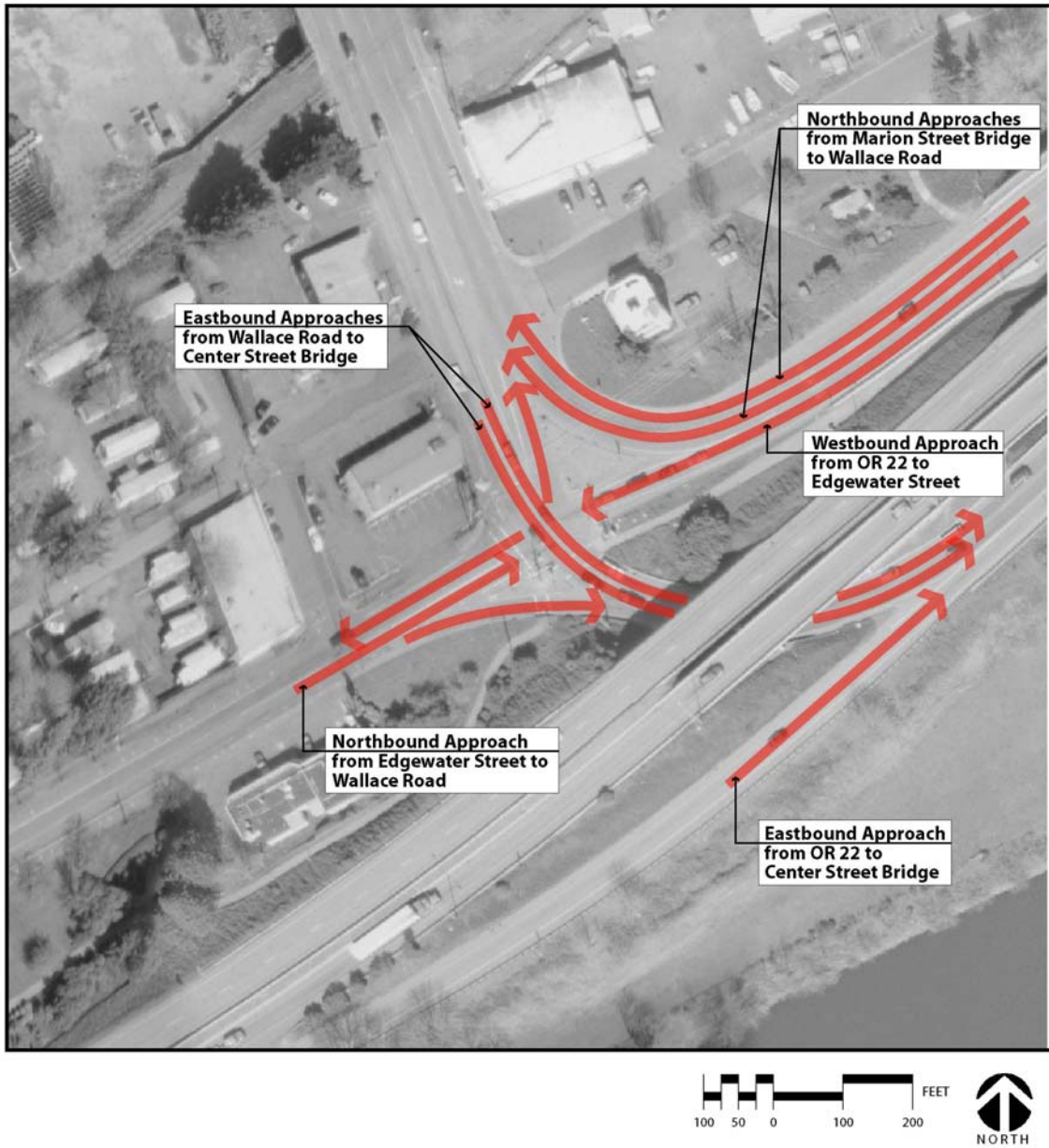


Figure 1.6
Existing Approaches at Wallace Road and Highway 22
West Salem Gateway Area
Source: City of Salem GIS Data

2. EXISTING DEVELOPMENT

Commercial, Industrial, and Residential Development

The Plan Area contains a majority of mixed of industrial, commercial, and residential development with a small 25-unit mobile home park. Existing land uses in the Plan Area are shown in Figure 1.7. Zoning designations are shown in Figure 1.2, Overlay Zoning designations are shown in Figure 1.3, and Willamette Greenway and Floodplain overlay zoning designations are shown in Figure 1.4.

The northwest portion of the Plan Area is zoned General Industrial (IG) with a West Salem Gateway overlay zone. Land uses are primarily food processing warehouses and outdoor storage/parking areas. The southern portion of the Plan Area is zoned Retail Commercial (CR) with Edgewater Street Corridor overlay zone. Land uses consist of older strip commercial located along the north side of Edgewater Street and the west side of Wallace Road. The east side of Wallace Road, within the Plan Area, is zoned General Commercial (CG) with Wallace Road Corridor and Floodplain overlay designations. Land uses include new commercial development. A 25-unit mobile home park is located on First Street (which is unimproved) north of Edgewater Street. The park contains a mixture of older singlewide mobile homes, travel trailers, and recreational vehicles. The property is zoned Retail Commercial (CR) with West Salem Gateway and Floodplain overlay designations.

Public Uses and Open Space

Public uses in the Plan Area include the railroad right-of-way and Edgewater Park. The railroad right-of-way is approximately 100 feet wide and contains existing rail lines, grass, and perimeter trees. The right-of-way extends east outside the Plan Area through Wallace Marine Park and connects to an above-grade wooden trestle and then a steel drawbridge crossing the Willamette River. Edgewater Park forms the southern boundary of the Plan Area. The park contains a separated meandering pedestrian/bicycle path, lawn, and trees. The park is adjacent to Highway 22, which is at a higher grade and separated from the park by a landscaped berm. The park's pathway connects to Wallace Marine Park and a bicycle/pedestrian paths on both the Center Street and Marion Street Bridges via a grade separated pathway under the Marion Street Bridge off-ramps.

Wallace Marine Park is located east of the Plan Area. The park provides parking, a boat landing, softball and soccer fields, as well as paths and passive open space areas. This area is located within the 100-year floodplain and has Floodplain and Willamette Greenway overlay designations.



Near-by Willamette River and Public Park Facilities
West Salem Gateway Area

The City of Salem owns a sewage lift station site located on the south side of Musgrave Lane, which has not been in operation since a new gravity sewer line was constructed on the west side of the river. The sewage lift station is not in use and the piping was rerouted to the gravity line. The pump equipment is still in the building and will be removed. The City of Salem does not have any plans for the building or site at this time.

Vacant Land

There are several vacant, undeveloped and underdeveloped properties within the Plan Area. A parcel at the corner of Bassett Street and Wallace Road is fenced and used for material and vehicle storage. This parcel is zoned General Commercial (GC). A parcel at the northeast corner of Murlark Avenue and Edgewater Street containing the foundation of a demolished building is currently advertised for sale. This parcel is zoned Retail Commercial. The Edgewater Street/Wallace Road Overlay zone applies to both parcels. Several of the properties can be characterized as underutilized and underdeveloped as they currently serve as outdoor storage areas. The existing buildings contain independent business and vary in condition. A restaurant building at the corner of Wallace Road and Edgewater is currently vacant has had several different operators in the recent past.

Surrounding Land Uses

Surrounding land uses greatly influence the overall functioning and characteristics of the Plan Area. The area to the west of Murlark Avenue and north of Bassett Street includes industrial food processing warehouses and storage buildings. Second Street and the railroad right-of-way continue to the west through the industrial area. The City of Salem is proposing to develop a portion of the Second Street right-of-way, west of the Plan Area for a Public Works Department de-icing facility.

Several industrial warehouses and storage yards are located west of the Plan Area along Edgewater Street, Murlark Avenue, and Bassett Street. Further west is an established residential area and a commercial node on Edgewater Street at Rosemont with a grocery store, restaurant and service commercial development.

Another industrial warehouse is located north of Bassett Street. There is older commercial development north and east of the Plan Area, including a restaurant and an auto body shop along Wallace Road. An apartment complex is located north of the railroad right-of-way, west of Wallace Marine Park. A newer commercial center is located north of the Plan Area along the east side of Wallace Road.

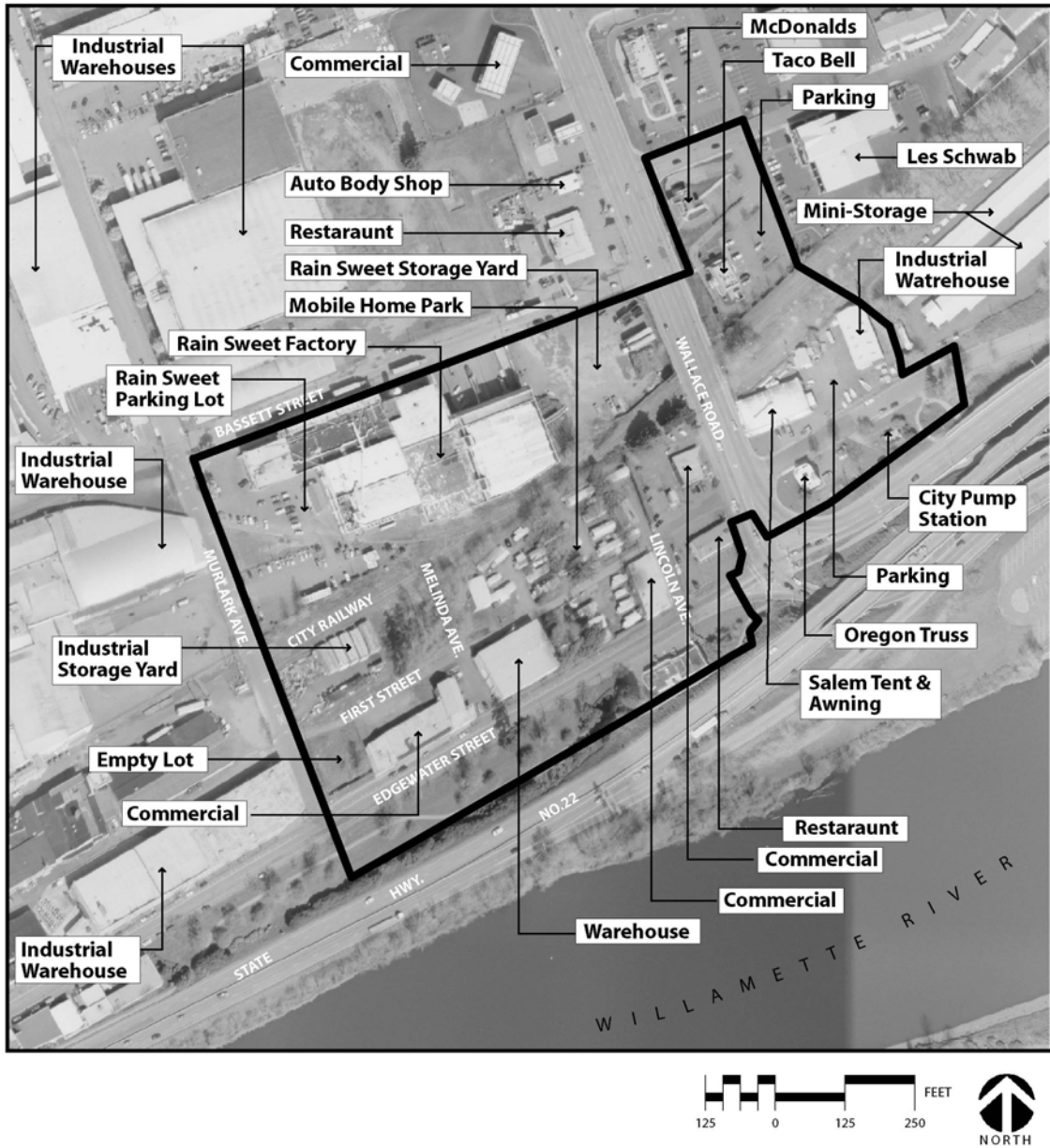


Figure 1.7
Existing Plan Area Land Uses
 West Salem Gateway Area
 Source: City of Salem GIS Data and Existing Conditions Assessment

3. CITY PLANS, POLICIES AND REGULATIONS

Salem Area Comprehensive Plan (2005)

The Comprehensive Plan is the long-range plan for guiding developed in the Salem urban area for the next 20 years. The goal of the plan is to accommodate development in a timely, orderly and efficient arrangement of land uses and public facilities and services that meet the needs of present and future residents of the Salem urban area. The plan contains goals and policies relating to general development, growth management, residential development, mixed-use development, commercial development, and transportation that apply to the West Salem Gateway Area. The applicable goals and polices are listed in Appendix A and discussed in the Land Use, Transportation, and Public Facilities and Services chapters of this plan. Table 1.1 identifies the comprehensive plan designation and amount of property within each designation. Figure 1 is a map of the comprehensive plan designations.

Salem Final Draft Code

Title X of the Salem Final Draft Code is the Zoning ordinance. The Plan Area contains land designated for commercial, industrial, and public uses. Table 1.2 identifies the zoning designations and amount of property within each zone. Figure 1.2 is a map of the zoning designations.

West Salem Urban Renewal Plan Report/West Salem Urban Renewal Plan (2001)

The West Salem Gateway Urban Renewal Area encompasses approximately 453 acres. The Plan Area is located entirely within the urban renewal area. The Urban Renewal Plan designated the Plan Area with new zoning code overlay designations (Figure 3). The objectives of the Urban Renewal Plan are to: eliminate blighted conditions; promote private development; rehabilitate building stock; improve streets, streetscapes, and open space; improve and repair public utilities to allow efficient development; maintain, remodel, and construct public, parks, open spaces and public facilities; to provide for new housing units that collectively reflect a diversity of housing types; and to protect environmental resources.

The Plan Area is identified in the Urban Renewal Plan as within the “West Salem Gateway” with the objective of encouraging mixed-use development. The Urban Renewal Plan provides recommended commercial design guidelines and standards for development along the Wallace Road corridor to promote defined pedestrian ways.

Salem Transportation System Plan (TSP) (2005)

The Salem TSP identifies projects and facilities within the Plan Area that are needed for a safe and efficient transportation system for the West Salem Area. Several streets within the Plan Area are included within the TSP. The TSP identifies the functional class of Plan Area streets as follows:

- Edgewater Street NW – Minor Arterial.
- Wallace Road NW – Major Arterial.
- Highway 22 – Freeway.

The Salem TSP identifies the Marion/Center Street bridges and Wallace Road as capacity deficient. Studies have addressed these facilities and provide recommendations for increasing capacity within and adjacent to the Plan Area.

Highway 22 – Willamette River Bridges (Center Street and Marion Street Bridges). Willamette River Bridgehead Engineering Study (1998)

The study identified several improvements that can be made in the short term to improve traffic conditions including: increasing the westbound right turn radius at Wallace Road; two exclusive eastbound right turn lanes from Edgewater; removing the eastbound Edgewater Street to northbound Wallace left turn pocket.

Willamette River Crossing Capacity Study, Draft Phase I (1999)

The study evaluated the need for additional bridges across the Willamette River to solve long-term capacity and circulation issues. The ODOT Regional office and the City of Salem have initiated an environmental impact study (EIS) for one of the proposed locations north of the Plan Area.

Highway 22 Corridor

The study identifies the Wallace Road NW (Highway 221) interchange area as a major issue for additional study.

Wallace Road Local Access and Circulation Study

The study recommended a local access plan. Recommendations were adopted as part of the Salem TSP.

The Salem TSP recommends the following projects:

- Wallace Road NW at Edgewater Street NW Intersection improvements: Increase the westbound right turn radius at Wallace Road and Edgewater Street; widen the westbound approach to two lanes; construct two exclusive eastbound right turn lanes; remove the eastbound Edgewater Street to northbound Wallace Road left turn pocket;
- Wallace Road NW (Edgewater Street NW to Orchard Heights Road NW). Access management to improve the traffic flow on the most congested portions of Wallace Road;
- Marine Drive NW and Wallace Road Local Street Network. A new collector street beginning at Musgrave Avenue NW and running parallel with Wallace Road NW to the east will be constructed to provide local access and circulation for existing and future development. A new system of local streets will be developed on the east side of Wallace Road NW to improve local access and the circulation between Wallace Road and the new Marine Drive NW.

Regional Transportation System Plan (2002)

The Regional Transportation System Plan for the Salem-Keizer Area Transportation Study (SKATS) identified several projects within the Plan Area as important for regional goods movement, intermodal facilities, industrial transportation areas, and streets within the modeled network for the congestion management system:

- Project SR100: Wallace Road from Edgewater to Orchard Heights; access management, local road circulation, relocate 7th street signal.
- Project SR101: Wallace Road at Edgewater; increase turn radius.

Neighborhood Studies

Edgewater District Study (1997)

This study encompasses a larger area than the Plan Area. This study provides recommendations based on citizen comments and provides the City with a community vision for the Plan Area. Concepts and recommendation identified in the study specific to the Plan Area are included in Appendix A.



Edgewater Street
West Salem Gateway Area

West Salem Neighborhood Plan (2004)

This neighborhood plan was adopted as an element of the Salem Area Comprehensive Plan. The Plan Area is within the recommended changes to the Generalized Land Use Map as a “Center”. The plan defines a “Center” as a designation that provides for coordinated development that allows for residential, neighborhood retail, restaurant, employment, public space, and or civic uses. Centers should:

- Be developed in such a manner as to provide a sense of place, a compact urban form, neighborhood vitality, and innovative design;
- Be oriented to the pedestrian, provide accessibility to transit and major roads, and there should be connectivity with the surrounding neighborhood, while still accommodating the use of the automobile.

4. STATE PLANS, POLICIES, AND REGULATIONS

The numerous local studies and plans described above support Oregon’s Statewide Planning Goals. The adoption of the Salem Comprehensive Plan, Salem Transportation System Plan, and the West Salem Neighborhood Plan are all part of the land use planning framework for meeting the Statewide Planning Goals and are acknowledged by the State of Oregon.

Additional policies and regulations affecting the Plan Area include: the Oregon Highway Plan; ORS Chapter 374, Control of Access to Public Highways; OAR 660-012, Transportation Planning Rule; and OAR 734-051, Highway Approaches, Access Control, Spacing Standards and Medians. A description of the application policies and regulations is included in Appendix A.

¹ U.S. Census Bureau. 2000 Census. Census Tract 51, Block Group 1 and Block Groups 1001, 1002, 1004, and 1005.

CHAPTER 2: COMMUNITY VISION AND DIRECTION

A common vision for the Gateway area has emerged from the participation of a Technical Advisory Committee (TAC), a Project Public Advisory Committee (PAC), and staff from the City of Salem, Mid Willamette Valley Council of Governments (MWVCOG) and Oregon Department of Transportation (ODOT). City staff and the consultant team received comment in the course of two community meetings and a presentation to the West Salem Business Association (WSBA) board. The emerging vision, described in this Plan and illustrated in the Preferred Alternative, envisions the Plan Area functioning as:

- The physical, visual and historical entrance to West Salem;
- The transportation hub linking West Salem to Downtown Salem, the greater Salem area and areas to the east;
- The center of a larger West Salem commercial area, providing a mix of regional, community and neighborhood commercial goods and services.

1. OPPORTUNITIES AND CHALLENGES

The project area has strong redevelopment potential, but is held under multiple property owners making coordinated redevelopment difficult. This project provided a process to bring property owners together to develop a coordinated vision for the area. The Project Advisory Committee (PAC) was instrumental in providing guidance in the development of the Preferred Alternative. The WSBA provided additional guidance as have a number of additional neighborhood property owners, business owners and residents. The project team facilitated a discussion to address challenges and opportunities within the Plan Area based on input from the Technical Advisory Committee (TAC), Project Advisory Committee (PAC), and from two community meetings.

2. CONCEPT PLAN ALTERNATIVES

The project team developed four concept plan alternatives based on review comments from the TAC, PAC, and community. The plan alternatives addressed the project objectives, responded to the opportunities and challenges identified by the TAC, PAC, and community, and reflected commentary from ODOT related to highway issues. Each concept plan alternative was evaluated for transportation feasibility by a 20-year multimodal analysis and a 20-year traffic analysis and for market feasibility by the market analysis. The Market Analysis is included as Appendix B. The transportation Analysis is included as Appendix C.

Alternative 1

Alternative 1 includes small changes to the existing development and land use pattern. The existing Rainsweet facility is retained and there is an increase in the amount of commercial space, including new development along the south side of Edgewater Street. Alternative 1 includes 300,000 gross square feet of commercial development. The railroad right-of-way is converted to public open space, to substitute for the development of the existing park along Edgewater. Neighborhood scale commercial development along both sides of Edgewater would provide for a ‘critical mass’ of storefronts and result in an improved customer environment.



Figure 2.1
Concept Alternative 1

There is a bicycle/pedestrian path with a grade-separated crossing at Wallace Road. The Wallace/Edgewater intersection is signalized, with the same movements as exists today. There is a new signal at Edgewater Street and Murlark Avenue. The Bassett Street and Wallace Road intersection remains the same as existing. Edgewater Street contains a new landscaped median.

Alternative 2

Alternative 2 includes a large amount of new small-scale commercial space. The new buildings are similar in size to the existing buildings. The Rainsweet facility is converted to several parcels surrounding a plaza. Alternative 2 includes about 477,000 gross square feet of commercial space. The railroad right-of-way is converted to public open space, a plaza, and bike and pedestrian access way with landscaped buffers.



Figure 2.2
Concept Alternative 2

On-street bike lanes compliment the improved Wallace Road, widened to three northbound and three southbound lanes with left turn pockets, right turn refuges and a treed center median. Off-street multi-use bike and pedestrian pathways wind their way through Edgewater Park, connecting to the Highway 22 Bridges, the riverfront and Wallace Marine Park by way of grade separated connections with ample width, sufficient lighting and continuous visibility.

The expanded Edgewater Park provides a continuous expanse of green flowing through the new Gateway intersection and continuing eastward to Wallace Marine Park. Transit stops are newly provided on both sides of Edgewater near its intersection with Murlark and on Wallace Road near the intersection with Bassett.

The Edgewater and Murlark intersection has been improved with left turn pockets, free right turn lane off of and on to the Highway bridges and a synchronized traffic signal. Murlark and Bassett have been improved with curbs, gutters, sidewalks, lights and trees. East of Wallace, with the loss of direct Wallace access, an improved private street/shared drive runs from the former Musgrave Street on the south to Taggart in the north.

To respond to market opportunities and accommodate a larger-scale general merchandiser, the area bound by Edgewater on the south, Murlark on the west, Bassett on the north and Wallace on the east has been kept whole. Previously existing, but unimproved, First, Second, Melinda and Lincoln Street right-of-ways have been vacated. Private street/shared drives have been utilized to provide flexibility in location, width, design and profile to maximize opportunity for retail structure configuration. The private streets/shared drives function as a slow-paced lane for vehicles with ample safe accommodation for pedestrians and bicyclists.

All in all, the new Edgewater/Wallace Boulevard provides a sweeping face of multi-story neighborhood storefronts, wide sidewalks and appropriately scaled street lamps and trees. Access has been improved. Shops are active and merchants prospering.

Preferred Alternative – The Specifics

Land Use Designations

COM – Commercial
585,968 sf / 13.45 ac / 70%

MU – Mixed-Use
39,042 sf / 0.9 ac / 5%

IC – Industrial Commercial
Not within Plan Area

IND – Industrial
Not within Plan Area

POS - Parks and Open Space
106,847 sf / 2.25 ac / 13%

ROW – Right-of-Way
103,748 sf / 2.38 ac / 12%



Figure 2.5 Preferred Alternative – Land Use Designations

Zoning Districts

CG – General Commercial
567,768 sf / 13.03 ac / 67%

CR – Retail Commercial
39,042 sf / 0.9 ac / 5%

IC – Industrial Commercial
18,200 sf / 0.42 ac / 3%

IG – Industrial General
Not within Plan Area

IP – Industrial Park
Not within Plan Area

PA – Public Amusement
106,847 sf / 2.25 ac / 13%

ROW – Right-of-Way
103,748 sf / 2.38 ac / 12%



Figure 2.6
Preferred Alternative – Zoning Districts

Overlay Zoning Districts

Area 1 – Wallace Road Corridor
231,731 sf / 5.32 ac / 28%

Area 2 – West Salem Gateway
345,600 sf / 7.93 ac / 41%

Area 3 – West Salem Industrial Area
Not within Plan Area

Area 5 – Edgewater Street Corridor
154,526 sf / 3.55 ac / 19%

ROW – Right-of-Way
103,748 sf / 2.38 ac / 12%

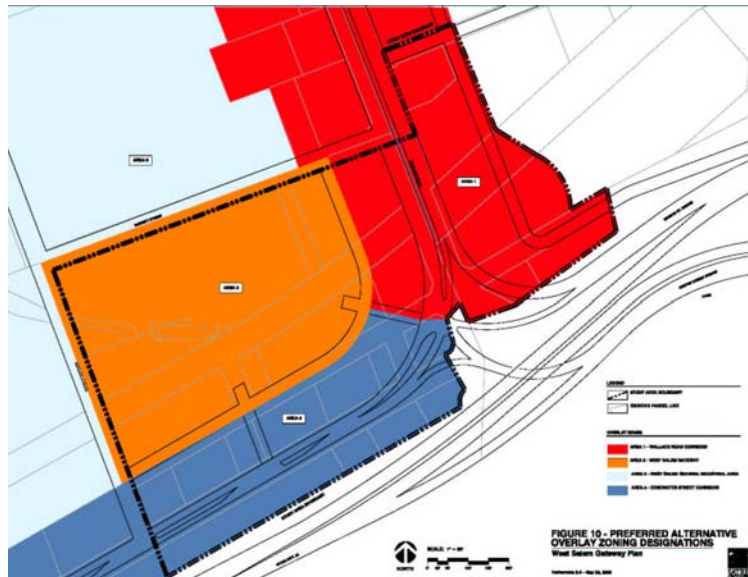


Figure 2.7
Preferred Alternative – Overlay Zoning Districts

Circulation

Edgewater Street

- Fully Improved
- One Westbound Lane
- One Eastbound Lane
- Center Left Turn Pockets
- Center Treed Median
- Bike Lane on North Side
- Wide Sidewalks
- Street Lamps and Trees

Wallace Road

- Fully Improved
- Three Northbound Lanes
- Three Southbound Lanes
- Center Left Turn Pockets
- Center Treed Median
- Bike Lane on Both Sides
- Setback Sidewalks
- Street Lamps and Trees

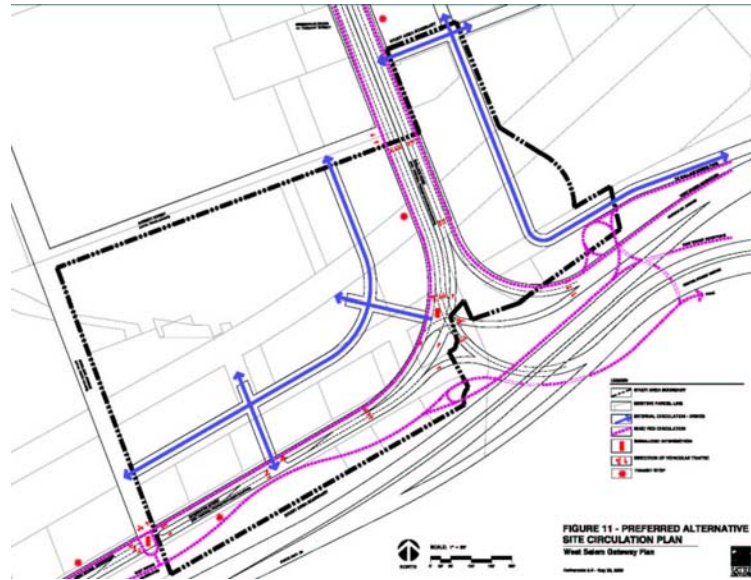


Figure 2.8 Preferred Alternative – Circulation

Murlark Avenue

- Fully Improved
- One Northbound Lane
- One Southbound Lane
- Setback Sidewalks
- Street Lamps and Trees

Bassett Street

- Fully Improved
- One Westbound Lane
- One Eastbound Lane
- Setback Sidewalks
- Street Lamps and Trees

Private Streets/Shared Drives

- Flexible Location
- Variable Width
- One Lane Each Direction
- Setback Sidewalks

Bike Lanes

- On-Street-EdgewaterWallace
- Off-Street – Edgewater Park
- Grade Separated – at Ramps

Transit Stops

- Four Pull-Out Stops
- Two – Edgewater/Murlark
- Two – Wallace/Bassett

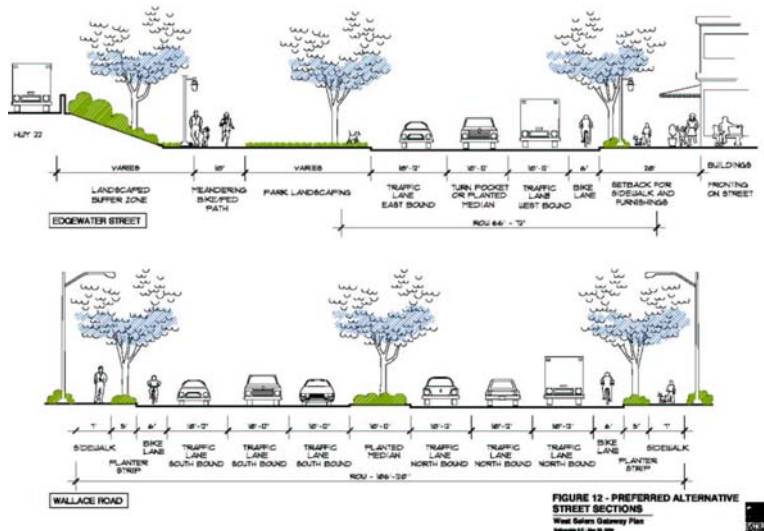


Figure 2.9 Preferred Alternative – Edgewater and Wallace Streets

Access Management

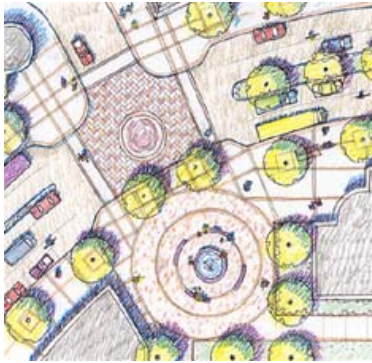


Figure 2.10
Private Street/Shared Drive

Edgewater and Wallace

No new Local Streets Intersecting Edgewater or Wallace
Right-in/Right-out only at Bassett and Wallace
Right-in/Right-out only at Existing Eastside Shared Drive

Murlark and Bassett

Limited Local Access on Murlark and Bassett

Signalized Intersections

Existing Signal at Edgewater and Wallace Improved
New Signal at Edgewater and Murlark
No Other Signals within Plan Area

Private Streets/Shared Drives

No Local Access on Wallace
Limited Local Access on Edgewater
Integral with Plazas, Fountains, Open Space
Flush Curb/Raised Intersections
Color and Texture in Pavement
Slow Speeds, Great Visibility
People, Bikes and Vehicles are Equal



Figure 2.11
Private Street/Shared Drive

Transit Design

Transit Stops Separated from Travel Lanes
Covered, Lighted, Visible Shelters
Eastbound and Westbound Stops on Edgewater
Northbound and Southbound Stops on Wallace
Pedestrian Connections from Commercial Area
Universal Access Accommodation



Figure 2.12
Transit Stops

CHAPTER 3: MARKET ANALYSIS

The market analysis provides an assessment of market conditions affecting the West Salem Gateway Area. The overall market analysis focuses on the market factors that affect potential development. This analysis was aimed at determining what kind of growth the City could expect to see in the Plan Area. A specific analysis was conducted on the four Concept Alternatives. A summary of both the market analysis for the West Salem Gateway Area and the market analysis based on the Preferred Alternative is described in this chapter. The complete market analysis study conducted by ECONorthwest (ECO) is included as Appendix B.

1. WEST SALEM GATEWAY AREA MARKET ANALYSIS

Background

Determining what kind of growth the City should expect in the Plan Area is based on an assessment of demand for commercial and residential space and an assessment of the supply of land and built space that will determine how that demand will be met. The demand conditions for commercial and residential space generally extend over a larger area than occupied by the Plan Area. Consequently, the share of future development that the Plan Area will receive depends upon the competitive position of the Plan Area's supply of developable sites relative to other alternatives.¹

The market analysis incorporated interviews with commercial and residential realtors familiar with the West Salem market, population and income data from the U.S. Census and Claritas, building permit data provided by the City of Salem, and traffic data provided by PTV America.

Market Area

The market area depends on the market activity. The market for retail, housing, and office space are all very different. The Plan Area contains some businesses and few residents, but the market area is much larger than the Plan Area. The most notable factor affecting the Plan Area's market area is the traffic that passes through it every day. For West Salem residents, the Marion Street and Center Street bridges are the only practical way to get across the Willamette River into downtown Salem. According to travel models analyzing the Plan Area, over three quarters of the traffic across these bridges to or from Wallace Road originates outside the Plan Area and ends outside the Plan Area (i.e. is passing through).² The data shows that commuters from West Salem and nearby small towns (to the West and North) pass through the Plan Area on their way to work, and again on their way home. Therefore, because the majority of the population generating these trips originates in West Salem, the market analysis focuses on West Salem as the primary market area.

Population and Income

West Salem is growing at a slightly faster rate than the City of Salem, and substantially faster than the state of Oregon. The population in West Salem grew by about 5,100 people (30%) between 1990 and 2000, an average annual growth rate of 2.6%, and is expected to continue growing.³

Incomes in West Salem vary widely. Income in the census tract that best approximates the Plan Area, Tract 51, has a much lower median household income than West Salem (\$30,175 in Tract 51 compared to \$42,909 in West Salem). In general the census tracts that make up West Salem have higher household incomes than Salem and Oregon. Population and income data indicate that West Salem is affluent and growing.⁴

Housing

West Salem has seen substantial growth in single-family residential development, as evidenced by the number of building permits issued by the City of Salem (Appendix B). The majority of new residential development is happening off of Wallace Road in the West Salem Hills and is high-end housing, with an average sale price of \$248,000.⁵ The growth in West Salem has led to some redevelopment. Tucker Farms, a 21-lot subdivision, redeveloped the old West Salem Elementary school site.⁶ The Neighborhood north of Edgewater Street has the potential for redevelopment for low to middle income housing, however redevelopment is likely to be slow until the market for higher-end homes slows down.⁷

Potential residential development in the Plan Area is constrained by zoning, the area's existing commercial nature, a lack of buildable land, and traffic at the intersection of Wallace Road and Edgewater Street. Many of these constraints can be mitigated through redevelopment; however there is a large supply of buildable land elsewhere in Salem that is more likely to be developed for housing.

Commercial Development

Commercial development has not kept pace with residential development in West Salem. The 22,000 residents of West Salem currently have two grocery stores and very little other retail opportunities to choose from. There are a number of planned redevelopments that will partially meet some of that demand (Appendix B). There is also not very much office space in West Salem and most residents commute to Salem locations on the east side of the Willamette River for work.

Redeveloping the Plan Area for commercial use is constrained by both transportation and the existing uses. Large traffic volumes on Wallace Road and poor access to potential retail sites impact redevelopment opportunities. The Plan Area is further constrained by the existing mix of older residential, commercial, and industrial uses present. The realtors interviewed by ECO during the market analysis indicated that there was a strong market for future commercial development in West Salem.

Conclusions

The Plan Area's primary opportunity is that the land is underutilized. The Plan Area could be redeveloped in a variety of ways to better serve West Salem. However, the Plan Area has many limiting constraints including the existing road system, the presence of existing development, and a diverse ownership base.

Possible uses in the Plan Area include housing, office space, mixed-use, and big-box retail. Following is a brief discussion of these uses based on ECO analysis:

- **Housing.** ECO believes that there is a demand for housing in the Plan Area. However, it is unlikely that the market would support housing at market rates. Housing would have to be subsidized. The housing would most likely be some sort of high-density housing.
- **Office space.** ECO believe that there may be demand for office space, given the right location. The geography of the Plan Area offers some opportunities to build multi-storied office buildings with good views of the Willamette River and downtown Salem. Small businesses owned by West Salem residents are likely to find West Salem office space appealing.
- **Mixed use.** A mixed-use development could achieve multiple public policy objectives and create multiple benefits. Because higher-density urban development has been attributed with a number of social and fiscal benefits, there is rationale for the City to subsidize such development.
- **Big-box retail.** Given the traffic that is passing by the Plan Area every day, it would be a good location for big-box (general merchandiser), anchor retail. There exists a demand for retail. The City and Urban Development District would like to see a facility that is more pedestrian-oriented than a typical big-box, anchor store. It is likely that a smaller, pedestrian oriented facility would be profitable.

2. CONCEPT ALTERNATIVES MARKET ANALYSIS

This section briefly assesses the advantages and disadvantages of the four Concept Alternatives from a market perspective. The four Concept Alternatives provide design alternatives for the Plan Area. The Concept Alternatives include different traffic and land use patterns, ranging from minor changes to the Plan Area to significantly reworking the streets and land use arrangement. All four Concepts assume space for new commercial development. None of the Concept Alternatives include residential uses in the Plan Area.

Alternative 1 incorporates small changes to the existing development pattern. There is a small increase in the amount of commercial space, including new development on the south side of Edgewater Street. There will be about 300,000 gross square feet of commercial space. The Rainsweet facility in the northwest corner of the Plan Area remains.

This Alternative does not drastically differ from the existing conditions. The new commercial space could house retail stores (e.g., books, shoes, clothes, liquor), restaurants, service retail (e.g., dry cleaner, hair salon), or office space. Our analysis of supply and demand for commercial space indicates low supply in West Salem for this type of flexible commercial space, and increasing demand. The key element to success is good transportation planning. Thousands of cars pass the existing site every day, but traffic patterns cause drivers to focus on getting *through* the area. Pulling over to purchase goods or services is likely to be more trouble than it is worth because getting in and out of traffic is difficult. If the new design resolved the difficult traffic issues, made the area more pleasant for pedestrians, there will be demand for commercial space under this Alternative.

Alternative 2 includes much new commercial space, all of it small-scale commercial space. The new buildings are similar in size to the existing buildings. There will be about 477,000

gross square feet of commercial space. The park on the south side of Edgewater Street remains park, and the Rainsweet facility is converted to commercial space.

The most notable feature of this alternative, from a market perspective, is the large supply of small-scale retail space. The entire Plan Area will include small-scale retail space, and there will be no larger site to house a large store that could “anchor” the entire area, such as a grocery store. The large amount of small-scale commercial space will compete with other similar space in West Salem and more varied space in the downtown. It is unlikely that demand for small-scale commercial space can meet such a large supply, even if traffic problems are fully resolved.

Alternative 3 creates over 580,000 gross square feet of commercial space, and 260,000 of that is for a larger-scale facility. In this alternative, the site could accommodate about 85,000 square feet of larger-scale building space.

This alternative provides a good combination of small and large retail space. Allowing the development of a general merchandise facility creates the opportunity for an “anchor” store. General merchandise stores, however, typically prefer larger buildings. If a general merchandise store believed that West Salem provided a lucrative enough customer base, it may be willing to develop in the smaller site. Such a decision could only be made based on that store’s market analysis. It is *possible* that some general merchandisers will be willing to work with the City of Salem to develop a store that is smaller than average.

The site could easily house a single-category big-box store that focuses on a large supply of one type of product, such as a grocery store, or Office Depot, Borders Books, or a Rite Aid.

Alternative 4 creates just over 500,000 gross square feet of commercial space, and 165,000 of that is for a big-box facility. The big-box site could accommodate about 55,000 square feet of building space.

This alternative also allows the development of a big-box facility creates the opportunity for an “anchor” store. The site is too small for a general merchandise store, but could easily house a single category retailer, as describe above under Alternative 3. A grocery store, which is the most common anchor retailer in a commercial center, would fit into the site, as the median size for new grocery stores in 2003 was 44,000 square feet.¹

3. PREFERRED ALTERNATIVE MARKET ANALYSIS

With the Preferred Alternative taking characteristics from Concept Alternatives 3 and 4, and further responding to the overall market analysis regarding demand for lager-scale general merchandise anchor facilities, the Preferred Alternative provides an intact area of just over 462,000 square feet of general commercial zoning on the block bounded be Edgewater, Murlark, Bassett and Wallace. This should provide sufficient area for a building footprint of approximately 115,000 square feet. Utilizing creative site design, including efficient loading, parking and site access, and the adjacent mixed-use commercial area of 39,000 square feet, an anchor footprint of 125,000 to 140,000 could be accommodated.

¹ Food Marketing Institute (http://www.fmi.org/facts_figs/keyfacts/storesize.htm.)

In addition to sufficient floor area, the Preferred Alternative's proposed transportation improvements will help create an environment conducive to successful general merchandizing. Improvements to Murlark and Bassett, including left turn pocket and a signal at Edgewater and Murlark will provide safe and convenient vehicular access to the site. Improvements to Edgewater and Wallace, including the restored EB Edgewater to NB Wallace movement, wide sidewalks, treed center medians, additional lanes on Wallace, additional capacity on the Bridge ramps, will serve to move traffic, calm traffic and generally create an atmosphere conducive to a shopping mindset.

With sufficient cooperation amongst property owners, and between the City, property owners and a commercial developer, the Preferred Alternative could really happen.

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CHAPTER 4: LAND USE

1. LAND USE FRAMEWORK

The Salem Area Comprehensive Plan, West Salem Neighborhood Plan, West Salem Urban Renewal Report and Plan, along with the Wallace Road Local Access and Circulation Study and Edgewater District Study, provide comprehensive study and recommendations for the specific 20-acre Gateway area and greater West Salem area. Applicable excerpts and how the Preferred Alternative responds are as follows:

Salem Area Comprehensive Plan

General Development - Optimal Use of the Land

7. *Structures and their siting in all residential, commercial and industrial developments shall optimize the use of land. Development should minimize adverse alteration of the natural terrain and adverse effects upon the existing topography and soil conditions.*

The Preferred Alternative, through the use of development standards and design guidelines (see Chapter 8) will encourage the optimum utilization of parcels with minimum setbacks, shared drives and parking, and flexibility in the horizontal and vertical mix of uses.

Growth Management - Infill Development

6. *New developments shall make maximum use of available land areas with minimal environmental disturbance and be located and designed to minimize such public costs as extension of sewer and water services, schools, parks and transportation facilities.*

The Preferred Alternative primarily addresses urban infill and redevelopment opportunities of a long-developed and well-utilized area. Key urban services are already present in the neighborhood and environmental conditions should actually be improved with redevelopment.

Mixed-Use Development - Development

1. *Encourage efficient use of land by facilitating compact, high-density development and minimizing the amount of land that is needed to accommodate automobile parking.*

The Preferred Alternative maximizes the use of available land by consolidating the abandoned railroad right-of-way west of Wallace Road with the adjacent commercial properties. Shared drives are included in lieu of local streets, adding to the amount of land available for development. The Preferred Alternative's development standards promote high density development with minimized setbacks, shared access and parking, and permitted zero lot line structures.

2. Encourage development that preserves open space.

The Preferred Alternative preserves the existing Edgewater Park and recommends expanding the Park eastward connecting with Wallace Marine Park.

Priorities for Mobility and Access.

3. Facilitate development (land use mix, density, connectivity, design and orientation) that reduces the need for and frequency of SOV trips and supports public transit, where applicable.

Public transit is encouraged with the provision of four transit stops in the immediate vicinity of the Plan Area. Allocating substantial area for commercial development, combined with standards and guidelines, will encourage density, orientation, connectivity and quality design to facilitate development of a highly visible, attractive, energetic commercial gateway.

4. Reinforce streets as public places that encourage pedestrian and bicycle travel.

The Plan includes full development of existing streets – Edgewater Street, Murlark Avenue, Bassett Street and Wallace Road – including pavement, curb and gutter, sidewalks, street lamps and street trees. Bike travel is supported with on-street lanes on the North side of Edgewater Street and Wallace Road and with improved multi-use off street pathways through Edgewater Park grade-separated connections to Wallace Marine Park. Development standards for the Plan Area will provide generous pedestrian and bicycle accommodation.

5. Provide roadway and pedestrian connections to residential areas.

The Gateway Plan Area is in an existing commercial neighborhood. Residential neighborhoods exist to the north and west. Improvement of existing local streets, including sidewalks and bike lanes will encourage pedestrian access and foster local vehicular access.

Design

6. Develop commercial and mixed-use areas that are safe, comfortable, and attractive to pedestrians.

The Plan's development standards and design guidelines will promote highly visible, attractive, accessible, well-lighted, and well-designed commercial development. Pedestrian accommodation will be greatly enhanced over existing conditions.

7. Provide flexibility in the siting and design of new developments, facilities and redevelopment to respond to changes in the marketplace and infrastructure systems.

Utilization of the Salem Area Comprehensive Plan's Commercial and Mixed-Use designations will provide flexibility. A mix of zoning district applications and use of overlay zones combined with the plan's standards and guidelines will provide flexibility for marketplace responsiveness.

Commercial Development - Redevelopment

3. *Redevelopment of existing shopping and service facilities should be encouraged where appropriate.*

The Gateway Plan Area is an existing mixed-use industrial, commercial and residential area. The Plan encourages commercial redevelopment and infill.

West Salem Urban Renewal Plan and West Salem Urban Renewal Plan Report

The Preferred Alternative supports objectives identified for the 20-acre Gateway Plan Area within the larger 423-acre Urban Renewal Area. Specifically, the Preferred Alternative utilizes the Urban Renewal Plan's Edgewater Street / Wallace Road Corridor Overlay Zone (see Figure 2.7) and includes a specific set of development standards and design guidelines as recommended by the Urban Renewal Plan. The Urban Renewal Plan also identified the majority of the 20-acre Plan Area, that bounded by Edgewater, Wallace, Bassett and Murlark Streets as an opportunity area for major property consolidation and redevelopment, which the Preferred Alternative wholly supports.

Edgewater District Study

The Preferred Alternative supports the community vision put forth in the 1997 Edgewater District Study by including the following elements:

- Develop a theme – “The West Salem Gateway” – which provides guidance to encourage pedestrian activity, enhances the area, and promotes activity.
- Develop a common design to implement the theme, such as signs, awnings, landscaping, street trees, sidewalks, crosswalks, benches, trashcans, banners, bicycle racks, transit shelters, etc.
- Frontages on Edgewater Street should be developed for offices, commercial services, restaurants, or retail to encourage pedestrian interest and activity.
- Add landscaping and street furniture according to the adopted theme.
- Provide a pedestrian link between Edgewater Street and Wallace Road.
- Facilitate pedestrian and bicycle circulation and crossing opportunities on Edgewater Street and connect to path into the greenway.
- Avoid future situations that are not pedestrian friendly along Edgewater Street, such as the warehouse at Edgewater and Murlark (Oregon Fruit).
- Revise the traffic pattern of Edgewater and Highway 22 so that there is a full traffic movement capability at the intersection.

West Salem Neighborhood Plan

The Preferred Alternative, through the use of development standards and design guidelines, supports the West Salem Neighborhood Plan's neighborhood action item concept of a mixed-use center. Many of the Preferred Alternative's elements are in the Neighborhood Plan, including:

- Provision for coordinated development within the area.
- Allowing for neighborhood retail, restaurant, employment, public space, and/or civic uses.

- Developed as specific area plan with the prevailing economic market and neighborhood needs in mind.
- Developed in such a manner as to provide a sense of place, a compact urban form, neighborhood vitality, and innovative design.
- Buildings oriented to the pedestrian, with accessibility to transit and major roads, and connectivity with the surrounding neighborhood, while still accommodating the use of the automobile.

2. RECOMMENDATIONS

To activate the land use element of the West Salem Gateway Area Refinement Plan, as noted by the Preferred Alternative and other illustrations, the following recommendations should be implemented:

Plan-Level Recommendations

- Adopt the West Salem Gateway Area Refinement Plan.
- Amend the Salem Area Comprehensive Plan to implement the land use recommendations of the Preferred Alternative.
- Amend the Salem Revised Code to implement the recommended development standards and design guidelines for the West Salem Gateway Area.

Site-Specific Recommendations

- Utilize the abandoned railroad right-of-way west of Wallace for commercial redevelopment in conjunction with the adjacent properties.
- Expand Edgewater Park, including connections to Wallace Marine Park, to offset the commercial use of the abandoned railroad right-of-way.
- Create additional landscaped area around the Edgewater/Wallace intersection, to support an atmosphere of “Gateway” and “Arrival”, as well as spatially connect Edgewater Park to Wallace Marine Park.
- Upon reconstruction of the Marion Street Bridge off-ramp northbound onto Wallace, convert the property east of Wallace, south of Musgrave to public land, developed as open space to visually connect Edgewater Park, the landscaped Edgewater/Wallace intersection and Wallace marine Park.
- Create a West Salem Gateway Plaza at the Edgewater/Wallace intersection to provide an attractive entrance to the neighborhood.
- Improve the overall visual appearance and vitality of the Gateway area by implementing the development standards and design guidelines as specific development proposals come forward.

CHAPTER 5: TRANSPORTATION

1. TRANSPORTATION ANALYSIS

Three detailed Transportation Analysis exercises were conducted during the course of generating the West Salem Gateway Area Refinement Plan. These are included as Exhibit C, Exhibit D, and Exhibit E, respectively, and are as follows:

- West Salem Gateway Area Technical Memorandum #1, dated February 15, 2005, documenting existing transportation conditions.
- West Salem Gateway Area Technical Memorandum #2, dated March 31, 2005, outlining the transportation impacts of the four Concept Alternatives.
- West Salem Technical Area Memorandum #3, dated June 22, 2005, summarizing the transportation impacts of the Preferred Alternative.

Memorandum #1 – Existing Conditions

Ten intersections were analyzed within and nearby the Plan Area. These are as shown in Figure 5.1. The analysis consisted of documenting the AM and PM Level of Service (LOS) for the base year (2005) and no-build (2030). As documented in the Memorandum, of the ten intersections, all performed within acceptable levels of service for the base year except Wallace and Glen Creek. In the planning forecast year, all of the Wallace and Edgewater intersections failed an acceptable level of service.



Figure 5.1
LOS Analyzed Intersections

In addition to number of lanes and signal timing, Access Management is recognized as a key strategy for maintaining adequate through traffic capacity for Wallace Road. The Wallace Road Local Access and Circulation Study, the Willamette River Bridgehead Engineering Study and the Salem Transportation System Plan all recommend Access Management tools for Wallace Road. These tools include consolidating driveways, adding raised medians to eliminate left-turns from driveways onto Wallace Road as well as most importantly developing a support street system that would provide access to properties and direct neighborhood connections and thus reduce local neighborhood trips on Wallace Road. Between Edgewater and Taggart, Wallace Road currently provides two travel lanes per direction plus a two-way left-turn lane in the median. On the east side, properties either share a consolidated, major access point as in the case of McDonalds, Blockbuster, etc. or have

access to one of the side streets rather than Wallace Road. However, on the west side, every adjacent property has at least one and in a few cases multiple access points onto Wallace Road. In total, there are five driveway access points on the west side of Wallace Road between Taggart and Edgewater. This corresponds to an average driveway spacing of 211 feet. This is in contrast to the Oregon Administrative Rules, OAR 734-051, Table 3, Access Management Spacing Standards for Private and Public Approaches on Regional Highways, which require a minimum average driveway spacing of 600 feet.

With respect to the Wallace/Edgewater Intersection and its function as a connection to Highway 22, the Willamette River Bridgehead Engineering Study analyzed current and future traffic operations across the Center and Marion Street bridges. The primary conclusion of that traffic engineering study was that traffic capacity on the bridges themselves is adequate for the 20-year planning horizon. However, while the actual bridge capacity is adequate, the capacity of the access points is not. On the west side of the bridge couplet, the major choke points include the intersection of Wallace Road at Edgewater Street as well as the sharp turning radius from the off-ramps to northbound Wallace Road. On the east side, several choke points were identified including the stop sign at the off-ramp to northbound Front Avenue. The Bridgehead Engineering Study included several recommendations for capacity-increasing enhancements; several of which have been adopted into the Salem Transportation System Plan. Some of the recommended intersection improvements for Wallace at Edgewater are currently in the construction bidding phase slated for construction later this year. Future forecast scenarios for the Bridgehead Engineering Study included significant development in West Salem, all of which resulting in increased traffic using the two Willamette River bridges for access to downtown Salem and the I-5 corridor. Any traffic resulting from project area redevelopment would have to compete with other West Salem traffic for access to the two bridges. However, the actual amount of future traffic using the bridge couplet also depends on factors such as future land use composition of West Salem (i.e., employment, commercial, schools, etc.) and the quality of future transit service in comparison to automobile traffic.

Memorandum #2 – Concept Alternatives

From a transportation modeling perspective, there was no significant difference in land use and transportation between concepts 1, 2, and 3. The difference in land use between was basically the distribution of retail, service and employment. The total number of employment did not change from the existing conditions no-build scenario. The difference in the concept networks was in local circulation at the site, which had very little impact on overall Plan Area traffic. As a result, two concept solutions were analyzed: concept 1, 2 and 3, and concept 4. For Concepts 1, 2 and 3, the intersections of Wallace at Glen Creek, Wallace at Bassett, and Wallace at Edgewater exceed the 1999 Oregon Highway Plan standard of 0.85 for regional highway V/C. In the PM peak hour, the intersection of Edgewater at Patterson exceeded the City's LOS standard of LOS E, as specified in the TSP. These results are very similar to the 2030 No-Build analysis.

For Concept 4, the intersections of Wallace at Glen Creek, Wallace at Bassett, and Wallace at Edgewater exceed the 1999 Oregon Highway Plan standard of 0.85 for regional highway V/C. However, the respective V/C ratios are within the range of 1.00 and thus more realistic. In contrast to the No-Build scenario as well as Concepts 1, 2 and 3, the recommended 6-lane Wallace Road cross-section provides almost adequate capacity for all of the predicted through traffic volume and thus neighborhood diversion of through traffic is not anticipated to occur. As a result, the unsignalized intersections within the Plan Area are expected to operate at very good levels of service.

Memorandum #3 – Preferred Alternative

This additional analysis focused on the Preferred Alternative which was very similar to the previously analyzed Concept Alternative 4, but did not include a full intersection at Wallace at Bassett (right in, right-out only in the Preferred Alternative). Furthermore, it provided an additional westbound through lane at the intersection of Wallace at Edgewater for traffic entering the Gateway Plan Area.

The intersections of Wallace at Glen Creek, Wallace at Taggart (PM peak only), and Wallace at Edgewater exceed the 2003 Oregon Design Manual standard of 0.85 for regional highway V/C. As previously stated, the high amount of through traffic on Wallace Road is the primary reason for the projected low performance of those intersections. The unsignalized intersections within the Plan Area are expected to operate at very good levels of service.

As with the existing conditions and Concept Alternatives, a queuing analysis was performed for the three signalized intersections on Wallace Road as well as the proposed signalized intersection at Edgewater at Murlark. Similar to the previous analyses, there was significant queuing at every signalized intersection on Wallace Road. The large PM northbound demand results in northbound queues that spill back and interfere with every intersection on Wallace. In essence, all of Wallace Road becomes one continuous queue reaching back onto the Willamette River Bridge. It is important to note though that these queue lengths are theoretical. In reality, motorists will try to avoid the area or if that is not possible (no other bridge alternative) avoid the time period which is known as peak spreading.

In Summary

Given the forecasted increase in traffic volumes, especially for Wallace Road, recommending a transportation system for the Plan Area in which volume-to-capacity (V/C) ratios, intersection levels of service (LOS) and queuing lengths were acceptable, is quite challenging without a regional transportation system solution to the through traffic.

Nonetheless, the Preferred Alternative recommends a number of specific measures which, if implemented, would assist in managing the situation. The expanded profile and other improvements to Wallace Road, the improvements to Murlark and Bassett, the signal at Murlark and other improvements on Edgewater, coupled with the Edgewater/Wallace gateway intersection, transit stops and bikeway improvements do an admirable job of mitigating traffic challenges.

Outlined below are other attributes of the Preferred Alternative in relation to existing conditions, previous studies and other issues.

2. TRANSPORTATION RELATIONSHIP AND BENEFITS

The West Salem Gateway Area is bounded and served by two Oregon Highways. On the eastern edge of the project area, the interchange of OR 22 and Wallace Road provides access to the project area and to West Salem as a whole. Similarly, Wallace Road functions to provide local access to project area properties and as an important through-traffic route.

The OR 22 and Wallace Road intersection dominates the southeast corner of the Plan Area. The volume of traffic using this interchange is near maximum capacity and is projected to increase significantly as development in the greater West Salem area continues and the population increases. Furthermore, Wallace Road must not only accommodate local traffic,

but is the only regional traffic connection from west of the Willamette River to Salem and the east side of the river for miles north and south.

The West Salem Gateway Area Plan, as illustrated in the Preferred Alternative, seeks to address the first of these two issues by improving the Wallace/Edgewater intersection, increasing on- and off-ramp lengths and number of lanes and easing turning radiuses, while providing additional setback and visual clearance areas, thus improving visibility and safety. The second of these two issues is addressed with the recommended improvements to the existing Edgewater Road, Wallace Road, Murlark Street, and Bassett Street, while proposing a coordinated set of shared driveways providing internal and connected access to adjacent commercial areas, thus providing relief for local traffic off Edgewater Street and Wallace Road.

The OR 22 Marion Street and Center Street Bridges are the only bridge connections between West Salem and the rest of the city. The two bridges are also the only connections across the Willamette River between Independence to the south and Newberg to the north. The OR 22/OR 221 interchange acts as the dam of a large transportation reservoir containing most of Polk and Yamhill County traffic heading to the east or south. The OR 22 bridges are the only spillway for this regional transportation situation while at the same time located at the base of a growing West Salem community. Thus there are a number of associated transportation issues, some regarding local traffic, some through traffic with solutions some of which are short term and some long term. This plan recommends possible solutions to the conflicting highway functions of OR 22 and OR 221. This was accomplished through coordination between the City and ODOT.

- a) Short Term Local Traffic issues are addressed in the Plan with recommended improvements to the existing Edgewater Street, Murlark Avenue, Bassett Street and Wallace Road, the development of a coordinated set of shared connected driveways, the provision of transit stops, and the development and improvement of an interconnected on- and off-street bikeway system.
- b) Long Term Regional Traffic issues are addressed with the recommended improvements to the Wallace/Edgewater intersection, restoring turning movements while adding capacity and improving site distances.

3. PREVIOUS STUDIES

This Plan builds upon two previous studies. The Transportation and Growth Management Program (TGM)-funded Wallace Road Local Access and Circulation study focused on land use, traffic circulation, traffic volume reduction, and traffic congestion in the larger Wallace Road area. The Bridgehead Engineering Study, prepared by the Salem-Keizer Area Transportation Study (the Metropolitan Planning Organization), identified short-to-medium-term improvements that would increase capacity at the ends of the Center and Marion Street bridges.

Wallace Road Local Access and Circulation Study

The Wallace Road Local Access and Circulation Study recommended development of an interconnected local street system to ease local traffic demand on Wallace Road. Most of the study addressed the area to the north and east of the Gateway Plan Area and focused on local streets east of Wallace. This Plan supports the development of a local street system with the short-term recommendation for an interconnected and coordinated set of shared drives in the

Plan Area,⁸ and long-term recommendation for reconstruction and improvement to the Edgewater/Wallace intersection.

Not addressed yet not precluded by the Plan, ideas such as developing new local streets connecting the Plan Area via the extension of Bassett west of Murlark Avenue to Patterson Avenue, developing a new north-south local street between Wallace Road and Murlark Avenue connecting Bassett Street to 7th Street and Taggart Drive, and constructing the new north-south Marine Drive, whose southern terminus is yet to be determined would fit with the recommendation found in this Plan. Potential Marine Drive terminuses previously discussed include Taggart Drive, Bassett Street, the railroad right-of-way, and Musgrave Lane, all of which would require additional study.

Bridgehead Engineering Study

The Bridgehead Engineering Study recommended a number of short- and medium-term measures to address traffic issues, which have been incorporated into the Plan and Preferred Alternative. These include:

- Increasing the westbound right turn radius of the Marion Street Bridge off-ramps for northbound traffic heading to Wallace Road.
- Two dedicated southbound Wallace lanes and two dedicated eastbound Edgewater Street lanes to Center Street Bridge on-ramps.
- Two Marion Street Bridge off-ramp lanes to westbound Edgewater Street.

4. PLAN AREA CIRCULATION AND TRAFFIC FLOW

An objective of this project is to encourage the use of alternative routes and transportation modes. The Plan supports these objectives by establishing a pedestrian-friendly land use mix of retail, office, and commercial options. A well-connected local system of streets and drives will allow residents in the project area and surrounding neighborhoods to reach local businesses through modes other than the automobile (e.g. walking, biking, or taking transit).

Alternative Transportation Modes

The Plan, as illustrated by the Preferred Alternative, encourages the use of alternative routes and transportation modes with the creation of a well-connected, coordinated set of shared drives; sidewalk improvements to existing streets; the addition of four transit stops; and improvement of the bike/pedestrian system with on-street bike lanes and off street multi-use pathways.

Pedestrian Oriented Development

The Plan, supported by the project's market study and facilitated by recommended development standards and design guidelines, supports an office/retail mix of community and neighborhood commercial land uses. The standards and guidelines, as identified in the Plan, along with application of the: a) Commercial and Mixed Use land use designations from the Salem Area Comprehensive Plan; b) the General Commercial and Retail Commercial zoning districts from the Salem Code; and c) components of the Edgewater Street / Wallace Road Overlay Zone from the Salem Code, work to provide a visible, accessible, attractive, vibrant, pedestrian-friendly commercial center in the heart of the West Salem Gateway area.

A Well-Connected Local System of Streets, Alleys, and Paths

The Plan establishes a comprehensive set of local streets, drives and pathways. First, Edgewater Street, Murlark Avenue, Bassett Street, and Wallace Road are proposed for full development, with full curb-to-curb width, curb and gutter, sidewalks, streetlights and street trees. Second, a system of drives is proposed in lieu of additional local streets or alleys to provide for internal local access within the Gateway Plan Area. Third, a combination of on-street bike lanes and off-street multi-use pathways provides bicycle and pedestrian access through Edgewater Park to Wallace Marine Park and from Edgewater Street to Wallace Road and both Marion Street and Center Street Bridges.

5. OTHER ISSUES

During the research and analysis of the Plan Area other issues surfaced with regards to transportation. While some are beyond the scope of this Refinement Plan, general comments are provided below.

Impacts related to the closure of Eastbound Edgewater to Northbound OR 221 left turn lane with respect to internal project area circulation;

The closure of the eastbound Edgewater to northbound Wallace Road left turn lane occurred during the Plan's development. Impacts precipitated on internal project area circulation include cut-through traffic utilizing the semi-improved Lincoln Avenue and First Street to continue the eastbound Edgewater to northbound Wallace direction of travel. Whereas the closed Edgewater/Wallace left turn was at least signalized, the left turn movements from Edgewater to Lincoln and from First to Wallace are not signalized.

Impacts to Murlark and Patterson Avenues related to planned and completed improvements at OR 221 and Edgewater Street;

The Plan's existing conditions transportation analysis (contained in Appendix A), combined with the 20-year planning period traffic operations analysis for the concept plan alternatives illustrate existing and future conditions for the Plan Area transportation network. As turning movements have been eliminated at Edgewater and Wallace and may be eliminated in the future at Bassett and Wallace, additional traffic volumes will appear on Murlark and Patterson. Murlark is semi-unimproved and used as a loading area for the adjacent industrial uses.

Opportunities to incorporate the unimproved Second Street west of Wallace Road into redevelopment designs or into the bicycle/pedestrian circulation system;

The Preferred Alternative proposes the unimproved abandoned railroad right-of-way (Second Street) be used to accommodate future commercial development, rather than improving First and Second Streets to local street standards. The proximity of these streets with Edgewater Street would cause connectivity and safety issues if First and Second Street improvements were to occur. Additionally, the loss of area available for commercial development as a result of improving these local streets would result in small buildable areas, which are not supported by the market study. As an alternative, the Preferred Alternative utilizes a system of shared driveways and an expanded and enhanced bike and pedestrian system to accomplish connectivity and local traffic needs. The shared drives concept provides location and design flexibility while preserving local access.

Opportunities for the City to acquire railroad right-of-way for pedestrian and bicycle access to Wallace Marine Park and, via the railroad bridge across the Willamette River, to downtown Salem;

The future use of the railroad bridge and long-term use of the abandoned railroad right-of-way west of Wallace Road were beyond the scope of this Plan. Both of these issues relate to regional transportation needs rather than the Plan Area. However, preserving flexibility for the future use of the railroad right-of-way east of Wallace Road was noted as a preference. For vehicle use, the Preferred Alternative retains the railroad's existing land use designation and zoning district and does not suggest any short-term development. For bike and pedestrian use, the Preferred Alternative includes enhanced bicycle / pedestrian multi-use pathways further to the south through an improved Wallace Marine Park / Edgewater Park connection.

Providing a safe pedestrian crossing of Wallace Road if a pedestrian/bicycle trail is established along former railroad right-of-way;

As noted, following PAC preferences and TAC analysis, the Preferred Alternative does not utilize the railroad right of way for bike or pedestrian use. Thus a pedestrian crossing of Wallace Road is not proposed. The technical analysis demonstrated that the current and anticipated traffic volume, speed, and allowed free-right turns, from the Marion Street off-ramp onto Wallace Road, preclude a safe at-grade crossing of Wallace Road. In addition, the difference in elevation between the floodplain, Wallace Road, and the railroad bed, would have required approximately 500 linear feet of ramp on either side of Wallace Road to provide a safe grade-separated crossing. For these reasons, combined with the desire to preserve the railroad right-of-way in the Plan Area for commercial use, the proposed bike/pedestrian system is located to the south aligning with Wallace Marine Park and Edgewater Parkway.

The proposed development of Marine Drive, currently discontinuous, to a city street, requires an examination of the effects on nearby highway access, and the effects on the nearby railroad ROW; a possible southern extension of Marine Drive to connect to Highway 22.

The future extension of the current surveyed alignment for Marine Drive to potentially connect to Highway 22 was outside of the scope of this project and is more related to regional transportation issues that will be influenced by the location and terminus of a third Willamette River Bridge. The Preferred Alternative preserves the railroad right-of-way east of Wallace Road along with the Musgrave Street right-of-way and adjacent Edgewater/Wallace intersection as possible southern termini connections either for Marine Drive or some other connection between the third bridge and Highway 22. It should be noted that wherever Marine Drive intersects Wallace Road, it would need to be at a signalized intersection, preferably a four-way signalized intersection, due to gradient, vision clearance, adjacent land use and nearby transportation facility constraints. If Marine Drive were to extend as far south as the Plan Area, such that traffic volumes, street capacities and levels of service requirements were impacted, then a significant re-evaluation of development in the Plan Area, including this Preferred Alternative would be required.

6. RECOMMENDATIONS

To activate the transportation element of the West Salem Gateway Area Refinement Plan, as noted by the Preferred Alternative and other illustrations, the following recommendations should be implemented:

Plan-Level Recommendations

- Adopt the West Salem Gateway Area Refinement Plan.
- Amend the Salem Area Transportation System Plan to implement the transportation recommendations of the Preferred Alternative.

Site-Specific Recommendations

- Provide four public transit stops within or near the Plan Area – two on Edgewater Street near Murlark Avenue, and two on Wallace Road near Bassett Street.
- Develop a continuous off-street multiuse pathway system through the Plan Area, including:
 - Continuous through Edgewater Park.
 - Continuing east under Highway 22 by way of an improved, widened, visible, lighted and landscaped underpass at-grade with the southbound Wallace to eastbound Highway 22 on-ramps, then grade-separated under eastbound Highway 22.
 - Connecting to the riverfront open space south of the Center Street Bridge.
 - Connecting to the eastbound on-bridge bike/pedestrian facility on the Center Street Bridge.
 - Connecting to the westbound on-bridge bike/pedestrian facility on the Marion Street Bridge.
 - Connecting to an on-grade pathway aligning with the former Musgrave Street.
 - Connecting to the on-street bike lane northbound on Wallace Road.
- Bring all existing public streets up to full urban standards – curb and gutter, sidewalk, street lamps, street trees – including Edgewater Street, Wallace Road, Murlark Avenue and Bassett Street.
- Utilize existing access management and signal spacing standards along Edgewater and Wallace.
- Establish an Edgewater/Wallace Parkway, including:
 - Realigning Edgewater Street and Wallace Road within the Plan Area to create one continuous gentle sweeping curvature.
 - Moving the Edgewater Street and Wallace Road intersection to the northwest as shown in the Preferred Alternative.

- Restoring the eastbound Edgewater Street to northbound Wallace Road vehicular connection.
- Reconstructing and providing an eased radius for two unimpeded lanes of eastbound Marion Street Bridge off-ramps northbound on Wallace Road.
- Providing one in the short term, and space for two in the long term, unimpeded Center Street Bridge eastbound on-ramps from Edgewater Street.
- Providing two southbound Wallace Road to Center Street Bridge on-ramp lanes.
- Providing setbacks, preferably provisions for right-of-way expansion, for future widening of Wallace Road to three northbound and three southbound lanes, a treed center median, bike lanes on both sides and setback sidewalks.
- Improving local traffic connectivity and lessening local traffic demand on Wallace Road, with a coordinated set of shared drives through the Plan Area west of Wallace Road.
- Improving connectivity, mitigating the loss of Musgrave Street, and increasing value of commercial property east of Wallace with a coordinated set of shared drives.

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CHAPTER 6: PUBLIC FACILITIES AND SERVICES

1. EXISTING SERVICES

The Plan Area is served by city of Salem utilities, including sewer, water, and stormwater services. The Plan Area is served by private electrical, gas and telephone providers.

There are limited stormwater facilities serving the area. Stormwater main lines are located in Murlark Avenue from Bassett Street to First Street and in Wallace Road from the northern boundary to Bassett Street. There are stormwater main lines near the intersection of First Street and Musgrave Lane. There are no stormwater catch basins or facilities on a large portion of Bassett Street, First Street, Second Street and Edgewater Street.

Municipal water is provided to the Plan Area. The water mains in Edgewater Street are a 6-inch cast iron and 2-inch galvanized water lines in First Street. The remaining water mains are 8-inch to 12-inches in diameter within Wallace Road and Bassett Street. Murlark Avenue has an 8-inch ductile iron water main in a portion of street, south of Bassett Street, approximately 300 feet. There are fire hydrants at all the major intersections within the Plan Area.

Municipal sanitary sewer serves the Plan Area with gravity sewer with mains in most major streets. The existing pump station building on the south side of Musgrave Lane is no longer in use since the construction of a gravity sewer main that flows to the north on the west side of the Willamette River.

2. RECOMMENDATIONS

Site-Specific Recommendations

- As redevelopment occurs, underground all existing overhead utilities.
- As redevelopment occurs, extend public water, sanitary sewer and storm drainage systems throughout the area. Replace aging facilities, increase sizes, and provide connection stub outs for anticipated future needs.
- Provide accommodations for joint utility trench locations for natural gas, cable and fiber optic.

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CHAPTER 7: SUMMARY AND CONCLUSIONS

1. SUMMARY

Regional transportation issues affect the functioning of the West Salem Gateway Area transportation network and place limitations on Plan Area revitalization. The Preferred Alternative promotes the restoration of full east to north functionality of the Wallace Road and Edgewater Street intersection. Further, it recognizes the critical function of the Wallace/Edgewater intersection as the primary link to OR 22, as well as serving as Wallace Road's regional transportation needs and local neighborhood needs. In this regard, the Preferred Alternative includes relocation, expansion and improvement to the Wallace/Edgewater intersection, with eased turning radiuses, improved visibility, added through lanes and on- and off-ramp lanes and queuing space.

The Wallace/Edgewater intersection is the primary arrival point to the Plan Area for both regular visitors and first time guests. As first impressions are important, the improved Wallace/Edgewater intersection enhances the visual presence and attractiveness of the Plan Area. Ample queuing distance at an improved fully signalized intersection will allow those arriving by car a few minutes to look around, slow down and view their destination. The vitality of neighborhood businesses will be improved with increased visibility and access.

The Plan Area has experienced decline due to a lack of investment and reinvestment. It is characterized by an underutilization of land, obsolescent structures, and vacant properties and buildings. Many of the properties are small and awkwardly shaped. The Plan includes improvements to alleviate existing traffic congestion and access limitations and provides a transportation and land use mix promoting consolidation of the many small parcels to encourage larger scale, coordinated redevelopment.

The Plan Area and the larger industrial area nearby are areas in transition. The long-present industrial uses have served the neighborhood and community well. However, as the agricultural plants age, as processing technology advances and as West Salem grows, these areas are transitioning from industrial to commercial. The Plan and the Preferred Alternative support this transition.

Currently the Plan Area contains a wide variety of uses. The Preferred Alternative recognizes the larger area's land use and transportation planning by promoting consolidation of land uses and ownership within the Plan Area and use of shared drives rather than additional local streets to provide internal circulation and relief from congestion on Wallace Road. The location of the shared drives addresses adjacent future local street connections to the west and north, as well as east of Wallace Road.

The Preferred Alternative preserves the attractive and popular Edgewater Park. It recommends long-term expansion of the Edgewater Street component of the park in the provision of uninterrupted open space south of Edgewater Street to the improved Wallace/Edgewater intersection. In addition, an expanded and enhanced multi-use off-street pathway system is included providing grade-separated connections between Edgewater Park and Wallace Marine Park.

2. RESPONSE TO PROJECT OBJECTIVES

Following is a list of the initial project objectives and a description of how the Plan and Preferred Alternative address those objectives:

1. Recognize economic revitalization is an important long-term objective for the West Salem Gateway Area.

The Plan was developed with a strong examination of market realities. Housing and large volumes of small commercial and office spaces are not in demand in the Plan Area. Neither is regional commercial, such as would be represented by a mega-store or mall. However, general merchandising and neighborhood commercial, retail, and office use categories are underserved in the immediate neighborhood. The Plan addresses those needs with the provision of both large and small commercial redevelopment areas and flexible but well coordinated shared drives combined with improved access and functionality at Wallace Road, Edgewater Street, Murlark Avenue and Bassett Street.

2. Work with all stakeholders and foster comment, participation and support from residents and businesses in the West Salem neighborhood.

As noted, the PAC includes property and business owners as well as representatives from the WSBA and the Urban Renewal District. The Preferred Alternative includes recommendations from PAC members regarding improved functionality of the Wallace/Edgewater intersection, use of the Second Street/railroad corridor for commercial purposes, and balancing new local streets with alternative access and circulation methodologies.

3. Resolve issues related to the conflicting local versus through traffic functions of OR 221 in the project area.

Conflicting local versus through traffic on OR221 (Wallace Road) are regional in nature and cannot be resolved with the specific area plan such as this one for the Gateway Area. Nonetheless, the Preferred Alternative does promote a new system of local access by way of private shared drives, recommends a 6-lane profile for Wallace Road and supports improvements on existing Edgewater, Murlark and Bassett Streets. Further, implementing the recommendations in the Plan and the Preferred Alternative does not preclude future regional transportation planning solutions.

4. Address near and long-term issues related to the OR 22 Willamette River bridges and the OR 22/OR 221 interchange as related to the project area.

The Preferred Alternative recommends several near- to long-term actions which would address the OR21/OR221 (Edgewater/Wallace) intersection challenges. As noted previously, the widened, relocated, turning-movement-restored intersection would provide added on- and off-ramp lanes, additional queuing, and eased radius for improved visibility and traffic volume handling.

5. Provide for a safe, well-connected local street system and encourage the use of alternative transportation, particularly pedestrian, bicycle and bus modes.

A system of private shared drives is included in the Preferred Alternative in lieu of local public streets, providing increased flexibility in regards to specific development planning. Supported by the PAC, the shared drives also preserve scarce area for commercial use.

The Preferred Alternative includes four transit stops in the plan Area, as well as bike lanes on improved Edgewater Street and Wallace Road and connected off-street multi-use bike/ped pathways.

6. Resolve specific local circulation and redevelopment issues, such as those related to the unimproved 2nd Street right-of-way, reuse of the railroad right-of-way, and extension of Marine Drive.

The Preferred Alternative assists with the local vs. through traffic conflicts by enhancing the functionality of the Wallace/Edgewater intersection and its interface with OR22, as well as proposing improvements to existing local streets and development of a network of coordinated shared drives within the Plan Area.

7. Agree on a preferred site plan for viable economic redevelopment of the West Salem Gateway Area.

The Preferred Alternative is based on a market study that indicated there was an unmet need for community commercial (general merchandize) as well as neighborhood commercial (small commercial, office and retail) uses.

8. Develop a market-feasible mixed-use land use concept, with consideration of the impact to downtown Salem.

The Plan considered impacts to the nearby West Salem commercial uses as well as those in Downtown Salem. The Preferred Alternative provides the volume and scale of commercial development as indicated in the market study, but not to large to draw traffic across the river from downtown.

9. Prepare a comprehensive and prioritized implementation strategy, including improvements required to support mixed-use and alternative transportation-oriented development projects, and the estimated costs of improvements.

The implementation strategy is discussed in Chapter 8.

3. CONCLUSION

1. The Plan and Preferred Alternative does not resolve the regional transportation issues, but neither does it preclude additional planning, study, development or construction regarding the regional transportation system. A comprehensive review of the regional transportation system, up to and including the 3rd-Bridge EIS, could guide transportation actions in and around the Gateway Area. The Plan and Preferred Alternative can serve to inform that process.
2. The Plan and Preferred Alternative does contain several implementation recommendations which could be undertaken to support short- and long-term redevelopment of the Gateway Area, including planning-level minor amendments to the Salem Comprehensive Plan, Salem Code and Salem Transportation System Plan and site-specific-level physical actions which could compliment redevelopment as it occurs.

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CHAPTER 8: PLAN IMPLEMENTATION

1. RECOMMENDATIONS – LAND USE

Plan-Level Recommendations

- Adopt the West Salem Gateway Area Refinement Plan.
- Amend the Salem Area Comprehensive Plan to implement the land use designations of the Preferred Alternative.
- Amend the Salem Revised Code to implement the recommended development standards and design guidelines for the West Salem Gateway Area.

Site-Specific Recommendations

Include the following in generating findings or rendering a decision regarding a development application or public improvement project affecting property within the Plan Area:

- Utilize the abandoned railroad right-of-way west of Wallace for commercial redevelopment in conjunction with the adjacent properties.
- Expand Edgewater Park, including connections to Wallace Marine Park, to offset the commercial use of the abandoned railroad right-of-way.
- Create additional landscaped area around the Edgewater/Wallace intersection, to support an atmosphere of “Gateway” and “Arrival”, as well as spatially connect Edgewater Park to Wallace Marine Park.
- Upon reconstruction of the Marion Street Bridge off-ramp northbound onto Wallace, convert the property east of Wallace, south of Musgrave to public land, developed as open space to visually connect Edgewater Park, the landscaped Edgewater/Wallace intersection and Wallace marine Park.
- Create a West Salem Gateway Plaza at the Edgewater/Wallace intersection to provide an attractive entrance to the neighborhood.
- Improve the overall visual appearance and vitality of the Gateway area by implementing the development standards and design guidelines as specific development proposals come forward.

2. RECOMMENDATIONS – TRANSPORTATION

Plan-Level Recommendations

- Adopt the West Salem Gateway Area Refinement Plan.
- Amend the Salem Area Transportation System Plan to implement the transportation recommendations of the Preferred Alternative.

Preferred Alternative Transportation Recommendations

- Provide four public transit stops within or near the Plan Area – two on Edgewater Street near Murlark Avenue, and two on Wallace Road near Bassett Street.
- Develop a continuous off-street multiuse pathway system through the Plan Area, including:
 - Continuous through Edgewater Park.
 - Continuing east under Highway 22 by way of an improved, widened, visible, lighted and landscaped underpass at-grade with the southbound Wallace to eastbound Highway 22 on-ramps, then grade-separated under eastbound Highway 22.
 - Connecting to the riverfront open space south of the Center Street Bridge.
 - Connecting to the eastbound on-bridge bike/pedestrian facility on the Center Street Bridge.
 - Connecting to the westbound on-bridge bike/pedestrian facility on the Marion Street Bridge.
 - Connecting to an on-grade pathway aligning with the former Musgrave Street.
 - Connecting to the on-street bike lane northbound on Wallace Road.
- Bring all existing public streets up to full urban standards – curb and gutter, sidewalk, street lamps, street trees – including Edgewater Street, Wallace Road, Murlark Avenue and Bassett Street.
- Utilize existing access management and signal spacing standards along Edgewater and Wallace.
- Establish an Edgewater/Wallace Parkway, including:
 - Realigning Edgewater Street and Wallace Road within the Plan Area to create one continuous gentle sweeping curvature.
 - Moving the Edgewater Street and Wallace Road intersection to the northwest as shown in the Preferred Alternative.
 - Restoring the eastbound Edgewater Street to northbound Wallace Road vehicular connection.
 - Reconstructing and providing an eased radius for two unimpeded lanes of eastbound Marion Street Bridge off-ramps northbound on Wallace Road.
 - Providing one in the short term, and space for two in the long term, unimpeded Center Street Bridge eastbound on-ramps from Edgewater Street.

- Providing two southbound Wallace Road to Center Street Bridge on-ramp lanes.
- Providing setbacks, preferably provisions for right-of-way expansion, for future widening of Wallace Road to three northbound and three southbound lanes, a treed center median, bike lanes on both sides and setback sidewalks.
- Improving local traffic connectivity and lessening local traffic demand on Wallace Road, with a coordinated set of shared drives through the Plan Area west of Wallace Road.
- Improving connectivity, mitigating the loss of Musgrave Street, and increasing value of commercial property east of Wallace with a coordinated set of shared drives.

3. RECOMMENDATIONS – FACILITIES AND SERVICES

Site-Specific Recommendations

Include the following in generating findings or rendering a decision regarding a development application or public improvement project affecting property within the Plan Area:

- As redevelopment occurs, underground all existing overhead utilities.
- As redevelopment occurs, extend public water, sanitary sewer and storm drainage systems throughout the area. Replace aging facilities, increase sizes, and provide connection stub outs for anticipated future needs.
- Provide accommodations for joint utility trench locations for natural gas, cable and fiber optic.

4. RECOMMENDATIONS – AMENDMENTS

Salem Area Comprehensive Plan

1. Amend Comprehensive Plan Map to reflect the land use designations of the Preferred Alternative.

Salem Area Transportation Plan

1. Amend Salem Area Transportation Plan to reflect the transportation recommendations of the Preferred Alternative.

Salem Revised Code

1. Amend the Salem Revised Code to implement the recommended amendments to SRC 143D – Edgewater Street/Wallace Road Area Overlay Zone as follows:

[Note: Unless otherwise amended herein, existing overlay zone and referenced Development Design Handbook requirements remain in effect. Where conflicting requirements arise, the more restrictive requirement shall prevail.]

AREA 1 – WALLACE ROAD CORRIDOR

143D.090 DESIGN APPROVAL

- 1) **Building Setback:** Along the Wallace Road right-of-way, design and construct building setbacks a maximum fifteen (15) feet from the public right-of-way for at least fifty (50) percent of the lot line or development site abutting the right-of-way.
- 2) **Access:** No new driveways shall be constructed on Wallace Road. Where a lot or development site has access from another location (adjacent lot by way of an access agreement, a local street, or shared drive) existing driveways on Wallace Road shall be removed.
- 3) **Building Orientation and Design:**
 - a. Each building shall face Wallace Road and provide the building's primary entrance facing the Road. If a building has frontage facing an adjacent public right-of-way, shared drive or other accessway in addition to facing Wallace Road, the building's primary entrance may be on the building's corner where the two said frontages intersect.
 - b. Each building façade fronting Wallace Road shall have a minimum of fifty (50) percent of said façade in non-tinted, mirrored or reflective windows. If said building has frontage facing an adjacent public right-of-way, shared drive or other accessway in addition to facing Wallace Road, that façade shall also have a minimum of fifty (50) percent of said façade in non-tinted, mirrored or reflective windows.
 - c. Each building façade fronting Wallace Road shall be offset with jogs, using elements such as bay windows and recessed entrances, and use materials that reinforce pedestrian scale at a maximum spacing of thirty five (35) feet.
 - d. Each building façade adjacent to a sidewalk or other pedestrian connection shall include weather protection in the form of canopies or awnings along at least fifty (50) percent of the ground floor façade.
- 4) **Off-Street Parking:** Along the Wallace Road right-of-way, lots or development sites shall not have more than fifty (50) percent of the lot frontage facing the Road dedicated to parking. Where said lot or development site also fronts an adjacent public right-of-way, shared drive or other accessway, the Wallace Road frontage shall not have any frontage dedicated to parking.
- 5) **Off-Street Loading:** No off-street loading, storage area or other support function shall face Wallace Road.

AREA 5 – EDGEWATER STREET CORRIDOR

143D.190 USES

- 1) Motor vehicle related or dependent uses shall be prohibited.

143D.090 DESIGN APPROVAL

- 1) **Building Setback:** Along the Edgewater Street right-of-way, design and construct building setbacks a maximum zero (0) feet from the public right-of-way for at least fifty (50) percent of the lot line or development site abutting the right-of-way.

- 2) Access: No new driveways shall be constructed on Edgewater Street. Where a lot or development site has access from another location (adjacent lot by way of an access agreement, a local street, or shared drive) existing driveways on Edgewater Street shall be removed.
- 3) Building Orientation and Design:
 - a. Each building shall face Edgewater Street and provide the building's primary entrance facing the street. If a building has frontage facing an adjacent public right-of-way, shared drive or other accessway in addition to facing the street, the building's primary entrance may be on the building's corner where the two said frontages intersect.
 - b. Each building façade fronting Edgewater Street shall have a minimum of ninety (90) percent of said façade in non-tinted, mirrored or reflective windows. If said building has frontage facing an adjacent public right-of-way, shared drive or other accessway in addition to facing Edgewater Street, that façade shall have a minimum of fifty (50) percent of said façade in non-tinted, mirrored or reflective windows.
 - c. Each building façade fronting Edgewater Street shall be offset with jogs, using elements such as bay windows and recessed entrances, and use materials that reinforce pedestrian scale at a maximum spacing of twenty five (25) feet.
 - d. Each building façade adjacent to a sidewalk or other pedestrian connection shall include weather protection in the form of canopies or awnings along at least ninety (90) percent of the ground floor façade.
- 4) Off-Street Parking: Along the Edgewater Street right-of-way, lots or development sites shall not have any of the lot frontage facing the street dedicated to parking.
- 5) Off-Street Loading: No off-street loading, storage area or other support function shall face Edgewater Street.

5. RECOMMENDATIONS – PROJECTS

Of the recommendations contained in the West Salem Gateway Area Refinement Plan, those that can be classified as an infrastructure project are the five Preferred Alternative Transportation Recommendations and three Facilities and Services recommendations. These recommendations (Projects) and their planning-level estimated cost is as follows:

Preferred Alternative Transportation Projects

- Provide four public transit stops within or near the Plan Area – two on Edgewater Street near Murlark Avenue, and two on Wallace Road near Bassett Street. Cost: \$250,000 each, \$1,000,000 total.
- Develop a continuous off-street multiuse pathway system through the Plan Area as detailed herein. Cost: \$1,250,000, not including OR22-related grade separations.
- Bring all existing public streets up to full urban standards – curb and gutter, sidewalk, street lamps, street trees – including Edgewater Street, Wallace Road, Murlark Avenue and Bassett Street. Cost: \$3,500,000, not including right-of-way acquisition.

- Utilize existing access management and signal spacing standards along Edgewater and Wallace. Cost: None.
- Establish an Edgewater/Wallace Parkway as detailed herein. \$3,500,000.

Preferred Alternative Facilities and Services Projects

- As redevelopment occurs, underground all existing overhead utilities. Cost: \$5,250,000.
- As redevelopment occurs, extend public water, sanitary sewer and storm drainage systems throughout the area. Replace aging facilities, increase sizes, and provide connection stub outs for anticipated future needs. Cost: \$3,900,000.
- Provide accommodations for joint utility trench locations for natural gas, cable and fiber optic. Cost: None.

Project Financing

It is anticipated that financing methodologies available to the Urban Renewal Agency of the City of Salem such as Tax Increment Financing, shall be used to fund the identified projects. These projects should be incorporated into the overall West Salem Urban Renewal Plan's current project schedule, with the projects herein receiving first attention as revenues become available.

REFERENCES

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- ¹ ECONorthwest. Final Market Analysis for Concepts in West Salem Gateway Area. 2005.
 - ² ECONorthwest. Final Market Analysis for Concepts in West Salem Gateway Area. 2005. (Based on Personal Communication with Ben Stabler, PTV America, February 8, 2005).
 - ³ ECONorthwest. Final Market Analysis for Concepts in West Salem Gateway Area. 2005 (based on population projections by Caritas Corporation).
 - ⁴ ECONorthwest. Final Market Analysis for Concepts in West Salem Gateway Area. 2005.
 - ⁵ ECONorthwest. Final Market Analysis for Concepts in West Salem Gateway Area. 2005. (Based on Willamette Valley Multiple Listing Service. 2004 Real Estate Review. January 2005 (<http://www/wvmls.com/stats.htm>)).
 - ⁶ Memo from Cecelia DeSantis Urbani and Lisa Van de Water, City of Salem Community Development Department, March 23, 2005.
 - ⁷ ECONorthwest. Final Market Analysis for Concepts in West Salem Gateway Area. 2005.
 - ⁸ Through the initial, Final Draft and preferred concept alternatives process, with commentary from the TAC, PAC and other stakeholders it was determined that the 22-area Plan Area was rather small to accommodate the addition of new local streets without undue loss of developable area as well as the difficulty that would arise regarding connecting those new local street with the adjacent arterial system. A coordinated set of shared drives, guided through the application of the plan's development standards and design guidelines can accomplish much of the same objective without as significant a cost, with greater locational and design flexibility and greater preservation of commercial area.