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**RECOMMENDATION OF THE PLANNING COMMISSION
CODE AMENDMENT CASE NO. CA18-01**

WHEREAS, on February 12, 2018, the Salem City Council initiated the West Salem Zone Code Clean-Up Amendments, including various zoning code amendments, comprehensive plan map amendments, neighborhood plan map amendments, and zone map amendments to certain lands generally along Wallace Road NW, Edgewater Street NW, and Second Street NW; and

WHEREAS, after due notice, a public hearing on the proposed amendments was held before the Planning Commission on March 20, 2018, at which time witnesses were heard and testimony received; and

WHEREAS, the Planning Commission having carefully considered the entire record of this proceeding, including the testimony presented at the hearing, and after due deliberation and being fully advised; NOW THEREFORE

BE IT RESOLVED BY THE PLANNING COMMISSION OF THE CITY OF SALEM,
OREGON:

Section 1. FINDINGS:

The Planning Commission hereby adopts as its findings of fact the staff report on this matter dated March 20, 2018, herewith attached and by this reference incorporated herein.

Section 2. ORDER:

Based upon the foregoing findings and conclusions, the Planning Commission RECOMMENDS the City Council take the following action:

That the City Council adopt the West Salem Zone Code Clean-Up Amendments, including various zoning code amendments, comprehensive plan map amendments, neighborhood plan map amendments, and zone changes to certain lands generally along Wallace Road NW, Edgewater Street NW, and Second Street NW.

PLANNING COMMISSION VOTE

YES 9 NO 0 ABSENT 0 ABSTAIN 0


Rich Fry, President
Salem Planning Commission

Pursuant to SRC 300.1110(i), the City Council may proceed with adoption of an ordinance, hold a public hearing to receive additional evidence and testimony, refer the proposal back to the Planning Commission for additional deliberation, or abandon the proposal.

**NOTICE OF
RECOMMENDATION**

PLANNING DIVISION
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CITY OF Salem
AT YOUR SERVICE

The City Council will make a final decision on the proposal. The appeal of the Council decision would be to the Oregon Land Use Board of Appeals. The appeal period is 21 days from the mailing date of the Council decision.

The case file and copies of the staff report are available upon request at Room 305, Civic Center, during City business hours, 8:00 a.m. to 5:00 p.m. Contact Bryan Colbourne, Case Manager, at 503-540-2363 or BColbourne@cityofsalem.net to review the case file.

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FOR MEETING OF: March 20, 2018
AGENDA ITEM NO.: 6.3

TO: PLANNING COMMISSION

**FROM: LISA ANDERSON-OGILVIE, AICP
PLANNING ADMINISTRATOR AND DEPUTY COMMUNITY
DEVELOPMENT DIRECTOR**

SUBJECT: WEST SALEM ZONE CODE CLEAN-UP (CA18-01)

ISSUE:

Shall the Planning Commission recommend to the City Council that it adopt the West Salem Zone Code Clean-Up Amendments, including various zoning code amendments, comprehensive plan map amendments, neighborhood plan map amendments, and zone map amendments to certain lands generally along Wallace Road NW, Edgewater Street NW, and Second Street NW?

RECOMMENDATION:

Recommend to the City Council that it adopt the West Salem Zone Code Clean-Up Amendments, including various zoning code amendments, comprehensive plan map amendments, neighborhood plan map amendments, and zone changes to certain lands generally along Wallace Road NW, Edgewater Street NW, and Second Street NW.

SUMMARY AND BACKGROUND:

Several amendments to the property zoning in the general vicinity of Wallace Road NW, Edgewater Street NW, and Second Street NW are proposed. These amendments are recommended in the Salem Urban Renewal Agency's 2015 West Salem Business District Action Plan (Action Plan) to encourage economic development, improve property values, and prepare for revitalization of the area. The changes, known as the West Salem Zone Code Clean-Up project (Zoning Project), streamline the zoning rules in this area by replacing the patchwork of existing residential, commercial, industrial, and overlay zones along these streets with three new zoning designations that are more user friendly and relevant to the current needs of West Salem (See Attachment A for location of the three new zones). Property owners will generally have more commercial, residential, and mixed-use options under the new zoning. The proposal also establishes more consistent design standards across the three new zones to enhance the character of the area. The rezonings affect approximately 133 acres of land.

Extensive community outreach was conducted in 2014 and 2015 during the creation of the Action Plan, including public meetings and open houses to solicit input from local residents and other stakeholders. The Zoning Project is the collaborative planning process that was launched in early 2017 to write these new zoning code provisions that implement the recommendations of the Action Plan. The process continued throughout 2017 with regular community meetings to gather public comments, mailings to all affected property owners, social media outreach, work sessions before the West Salem Renewal Advisory Board and

Salem Planning Commission, Presentations before the West Salem Neighborhood Association and West Salem Business Association, Technical Advisory Committee meetings, and ongoing communication and meetings with key stakeholders from the area. The project webpage contains additional information about the proposed code amendments, including a complete draft of the proposed ordinance (bit.ly/codecleanup).

FACTS AND FINDINGS:

Procedural Findings

1. The proposed zoning code changes require amendments to the Comprehensive Plan Map, West Salem Neighborhood Plan Map, Zoning Map, and text changes to the Salem Revised Code. The changes are considered a major plan map amendment under SRC 64.025 and a legislative land use proceeding under SRC 300.1110.

On February 12, 2018, City Council initiated the amendments as provided in SRC 64.020(e)(1) and SRC 300.1110(a) with Resolution 2018-13 (Attachment B), and referred the matter to the Planning Commission for public hearing and recommendation to City Council.

2. SRC 300.1110(e)(1)(A) requires that the City mail notice of the first evidentiary public hearing in a legislative land use proceeding not more than 40 days, but not less than 20 days prior to the first hearing.

ORS 197.610 and OAR 660-018-0020 require that notice be provided to the Department of Land Conservation and Development (DLCD) on any proposed amendment to a local land use plan or regulation at least 35 days prior to the first public hearing.

Additionally, because this code amendment restricts some land uses and changes the base zoning of the some properties, ORS 227.186 requires written individual notice to the owner of each affected property. This notice is commonly referred to as a "Ballot Measure 56 notice."

All notices have been provided for the public hearing on the proposed amendments in accordance with the above requirements.

Proposed Amendments

3. The proposal includes the following components:
 - Zone Code Amendments to create three new zones and make a number of related small amendments to various other chapters of the Salem Zoning Code;
 - Amendment to the zoning map to designate approximately 64 acres WSCB zone east of Wallace Road NW;

- Amendment to the comprehensive plan map to designate the same 64 acres “Central Business District” on the Salem Area Comprehensive Plan Map, consistent with the new WSCB zoning;
 - Amendment to the West Salem Neighborhood Plan Generalized Land Use Map (GLUM) to designate the same 64 acres “Central Business District” on the GLUM, consistent with the zoning and plan map amendments;
 - Amendment to the zoning map to designate approximately 58 acres ESMU zone along Edgewater and Second Street NW;
 - Amendment to the comprehensive plan map to designate the same 58 acres “Mixed-Use” on the Salem Area Comprehensive Plan Map, consistent with the new ESMU zoning;
 - Amendment to the West Salem Neighborhood Plan Generalized Land Use Map (GLUM) to designate the same 58 acres “Mixed-Use” on the GLUM, consistent with the zoning and plan map amendments;
 - Amendment to the zoning map to designate approximately 11 acres SCI zone along Second Street NW; and
 - Removal or reduction of several existing overlay zones, which are being replaced by the new, streamlined zoning districts.
4. The West Salem Central Business District (WSCB) is a newly created zone, which is proposed to apply to properties south of Taybin Road NW between Wallace Road and Wallace Marine Park (See Attachment A). This 64-acre area of West Salem currently functions as a town center for West Salem in many ways, with a post office, public library, transit center, grocery store, Wallace Marine Park, and various commercial and residential uses. The area is also within convenient walking distance to downtown Salem via the Union Street Railroad Bridge. The new WSCB zoning will replace the existing assortment of different industrial, commercial, residential, and overlay zones that currently apply to this area, thereby recognizing this location’s full potential as a unified central business district for West Salem.

The proposed zone is similar to downtown Salem’s existing Central Business District (CB) zone and is intended to implement the “Central Business” Comprehensive Plan Map designation. It will give property owners new land use options that are not currently allowed throughout all of this area today, including new opportunities for commercial, residential, and mixed-use.

Development of new industrial land uses such as warehousing and mini storage, and development of new auto-related uses such as car sales, car repair, and drive-throughs are not allowed under the new zoning. Pre-existing industrial or auto-related business of these types will not be affected, however, and may remain indefinitely and can be rebuilt or expanded.

The proposed zoning also contains design standards to promote walkable and attractive new development, such as a requirement to place new buildings up to the street with active storefronts at the sidewalk and parking areas located behind or beside the building.

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

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

6. The Second Street Craft Industrial Corridor (SCI) Zone is a newly created zone that is proposed to apply to the industrial properties along the north side of the Second Street right-of-way between Patterson Street NW and Wallace Road NW, as shown on Attachment A. These properties are currently zoned for industrial use (IG - General Industrial zone), with overlay zones that allow some additional land use options. The land is occupied by two large food processing facilities, one of which is closed permanently. The SCI zone is intended to implement the “Industrial” Comprehensive Plan Map designation, and therefore would continue to allow industrial uses, such as manufacturing and food processing, which are currently allowed in the property’s IG zoning, but would also allow “Craft Industrial” businesses.

Craft Industrial uses are manufacturing businesses that include a retail front where customers can come and buy the goods that are made on site. These businesses tend to provide good manufacturing wage jobs, while also creating an interesting retail destination to activate the neighborhood. The proposed zoning allows up to 30 percent of the floor area of the buildings on a site to be used for retail. The 30 percent retail floor area could be the retail component of a craft industrial manufacturing use or it could be retail uses that are unrelated to the industrial uses on the site. The new zone also includes design standards requiring that any new buildings are built up to the street right-of-way to create a row of attractive building fronts along a revitalized Second Street corridor.

7. In addition to the above changes, the Action Plan also recommends allowing Craft Industrial use on the industrial properties along 9th Street NW between Patterson Street NW and Wallace Road NW. These properties are zoned Industrial Park (IP). Rather than create another new zone or overlay along this section of 9th Street NW, an amendment to the IP zone to allow craft industrial is proposed. This amendment would apply to IP-zoned property citywide. Under this amendment, up to 30 percent

of the floor area of the buildings on an IP-zoned site could be used for the retail component of a craft industrial manufacturing use located on the site.

8. Corresponding amendments to various other parts of the Salem Revised Code are also included with the proposal, to acknowledge the new zoning designations and remove references to the overlay zones that are being removed. The wireless communications facilities code (SRC chapter 703), sign code (SRC Chapter 900), off-street parking (SRC Chapter 806), and the definitions chapter (SRC Chapter 111) are all being amended to establish appropriate development standards for the new zones in these areas, which generally follow the existing development standards in these chapters for similar new zoning designations. For example, sign and wireless communication facility standards for development in the proposed WSCB zone generally followed the existing standards for central business and commercial zones. Development standards for signs and wireless communication facilities in the ESMU zone generally followed the existing standards for mixed-use zones.

The three new zones streamline the zoning in West Salem by replacing multiple existing overlay zones. Therefore, the code amendments include the removal of the West Salem Gateway Overlay, Edgewater Street Corridor Overlay, and Second Street Overlay. Additionally, the proposal includes modification of the boundaries of the Wallace Road Corridor Overlay, West Salem General Industrial Overlay, and Patterson Street Overlay. The proposed application of the ESMU zone to some properties currently zoned Single Family Residential (RS) with Compact Development Overlay will also result in the removal of the Compact Development overlay from those properties. The Compact Development Overlay zone requires a Residential Single Family (RS) base zoning designation pursuant to SRC 631.001 and 631.005, so once the RS base zoning of these properties is changed to ESMU, then the intent of this legislative action is to also remove the Compact Development Overlay zone designation from those properties.

Substantive Findings

Adoption of the proposed code amendments and plan and zone map amendments may be made if the following criteria are met:

1. SRC Chapter 64, Plan Map Amendments, section 64.025:
 - (e)(1) Major plan map amendment. A major plan map amendment may be made if:
 - (A) The amendment is in the best interest of the public health, safety, and welfare of the City.
 - (B) The amendment conforms to the applicable statewide planning goals and applicable administrative rules adopted by the Department of Land Conservation and Development.
2. SRC Chapter 110, Code Amendments, section 110.085:
 - (b) Criteria. An amendment to the UDC may be made if:

- (1) The amendment is in the best interest of the public health, safety, and welfare of the City; and
- (2) The amendment conforms with the Salem Area Comprehensive Plan, applicable statewide planning goals, and applicable administrative rules adopted by the Department of Land Conservation and Development.

3. SRC Chapter 265, Zone Changes, section 265.010:

- (d) Criteria. A legislative zone change may be made if the Council finds that:
- (1) The zone change is in the best interest of the public health, safety, and welfare of the City.
 - (2) The zone change complies with the Salem Area Comprehensive Plan, applicable statewide planning goals, and applicable administrative rules adopted by the Department of Land Conservation and Development.
 - (3) If the zone change requires a comprehensive plan change from an industrial designation to a non-industrial designation, or a comprehensive plan change from a commercial or employment designation to any other designation, a demonstration that the proposed zone change is consistent with the most recent economic opportunities analysis and the parts of the comprehensive plan which address the provision of land for economic development and employment growth; or be accompanied by an amendment to the comprehensive plan to address the proposed zone change; or include both the demonstration and an amendment to the comprehensive plan.
 - (4) The zone change does not significantly affect a transportation facility, or, if the zone change would significantly affect a transportation facility, the significant effects can be adequately addressed through the measures associated with, or conditions imposed on, the zone change.

Public Health, Safety, and Welfare of the City

Criteria: SRC 64.025(e)(1)(A), 110.085(b)(1), & 265.010(d)(1)

The proposal to create a West Salem Central Business District zone to be applied in the area between Wallace Road NW and Wallace Marine Park, will provide property owners with a broader range of commercial, residential, and mixed-use development options. This will help foster the efficient development of commercial services and higher density residential uses in close proximity to civic uses such as the West Salem Public Library, Post Office, and Transit Center, as well as Wallace Marine Park. This unified town center for West Salem will help maintain the essential role that this area already plays for all residents of West Salem and will capitalize on the areas full potential as an ideal location for mixed-use development that is a logical extension of Salem's existing Central Business District just a short walk across the Union Street Railroad Pedestrian Bridge. The health, safety, welfare, and quality of life of West Salem residents and the City as a whole will be enhanced by establishing zoning at this location that encourages a walkable town center that offers a full array of commercial, public, and residential uses in close proximity. West Salem residents who do not live within this town center will benefit from having these services only a short drive, bike or bus ride away. Proposed design standards for this area will also improve the look and feel of new development over time, by requiring more attractive building design that places parking areas behind or beside buildings, thereby

creating a more pleasant and safe urban environment for people walking and riding bikes. The proposed Edgewater/Second Street Mixed Use Corridor zone will provide opportunities for mixed-use development that builds on the longstanding main street feel of Edgewater Street NW, but extend that main street style mixed-use development pattern farther north and west. The health, safety, and welfare of local residents will be enhanced by creating additional opportunities for attractive and walkable main street style development such as storefront retail and compact mixed-use development along both Edgewater Street and Second Street NW.

The proposed Second Street Craft Industrial Corridor zone and proposed amendments to the IP zone allow for the continued productive use of underutilized industrial properties in West Salem for either industrial uses or certain limited commercial uses. This encourages redevelopment, economic investment, and prepares the Second Street corridor for future revitalization as the City of Salem moves forward with plans to extend Second Street east-west across Wallace Road. Revitalization of these industrial properties with additional industrial and commercial uses boosts the general welfare of local residents by providing economic opportunities and improving the look and feel of the area.

Statewide Planning Goals

Criteria: SRC 64.025(e)(1)(B), 110.085(b)(2), & 265.010(d)(2)

The proposed plan map, zone map, and code changes are consistent with and conform to the Statewide Planning Goals as described below.

Goal 1: Citizen Involvement

To develop a citizen involvement program that ensures the opportunity for citizens to be involved in all phases of the planning process.

Finding

Extensive community outreach was conducted in 2014 and 2015 during the creation of the Action Plan, including public meetings and open houses to solicit input from local residents and other stakeholders. The West Salem Zone Code Clean-Up Project is the collaborative planning process that was launched in early 2017 to write these new zoning code provisions that implement the recommendations of the Action Plan. The process continued throughout 2017 with additional public outreach efforts including regular community meetings to gather public comments, mailings to all affected property owners, social media outreach, work sessions before the West Salem Renewal Advisory Board and Salem Planning Commission, Presentations before the West Salem Neighborhood Association and West Salem Business Association, Technical Advisory Committee meetings, and ongoing communication and meetings with key stakeholders from the area. The project webpage contains information about the proposed code amendments, including a complete draft of the proposed ordinance (bit.ly/codecleanup). These public engagement efforts afforded the community maximum opportunity to participate in all phases of the development of these zone code amendments and the community input was used to develop the specific language included in the amendments. The public outreach conducted for the project therefore complies with this goal.

Goal 2: Land Use Planning

To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Finding

The proposed zone map and code amendments are accompanied by corresponding amendments to the Salem Area Comprehensive Plan Map and the West Salem Neighborhood Plan Generalized Land Use Map to ensure that the rezoned areas are consistent with Salem's adopted planning policy documents. The findings contained in this report demonstrate that the proposed amendments are consistent with all applicable state and local planning policies.

Goal 3: Agricultural Lands

Not applicable to the West Salem Zone Code Clean-Up Amendments

Goal 4: Forest Lands

Not applicable to the West Salem Zone Code Clean-Up Amendments

Goal 5: Natural Resources, Scenic and Historic Areas, and Open Spaces

To protect natural resources and conserve scenic and historical areas and open spaces.

Finding

The proposed plan map, zone map, and code amendments do not reduce or negatively affect any parks or open space. The proposal does not negatively affect the continued productive use and preservation of historic resources, such as the West Salem City Hall. The appropriate use and enjoyment of natural resources such as the Willamette River and local parks and open space is encouraged by the proposed amendments because more residential uses and fewer high impact industrial and auto-oriented uses will be allowed near these resources. The proposal is therefore consistent with this goal.

Goal 6: Air, Water, and Land Resources Quality

To maintain and improve the quality of air, water, and land resources of the state.

Finding

The designation of more mixed-use land, where people may live in close proximity to commercial services, jobs, and urban amenities, encourages the use and viability of alternative modes of transportation such as walking, bicycling, and public transit. This supports modes of travel other than the automobile, therefore potentially reducing associated emissions. The proposal is therefore consistent with this goal.

Goal 7: Areas Subject to Natural Disasters and Hazards

To protect people and property from natural hazards.

Finding

The City's existing landslide hazards, flood, and other codes contain appropriate development standards to address the risks imposed by natural disasters and hazards. These standards will continue to apply within the areas rezoned under the proposal. The proposed amendments are therefore consistent with this goal.

Goal 8: Recreational Needs

To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destinations resorts.

Finding

The recreational enjoyment of natural resources such as the Willamette River and area parks and open spaces is encouraged by the proposed amendments because more residential uses and fewer high impact industrial and auto-oriented uses will be allowed in close proximity to the parks and river. The proposal is therefore consistent with this goal.

Goal 9: Economic Development

To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Finding

The proposed zoning amendments implement the land use and zoning recommendations of the West Salem Business District Action Plan. The Action Plan included a real estate market assessment of the land within the West Salem Urban Renewal Area, and concluded that there is a need for more retail and services within the area to serve the residents of West Salem, who currently have to travel across the bridge to buy many everyday goods and services. The assessment also identified a need to create more jobs in West Salem, and a need to improve property values in the URA to create a more vibrant and well connected urban environment that is capable of attracting new investment. The Action Plan's land use concept for the area around Wallace Road NW, Edgewater Street NW, and Second Street NW seeks to address these issues to boost the economy of West Salem.

The proposed rezoning of some industrial land to non-industrial designations is consistent with Salem's most recent Economic Opportunities Analysis (EOA), which found that the City has a projected surplus of industrial land and deficit of commercial land. Additional details about this are included later in this report, in the findings addressing SRC 265.010(d)(3) entitled "Rezoning of Industrial Land".

The proposal is consistent with this goal.

Goal 10: Housing

To provide for the housing needs of citizens of the state.

Finding

The City of Salem recently completed a Housing Needs Analysis, which concluded that the City has a projected deficit of approximately 207 acres of multiple family residential land. The proposed plan map, zone map, and code amendments allow single family residential, two family residential, multiple family residential, mixed-use, and live-work housing on many properties that currently do not allow housing. The amendments are a significant boost to the supply of land available for medium to high density residential uses in West Salem, and therefore help address the housing needs for the residents of Salem. The

proposal is therefore consistent with this goal.

Goal 11: Public Facilities and Services

To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Finding

The West Salem Business District Action Plan sets forth a vision for land use and transportation within the West Salem Urban Renewal Area. The land use vision is implemented by these proposed zoning amendments. The recommendations for transportation will be implemented over time by the construction of certain transportation infrastructure such as a grade separated crossing of Wallace Road NW at Second Street NW. Some of the needed public facilities will be financed by the URA and other public sources, and built by the City as capital improvements over time. Other needed public facilities could be financed by developers in conjunction with redevelopment of the area, pursuant to existing City policies for development contributions.

By re-zoning the area as proposed, property owners will have greater opportunity to redevelop their land at higher densities, which will help spur the public and private investment in public facilities and infrastructure for the area. The proposal is consistent with this goal.

Goal 12: Transportation

To provide and encourage a safe, convenient, and economic transportation system.

Finding

The proposed zoning amendments implement the land use and zoning recommendations of the West Salem Business District Action Plan. The Action Plan includes both land use and transportation recommendations for the vicinity, which work together to support the vision for a vibrant, well-connected, and revitalized business district for West Salem.

In addition, DKS Consultants prepared a memorandum for the City of Salem, dated February 14, 2018, (Attachment C) analyzing the traffic impacts of the proposed zone changes and concluded that the changes satisfy state Transportation Planning Rule (TPR) requirements because they will reduce the overall daily and PM peak hour trip generation, thereby having no significant effect on the transportation systems. Additional details about the TPR analysis are included in the findings addressing SRC 265.010(d)(4) – Impacts on Transportation Facilities, included in this staff report, below.

The proposal is consistent with this goal.

Goal 13: Energy and Conservation

To conserve energy

Finding

The proposed plan map, zone map, and code amendments seek to achieve greater energy efficiency by promoting mixed-use development that makes walking, bicycling, and public transit usage more viable and encouraging the redevelopment of underutilized properties along Second Street into a mix of uses. This will potentially reduce reliance on automobile

trips. The proposal is therefore consistent with this goal.

Goal 14: Urbanization

To provide an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Finding

By promoting the redevelopment of existing underutilized urban land for compact mixed-use development, the proposed plan map, zone map, and code amendments support the orderly and efficient use of land within Salem's Urban Growth Boundary. The proposal is therefore consistent with this goal.

Goal 15: Willamette River Greenway

To protect, conserve, enhance and maintain the natural, scenic, historical, agricultural, economic and recreational qualities of lands along the Willamette River as the Willamette River Greenway.

Finding

Portions of the proposed Edgewater/Second Street Mixed-Use Corridor (ESMU) zone will be applied to land within the boundaries of the Willamette River Greenway. The new ESMU zoning will not change any of the existing Willamette Greenway requirements, and mixed-use development allowed under the ESMU provisions is consistent with the purpose of the Greenway to develop land uses that protect and enhance the natural, scenic, and recreational qualities of the lands along the Willamette River. The proposal is therefore consistent with this goal.

Goal 16: Estuarine Resources

Not applicable to the West Salem Zone Code Clean-Up Amendments

Goal 17: Coastal Shorelands

Not applicable to the West Salem Zone Code Clean-Up Amendments

Goal 18: Beaches and Dunes

Not applicable to the West Salem Zone Code Clean-Up Amendments

Goal 19: Ocean Resources

Not applicable to the West Salem Zone Code Clean-Up Amendments

Salem Area Comprehensive Plan

Criteria: SRC 110.085(b)(2) & 265.010(d)(2)

The proposed plan map, zone map, and code amendments are consistent with and conform to the Salem Area Comprehensive Plan (SACP) as described below.

SACP II.A.3.b. – Definitions and Intent Statements, Mixed-Use Designation

&

SACP IV.F. – Salem Urban Area Goals and Policies, Mixed-Use Development

Finding

The purpose of the Mixed-Use designation is to allow a mix of complementary land uses such as housing of all types, retail, offices, commercial services, and civic uses to create economic and social vitality. Mixed-Use areas are to have well-designed buildings and streets, with and well-connected public street system that provides safe public open spaces for people travelling by all modes of transportation and include appropriate transitions to adjacent single family residential neighborhoods.

The proposed Edgewater/Second Street Mixed-Use Corridor (ESMU) is a new mixed use zone that will apply to properties along Edgewater and Second Streets NW approximately between Wallace Road NW and Eola Drive NW. A corresponding change to the comprehensive plan map and West Salem Neighborhood Plan Generalized Land Use Map to a “Mixed-Use” designation is proposed. Much of this corridor is already zoned for mixed-use by way of several overlay zones that apply to the existing commercial and residential base zones. The proposed ESMU zone is generally based on the use and development standards of the existing mixed-use overlay zoning scheme that applies along Edgewater Street currently, but streamlines that zoning by incorporating it into one mixed-use zone, and expands that area covered by the mixed-use zone to include properties north of Second Street NW and west of Rosemont Avenue NW. The expansion areas to the north and west are logical extensions of the mixed-use corridor. Redesignating these areas for mixed-use now will afford property owners more use options, and ensure that new development is built in a pedestrian oriented manner with parking areas behind or beside buildings, consistent with the SACP.

SACP II.A.3.d. – Definitions and Intent Statements, Central Business Designations

&

SACP IV.G.1. – Salem Urban Area Goals and Policies, Central Business District

Finding

The purpose of the Central Business District designation is to provide a mixed-use regional retail and employment center for the Salem urban area as well as Marion and Polk counties. The Central Business District plan map designation is also defined as an area containing a compact arrangement of retail and commercial enterprises together with office, financial, cultural, entertainment, governmental, and residential use designed and situated to afford convenient access by pedestrians.

The proposed West Salem Central Business District (WSCB) is a new zone that will apply to land in West Salem between Wallace Road NW and Wallace Marine Park. This area is connected to Downtown Salem by the Marion Street and Center Street bridges as well as the Union Street Railroad Pedestrian Bridge. Downtown Salem is currently designated Central Business District on the plan map and zoning map. The proposed Central Business District designation and WSCB zoning of the area east of Wallace Road NW is a logical extension of Salem’s Central Business District across the Willamette River into West Salem. The new WSCB zoning contains use and development standards that are more appropriate to the needs of West Salem than the existing CB zoning that applies on

the east side of the river, with design requirements better suited to an area in transition from auto-oriented to pedestrian-oriented development patterns.

The extension of the central business plan map designation across the Willamette River into West Salem is consistent with the applicable SACP goals and policies. The proposal is also consistent with the West Salem Business District Action Plan's identified need for a town center in West Salem and consistent with earlier studies that have considered this area as a logical extension of Salem's downtown core area as shown on the SACP Urban Area Activity Nodes and Corridors Map.

West Salem Neighborhood Plan Generalized Land Use Map Designation

Finding

The proposed zone map and code amendments include corresponding amendments to the Comprehensive Plan Map and the West Salem Neighborhood Plan Generalized Land Use Map (GLUM). The West Salem Central Business District area will be designated "Central Business" and the Edgewater/Second Street Mixed-Use Corridor (ESMU) area will be designated "Mixed-Use" on the plan map and GLUM. The Central Business and Mixed Use plan map designations are appropriate for use on both the comprehensive plan map and West Salem GLUM pursuant to SRC 64.320(a), which requires consistency between the designations used on a Neighborhood Plan GLUM and the SACP Map.

Rezoning of Industrial Land

Criterion: SRC 265.010(d)(3)

The proposed zoning amendments include the rezoning of some industrial land east of Wallace Road NW to the West Salem Central Business (WSCB) zoning designation and the rezoning of some industrial land south of the Second Street right-of-way between Patterson Street NW and Wallace Road to the Edgewater-Second Street Mixed-Use Corridor (ESMU) zone. In total, approximately 18 acres of land designated "Industrial" on the comprehensive plan map and 12.3 acres of land designated "Industrial Commercial" on the comprehensive plan map will be rezoned and redesignated to non-industrial designations.

Salem's most recently adopted Economic Opportunities Analysis (EOA) was prepared in 2014 and was subsequently adopted as a support document to the Comprehensive Plan. The EOA finds that Salem's portion of the Urban Growth Boundary (UGB) – known as the Salem Urban Area – has a projected deficit of 271 acres of commercial land and a surplus of 907 acres of industrial land. The EOA identifies priority industrial lands and sets forth general criteria for high value industrial lands that should be maintained. The 30.3 total acres of industrial and industrial-commercial lands proposed for change to non-industrial plan map designation in West Salem are generally not identified as high priority industrial lands in the EOA. The EOA did identify the West Salem Urban Renewal Area as an area with redevelopment potential for continued industrial/employment land designations, however. The area west of Wallace Road NW inside the URA will remain designated for industrial use with this proposal. The proposed changes are consistent with the EOA.

Impacts on Transportation Facilities

Criterion: SRC 265.010(d)(4)

DKS Consultants prepared a memorandum for the City of Salem, dated February 14, 2018, (Attachment C) analyzing the traffic impacts of the proposed zone changes and concluded that the changes satisfy state Transportation Planning Rule (TPR) requirements because they will reduce the overall daily and PM peak hour trip generation, thereby having no significant effect on the transportation systems.

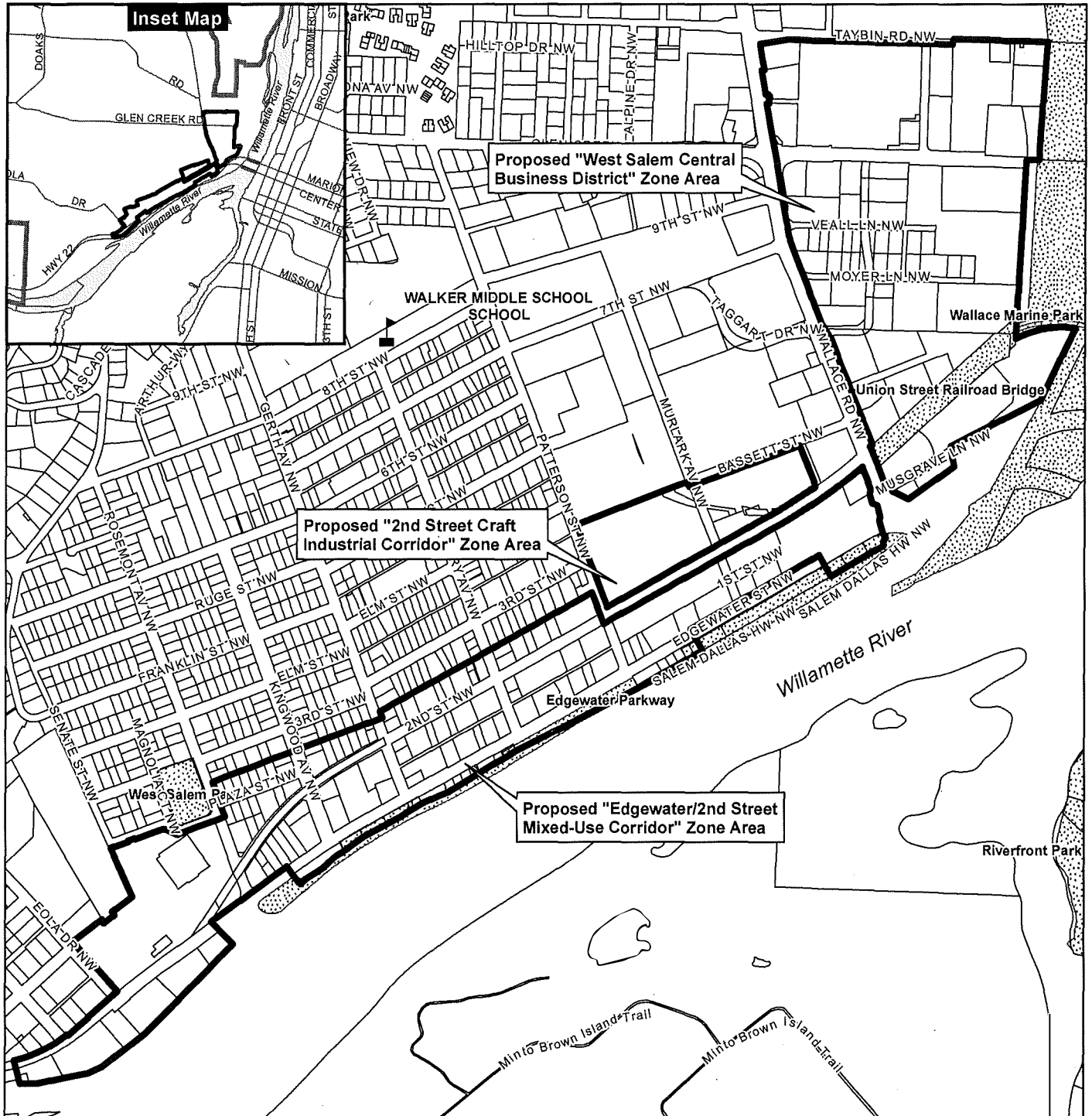
The area currently includes a patchwork of zones (commercial, industrial, and some residential zones) that don't align with current community needs and create challenges for development. The City desires to simplify the zoning by creating a single zone for each area that will allow more flexibility for commercial, residential and mixed-use developments and would remove some of the existing auto-oriented land uses options for new development. To determine if the City's planned zoning modifications would result in a significant effect to the transportation system under state Transportation Planning Rule (TPR) requirements, a trip generation comparison of existing and proposed zoning was prepared. The DKS memorandum summarizes the typical land use types and scenarios allowed under the existing zoning and an assessment of the reasonable worst-case trip generation. This reasonable worst-case trip level can be used to identify land use and development scenarios that could potentially be implemented under the proposed zoning without significantly effecting the transportation system and thereby not triggering TPR requirements.

The results for trip generation analysis indicate a decrease of approximately 4,155 daily trips for all three areas under the reasonable worst-case development under the proposed zoning compared to existing zoning. Furthermore, each area has a decrease of daily trips individually: 154 daily trips for the West Salem Central Business District, 3,017 daily trips for the Edgewater/Second Street Mixed-Use Corridor and 984 daily trips for the Second Street Craft Industrial Corridor under the proposed zoning compared to existing zoning.

Prepared by Bryan Colbourne, AICP, Planner III

Attachments: A. Map of Proposed Amendments
 B. City Council Resolution No. 2018-13
 C. TPR Analysis Memo

Proposed New West Salem Zone Areas



Legend

- Taxlots
- Urban Growth Boundary
- City Limits
- Outside Salem City Limits
- Historic District
- Schools
- Parks

CITY OF Salem
 AT YOUR SERVICE
 Community Development Dept.



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RESOLUTION NO. 2018-13

A RESOLUTION INITIATING MAJOR COMPREHENSIVE PLAN MAP AMENDMENTS, NEIGHBORHOOD PLAN MAP AMENDMENTS, ZONING MAP AMENDMENTS, AND AMENDMENTS TO THE SALEM REVISED CODE TO CREATE THREE NEW ZONING DISTRICTS AND APPLY THEM TO CERTAIN PROPERTIES IN WEST SALEM, AND ALLOW CRAFT INDUSTRIAL USE IN THE INDUSTRIAL PARK ZONE

Whereas, the existing comprehensive plan map and zoning map designations of certain properties in the West Salem Urban Renewal Area reflect previous land use patterns and do not allow the optimal range of land uses identified for the area in the West Salem Business District Action Plan (Action Plan); and

Whereas, the existing zoning designations that apply to the subject properties include various base zones and overlay zones with provisions spread throughout different chapters of the Salem Revised Code that are not user friendly; and

Whereas, the existing zoning provisions that apply to the subject properties lack consistent development and design standards to enhance the character of the area; and

Whereas, the subject properties are generally located along Wallace Road NW, Second Street NW, and Edgewater Street NW, as shown on Exhibit 1; and

Whereas, a collaborative planning process called the West Salem Zone Code Clean-Up began in early 2017 to write implement the land use recommendations of the Action Plan by writing zoning code amendments for the subject properties to allow more commercial, residential, and mixed-use options, streamline zone code provisions, and apply more consistent design standards to enhance the character of the area; and

Whereas, community stakeholders including business owners, residents, community groups, the West Salem Neighborhood Association, and public agency officials were afforded the maximum opportunity for involvement through a variety of means in the West Salem Zone Code Clean-Up process; and

Whereas, through the West Salem Zone Code Clean-Up process, zone code amendments have been written, which create three new zones, including the West Salem Central Business District, Edgewater/Second Street Mixed Use Corridor, and the Second Street Craft Industrial Corridor; amend the Salem Revised Code to allow Craft Industrial uses in the IP zone; and change the comprehensive plan map, neighborhood plan map, and zoning map to apply the three new zones to certain properties in West Salem, as shown on Exhibit 1; and

Whereas, major amendments to the comprehensive plan map must be initiated by the City Council as set forth in SRC 64.020(e)(1); and

Whereas, amendments to the Salem Revised Code may be initiated by the City Council by resolution pursuant to SRC 300.1110(a);

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF SALEM, OREGON,
RESOLVES AS FOLLOWS:

Section 1. The City Council hereby initiates amendments to the Salem Revised Code to create three new zones, including the West Salem Central Business District, Edgewater/Second Street Mixed-Use Corridor, and the Second Street Craft Industrial Corridor; amendments to the Salem Revised Code to allow Craft Industrial uses in the IP zone; and amendments to the comprehensive plan map, neighborhood plan map, and zoning map to apply the three new zones to certain properties in West Salem, as shown on Exhibit 1.

Section 2. That a public hearing on the matter described in Section 1 above shall be set for a future date before the Salem Planning Commission.

Section 3. This resolution is effective upon adoption.

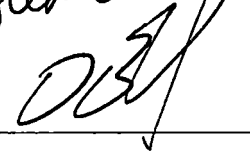
ADOPTED by the City Council this 12 day of Feb, 2018.

ATTEST:



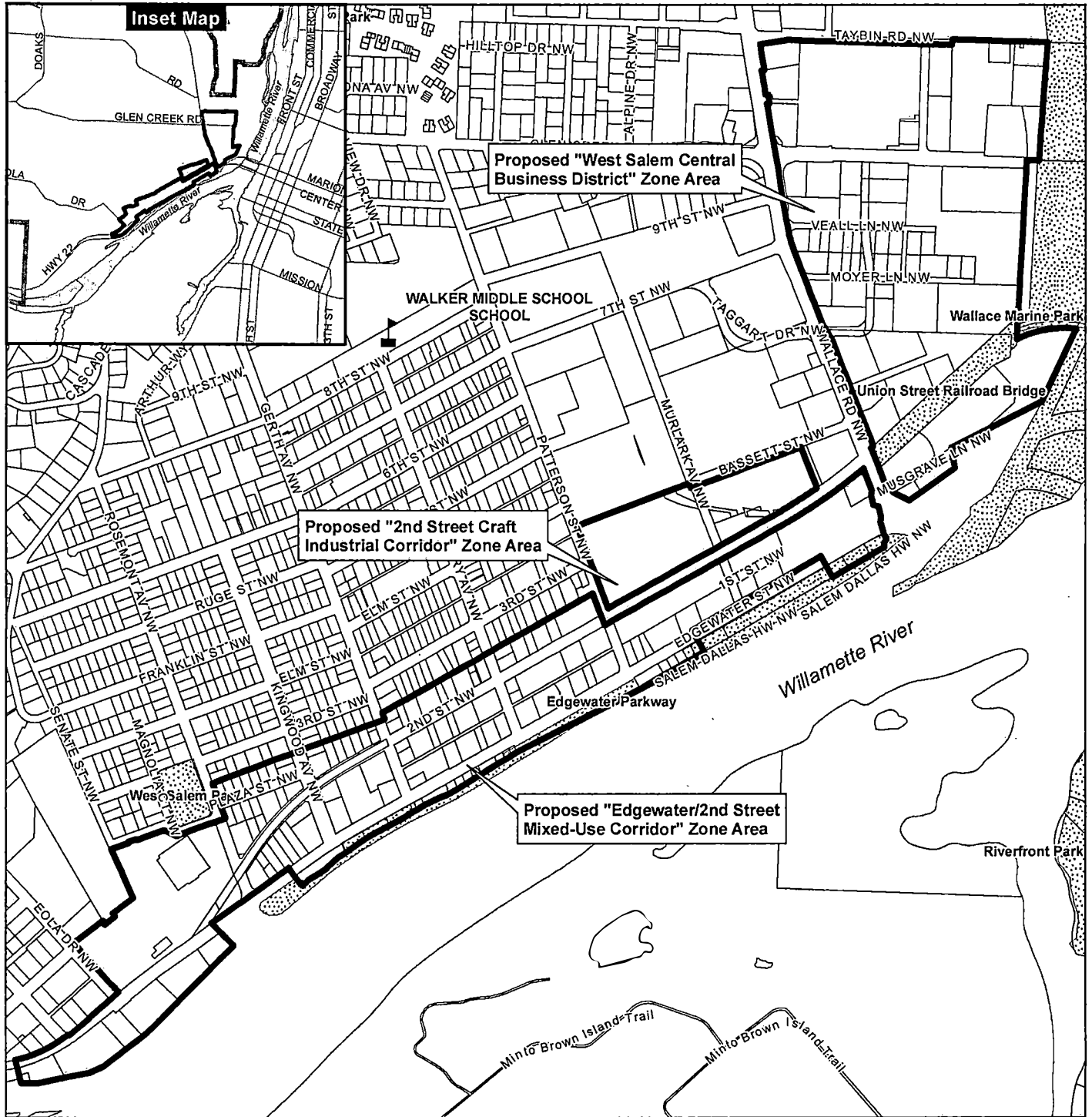
City Recorder

Approved by City Attorney: _____



Checked by: B.Colbourne

Exhibit 1 Proposed New West Salem Zone Areas



Legend

- Taxlots
- Urban Growth Boundary
- City Limits
- Outside Salem City Limits
- Historic District
- Schools
- Parks



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RESOLUTION NO. 2018-13

A RESOLUTION INITIATING MAJOR COMPREHENSIVE PLAN MAP AMENDMENTS, NEIGHBORHOOD PLAN MAP AMENDMENTS, ZONING MAP AMENDMENTS, AND AMENDMENTS TO THE SALEM REVISED CODE TO CREATE THREE NEW ZONING DISTRICTS AND APPLY THEM TO CERTAIN PROPERTIES IN WEST SALEM, AND ALLOW CRAFT INDUSTRIAL USE IN THE INDUSTRIAL PARK ZONE

Adopted: February 12, 2018
Effective: February 12, 2018
Copy to : B. Colbourne

Council Vote	Yes	No
Mayor Bennett	X	
Kaser (Ward 1)	X	
Andersen (Ward 2)	X	
Nanke (Ward 3)	X	
McCoid (Ward 4)	X	
Ausec (Ward 5)		A
Hoy (Ward 6)		A
Cook (Ward 7)	X	
Lewis (Ward 8)	X	

*A = Absent



CITY OF SALEM

555 Liberty St SE
Salem, OR 97301

Staff Report

File #: 18-53
Version: 1

Date: 2/12/2018
Item #: 3.2b.

TO: Mayor and City Council
THROUGH: Steve Powers, City Manager
FROM: Norman Wright, Community Development Director

SUBJECT:

Initiate adoption process for the West Salem Zone Code Clean-Up project

Ward(s): All Wards
Councilor(s): All Councilors
Neighborhood(s): All Neighborhoods

ISSUE:

Shall the City Council initiate the adoption process for the West Salem Zone Code Clean-Up project?

RECOMMENDATION:

Adopt Resolution No. 2018-13 to:

1. Initiate Comprehensive Plan Map amendments, Neighborhood Plan Map amendments, Zoning Map amendments, and Salem Revised Code amendments that streamline zone code provisions, allow a broader range of commercial and residential land uses, and apply more consistent design standards to enhance the character of the area, as proposed in the West Salem Zone Code Clean-Up project; and
2. Refer the matter to the Planning Commission for public hearing and recommendation.

SUMMARY AND BACKGROUND:

Initiation of the proposed amendments by Council resolution starts the formal adoption process, including scheduling a public hearing.

Several amendments to the property zoning in the general vicinity of Wallace Road NW, Edgewater Street NW, and Second Street NW are proposed. These amendments are recommended in the Salem Urban Renewal Agency's 2015 West Salem Business District Action Plan (Action Plan) to encourage

economic development, improve property values, and prepare for revitalization of the area. The changes, known as the West Salem Zone Code Clean-Up project (Zoning Project), streamline the zoning rules in this area by replacing the patchwork of existing residential, commercial, industrial, and overlay zones along these streets with three new zoning designations that are more user friendly and relevant to the current needs of West Salem (See Attachment 2 for location of the three new zones). Property owners will generally have more commercial, residential, and mixed-use options under the new zoning. The proposal also establishes more consistent design standards across the three new zones to enhance the character of the area.

Extensive community outreach was conducted in 2014 and 2015 during the creation of the Action Plan, including public meetings and open houses to solicit input from local residents and other stakeholders. The Zoning Project is the collaborative planning process that was launched in early 2017 to write these new zoning code provisions that implement the recommendations of the Action Plan. The process continued throughout 2017 with regular community meetings to gather public comments, mailings to all affected property owners, social media outreach, work sessions before the West Salem Renewal Advisory Board and Salem Planning Commission, Technical Advisory Committee meetings, and ongoing communication and meetings with key stakeholders from the area. The project webpage contains additional information about the proposed code amendments (bit.ly/codecleanup).

FACTS AND FINDINGS:

Procedural Findings

1. The proposed zoning code changes require amendments to the Comprehensive Plan Map, West Salem Neighborhood Plan Map, Zoning Map, and text changes to the Salem Revised Code. The changes are considered a major plan map amendment under SRC 64.025 and a legislative land use proceeding under SRC 300.1110.

City Council has standing to initiate major amendments to the Comprehensive Plan Map and Neighborhood Plan Map, and changes to the zoning map and the text of the SRC as provided in SRC 64.020(e)(1) and SRC 300.1110(a). Council may refer the matter to the Planning Commission for public hearing and recommendation to City Council pursuant to SRC 300.1110 (a)(1).

2. SRC 300.1110(e)(1)(A) requires that the City mail notice of the first evidentiary public hearing in a legislative land use proceeding not more than 40 days, but not less than 20 days prior to the first hearing.

ORS 197.610 and OAR 660-018-0020 require that notice be provided to the Department of Land Conservation and Development (DLCD) on any proposed amendment to a local land use plan or regulation at least 35 days prior to the first public hearing.

Additionally, because this code amendment restricts some land uses, ORS 227.186 requires

written individual notice to the owner of each affected property. This notice is commonly referred to as a "Ballot Measure 56 notice."

All required notices will be provided prior to any public hearings on the proposed amendment.

Proposed Code Amendments

1. The *West Salem Central Business District (WSCB)* is proposed to apply to properties south of Taybin Road NW between Wallace Road and Wallace Marine Park (See Attachment 2). This area of West Salem currently functions as a town center for West Salem in many ways, with a post office, public library, transit center, grocery store, Wallace Marine Park, and various commercial and residential uses. The area is also within convenient walking distance to downtown Salem via the Union Street Railroad Bridge. The new WSCB zoning will replace the existing assortment of different industrial, commercial, residential, and overlay zones that currently apply to this area, thereby recognizing this location's full potential as a unified central business district for West Salem.

The proposed zone is similar to downtown Salem's existing Central Business District (CB) zone. It will give property owners new land use options that are not currently allowed throughout all of this area today, including new opportunities for commercial, residential, and mixed-use.

Development of new industrial land uses such as warehousing and mini storage, and development of new auto-related uses such as car sales, car repair, and drive-throughs are not allowed under the new zoning. Pre-existing industrial or auto-related business of these types will not be affected, however, and may remain indefinitely and can be rebuilt or expanded.

The proposed zoning also contains design standards to promote walkable and attractive new development, such as a requirement to place new buildings up to the street with active storefronts at the sidewalk and parking areas located behind or beside the building.

2. The *Edgewater/Second Street Mixed-Use Corridor Zone* is proposed on properties generally along Edgewater and Second Streets approximately between Eola Drive NW and Wallace Road (See Attachment 2). This zone will streamline the zoning rules by replacing the various commercial, residential, and overlay zones that exist in this area with a single mixed-use zoning designation that is more user friendly. The new zone also prepares the way for future development and investment in properties along a revitalized Second Street that, together with Edgewater Street, will serve as the village center for the surrounding neighborhood.

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

development will also serve to protect the character of the surrounding neighborhood and enhance the "main street" look and feel of the corridor.

3. The *Second Street Craft Industrial Corridor Zone* is proposed to apply to the industrial properties along the north side of the Second Street right-of-way between Patterson Street NW and Wallace Road, as shown on Attachment 2. These properties are currently zoned for industrial use (IG - General Industrial zone), with overlay zones that allow some additional land use options. The land is occupied by two large food processing facilities, one of which is closed permanently. The proposed zone would continue to allow industrial uses, such as manufacturing and food processing, and would also allow "Craft Industrial" businesses.

Craft Industrial uses are manufacturing businesses that include a retail front where customers can come and buy the goods that are made on site. These businesses tend to provide good manufacturing wage jobs, while also creating an interesting retail destination to activate the neighborhood. The proposed zoning allows up to 30 percent of the floor area of the buildings on a site to be used for retail. The 30 percent retail floor area could be the retail component of a craft industrial manufacturing use or it could be retail uses that are unrelated to the industrial uses on the site. The new zone also includes design standards requiring that any new buildings are built up to the street right-of-way to create a row of attractive building fronts along a revitalized Second Street corridor.

4. In addition to the above changes, the Action Plan also recommends allowing Craft Industrial use on the industrial properties along 9th Street NW between Patterson Street and Wallace Road. These properties are zoned Industrial Park (IP). Rather than create another new zone or overlay along this section of 9th Street, an amendment to the IP zone to allow craft industrial is proposed. This amendment would apply to IP-zoned property citywide. Under this amendment, up to 30 percent of the floor area of the buildings on an IP-zoned site could be used for the retail component of a craft industrial manufacturing use located on the site.

Bryan Colbourne, AICP
Planner III

Attachments:

1. Resolution No. 2018-13
2. Map showing location of the new zones (Exhibit 1)



MEMORANDUM

117 Commercial St. NE, Suite 310
 Salem, OR 97301
 503.391.8773
www.dksassociates.com

DATE: February 14, 2018

TO: Bryan Colbourne, AICP | City of Salem
 Tony Martin, P.E. | City of Salem

FROM: Scott Mansur, P.E., PTOE | DKS Associates
 Jasmine Teramae-Kaehuaea | DKS Associates

SUBJECT: West Salem Zone Code Clean-Up Transportation Planning Rule (TPR)
 Assessment P13132-013

This memorandum presents the findings of an evaluation for the pending West Salem Zoning Code amendments. The West Salem Zone Code Clean-Up project includes about 133 acres that are divided into three areas (see Figure 1 on page 10):

- West Salem Central Business District (about 64 acres),
- Edgewater/2nd Street Mixed-Use Corridor (about 58 acres),
- 2nd Street Craft Industrial Corridor (about 11 acres).

The area currently includes a patchwork of zones (commercial, industrial, and some residential zones) that don't align with current community needs and create challenges for development.

The City desires to simplify the zoning by creating a single zone for each area that will allow more flexibility for commercial, residential and mixed-use developments and would remove some of the existing auto-oriented land uses options for new development. To determine if the City's planned zoning modifications would result in a significant effect to the transportation system under state Transportation Planning Rule (TPR) requirements, a trip generation comparison of existing and proposed zoning has been provided. This memorandum summarizes the typical land use types and scenarios allowed under the existing zoning and an assessment of the reasonable worst-case trip generation. This reasonable worst-case trip level can be used to identify land use and development scenarios that could potentially be implemented under the proposed zoning without significantly effecting the transportation system and thereby not triggering TPR requirements.

Assumptions

The land use and trip generation under both the existing and proposed zoning were determined based on the following assumptions:

- A floor-area-ratio (FAR) of 0.25 will be applied to commercial land uses.



- A FAR of 0.30 will be applied to industrial and office land uses.

Existing Zoning Uses and Trip Generation

The following sections summarize the existing and proposed land uses and trip generation for West Salem Central Business District, Edgewater/2nd Street Mixed-Use Corridor, and 2nd Street Craft Industrial Corridor. The land uses and size of development for each of the zoning areas was coordinated with City of Salem Planning and Public Works staff to assure a reasonable worst case was considered.

West Salem Central Business District (WSCB)

Under the existing zoning, a variety of permitted land uses could be developed on the property. For the purposes of identifying the reasonable worst-case trip generation for the subject property only the highest trip generating uses are shown:

- Eating and Drinking Establishment (sit-down restaurants, breweries, etc.)
- Shopping Center
- Gas Station
- Medical/Dental Office Building
- Day Care Center
- General Industrial Services (industrial park or general light industrial)
- Health Club or Gym
- Residential Uses (Single and Multi-Family)

The ITE Trip Generation Handbook¹ provides pass-by percentage estimates for each of the land uses that are assumed for the project site. Table 1 presents trip generation estimates, which includes the pass-by trip reductions, for one potential combination of allowed land uses that could reasonably be developed within the WSCB area under the existing zoning.

¹ *Trip Generation Handbook, 9th Edition*, Institute of Transportation Engineers, 2012.



Table 1. WSCB Area Trip Generation under Existing Zoning

Land Use (ITE Code)	Size	Weekday Trip Generation	
		Daily	PM Peak Hour
Individual Land Uses Allowed			
Quality Restaurant (931)	20 KSF	1,009	84
High Turnover Sit-Down Restaurant (932)	23 KSF	1,667	129
Fast Food with Drive-Thru (934)	12 KSF	2,954	195
Coffee/Donut Shop with Drive-Thru Window (937)	4 KSF	360	19
Shopping Center (820)	182 KSF	7,712	682
Medical/Dental Office Building (720)	81 KSF	3,031	241
Day Care (565)	11 KSF	791	132
Athletic Club (493)	122 KSF	7,297	730
Gas Station with Convenience Market (945)	10 KSF	1,887	429
Apartment (220)	203 Dwelling Units	1,544	156
Industrial Park (130)	3 Acres	177	25
General Light Industrial (110)	23 KSF	157	22
	Total	28,586	2,844

As shown, full-build out of the WSCB area under existing zoning could generate up to 28,586 daily trips and 2,844 p.m. peak hour trips, including pass-by reductions. These values represent the reasonable worst-case trip generation produced by land uses allowed in the WSCB area under the existing zoning.

Edgewater/2nd Street Mixed-Use Corridor

Under the existing zoning, a variety of permitted land uses could be developed on the property. For the purposes of identifying the reasonable worst-case trip generation for the subject property only the highest trip generating uses are shown:

- Eating and Drinking Establishment (sit-down restaurants, breweries, etc.)
- Shopping Center
- General Office Building
- Medical/Dental Office Building
- Day Care Center
- General Industrial Services (industrial park or general light industrial)
- Residential Uses (Single and Multi-Family)



Table 2 presents trip generation estimates, which includes the pass-by trip reductions, for one potential combination of allowed land uses that could reasonably be developed within the Edgewater/2nd Street Mixed-Use Corridor area under the existing zoning.

Table 2. Edgewater/2nd Street Mixed-Use Corridor Area Trip Generation under Existing Zoning

Land Use (ITE Code)	Size	Weekday Trip Generation	
		Daily	PM Peak Hour
Individual Land Uses Allowed			
Quality Restaurant (931)	27 KSF	1,363	113
High Turnover Sit-Down Restaurant (932)	42 KSF	3,044	236
Fast Food with Drive-Thru (934)	24 KSF	5,908	389
Coffee/Donut Shop with Drive-Thru Window (937)	6 KSF	540	28
Shopping Center (820)	184 KSF	7,797	689
General Office (710)	8 KSF	194	88
Medical/Dental Office Building (720)	148 KSF	5,538	440
Day Care (565)	4 KSF	288	48
Single Family Detached Housing (210)	27 Dwelling Units	315	32
Apartment (220)	37 Dwelling Units	281	29
General Light Industrial (110)	3 KSF	20	3
	Total	25,288	2,095

As shown, full-build out of the Edgewater/2nd Street Mixed-Use Corridor area under existing zoning could generate up to 25,288 daily trips and 2,095 p.m. peak hour trips, including pass-by reductions. These values represent the reasonable worst-case trip generation produced by land uses allowed in the Edgewater/2nd Street Mixed-Use Corridor area under the existing zoning.

2nd Street Craft Industrial Corridor

Under the existing zoning, a variety of permitted land uses could be developed on the property. For the purposes of identifying the reasonable worst-case trip generation for the subject property only the highest trip generating uses are shown:

- Eating and Drinking Establishment (sit-down restaurants, breweries, etc.)
- Shopping Center
- Medical/Dental Office Building



- General Industrial Services (industrial park or general light industrial)

Table 3 presents trip generation estimates for one potential combination of allowed land uses that could reasonably be developed within the 2nd Street Craft Industrial Corridor area under the existing zoning.

Table 3. 2nd Street Craft Industrial Corridor Area Trip Generation for the under Existing Zoning

Land Use (ITE Code)	Size	Weekday Trip Generation	
		Daily	PM Peak Hour
Individual Land Uses Allowed			
Fast Food with Drive-Thru (934)	11 KSF	2,708	178
Shopping Center (820)	26 KSF	1,102	97
Medical/Dental Office Building (720)	76 KSF	2,844	226
General Light Industrial (110)	14 KSF	96	13
	Total	6,750	514

As shown, full-build out of the 2nd Street Craft Industrial Corridor area under existing zoning could generate up to 6,750 daily trips and 514 p.m. peak hour trips, including pass-by reductions. These values represent the reasonable worst-case trip generation produced by land uses allowed in the 2nd Street Craft Industrial Corridor area under the existing zoning.

Proposed Zoning Uses and Trip Generation

Since the exact developments are currently unknown, the study will assume a reasonable worst-case scenario for the analysis. The City developed draft zoning code amendments that identified the new land uses that would be allowed in these areas. In coordination with City staff, the draft zoning code amendments were used to develop a reasonable worst-case scenario for this analysis.

Many of the highest generating trip uses identified under the existing zoning are also used for the proposed zoning trip generation estimates (and thus the trip generation rates are not repeated in this section). The main change is the amount of area allotted to each land use. For example, new development of many auto-oriented uses is prohibited under the proposed zoning, which results in less land allotted to certain land uses such as Fast-Food with Drive-Thru or Gas Station with Convenience Market. It is also important to note that all existing developments can remain, such as the existing fast-food restaurants. Thus, the proposed zoning still includes auto-oriented uses but also assumes some redevelopment.



West Salem Central Business District (WSCB)

Under the proposed WSCB area zoning, a variety of permitted land uses could be developed on the property. The key changes for each area include:

- Allowing residential land uses: townhouse, duplex and multifamily
- Allowing retail, commercial, recreation, medical services, education services, and social services in areas currently zoned Industrial Park (IP) and Multiple Family Residential (RM2)
- Prohibiting new construction of the following uses:
 - Various auto-oriented uses
 - Drive-throughs
 - Commercial entertainment, outdoor
 - Major event entertainment
 - General repair and construction contractors
 - Wholesaling
 - Warehousing, distribution

Table 4 presents trip generation estimates, which includes the pass-by trips, for one potential combination of allowed land uses that could reasonably be developed within the WSCB area under the proposed zoning.

Table 4. WSCB Area Trip Generation under Proposed Zoning

Land Use (ITE Code)	Size	Weekday Trip Generation	
		Daily	PM Peak Hour
<i>Individual Land Uses Allowed</i>			
Quality Restaurant (931)	33 KSF	1,662	138
Fast Food with Drive-Thru (934)	14 KSF	3,473	229
Shopping Center (820)	191 KSF	10,662	929
Medical/Dental Office Building (720)	75 KSF	2,652	238
Day Care (565)	13 KSF	995	166
Athletic Club (493)	124 KSF	7,386	739
Apartment (220)	174 Dwelling Units	1,425	149
Industrial Park (130)	3 Acres	177	25
	Total	28,432	2,613

As shown, full-build out of the WSCB area under proposed zoning could generate up to 28,432 daily trips and 2,613 p.m. peak hour trips, including pass-by reductions. These values represent the reasonable worst-case trip generation produced by land uses allowed in the WSCB area under the proposed zoning.



Edgewater/2nd Street Mixed-Use Corridor

Under the proposed Edgewater/2nd Street Mixed-Use Corridor area zoning, a variety of permitted land uses could be developed on the property. The key changes for each area include:

- Allowing residential uses as a permitted use in areas currently zoned Retail Commercial (CR) and General Commercial (CG) zones with no mixed-use overlay
- Adding retail, personal services, and office which are currently not allowed in Single Family Residential (RS), RM2, and General Industrial (IG) with Gateway overlay zones
- Prohibiting new construction of the following uses:
 - Various auto-oriented uses
 - Drive-throughs
 - Lumber and building supply retail stores

Table 5 presents trip generation estimates, which includes the pass-by trips, for one potential combination of allowed land uses that could reasonably be developed within the Edgewater/2nd Street Mixed-Use Corridor area under the proposed zoning.

Table 5. Edgewater/2nd Street Mixed-Use Corridor Area Trip Generation under Proposed Zoning

Land Use (ITE Code)	Size	Weekday Trip Generation	
		Daily	PM Peak Hour
Individual Land Uses Allowed			
Quality Restaurant (931)	17 KSF	836	70
High Turnover Sit-Down Restaurant (932)	51 KSF	3,696	286
Fast Food with Drive-Thru (934)	7 KSF	1,736	114
Shopping Center (820)	203 KSF	8,776	773
General Office (710)	8 KSF	194	88
Medical/Dental Office Building (720)	151 KSF	5,109	466
Day Care (565)	4 KSF	295	49
Single Family Detached Housing (210)	21 Dwelling Units	250	26
Apartment (220)	60 Dwelling Units	610	68
Specialty Retail Store	16 KSF	769	82
	Total	22,271	2,022

As shown, full-build out of the Edgewater/2nd Street Mixed-Use Corridor area under proposed zoning could generate up to 22,271 daily trips and 2,022 p.m. peak hour trips, including pass-by reductions. These values represent the reasonable worst-case trip generation produced by land uses allowed in the Edgewater/2nd Street Mixed-Use Corridor area under the proposed zoning.



2nd Street Craft Industrial Corridor

Under the proposed 2nd Street Craft Industrial Corridor area zoning, a variety of permitted land uses could be developed on the property. The key changes for each area include:

- Adding the new “Craft Industrial” use, which means up to 30 percent of the building gross floor area of a general manufacturing use may be an associated retail use where only the products made on site and closely related accessory products are sold.
- Allowing retail, service, and office uses with different limitations²
- Allowing additional permitted uses (Outdoor recreation clubs, indoor commercial entertainment, outpatient medical services, child daycare and government services) on lots that are less than 6 acres. These uses are currently allowed in the West Salem General Industrial Overland and the West Salem Gateway Overlay.

Table 6 presents trip generation estimates, which includes the pass-by trips, for one potential combination of allowed land uses that could reasonably be developed within the 2nd Street Craft Industrial Corridor area under the proposed zoning.

Table 6. 2nd Street Craft Industrial Corridor Area Trip Generation under Proposed Zoning

Land Use (ITE Code)	Size	Weekday Trip Generation	
		Daily	PM Peak Hour
Individual Land Uses Allowed			
Drinking Place (925)	10 KSF	1,151	115
Shopping Center (820)	17 KSF	1,412	120
Specialty Retail Store	8 KSF	413	62
Medical/Dental Office Building (720)	68 KSF	2,338	220
Day Care (565)	4 KSF	301	50
General Light Industrial (110)	22 KSF	151	21
	Total	5,766	588

As shown, full build-out of the 2nd Street Craft Industrial Corridor area under proposed zoning could generate up to 5,766 daily trips and 588 p.m. peak hour trips, including pass-by reductions. These values represent the reasonable worst-case trip generation produced by land uses allowed in the 2nd Street Craft Industrial Corridor area under the proposed zoning.

² Retail uses are allowed when not more than 30 percent of the building gross floor area, and in no case more than 10,000 square feet gross floor area per site. Personal services are allowed when not more than 30 percent of the building gross floor area, and in no case more than 10,000 square feet gross floor area per site. Office uses are allowed when not more than 30 percent of the building gross floor area, and in no case more than 10,000 square feet gross floor area per site.



Existing and Proposed Zoning Comparison

The results for trip generation analysis indicate a decrease of approximately 4,155 daily trips for all three areas under the reasonable worst-case development under the proposed zoning compared to existing zoning. Furthermore, each area has a decrease of daily trips individually: 154 daily trips for the West Salem Central Business District, 3,017 daily trips for the Edgewater/2nd Street Mixed Use Corridor and 984 daily trips for the 2nd Street Craft Industrial Corridor under the proposed zoning compared to existing zoning, as shown in Table 1 and Figure 1.

Table 7. Trip Generation Comparison for the Existing and Proposed Zoning

Area	Existing Zoning Weekday Trip Generation		Proposed Zoning Weekday Trip Generation		Difference (Proposed – Existing)	
	Daily	PM Peak Hour	Daily	PM Peak Hour	Daily	PM Peak Hour
West Salem Central Business District	28,586	2,844	28,432	2,613	-154	-231
Edgewater/2 nd Street Mixed-Use Corridor	25,288	2,095	22,271	2,022	-3,017	-73
2 nd Street Craft Industrial Corridor	6,750	514	5,766	588	-984	74
Total	60,624	5,453	56,469	5,223	-4,155	-230

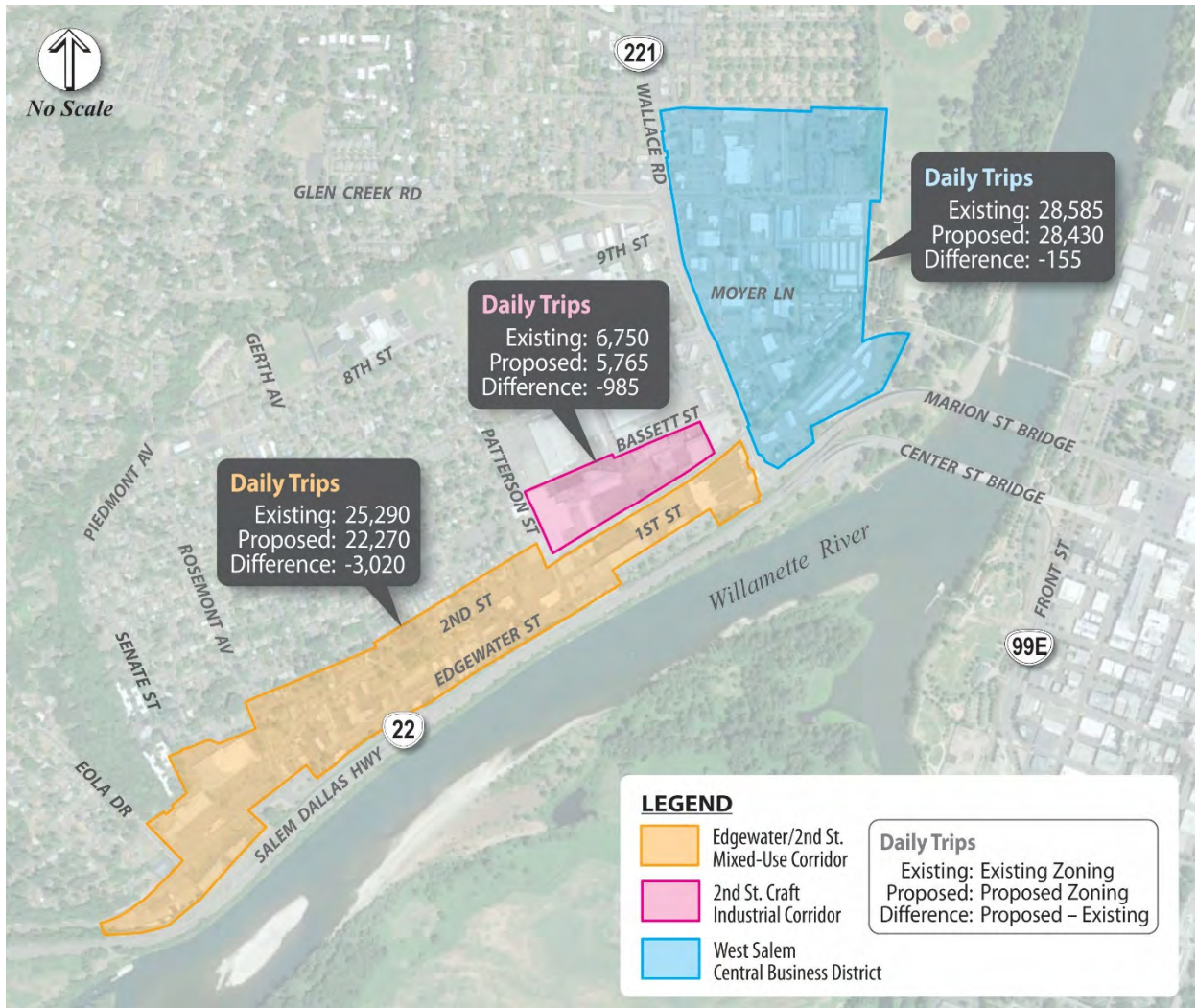


Figure 1: Daily Trip Generations under the Existing and Proposed Zoning by Area

TPR FINDINGS

The proposed zoning modifications satisfy state Transportation Planning Rule (TPR) requirements because they will reduce the overall daily and PM peak hour trip generation as shown in Table 7, thereby having no significant effect on the transportation system.

Let us know if you have any questions or comments.