State Street Corridor Plan

TGM 2D-14: Task 8.1 State Street Corridor Plan

October 9, 2017

FINAL

Prepared by:

WSP

urbsworks

Bainbridge.

Kittelson & Associates, Inc.
Transportation Engineering/Planning

Leland Consulting Group

B&W

State Street Corridor Plan

This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Moving Ahead for Progress in the 21st Century (MAP-21), local government, and State of Oregon funds.

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

ACKNOWLEDGEMENTS

Stakeholder Advisory Committee

- Chuck Bennett; Mayor
- Tom Andersen; City Council, Ward 2 Councilor
- Jim Bauer; Willamette University, Vice President for Administrative Services
- Kevin Boyles; Sassy Onion, Owner
- Cara Kaser, City Council, Ward 1 Councilor
- Aurora Cedillo; Resident and representative of the Latino community
- Ted Ferry; State Farm Insurance Agent and Condominium Owner
- David Fox; Planning Commission, Vice President
- David Fridenmaker; Salem-Keizer School District, Manager of Planning and Property Services
- Rich Fry; Planning Commission, President
- Henry Fu; Capital Market and Other Properties, Property/Business Owner
- Jeff Leach; Southeast Salem Neighborhood Association (SESNA), Board member
- Tracy Manasco; Shangri La, Property Manager
- Jennifer Martin; Sperry Van Ness Commercial Advisors, Real Estate Professional
- Nancy McDaniel; Northeast Neighbors (NEN), Land Use Chair
- Diane Merry; Mid-Willamette Valley Community Action Agency
- Gary Obery; Bicycle Advocate
- Tom O'Connor; Resident
- Anna Peterson; Former Mayor
- Ron Stewart; Resident
- TJ Sullivan; Huggins Insurance, Property/Business Owner

Staff

- Lisa Anderson-Ogilvie, AICP; City of Salem, Deputy Community Development Director/Planning Administrator
- Eunice Kim, AICP; City of Salem, Planner II
- Glenn Gross; City of Salem, Former Community Development Director
- Kevin Hottmann, City of Salem, Traffic Engineer
- Julie Warncke; City of Salem, Transportation Manager
- Naomi Zwerdling; Oregon Department of Transportation, Senior Region Planner/Lead Grant Manager

Transportation Planning Consultant Team

- Bridget Wieghart; WSP, Principal Consultant
- Sine Adams, AICP; WSP, Lead Planner
- Abby Caringula; WSP, Traffic/Modeling Engineer
- Natalie Owen; WSP, Lead Engineer
- Geoff Gibson; WSP, Planner
- Karla Kingsley; Kittelson, Senior Planner
- Keith Liden; Bainbridge, Senior Planner
- Marcy McInelly; Urbsworks, Principal
- Joseph Readdy, AIA; Urbsworks, Principal
- Erika Warhus; Urbsworks, Land Use
- Ted Kamp; Leland Consulting, Senior Associate
- Kimi Sloop; Barney & Worth, Associate

TABLE OF CONTENTS

1. INTRODUCTION

In 2014, the City of Salem applied for and received grant funds from the Oregon Department of Transportation (ODOT) and Department of Land Conservation and Development (DLCD) Transportation and Growth Management Program to develop a corridor plan for State Street between 12th and 25th streets.

1.1. PURPOSE OF THE STATE STREET CORRIDOR PLAN

The State Street Corridor Plan (SSCP) presents a path to revitalize a section of State Street within the City of Salem into a vibrant, attractive, walkable mixed-use corridor. The coordinated land use and transportation plan includes proposed zone changes and land use regulations to encourage pedestrian-friendly, mixed-use development or redevelopment. It also includes a new street design cross section to support the land use and zoning changes and accommodate facilities and amenities to make pedestrians and bicyclists feel welcome and comfortable.

1.2. STUDY AREA

The corridor generally extends from 12th Street (and the railroad tracks) on the west to just beyond 25th Street on the east. It includes parcels fronting on both State Street and Ferry Street SE for the full extent.

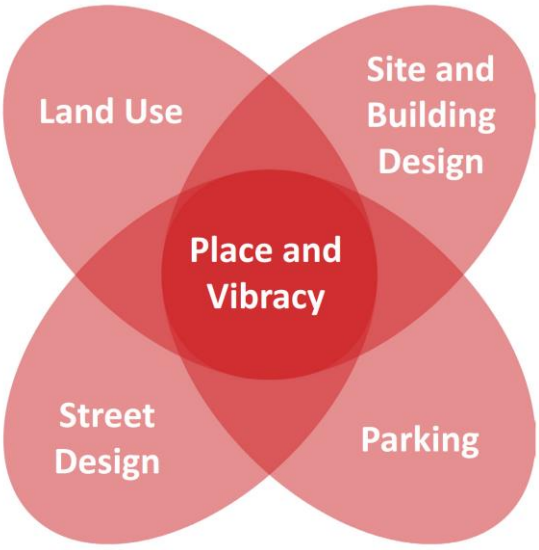
This section of State Street is an important commercial and transportation corridor in Salem. State Street is a four-lane street that connects to downtown Salem, and in the study area, it carries up to approximately 20,000 vehicles per day. The study area is home to a variety of offices, retail stores, car repair shops, restaurants, and other businesses as well as a mix of housing and institutional uses, including the State of Oregon and Salem-Keizer School District. It is primarily bordered by residential neighborhoods. Within the city, State Street provides access to Willamette University, downtown Salem, and the State Capitol as well as the State Penitentiary as shown in Figure 1.

Figure 1. State Street Corridor Plan Study Area and Context within the City

1.3. SETTING THE STAGE FOR A VIBRANT STATE STREET CORRIDOR

Revitalization of State Street into a vibrant, attractive, walkable mixed-use corridor will require coordinated land use and transportation improvements. Vibrant mixed-use environments rely on a coordinated and thoughtful balance of **land use, parking, design standards, and street design.** Putting in place regulations that balance these four things is critical for the development of a vibrant State Street corridor.

Figure 2. The Balance of Regulatory Components to Encourage Place and Vibrancy



Regulatory Balance Should Reflect Community Goals

The balance of land use, parking, design standards, and street design should reflect the goals of the community at any given point in time. In the past, State Street was a place for commerce, living, and civic activities. It was a farm to market road in the late 1800s, and it grew into a bustling mixed-use corridor bounded by working-class neighborhoods by the early 1900s. It continued this way until after the second World War (WWII). State Street is one of Salem's early examples of a vibrant, small city, urban environment. Over the decades since WWII, the focus of State Street shifted to providing faster transportation from outlying development to the city center.

In 2013, Northeast Neighbors (NEN) and Southeast Salem Neighborhood Association (SESNA) partnered with the City of Salem to create a new joint NEN-SESNA Neighborhood Plan through a process called *Looking Forward*.[1] Ultimately, the *NEN-SESNA Neighborhood Plan* was adopted in March 2015, which identified the State Street corridor as an opportunity area. The plan set forward a goal to:

> *Revitalize State Street as a vibrant, mixed-use corridor that encourages pedestrian activity, is safe and attractive, creates a distinctive sense of place, and serves as an asset to surrounding neighborhoods.*

The City Council's goals for Fiscal Years 2013-2015 also identified a desire to revitalize the State Street corridor. Specifically, the following strategy was included to help achieve the Council's economic development goal: "Develop a plan for redevelopment of State Street: from 12th Street to the State Penitentiary…"

This project aims to restore urban vitality that previously existed on State Street unlike other corridor projects that want to create it from scratch. This will require a conscientious rebalancing of land use and transportation, site and building design, and parking. This SSCP provides a roadmap for the City to accomplish this goal.

Priorities of the Proposed Regulatory Reform

To reshape and redefine the State Street corridor, the following measures were identified in the NEN-SESNA Neighborhood Plan. They aim to rebalance the land use and transportation priorities in the State Street corridor:[2]

- Encourage mixed-use development between 12th and 25th streets, and remove barriers to this type of development.
- Establish design guidelines that encourage pedestrian-friendly development by locating parking to the side and rear of buildings and orienting buildings toward State Street, for example.
- Develop an alternative street design that should include bike lanes, wide sidewalks, and street trees to slow traffic and increase neighborhood livability.
- Ensure multifamily development is compatible in design with existing residential neighborhoods.
- Limit light pollution to surrounding areas by encouraging pedestrian-scale lighting.
- Encourage a diversity of building types.

[1] City of Salem. March 11, 2015. NEN-SESNA Neighborhood Plan. www.cityofsalem.net/CityDocuments/nen-sesna-neighborhood-plan.pdf
[2] Ibid.

- Minimize the number of drive-throughs.
- Encourage the establishment of sidewalk or outdoor cafes to promote active streetscapes.

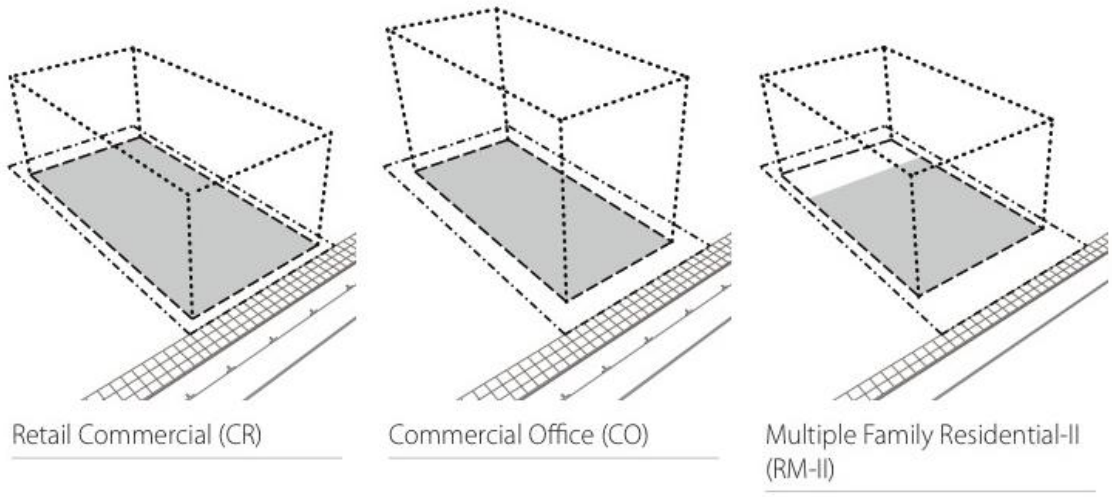
Other recommendations in the NEN-SESNA Neighborhood Plan call for a reduction in parking requirements for mixed-use developments with housing to encourage the efficient use of land and promote access by alternative modes of transportation. The plan also recommends that the City facilitate mixed-use development to promote walkability and reduce the need for single-occupancy vehicle trips and off-street parking.

Below is a description of several of the primary concerns in the corridor as they relate to parking, design standards, street design, and regulatory components of place and vibrancy. In general, the land use and development intensity allowed in the corridor today is not the problem that is keeping the corridor from redeveloping as identified in the NEN-SESNA Neighborhood Plan.

Development Capacity and Density

In theory, development capacity and density as permitted by current zoning would support multi-story, mixed-use buildings of an urban environment along State Street. For example, the Commercial Office (CO) zone, which is located along portions of State Street, provides the opportunity to develop buildings up to 70 feet tall, which would accommodate a five-story building. Figure 3 shows the maximum developable area that is currently allowed within the CO, Retail Commercial (CR), and Multiple Family Residential 2 (RM-II) zones. Maximum developable area is defined by building setbacks, building height and lot coverage; lot coverage is denoted by the grey tone in Figure 3.

Figure 3. Development Standards, Existing Zoning



Zoning by itself, however, does not determine development form. On-site parking requirements and the street environment largely control the development form and density as well. This is explained below.

Development Capacity is Limited by On-Site Parking Requirements

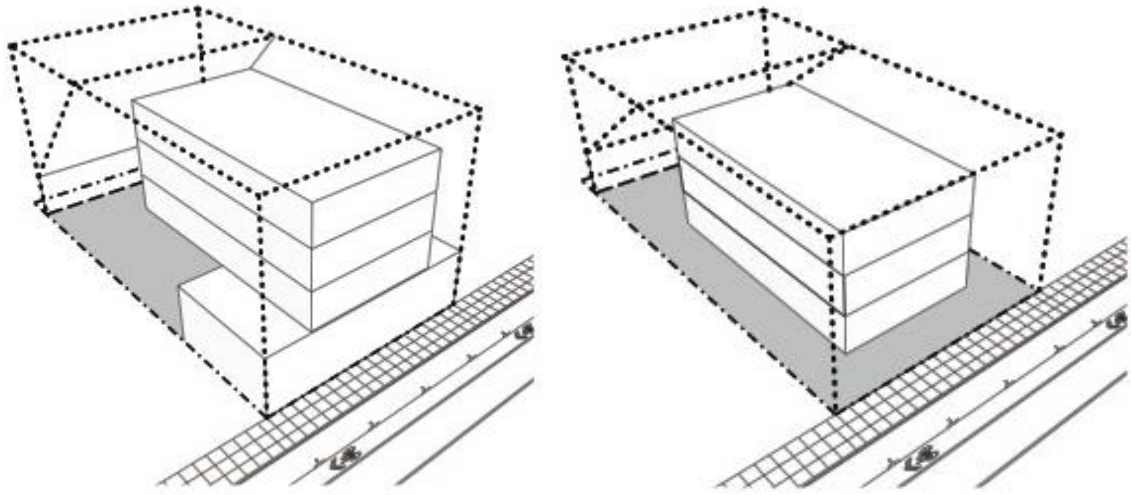
Requirements for on-site parking, referred to as off-street parking in Salem's zoning code, usually unintentionally take away the development capacity that zoning provides. While Salem's zoning code allows sufficient height to create an urban environment, it also requires that 1.5 off-street parking

spaces be provided for every multifamily dwelling unit and generally a minimum of 1 space for every 250 square feet of retail space.

Figure 4 shows how the development capacity is underutilized due to existing parking requirements. In the diagrams, the reduced development capacity is represented by the space around the three or four-story building envelope. The dark grey area shows required parking area.

While some off-street parking is necessary for development, many cities have found that it is better to let the developer and the developer's financing partners determine how much parking to provide in any given development. If revitalization is the goal, it is critical to reduce the amount of parking in order to increase the amount of development that can occur. Parking must be managed, and ensuring that the corridor is well served by transit is important as well.

Figure 4. Development Capacity Comparison



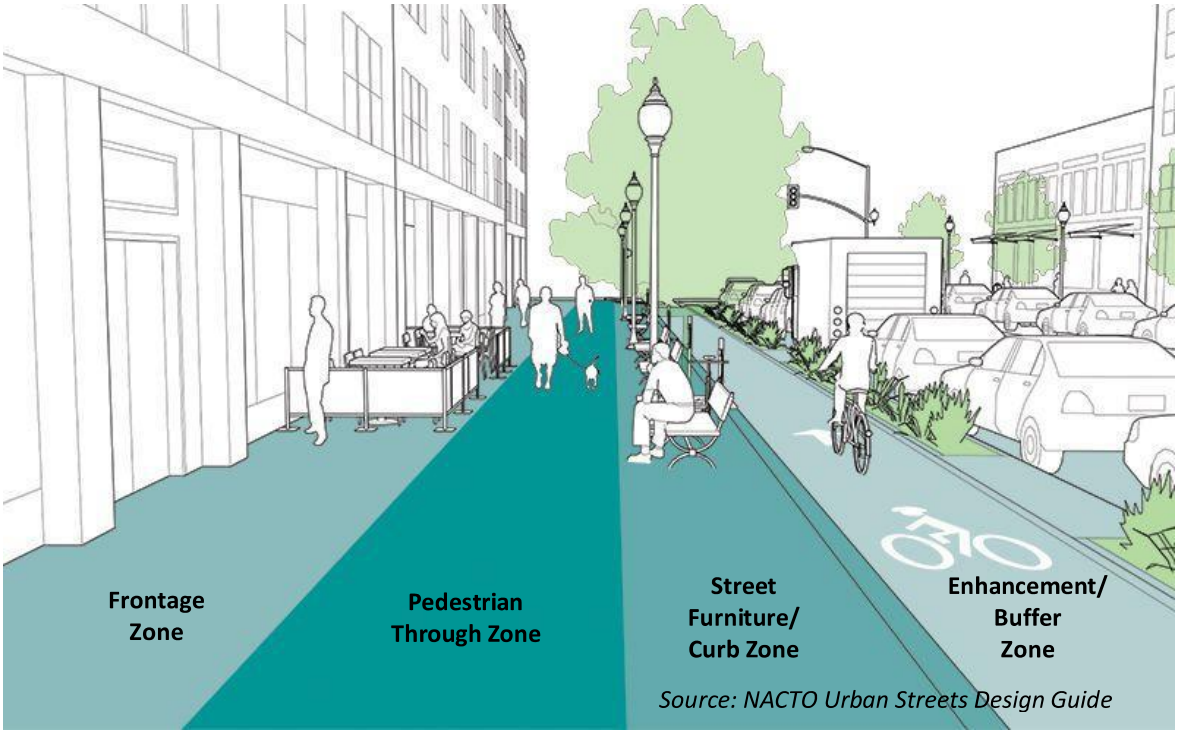
Development Capacity and Density is Limited by Street Character

The design of the street is another significant condition that can reduce the development capacity otherwise allowed by zoning. If the street does not support pedestrian activity, development patterns will not either. Even though State Street was once a vital farm-to-capital road with wall-to-wall buildings and a strong sense of place, mid-century suburban sprawl and street widening have eroded the urban nature that once existed. Now, surface parking is the predominant land use, and there are many gaps in what was once wall-to-wall buildings along the street. This condition tends to be worse on portions of the corridor east of 17th Street. This is one of the reasons that redevelopment will likely take place west of 17th Street first and later spread east, as determined by the real estate market analysis.[3]

When a concerted effort is made to change the character of the street and provide a safe and attractive pedestrian environment, then the potential for more dense, urban walkable development is greater. Critical elements of the streetscape are described below and shown in Figure 5.

[3] City of Salem. June 12, 2016. State Street Corridor Plan. Memorandum 6: Preferred Land Use Option & Tier 2 Evaluation; Chapter 6.

Figure 5. Storefront-to-streetscape relationship, idealized conditions



- **Frontage Zone:** The frontage zone includes the area right in front of the building, including the sidewalk immediately adjacent to the buildings. This zone includes entryways and doors, sidewalk cafes or benches, and signage or sandwich boards.
- **Pedestrian Through Zone:** The pedestrian through zone is dedicated to pedestrian movement, providing a clear pathway parallel to the street. The minimum clear space required to meet American with Disabilities Act (ADA) standards is four feet; however, greater widths ranging from five to 12 feet are desirable, depending on surrounding context and pedestrian volumes. A clear width of 5 feet is the minimum space that can comfortably accommodate two people walking side-by-side or passing one another from opposite directions. In cases where the pedestrian through zone is immediately adjacent to the curb, effective widths (the amount of space that can be used) are less than the measured width due to the need to walk at least six inches away from the curb to avoid tripping.
- **Street Furniture/Curb Zone:** The street furniture/curb zone is the area between the pedestrian through zone and the curb, and it is designed to provide space for street furniture, street lighting, parking meters, bicycle parking, and street trees or vegetation.
- **Enhancement/Buffer Zone:** The enhancement/buffer zone is the space between the sidewalk and the motor vehicle travel lanes and may include on-street parking, bicycle parking, curb extensions, bicycle lanes, stormwater management infrastructure, or other uses. On State Street, many areas are not buffered from the adjacent travel lane and instead consist only of a pedestrian through zone.
- **Pedestrian-supportive Building Features:** Building features that contribute to a vibrant, attractive, walkable mixed-use corridor are the frontage and street enclosure and transparency, as described in the following sections.

- **Frontage and Street Enclosure**: One key characteristic of urban walkable areas is the sense of enclosure that is created by the buildings on each side of the street. Urban designers call this effect the "streetwall" and refer to formulas that measure the width of the street in relationship to the height of buildings. The wider the street, the taller the streetwall must be to create a memorable, room-like quality to the street. The opposite of a streetwall is surface parking, which provides no sense of enclosure. In corridors that are transitioning from a suburban sprawl pattern to (or back to) an urban walkable form, a temporary streetwall effect can be created. One method is to line parking lots with an architectural wall accompanied by low shrubs or other plants, including trees. Another measure is to focus redevelopment and taller buildings at the corners of blocks to frame major intersections. These two interim measures can be effective in creating a temporary streetwall effect in advance of more permanent, continuous development.
- **Transparency**: Buildings that face the street should provide a visual connection between the inside and outside of buildings, especially on the ground floor. This can be achieved through retail display windows, windows into work spaces, or residential lobbies. Even windows that are semi-transparent (e.g., partially obscured by opaque surface treatment or interior shades to protect the privacy of inhabitants) have the effect of communicating to sidewalk users a sense of human life inside the building. Transparency contributes to the "eyes on the street" effect that promotes safety and security.

2. State Street Corridor Plan Goals and Objectives

The project team identified qualitative and quantitative criteria to reflect both the community's priorities for the State Street corridor as well as its concerns about potential impacts that land use and street design alternatives could have on the corridor's economic vitality, livability, and travel conditions. The Land Use and Street Design Alternatives that were developed as part of this State Street project were screened using the evaluation criteria at several stages of development and refinement to ensure that the preferred Land Use and Street Design alternatives built from and reflected the community's vision for the corridor. The projects goals, objectives, and criteria are detailed in Table 1.

Table 1. State Street Corridor Plan Goals, Objectives, and Criteria

Goals	Objectives	Criteria
Promote Economic Vitality and Livability	Encourages pedestrian-oriented, mixed-use development and redevelopment of underutilized properties	Allows a mix of pedestrian-oriented uses by right, while minimizing auto-oriented uses
		Requires or encourages pedestrian-oriented site and building design (e.g., building orientation and setback, pedestrian connections, location of parking)
		Allows a variety of housing types that would accommodate identified populations (e.g., University faculty and students, state workers)
		Removes existing regulatory barriers (e.g., process, setbacks, parking)
		Provides incentives through code amendments, public improvements and/or other means

Goals	Objectives	Criteria
	Creates a safe, attractive, pedestrian-friendly environment	Requires or encourages attractive, pedestrian-friendly design features to complement site and building design as noted above (e.g., landscaping, transparency/windows)
		Focuses on place and placemaking by emphasizing State Street as a destination
		Improves the attractiveness of the streetscape (e.g., separation from traffic, pedestrian-scale lighting, street trees, landscaping)
		Increases public spaces and amenities (e.g., Mill Creek access/use, green space, public plazas)
	Supports the business environment	Manages parking supply and pricing to minimize parking while accommodating business and neighborhood needs
		Minimizes barriers to improving existing buildings that can become more consistent with pedestrian-oriented designs
	Minimizes negative impacts on adjacent neighborhoods	Encourages compatible site and building design with adjacent properties (e.g., design transitions and buffers between uses and development types)
		Minimizes cut-through traffic on residential streets
		Mitigates potential displacement of residents (e.g., preservation or creation of affordable housing)
		Avoids or reduces adverse impacts on identified historical resources
		Does not worsen existing flooding problems (e.g., inclusion of green infrastructure, discourages fill in the floodplain when developing)
Improve Multimodal Access and Safety	Improves multimodal access and safety	Improves pedestrian facilities (e.g., sidewalks, street crossings, buffers, lighting)
		Improves bicycle facilities and wayfinding (e.g., bike lanes, signage, parking at key locations)
		Reduces potential conflicts between transportation modes (e.g., driveways, buffers, separation of facilities)
		Improves connections to and between businesses, neighborhoods, nearby destinations and the downtown area
		Provides space for improved transit stop amenities (e.g., sidewalk width, sidewalk extension on development site)
		Facilitates pedestrian access to transit
		Minimizes adverse impacts on traffic flow and intersection operations
		Discourages speeding
		Mitigates operational impacts on parallel corridors (including Market Street, D Street, Center Street, and Mission Street)
Encourage Feasible Improvements	Aligns with projected market	Aligns with findings of Economic Analysis
	Consistent with adopted/accepted City plans	Consistent with plans such as the NEN-SESNA Neighborhood Plan, Housing Needs Analysis, Economic Opportunities Analysis, Salem Comprehensive Policies Plan, and Salem Transportation Systems Plan Goals and Policies
	Maximizes cost effectiveness	Considers total cost of public infrastructure
		Helps attract or justify other potential non-City funding sources
		Provides opportunities to phase projects
		Aligns with planned City projects
		Leverages private investment
		Minimizes need for additional right-of-way
	Garners broad public support	Aligns with public input

3. CORRIDOR PLAN DEVELOPMENT PROCESS AND STAKEHOLDER ENGAGEMENT

The SSCP effort was organized around three distinct phases of alternatives development and public engagement. These phases of the project were established at the culmination of key milestones to ensure the public was engaged and informed throughout the development of alternatives. They are:

- Phase 1: Existing Conditions
- Phase 2: Project Alternative Development and Evaluation
- Phase 3: Project Alternative Refinement and Preferred Selection

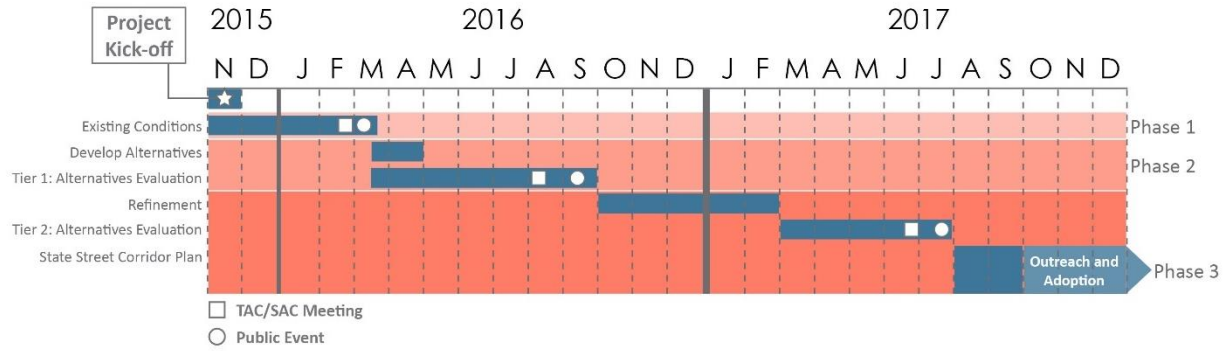
The neighborhood and business communities along State Street have been engaged in planning efforts for many years through the *Looking Forward* neighborhood planning process. Carrying forward the vision of the *NEN-SESNA Neighborhood Plan* was critical to the success of the SSCP effort. As such, many of the individuals who were actively engaged in previous planning efforts were consistently engaged throughout the SSCP process.

Project engagement occurred through several organized groups and efforts. These included:

- Stakeholder Advisory Committee (SAC) – comprised of neighborhood, business, development community, City Council, and Planning Commission representatives
- Technical Advisory Committee (TAC) - comprised of City of Salem technical staff, including representatives from the Public Works Department, Community Development Department, and Urban Development Department; an Oregon Department of Land Conservation and Development and Administrative Services representative; a Salem-Keizer Transit representative, and a Mid-Willamette Valley Council of Governments representative
- Stakeholder survey – Twenty interviews of residents, property and business owners, neighborhood representatives, City officials, social service agencies, educational institutions, real estate/development community representatives, and others
- Public meetings
- Updates through neighborhood associations
- Emails to more than 730 stakeholders
- Meetings with developers and study area property owners
- Door-to-door canvassing and conversations with business owners and operators
- Social media updates and announcements
- Videos included in the City's monthly news show
- Project website

As detailed in the schedule below, stakeholder engagement occurred at key project milestones. The phases of project development and stakeholder engagement are described in more detail in the sections that follow.

Figure 6. State Street Corridor Plan Schedule



3.1. PHASE 1: EXISTING CONDITIONS

The initial effort was to understand existing conditions in the State Street corridor. The project team conducted interviews with 20 stakeholders to better understand the existing conditions of the corridor and clearly identify opportunities and issues experienced along the corridor. The first round of neighborhood updates, TAC, SAC, and public meetings were held to describe the findings of this effort, confirm the corridor issues and opportunities, and start to understand how and what types of development, redevelopment, and multimodal transportation improvements in the corridor are desirable.

The first public meeting, held on March 8, 2016, attracted more than 60 attendees. This meeting began with a presentation about the project's purpose, existing conditions in the State Street corridor, and opportunities for land use and transportation improvements. A facilitated conversation focused on four main questions related to existing conditions, desired mix of uses, desired transportation improvements, and priorities. The public confirmed the project goals and objectives.

Themes identified during this phase included the following:

- State Street should be made into a place where people want to go.
- State Street should be much safer for pedestrians, with wider sidewalks and tools implemented for traffic calming.
- Bike lanes on State Street are desired but appear to be less of a priority for change than making the street more pedestrian friendly.
- A mix of uses is broadly supported, with a preference for small-scale mixed-use development and a range of housing types.

3.2. PHASE 2: PROJECT ALTERNATIVE DEVELOPMENT AND EVALUATION

After existing conditions were identified and vetted with the public, the project team developed a range of land use and street design alternatives that aimed to address the issues and opportunities addressed during the first phase of public engagement. The alternatives, which are described in detail in Sections 0 and 6 of this SSCP, were evaluated against the goals and objectives, which are presented in Section 2. The project team presented the alternatives and their performance against the project objectives to the SAC, TAC, and the public for their input and feedback.

At the second SAC and public meeting, attendees were asked specific and pointed questions to help the project team identify how the participants valued the elements of each alternative. More than 100 people attended the public meeting on September 14, 2016. Roughly 73 percent of the meeting participants lived in or near the State Street corridor, 11 percent worked in or near the corridor, and 14 percent lived in Salem but not near the corridor.

Themes identified in this phase included the following:

- A mix of land use intensities throughout the corridor is preferred with some higher intensity on the west end.
- New development should occur throughout the corridor, with greater intensity development on the west end.
- Enhanced pedestrian crossings should be included if the street retains four lanes.
- Three travel lanes is strongly preferred over four lanes.
- Wider sidewalks and spaces for landscaping, lighting, street furniture, and/or other amenities are generally preferred over adding bike lanes to State Street.

3.3. Phase 3: Project Alternative Refinement and Preferred Selection

During the third phase of the project, the project team identified and refined the Preferred Land Use Alternative based on input from the public, SAC, and TAC. Specifically, the team sought input on the proposed land use regulations and used that input to further refine the Preferred Land Use Alternative, which creates two mixed-use zones on State Street.

The Street Design Alternatives were also vetted against the Project Evaluation Criteria measures during this third phase to demonstrate their ability to meet the community's vision. Each of the alternatives was found to perform well. However, City staff had significant concerns about the traffic performance and impacts of one of the alternatives, the Road Diet Alternative, which would reconfigure the street into three travel lanes (one in each direction and a center turn-lane). This influenced the selection of the Preferred Street Design Alternative, the Hybrid Alternative, which retains four travel lanes west of 17th Street and conducts a road diet east of 17th Street.

The project team presented the Preferred Street Design Alternative and Preferred Land Use Alternative to the TAC, SAC, and public in June and July of 2017. More than 85 people attended the third public meeting on July 25, 2017. At that meeting, City staff explained the selection of both preferred alternatives and provided the public with the opportunity to ask questions and provide input. This input was used to refine the preferred alternatives that are presented in this SSCP.

Themes identified in this phase included the following:

- There is a high level of agreement on the Preferred Land Use Alternative, which would create two mixed-use zones along State Street.
- Building height allowed in MU-1 may be too intense for the corridor.
- There are concerns about noise, light, and odor emanating from new retail or commercial uses and trespassing on existing residential zones. (Examples of how several municipalities have responded to noise light and odor issues is summarized in Appendix D.)
- There is concern about the traffic issues associated with the Road Diet Alternative.

- A number of people still prefer the Road Diet Alternative, although others saw the recommended Hybrid Alternative as an acceptable compromise.

4. Issues and Opportunities Along the State Street Corridor

In Phase 1 of the project development and stakeholder engagement, an effort to gather and understand existing conditions revealed issues and opportunities along the corridor. The SAC, stakeholder interviews, and public meetings were used to identify issues and opportunities experienced by the public. The sections below detail the corridor land use and street design issues and opportunities.

4.1. State Street: Divider or Connector

Today, State Street is a transportation corridor that emphasizes regional auto mobility at the expense of the immediate neighborhoods. Pedestrian crosswalks are not marked at every intersection along State Street. The lack of north-south crosswalks discourages movement between the two neighborhoods because pedestrians must walk out of their way to get to a signalized intersection before they can cross to reach their local destinations or transit stops.

This lack of connectivity also reduces the market area of State Street businesses and encourages them to cater primarily to regional commuters who use the corridor rather than to nearby residents. It further diminishes the ability of NEN and SESNA residents to support local-serving retail on State Street by walking or biking. Without frequent (300 feet or so) and well-designed crossings, State Street will continue to function as the division between two neighborhoods rather than a shared economic, social, and cultural resource that provides access to shopping, jobs, and abundant transit.

Looking at the entire network of streets serving auto and freight traffic, State Street is one of three key east-west arterial routes in Salem, along with Mission and Center streets. While the neighborhoods have a fine grain of interconnected streets, only a few of these streets connect from State Street to either Mission Street SE or Center Street NE. Even fewer connect beyond those two corridors to other regional destinations. Cut-through traffic is channeled to the limited set of streets that do make connections outside of the neighborhoods. This burdens those streets and can make their residents feel less safe.

Regulatory Requirements from the Salem's Transportation System Plan

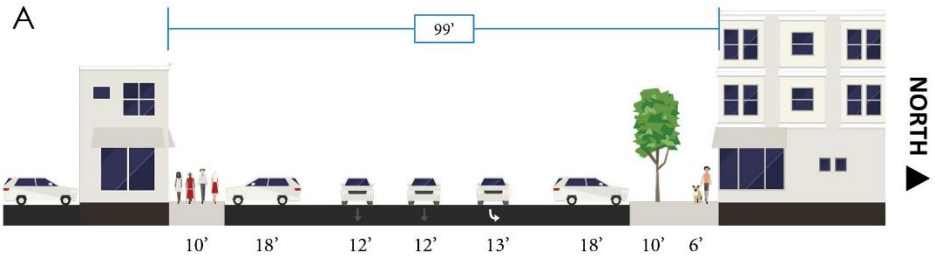
The *Salem Transportation System Plan* (TSP) designates State Street a Major Arterial. If constructed to the design standard, the State Street cross-section would require a minimum of 96-feet of right-of-way within the State Street corridor. Figure 7 illustrates the dimensions and key features of the existing cross-section along three segments of State Street. (The figure shows widths of the improved right-of-way as opposed to total right-of-way.) These segments were chosen based on the right-of-way width, which varies throughout the length of the corridor but is relatively consistent within each segment.

The existing right-of-way width between 12th and 13th streets is wider than the current 96-foot Major Arterial standard, but the rest of the corridor would require property acquisition to meet this standard. Redevelopment is also hindered by this standard because upon redevelopment, a portion of properties on State Street must be reserved for the potential future widening of the street where 96 feet of right-of-way does not currently exist.

Figure 7. State Street - Existing Cross Sections

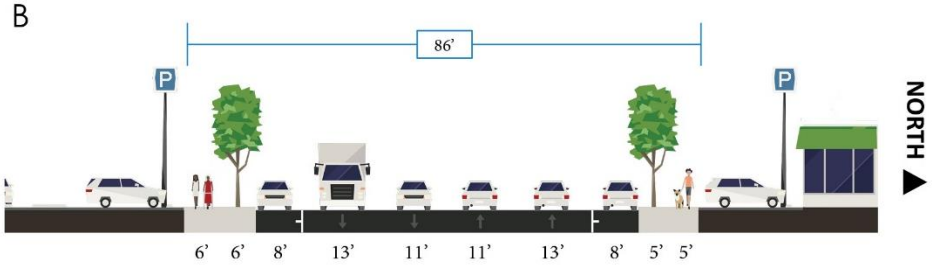
Between 12th and 13th Street

- Angled parking on both sides.
- Wide travel lanes.
- Existing active uses on south side of State Street.



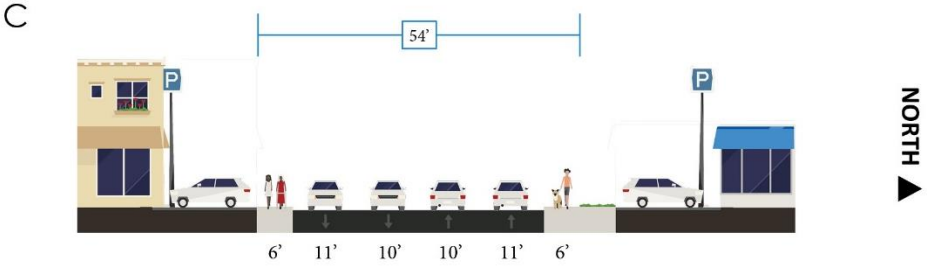
Between 13th and 17th Street

- Parallel parking on both sides.
- Two lanes in each direction.
- Landscape buffer in some locations but not consistent.



Between 17th and 25th Street

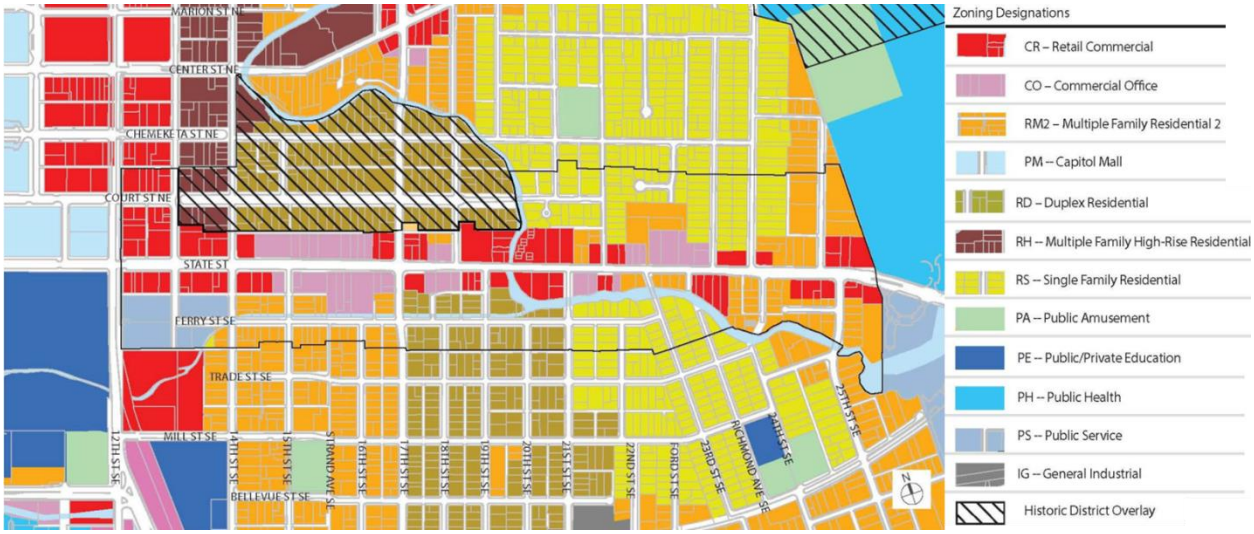
- Two lane in each direction, no parking.
- Narrow 5'-6' curb-tight sidewalks.
- RIght-of-way may extend beyond the back of the sidewalk for 60' total right of way in much of this segment.



Regulatory Requirements from the Salem's Unified Zoning Code

Today, there are four primary zones along the State Street corridor, as detailed on Figure 8. This approach to zoning can hinder redevelopment and result in a lack of a consistent identity in the corridor. Requirements within the zoning code for certain uses can also go too far in regulation. For instance, multifamily housing is allowed outright in some zones, but such development must go through design review. This can add time and money to projects and can discourage this type of redevelopment in the corridor. The specific barriers and obstacles posed within the existing zoning code are detailed in the *Land Use and Zoning Analysis Memorandum* (January 14, 2016).

Figure 8. Current Zoning



4.2. UNDERSTANDING THE CORRIDOR THROUGH CONTEXT ZONES

The State Street corridor does not have one character along its length but rather, multiple characters influenced by a variety of factors, including sidewalk conditions, street widths, building form, and the presence of street trees. Detailed in Figure 9, five distinct context zones were identified and qualitatively assessed based on these factors to better understand opportunities and barriers. Public meetings, stakeholder interviews, and community feedback also helped the project team identify issues and opportunities experienced by the public. Based on distinct characteristics, each context zone has different assets, opportunities, and barriers, which are presented in Table 2.

Figure 9. State Street Corridor Context Zones

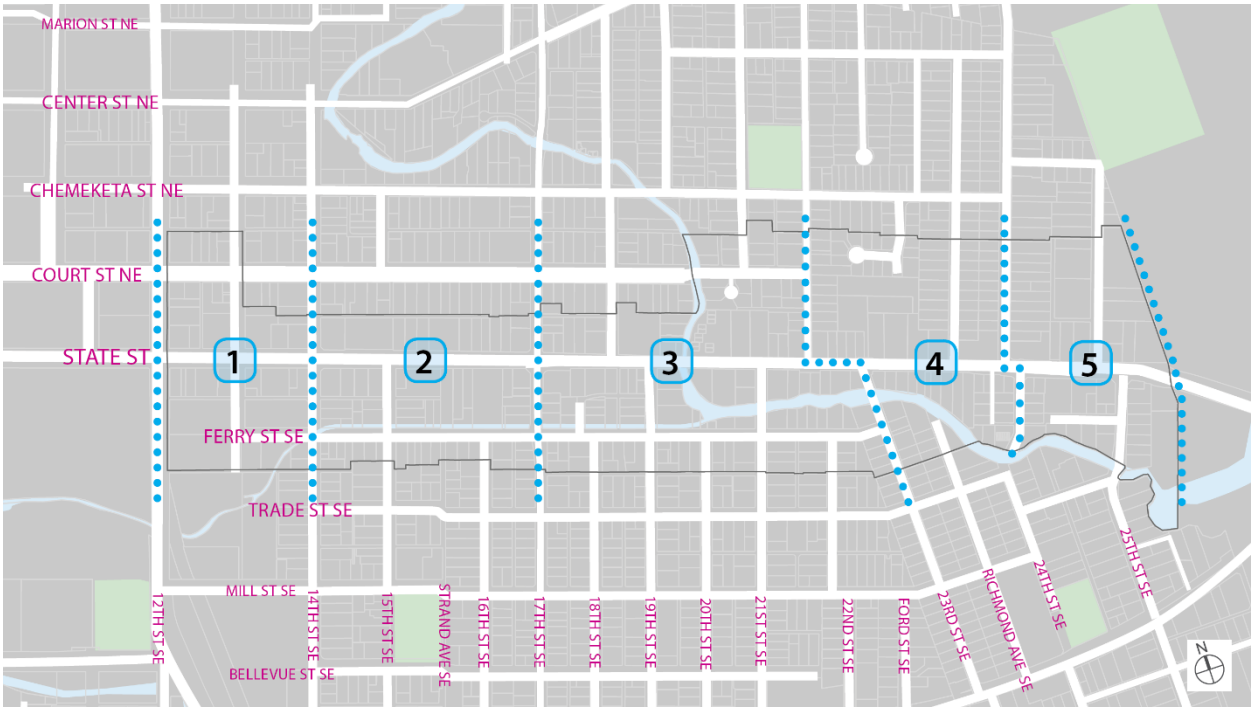


Table 2. Land Use and Street Design Opportunities, Assets and Barriers by Segment

SEGMENT 1: STATE STREET BETWEEN 12TH AND 14TH STREETS	
Key Barriers	• Large amount of surface parking today • Several bicycle-involved crashes at the 12th Street intersection • Insufficient intersection capacity at 12th Street
Key Opportunities and Assets	• Existing urban character • Density of existing retail (south side) and an established lunchtime destination • Generous sidewalks • Parking lots represent a redevelopment opportunity • Existing street trees • Existing on-street parking
SEGMENT 2: STATE STREET BETWEEN 14TH AND 17TH STREETS	
KEY BARRIERS	• Many structures set back from the street • Large amount of surface parking today • High crash occurrence at the 17th Street intersection • Insufficient Intersection capacity at 17th Street
KEY OPPORTUNITIES AND ASSETS	• Existing buffered sidewalk • Existing street trees • Existing parallel parking • Parking lots represent a redevelopment opportunity • Adjacent lots under single ownership represent redevelopment opportunities

SEGMENT 3: STATE STREET BETWEEN 17TH AND 21ST STREETS	
KEY BARRIERS	• Constrained and narrow right-of-way, particularly at the bridge • Few pedestrian-oriented destinations • Small existing lot sizes may be difficult to redevelop • No buffer between sidewalk and travel lanes • Flooding of Mill Creek hinders redevelopment potential. • Minimal existing trees • Many curb cuts
KEY OPPORTUNITIES AND ASSETS	• Engagement with Mill Creek as a community asset • Parking lots represent redevelopment opportunities • Adjacent lots under single ownership represent redevelopment opportunities
SEGMENT 4: STATE STREET BETWEEN 21ST AND 24TH STREETS	
KEY BARRIERS	• Constrained and narrow right-of-way • No buffer between sidewalk and travel lanes • Minimal existing trees • Many curb cuts and surface parking lots • Existing setback of buildings from the street • Narrow width and poor condition of sidewalk
KEY OPPORTUNITIES AND ASSETS	• Setback of buildings from the existing right-of-way could allow for future sidewalks to be wider while minimizing adverse impacts to existing structures. • Several historic structures provide character and contribute to the diversity of building types
SEGMENT 5: STATE STREET BETWEEN 24TH AND 25TH STREETS	
KEY BARRIERS	• Minimal street trees • Many curb cuts and surface parking lots • Existing setback of buildings from the street • Narrow width and poor condition of sidewalk
KEY OPPORTUNITIES AND ASSETS	• Wider right-of-way • Bike lanes act as a buffer between vehicle travel lanes and the sidewalk. • Setback of buildings from the existing right-of-way could allow for future sidewalks to be wider while minimizing adverse impacts to existing structures. • Historic property at 25th Street and State Street (2493 State Street) provides character and historical context • Vacant lots represent redevelopment opportunities

5. LAND USE ALTERNATIVES

5.1. NEW ZONING TYPES

The recommended zoning framework is a "family" of two related, context-sensitive, new mixed-use zones that would apply to portions of the entire State Street corridor. Several possible patterns for the two proposed zones were produced, as described in the Land Use Alternatives section below. Each pattern or configuration provides a different response to the context and to community feedback, and each performs differently against certain goals, objectives, and criteria.

The two proposed new zones are described in the following summary. Generally, the proposed zones allow nearly the same uses and have nearly the same development standards. The main difference between the two is that the Mixed Use-1 Zone promotes ground-floor retail uses, and the Mixed Use-2 Zone does not. The zoning code language for both proposed zones is presented in Appendix A.

Mixed Use-1 Zone

- *Description:* The MU-1 zone is intended to result in the development of primarily multi-story mixed-use buildings that have retail or office on the ground floor and housing or office uses on the upper floors. Ground-floor retail is a priority in this zone; therefore, the zoning requires the ground floors of buildings to be of a minimum floor-to-ceiling height. This standard ensures that retail can be accommodated in the future if it is not economically viable upon construction ("retail ready"). Development standards encourage pedestrian-friendly buildings. For example, buildings in this zone have no (or minimal) setbacks, and the facades have a high level of architectural detail.
- *Uses:* A mix of complementary uses are allowed, including retail, office, and multifamily housing. New auto-related uses such as car sales are prohibited as are higher-impact industrial uses.
- *Building Envelope:* This zone is urban in nature and requires no setbacks from the street. The proposed maximum height is approximately 4 stories and 55 feet. Buildings in this zone may cover 100 percent of the site. Buildings that are adjacent to residential zones must be set back, with greater setbacks required for upper stories.
- *Building Design:* The fronts of buildings on State Street are required to provide weather protection such as awnings, a high percentage of ground floor windows, and a primary entrance on State Street. Additional standards to emphasize vertical and horizontal architectural details of the building façade are required, but they are provided in a menu format from which developers and designers can choose. Examples of such façade standards include the highlighting of structural bays or the base, middle, and top of the building and the expression of the bulkhead and cornice components of a storefront.

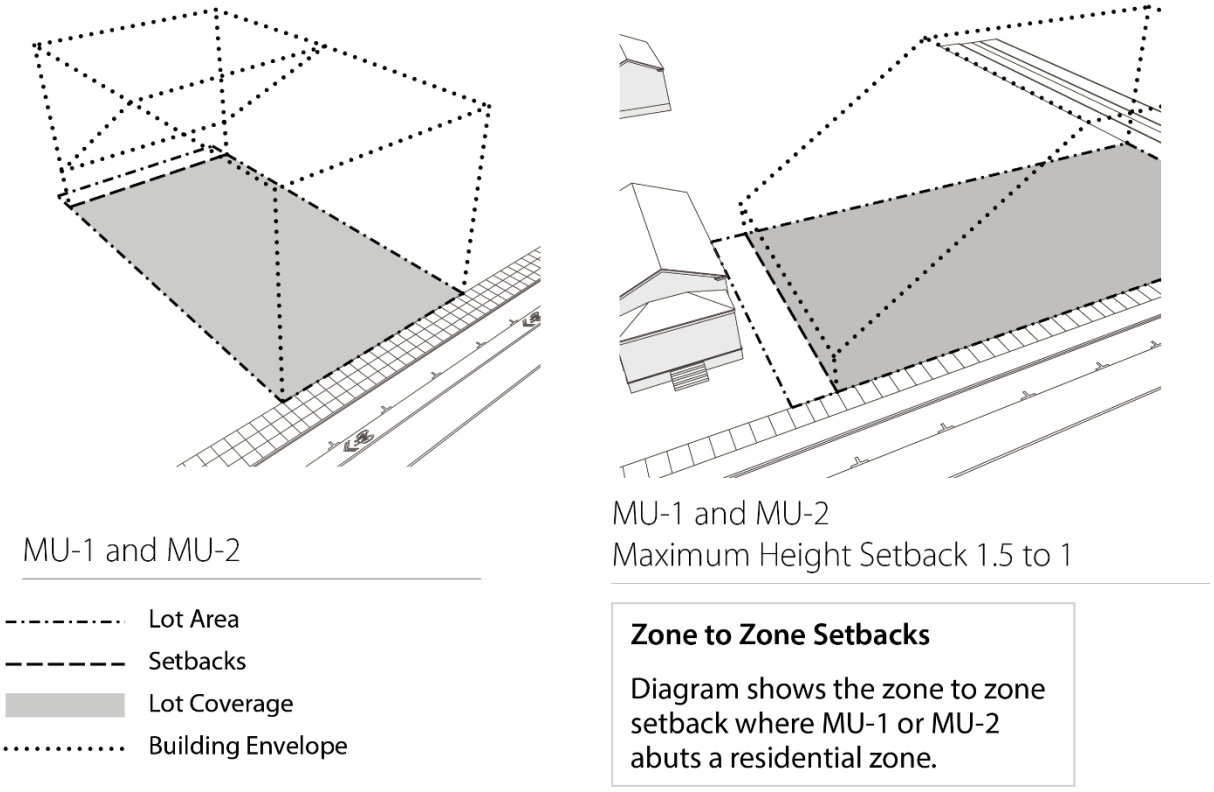
Mixed Use-2 Zone

- *Description:* The MU-2 zone is a mixed-use zone that allows multifamily housing and mixed-use buildings. Residential uses are permitted at the ground floor, but they are required to be separated from the sidewalk to ensure privacy for residents and provide an adequate transition between dwelling units and the public realm.
- *Uses:* Similar to the MU-1 zone, a mix of complementary uses are allowed, including retail, office, and multifamily housing. New auto-related uses such as car sales are prohibited as are higher-impact industrial uses.
- *Building Envelope:* This zone, like the MU-1 zone, is urban in nature. Buildings are allowed to be up to 55 feet tall, which is the same maximum height as the MU-1 zone.
- *Building Design*: Standards for the design of buildings are proposed to be similar as in the MU-1 zone, except the ground floors of buildings are not required to be as high as in the MU-1 zone. Ground floor space is not required to be "retail ready" (convertible to retail uses), and residential uses are permitted to permanently occupy ground floor of buildings. When residential uses occupy the ground floor, a vertical or horizontal setback is required to ensure that privacy and adequate transitions are provided between the domestic areas of a dwelling

unit and the public realm of the street. The MU-2 zone also requires a lower percentage of ground-floor windows in buildings compared to the MU-1 zone.

Figure 10 shows the maximum developable area for the proposed MU-1 and MU-2 zones. These diagrams illustrate that development of the entire site is possible; however, due to parking requirements, no development will likely take advantage of the full allowed building envelope.

Figure 10. Development Standards, Proposed Zoning



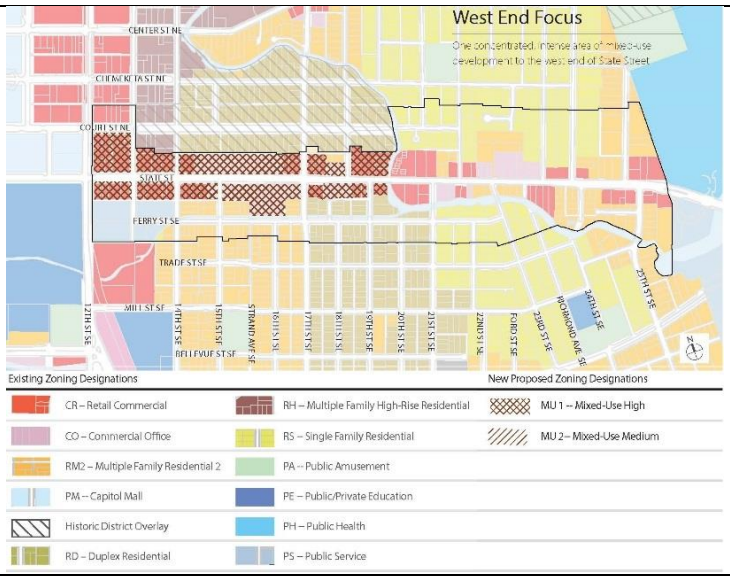
5.2. LAND USE ALTERNATIVES

Through stakeholder interviews, surveys, and public workshops, the project team received input from the community about what improvements they would like to see and how they would like to see the corridor develop over time. There was broad support for improved sidewalk conditions, more street trees, and less surface parking lots throughout the corridor. There were differences, however, in where people wanted to see intensity of development and how the proposed zones should be applied. Based on this feedback, a number of different alternatives were presented to the public showing the MU-1 and MU-2 zones in different configurations.

West End Focus

This alternative is intended to create a concentrated, intense area of mixed-use development to the west end of State Street. Change is limited for the most part to the lots directly facing the corridor.

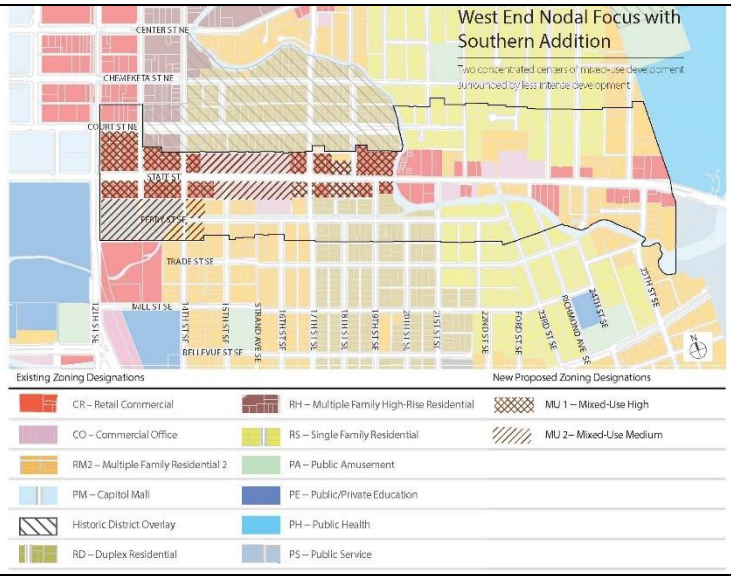
- West end focus
- Highest intensity
- Single zone



West End Focus with Southern Addition

This alternative is intended to create two concentrated centers of mixed-use development surrounded by a larger swath of less intense development at the west end of State Street.

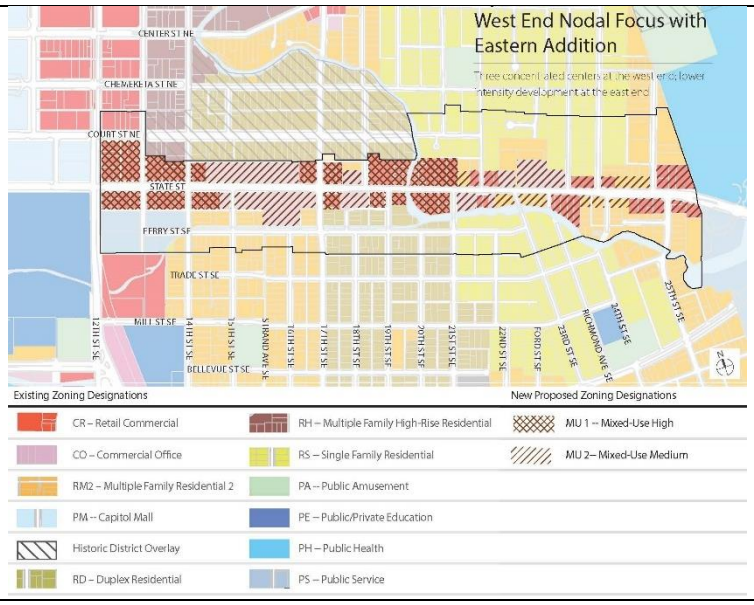
- West end focus
- Mixed intensity in nodal pattern
- Two zones
- Southern addition



West End Nodal Focus with Eastern Addition

This alternative is intended to create three concentrated centers of mixed-use development at the west end of State Street, and a consistent level of lower intensity development at the east end of State Street. Change is limited for the most part to the lots directly facing the corridor.

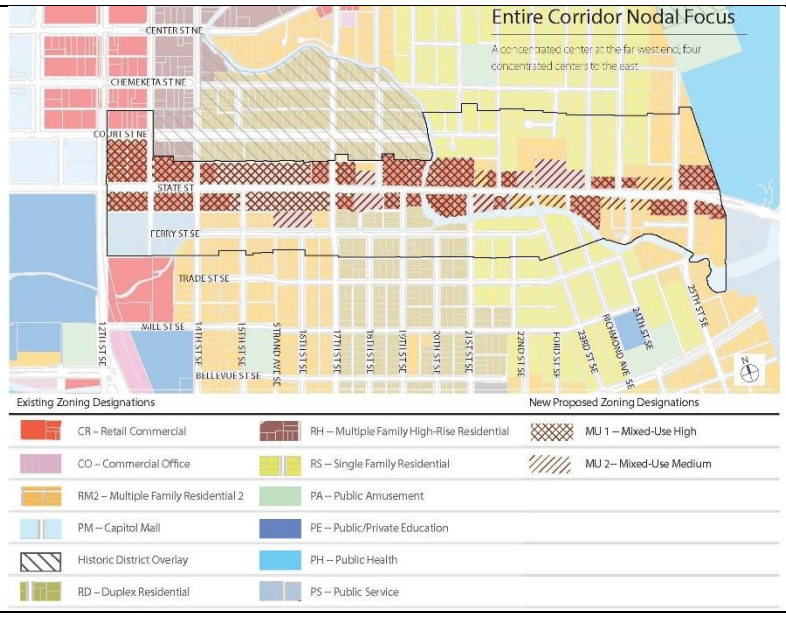
- Entire corridor focus
- West of 21st Street mixed intensity in nodal pattern
- Two zones



Entire Corridor Nodal Focus

This alternative is intended to create a concentrated, intense area of mixed-use development to the far west end of State Street and four concentrated centers of mixed-use development to the east end interspersed with less intense mixed-use development. Change is limited for the most part to the lots directly facing the corridor.

- Entire corridor focus
- Mixed intensity nodal pattern
- Two zones



5.3. SCREENING AND PERFORMANCE OF LAND USE ALTERNATIVES

The performance of the land use alternatives and the proposed new zones were assessed against the Evaluation Criteria established in Final Memorandum #2, *Evaluation Criteria for the State Street Corridor Plan* (March 22, 2016). Performance of the land use alternatives are summarized below by objective. A full and detailed evaluation of the performance of the alternatives can be found in Final Memorandum #4, *Tier 1 Screening of Land Use and Street Design Alternatives* (October 11, 2016) and Final Memorandum #6, *Preferred Land Use Option & Tier 2 Evaluation* (June 12, 2017).

Table 3. Summary Evaluation of the Land Use Alternatives

OBJECTIVE	EVALUATION
GOAL 1: PROMOTE ECONOMIC VITALITY AND LIVABILITY	
Encourages pedestrian-oriented, mixed-use development and redevelopment of underutilized properties	• Alternatives that focus on the west end do little to improve pedestrian-oriented development on the eastern portion of the corridor.
Creates a safe, attractive, pedestrian-friendly environment	• The impact of design standards is significant in achieving the goal of pedestrian-oriented site and building design, so alternatives with the most MU-1 zone coverage perform the best.
Supports the business environment	• All alternatives have provisions that minimize barriers to improving existing buildings to become more consistent with pedestrian-oriented designs. • On-site parking requirements will likely continue to result in significant portions of sites being dedicated to surface parking despite proposed modifications to reduce some requirements.
Minimizes negative impacts on adjacent neighborhoods	• All alternatives work to minimize negative impacts on adjacent neighborhoods. Alternatives that address the entire corridor work to mitigate impacts along a longer portion of the corridor than those that address half of the corridor.
GOAL 2: IMPROVE MULTIMODAL ACCESS AND SAFETY	
The objectives related to this goal are addressed completely within the Street Design section (below).	
GOAL 3: ENCOURAGE FEASIBLE IMPROVEMENTS	
Aligns with projected market	• Alternatives that show MU-1 zoning applied to the west side of the corridor are most consistent with a realistic path of development momentum based on current uses, street character, and market value.
Consistent with adopted/accepted City plans	• Alternatives that apply MU-1 zoning along the whole corridor might be more consistent with plans such as the NEN-SESNA Neighborhood Plan by encouraging pedestrian-friendly, mixed-use development along the whole corridor. However, MU-2 proposed zoning is still more consistent with the NEN-SESNA Neighborhood Plan than is current zoning.
Maximizes cost effectiveness	• • Alternatives that focus on the west end may be more effective at leveraging private investment and attracting non-City funding because it is a more concentrated areas. There is potential for the western portion to redevelop first, however, followed by redevelopment east of 17th street as in the alternatives that apply mixed-use zoning along the entire corridor.
Garners broad public support	• There is public stakeholder support for two mixed-use zones. • Of the September 14, 2016 meeting attendees: o 80% agreed with the statement: "I prefer the mix of uses along State Street to be a mix of intensities (MU-1 and MU-2)." o 79% agreed with the statement: "I prefer new development on State Street to be throughout the entire corridor." o 60% agreed with the statement: "If there is a mix of uses throughout the entire corridor, I prefer the intensity of development to be more intense on the west, less intense on the east." o 67% agreed with the statement: "I prefer new development on State Street to be concentrated in nodes."

6. STREET DESIGN ALTERNATIVES

6.1. OVERVIEW OF STREET DESIGN ALTERNATIVES

Three street design alternatives were developed to reconfigure the roadway cross section on State Street to support the project goals. All alternatives provide enhanced pedestrian facilities and routes for bicyclists compared to existing conditions. The alternatives are described below.

- Alternative 1 – Improved Four-Lane provides four vehicle travel lanes (two eastbound and two westbound) with no center median.
- Alternative 2 – Road Diet reduces the number of through travel lanes to one in each direction plus a center turn lane.
- Alternative 3 – Hybrid is a combination of Alternative 1 west of 17th Street and Alternative 2 east of 17th Street.

Each alternative is divided into three geographic segments. These segments were chosen based on the existing character of the adjacent development as well as the available right-of-way width. The roadway cross section varies throughout the length of the project but is relatively consistent within each segment. The three segments are as follows:

- Segment A: 12th Street to 13th Street
- Segment B: 13th Street to 17th Street
- Segment C: 17th Street to 25th Street

All alternatives consider bicycle routes and the intensity of pedestrian crossing treatments. Each alternative also retained or added on-street parking where possible. As described below, the Street Design Alternatives were considered separately to determine the effects, impacts, and benefits of including or excluding various elements. Due to the constrained nature of the corridor, not all desired improvements could fit into the existing right of way; therefore, in most cases, right-of-way may need to be acquired to fully construct the desired alternative.

Each of the alternatives seeks to reuse the existing curb where possible because full reconstruction of the roadway may be cost prohibitive. Existing pavement width is also redistributed within each alternative to provide improved channelization and opportunities for future improvement as redevelopment takes place. Potential driveway closures are noted on the street plan exhibits in Appendix B.

As the study progressed through evaluation, the street design alternatives were modified based on public feedback and City standards. The Road Diet alternative performed the best during initial (Tier 1) review; however, the alternatives were refined so that they all provided more pedestrian improvements in the second round of evaluation (Tier 2). Additionally, bike lanes were added to the Road Diet alternative to meet City major arterial standards.

The table below summarizes the differences in each alternative. The sections that follow provide a more detailed narrative describing the refined alternatives that were carried into the third phase of public engagement.

Table 4. Alternatives Development

Alterative	Element	Original Alternative	Refined Alternative
Alternative 1 – Improved Four-Lane	Bike Lanes on State Street	No	No
	Sidewalks	6- to 10-foot sidewalk	12- to 15-foot sidewalks
	Property Acquisitions	No	Yes
Alternative 2 – Road Diet	Bike Lanes on State Street	Two versions of the Road Diet alternative were originally considered, one of which had bike lanes	Yes
	Sidewalks	8- to 13-foot sidewalks	12- to 15-foot sidewalks, with 23-foot sidewalk on the north side of the street between 13th & 14th Street
	Property Acquisitions	No	Yes
	Traffic Signals at 19th & 21st	No	No
Alternative 3 – Hybrid	Bike Lanes on State Street	No	Yes, between 13th and 17th Street
	Sidewalks	6- to 13-foot sidewalks	12- to 15-foot sidewalks, with 23-foot sidewalk on the north side of the street between 13th & 14th Street
	Property Acquisitions	No	Yes
	Traffic Signals at 19th & 21st	No	No

Alternative 1 – Improved Four-Lane

Alternative 1 – Improved Four-Lane generally provides four travel lanes (two in each direction) with no median as shown on Figure 11. This is similar to the existing roadway, although enhancements to pedestrian facilities are provided in each of the three segments.

Segment A – Three eastbound vehicle travel lanes are proposed in this segment. The northernmost of the three lanes becomes a dedicated left turn lane at 13th Street where the one-way section ends. The two through lanes are 12-feet wide, while the left-turn lane is 13-feet wide. Angled parking, similar to the existing condition in this segment, is maintained on both the north and south sides of State Street. The pedestrian realm consists of a 4-foot landscape buffer strip on the north side and 12-foot-wide sidewalks on both sides of the street. Existing curbs are maintained along the back of existing angled parking, and new, enhanced bulb outs are provided at either end.

Segment B – A four-lane section is provided with 13-foot outside travel lanes and 11-foot inside travel lanes. An 8-foot-wide row of parallel parking is provided on both sides of State Street in areas outside of intersections and driveways. At the intersections with 14th and 17th streets, parallel parking is omitted to allow room for the existing left-turn lanes to be maintained. A 12-foot sidewalk is provided on both sides of State Street through this segment. A pedestrian crossing with a rapid flashing beacon is located on the east side of the intersection of 15th Street SE to improve pedestrian crossings.

On 17th Street, traffic analysis warrants right-turn lanes to be added to the north and south of State Street. The right-turn lanes on 17th Street are 12 feet wide with a 5-foot through bike lane located to the left of the turn lane.

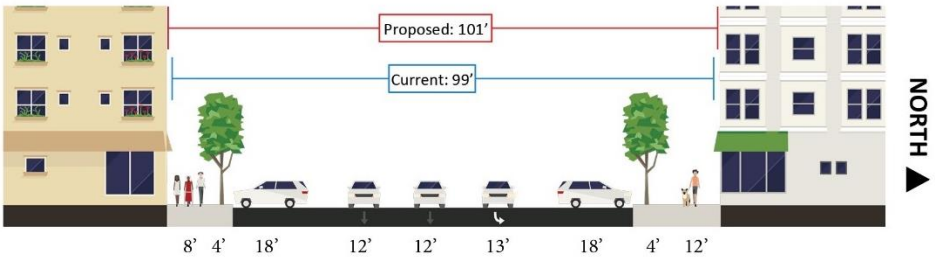
Segment C – This segment is similar to the four-lane section described in Segment B. Due to constrained right-of-way, however, there is no room to add parallel parking without significant impacts to the pedestrian realm and/or abutting private property. A 15-foot and 12-foot sidewalk is provided on the north and south sides of the road, respectively. The 15-foot sidewalk area is designed to allow space for the optional construction of parking pockets as redevelopment occurs. Two pedestrian crossings with rapid flashing beacons are proposed, one on the west corner of 19th Street SE and the other on the west corner of 21st Street SE. At 24th Street NE, the roadway section tapers to match the existing section, which provides two lanes in each direction, a center median/left turn lane, and bicycle lanes. A median is located at 25th Street, eliminating a left-turn movement into a private driveway.

Bicycle facilities have been identified as a desirable element of the State Street corridor for years. However, due to the narrow right of way along this portion of the corridor, bicycle lanes are not located on State Street to provide space for other desirable streetscape elements. Instead, parallel east-west bicycle routes are located on Chemeketa Street NE to the north of State Street and Mill Street SE to the south. The bike route on Chemeketa Street NE, which is approximately 850 feet or 2 blocks north of the corridor, provides a connection to existing bike lanes on State Street via 24th Street NE. The bike route on Mill Street SE provides a connection to existing bicycle lanes on State Street at 24th Street SE via a proposed new bicycle and pedestrian bridge across Mill Creek. Enhanced crossings are provided on both routes at their intersections with 17th Street. They could include a painted or concrete median to provide a refuge for a two-stage crossing of 17th Street.

Figure 11. Improved Four-Lane Street Design - Alternative 1

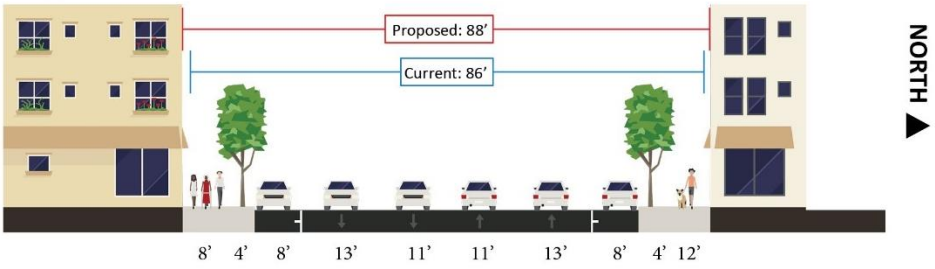
Between 12th and 13th Street - Segment A

- **Change from existing:** Right-of-way increased to 101' by added 2' of sidewalk on the south side.



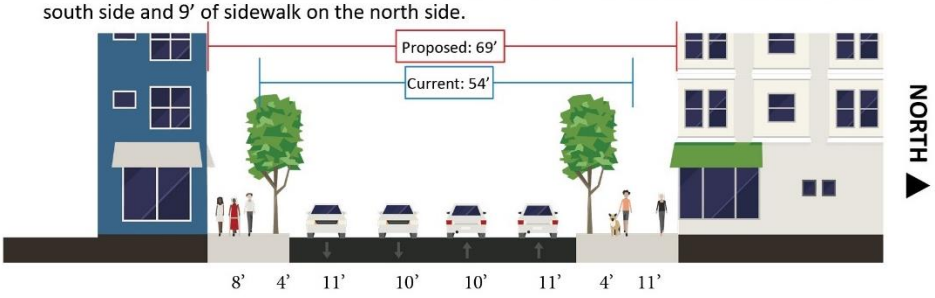
Between 13th and 17th Street - Segment B

- **Change from Existing:** Right-of-way increased to 88' by adding 2' of sidewalk on the north side.



Between 17th and 25th Street - Segment C

- **Change from Existing:** Improved right-of-way increased to 69' by adding 6' of sidewalk on the south side and 9' of sidewalk on the north side.



Alternative 2 – Road Diet

Alternative 2 – Road Diet consists of two through vehicle travel lanes (one in each direction), a center median/left-turn lane, and bicycle lanes as shown on Figure 12. Removal of a vehicle lane, known as a "road diet," provides space for bike lanes and wider sidewalks. The City of Salem does not use rapid flashing beacons for roadways with only a single lane in each direction; as such, this alternative provides striped crosswalks with pedestrian refuges in the median area at three locations on State Street. The following highlights the various segment changes for Alternative 2.

Segment A – This segment is similar to what is provided in Alternative 1 – Improved Four-Lane, three eastbound vehicle travel lanes. The northern 13-foot lane becomes a dedicated left-turn lane at 13th Street where the one-way section ends. The two 12-foot through lanes reduce to one lane in this segment to match the road diet cross section in Segment B. An 18-foot-deep row of angled parking is provided on both the north and south sides of State Street, and existing curbs remain in place. The sidewalk on the north side is 12 feet wide with a 4-foot landscape buffer, while the sidewalk on the south side is 12 feet wide.

Segment B – One 11-foot-wide vehicle travel lane is provided in each direction, with an 11-foot-wide center median/two-way left-turn lane. An 8-foot-wide row of parallel parking is provided on both the north and south sides of State Street as well as 5.5-foot bicycle lanes with a 2-foot buffer, beginning at 14th Street. At the intersections of 14th and 17th streets, curb extensions are provided, where possible, to reduce the crossing length for pedestrians. On the north and south sides, 12-foot sidewalks are provided. From 13th to 14th Street, the cross-section deviates from the rest of the segment due to the omission of bike lanes. The additional width could be used to build enhanced 18-foot angled parking with a 12-foot sidewalk. As properties redevelop, driveways in the area could be removed or modified. A 12-foot eastbound lane is added in this block to enhance traffic operations.

A left-turn lane is provided on 14th Street NE at the intersection with State Street, and a 12-foot right-turn lane is provided on State Street at 17th Street. To better accommodate traffic volumes, receiving lanes are added to 17th Street for southbound traffic and to State Street for westbound traffic. A pedestrian crossing with median islands is located just east of 15th Street to improve pedestrian crossings.

Segment C – The vehicle travel lanes continue as described in Segment B, with one 11-foot lane in each direction. The center median width reduces to 10 feet in width. Bicycle lanes would continue east to 24th Street NE but would be reduced to 5-feet wide with no buffer. Parking is not accommodated on State Street in this segment; however, 15-foot sidewalks are provided on the north side and could be developed into parking pockets in the future. On the south side, 12-foot sidewalks are provided. Two pedestrian crossings with median islands are proposed on the west corner of 19th Street SE and on the west corner of 21st Street SE. An evaluation would need to be performed at the crossings to determine whether driveway access can remain open with the addition of median islands.

The roadway section widens at 24th Street NE to match the existing roadway. A median is located at 25th Street, eliminating a left-turn movement into a private driveway to improve pedestrian safety at this intersection. Westbound traffic between 24th and 25th streets NE would have their through lane converted to a right-turn lane. The existing bicycle lane is discontinued along the curb line and

reintroduced to the left of the new right turn lane. This treatment indicates to cyclists the need to merge across the outside travel lane if they wish to continue westbound on State Street.

Alternative 3 – Hybrid Street Design

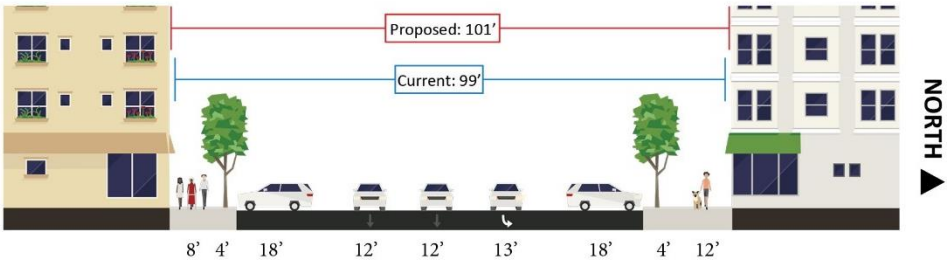
This alternative is a hybrid of Alternative 1 – Improved Four-Lane and Alternative 2 – Road Diet, as shown on Figure 13. The Road Diet elements are provided from 12th to 17th street. This includes reconfiguring State Street into three lanes, adding buffered bicycle lanes from 14th to 17th street, and adding a pedestrian crossing at 15th Street, as described in Alternative 2 – Road Diet. From 17th to 25th street, the Improved Four-Lane elements are provided. This includes retaining four travel lanes and adding enhanced pedestrian crossings at 19th and 21st streets.

To better accommodate traffic volumes, a left-turn lane is provided on 14th Street NE at the intersection with State Street. At the intersection of 17th Street, receiving lanes are added as they are in the Road Diet alternative.

Figure 12. Road Diet Street Design - Alternative 2

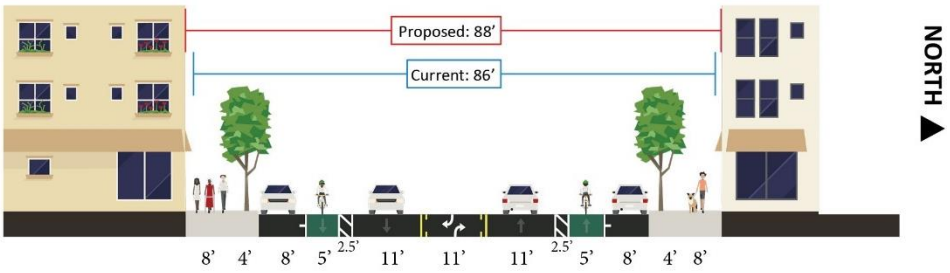
Between 12th and 13th Street - Segment A

- **Change from existing:** Right-of-way increased to 101' by added 2' of sidewalk on the south side.



Between 13th and 17th Street - Segment B

- **Change from Existing:** Right-of-way increased to 88' by adding 2' of sidewalk on the north side. Two travel lanes removed and replaced with a two-way left turn lane and buffered bike lanes.



Between 17th and 25th Street - Segment C

- **Change from Existing:** Improved right-of-way increased to 69' by adding 6' of sidewalk on the south side and 9' of sidewalk on the north side. Travel lane removed in each direction and replaced with a two-way left-turn lane and 5' bike lanes.

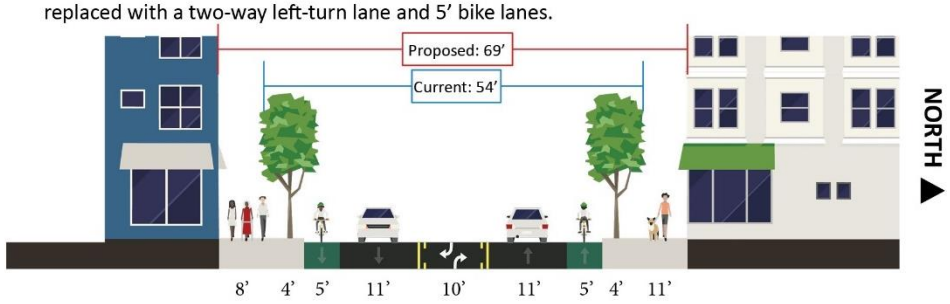
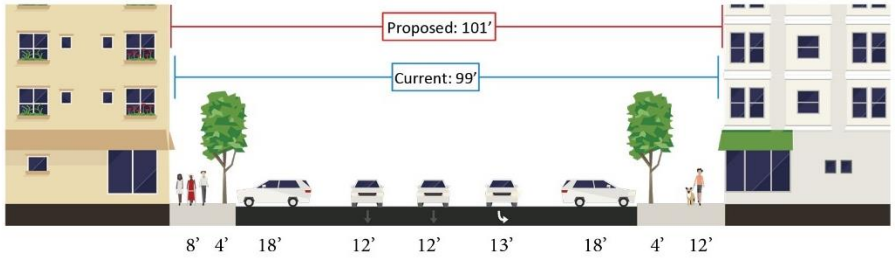


Figure 13. Hybrid Street Design – Alternative 3

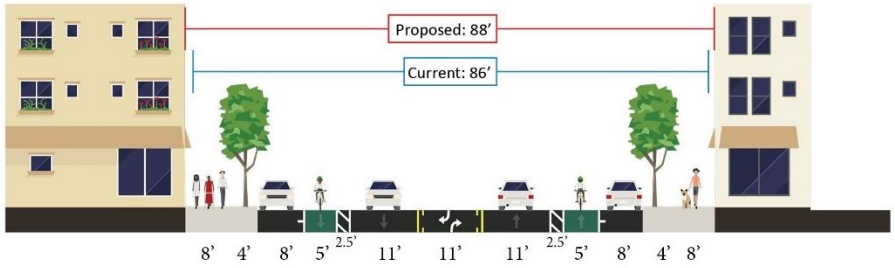
Between 12th and 13th Street - Segment A

- **Change from existing:** Right-of-way increased to 101' by added 2' of sidewalk on the south side.



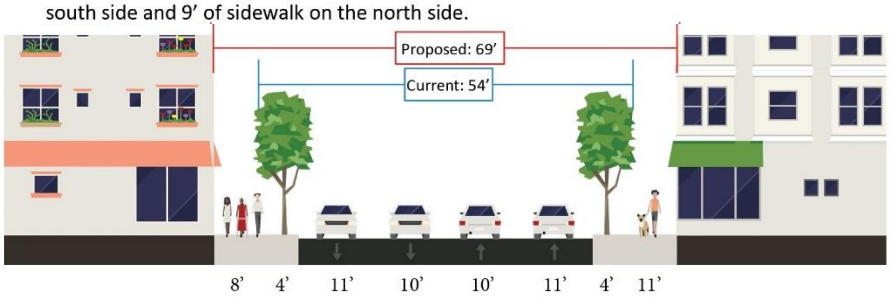
Between 13th and 17th Street - Segment B

- **Change from Existing:** Right-of-way increased to 88' by adding 2' of sidewalk on the north side. Two travel lanes removed and replaced with a two-way left turn lane and buffered bike lanes.



Between 17th and 25th Street - Segment C

- **Change from Existing:** Improved right-of-way increased to 69' by adding 6' of sidewalk on the south side and 9' of sidewalk on the north side.



6.2. PERFORMANCE OF THE ALTERNATIVES

The three street design alternatives were analyzed for their future multimodal traffic performance and their impacts to private property per the evaluation criteria detailed in Final Memorandum #2, *Evaluation Criteria for the State Street Corridor Plan* (March 22, 2016). Final Memorandum #4 *Tier 1 Screening of Land Use and Street Design Alternatives* (October 11, 2016) as well as Final Technical Memorandum #7, *Tier 2 Evaluation of the Street Design Alternatives* (June 20, 2017), provide more detail on how each alternative performs. This section highlights some key metrics and performance differences of the alternatives.

Traffic Analysis

Traffic analysis was conducted for each of the street design alternatives to identify locations along the corridor that would not meet acceptable traffic performance standards in the future conditions. The City of Salem requires all signals to perform to a specific level of service (LOS) and delay standards. As part of this exercise, mitigation and roadway improvements were identified to alleviate the traffic issues and allow the street design alternative to perform at acceptable levels. For new or reconstructed facilities, the City of Salem uses a lower end of LOS D standard and volume to capacity (v/c) ratios of less than 0.90 during peak hour. For current operations, the City uses LOS E (where traffic volumes approach 100 percent of the street's effective capacity) as a standard during the morning or evening peak travel hour.[4]

The intersection analysis found that impacts would occur at 12th, 14th, and 17th streets under the Road Diet and Hybrid alternatives. The Improved Four-Lane Alternative impacted 12th and 17th streets. Mitigations were proposed to alleviate the traffic impacts, most often by adding left turn lanes at the intersections. However, a historic building and the railroad at 12th Street prevented full mitigation at this intersection under all the alternatives.

Multimodal Analysis

To assess the overall future anticipated experience of users using the State Street corridor on foot, by bicycle, or using transit, the project team used the Simplified Multimodal Level of Service (MMLOS) methodology as described in the Oregon Department of Transportation (ODOT) Analysis Procedures Manual (APM). Specific detail about how the analysis was conducted is described in Memorandum #7. The Road Diet Alternative improved multimodal access the most, but all the alternatives would improve walkability, bikeability, and access to transit along some portion of the corridor.

Safety Analysis

Safety analysis was conducted for each Street Design Alternative in 2035 using the predictive safety assessment based on the Highway Safety Manual (HSM) methodology. ODOT's Analysis Procedures Manual provides 90th percentile crash rates based on observed rates at intersections in Oregon for eight different types of intersections: urban four-leg signalized; urban four-leg unsignalized; urban three-leg signalized; urban three-leg unsignalized; and rural locations of the same four configurations.

In summary, Alterative 1 – Improved Four-Lane and the No Build scenarios yield very similar crash predictions for all intersections as the volumes and intersection configurations are mostly the same. Although predicted crash rates are slightly higher under Alternative 2 – Road Diet, it provides the most

[4] Please refer to Technical Memorandum #7 for a detailed explanation of the traffic modeling effort.

consistent predicted safety improvement of all of the alternatives in terms of total number of crashes for all intersections. The roadway changes result in the predicted total number of crashes reduced by at least 20 percent at six intersections along State Street. This stems from the underlying approach of Alternative 2 – Road Diet, which reduces the number of lanes on State Street and adds a two-way left-turn median that becomes a left-turn lane in both the eastbound and westbound directions. Alternative 3 – Hybrid is predicted to provide a slight improvement in the total number of predicted crashes and to see crash rates very similar to those of Alternative 1 – Improved Four-Lane.

6.3. SCREENING AND PERFORMANCE OF STREET DESIGN ALTERNATIVES

In general, the street design alternatives were created to best address the goals and objectives within the larger framework of their representative design (i.e. two vehicle travel lanes in each direction or one vehicle travel lane in each direction). The table below summarizes the performance of the refined Street Design Alternatives. A full and detailed evaluation of the performance of the alternatives can be found in Final Memorandum #4, *Tier 1 Screening of Land Use and Street Design Alternatives* (October 11, 2016) and Final Memorandum #7, *Tier 2 Evaluation of the Street Design Alternatives* (June 20, 2017).

Table 5. Summary Evaluation of the Land Use Alternatives

OBJECTIVE	EVALUATION
GOAL 1: PROMOTE ECONOMIC VITALITY AND LIVABILITY	
Creates a safe, attractive, pedestrian-friendly environment	• The ability of the Road Diet and Hybrid alternatives to provide wider sidewalks, especially between 13th and 14th streets, is instrumental in the success of these designs compared to the Improved Four-Lane Alternative.
Supports the business environment *(Measured by the ability to allow for on-street parking)*	• None of the Street Design Alternatives provide ample room for on-street parking due to the tradeoff between pedestrian and bicycle improvements and parking. • The Road Diet and Hybrid alternatives, however, provide more parking opportunities than the Improved Four-Lane Alternative.
Minimizes negative impacts on adjacent neighborhoods	• The Road Diet Alternative saw a significant portion of traffic diverting off the corridor and onto the residential street network. This impact was noticeably less under the Hybrid Alternative. • All the alternatives impact properties, such as through property acquisition and driveway relocations associated with the construction of the improved roadway. At the conceptual design level, it is difficult to identify the true extent of the impacts, but it is assumed that many of the significant and historical resource impacts could be avoided.

OBJECTIVE	EVALUATION
GOAL 2: IMPROVE MULTIMODAL ACCESS AND SAFETY	
Improves multimodal access and safety	• Project stakeholders continually prioritized the quality of the pedestrian environment over the provision of bike facilities. • The Road Diet Alternative reduces the distance to cross the street, and the Four-Lane Alternative does not. • New roadway crossings associated with all of the Alternatives provide better connectivity to transit stops on the corridor. • The non-continuous bicycle facilities associated with the Hybrid Alternative present a potential safety issue. • The Road Diet Alternative may slow traffic on State Street because vehicles cannot speed or overtake vehicles in adjacent lanes. This benefit is partially experienced under the Hybrid Alternative.
GOAL 3: ENCOURAGE FEASIBLE IMPROVEMENTS	
Aligns with projected market	• The Road Diet and Hybrid alternatives provide 23-foot-wide sidewalks on the north side of the street between 13th and 14th streets, which provide an opportunity for pedestrian amenities that encourage gathering and lingering. • The Road Diet and Hybrid alternatives align well with the economic analysis, which found the likelihood private investment to be greater on the west end of the study area.
Consistent with adopted/accepted City plans	• The NEN-SESNA Neighborhood Plan identifies a Road Diet on State Street as a potential alternative design to provide space for other improvements such as bike lanes and wider sidewalks. The Road Diet Alternative therefore best addresses the adopted plan followed by the Hybrid Alternative. • The Road Diet Alternative goes the furthest to address the City's safety policies, as it calms traffic and provides for easier pedestrian crossing at major intersections.
Maximizes cost effectiveness	• Improved Four-Lane Alternative is the most cost effective alternative, as it is very similar to existing conditions. The Road Diet and Hybrid alternatives cost about 30 percent more. • The Road Diet and Hybrid alternatives will likely attract other non-City funding because they are more consistent with the corridor's market potential and go further to enhance the multi-modal conditions than the Improved Four Lane Alternative.
Garners broad public support	• Some stakeholders voiced their preference for the Road Diet Alternative and the pedestrian amenities it would bring to the corridor. • Some stakeholders saw the Hybrid Alternative as a good compromise that balanced the desire to see a road diet implemented on State Street, while limiting the impact of cut-through traffic on residential streets.

7. ONE CORRIDOR: RECOMMENDED LAND USE AND STREET DESIGN ALTERNATIVES

7.1. PREFERRED LAND USE ALTERNATIVE

The Preferred Land Use Alternative is depicted in Figure 14. As compared to the current zoning in the Study Area (shown on Figure 8 in Chapter 4), the new zones provide a cohesive approach to land use and design in two discrete segments. The MU-1 zone is applied west of 17th Street where it will

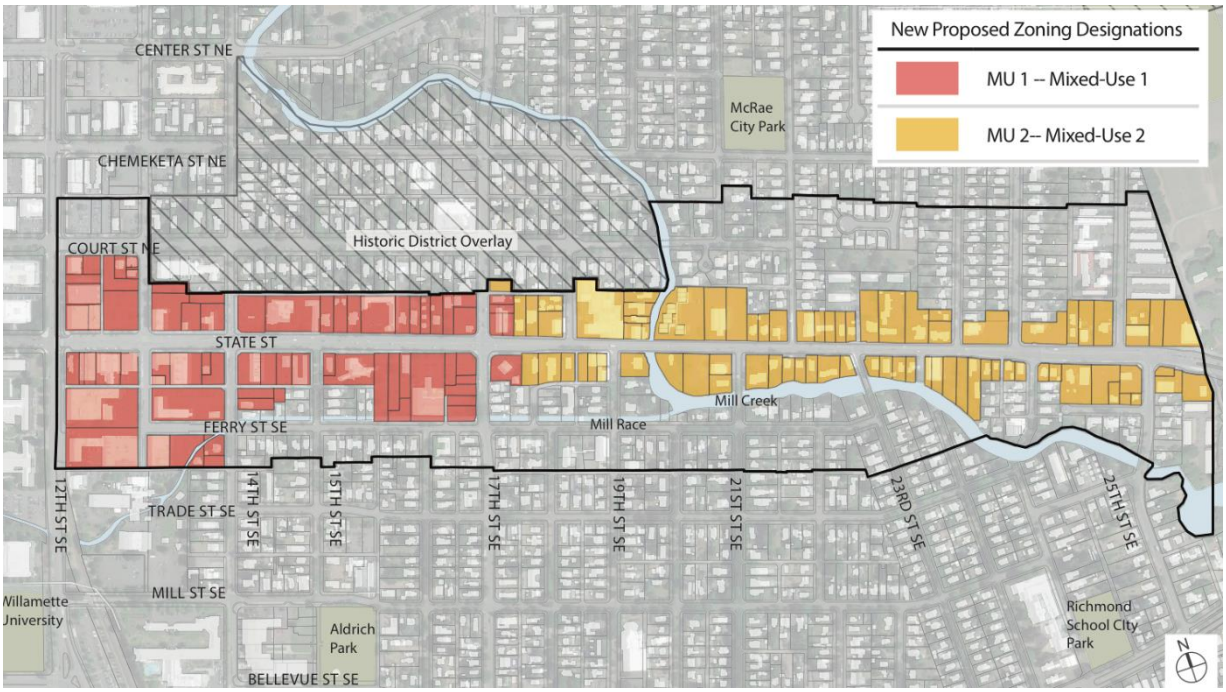
encourage mixed-use development and promote ground-floor retail uses. East of 17th Street, the MU-2 zone will promote both multifamily housing and mixed-use buildings.

In keeping with the community vision, the Preferred Land Use Alternative streamlines the zoning along the corridor, removes barriers to mixed-use development, and provides for pedestrian-friendly buildings through flexible development standards. It responds to the market analysis and community stakeholders by promoting more mixed-used development on the western portion of the corridor. Applying the MU-2 zone to the eastern portion of the corridor still allows for a mix of uses but also recognizes the more residential nature of the street by promoting standalone multifamily housing.

The Preferred Land Use Alternative is also responsive to the preferred street design. On the western side, the preferred street design provides an improved pedestrian environment, along with on-street parking, making it the most viable area for development. The requirement that the ground floor of buildings be "retail ready" by having higher floor-to-ceiling heights is, therefore, limited to the west side. There is also a greater expectation for vertical mixed-use buildings on the western side.

On the eastern side, pedestrian improvements (and on-street parking, where it can be provided) will largely have to be provided through dedication of private property, making it less conducive to multi-story mixed-use development in the near term. The proposed land use plan and implementing zoning code therefore responds to the street character and resulting development potential of properties. If the street does not support pedestrian activity, development patterns will not either. The eastern side focuses on encouraging infill residential development and allows other creative mixed-used forms of development.

Figure 14. Preferred Land Use Alternative



7.2. PREFERRED STREET DESIGN ALTERNATIVE

The Hybrid Alternative is the recommended Preferred Street Design Alternative. As described in the screening and performance section, the Hybrid Alternative performed well against the project's objectives and evaluation criteria with the following key differentiators:

- Traffic Diversion – The Hybrid Alternative is expected to result in some traffic diversion, but it is anticipated to have less of an impact on parallel routes and create less cut-through traffic than the Road Diet Alternative.
- Alignment with Market Analysis and Support of Corridor Businesses and Redevelopment – The market analysis identified the west segment of State Street, the portion between 14th Street to 17th Street, as the most viable for development and redevelopment. The Hybrid Alternative proposes the Road Diet cross section within this segment, which allows for wide sidewalks, including a 23-foot wide sidewalk, landscape, and pedestrian area along the north side of the street between 13th and 14th streets. The pedestrian infrastructure will allow people to stroll and relax on the street. Paired with the Preferred Land Use Alternative, this section of the corridor has potential to become an attractive destination.
- Ability to Phase Improvements – The Hybrid Alternative could be easier to phase since some of the improvements west of 17th Street may only require restriping to change the vehicle travel cross section. These improvements could be installed sooner, with the sidewalk and landscape strip plantings being improved as properties redevelop along the corridor.
  Additionally, the new pedestrian crossings at 15th Street, 19th Street, and 21st Street and the proposed median at 25th Street could be constructed and implemented sooner than the other improvements, if funding becomes available.
- Creation of a Safe, Attractive, Pedestrian-Friendly Environment – As described above, the Hybrid Alternative will provide the Road Diet Alternative cross section between 14th Street and 17th Street. These infrastructure improvements will provide a more attractive cross section with safer pedestrian crossings than the Improved Four-Lane Alternative. Along the entire corridor, the cross section will provide for landscaping between the sidewalk and the vehicle travel lanes, offering new opportunities for street trees.
- Consistency with Adopted Plans – The NEN-SESNA Neighborhood Plan specifically identifies a road diet as a potential street design solution for the corridor, and the Hybrid Alternative includes a road diet from 13th to 17th streets. In this segment, space is provided for pedestrian and bicycle improvements by reducing the number of travel lanes in each direction from two to one and providing a middle turn lane. Improvements include enhancing pedestrian street crossings using bulb-outs to reduce the street crossing distance, adding bicycle lanes to the cross section, providing wider sidewalks, and installing buffers between the sidewalk and vehicle travel lanes. East of 17th Street, enhanced pedestrian crossings and wider, buffered sidewalks aim to address safety priorities established by the City.

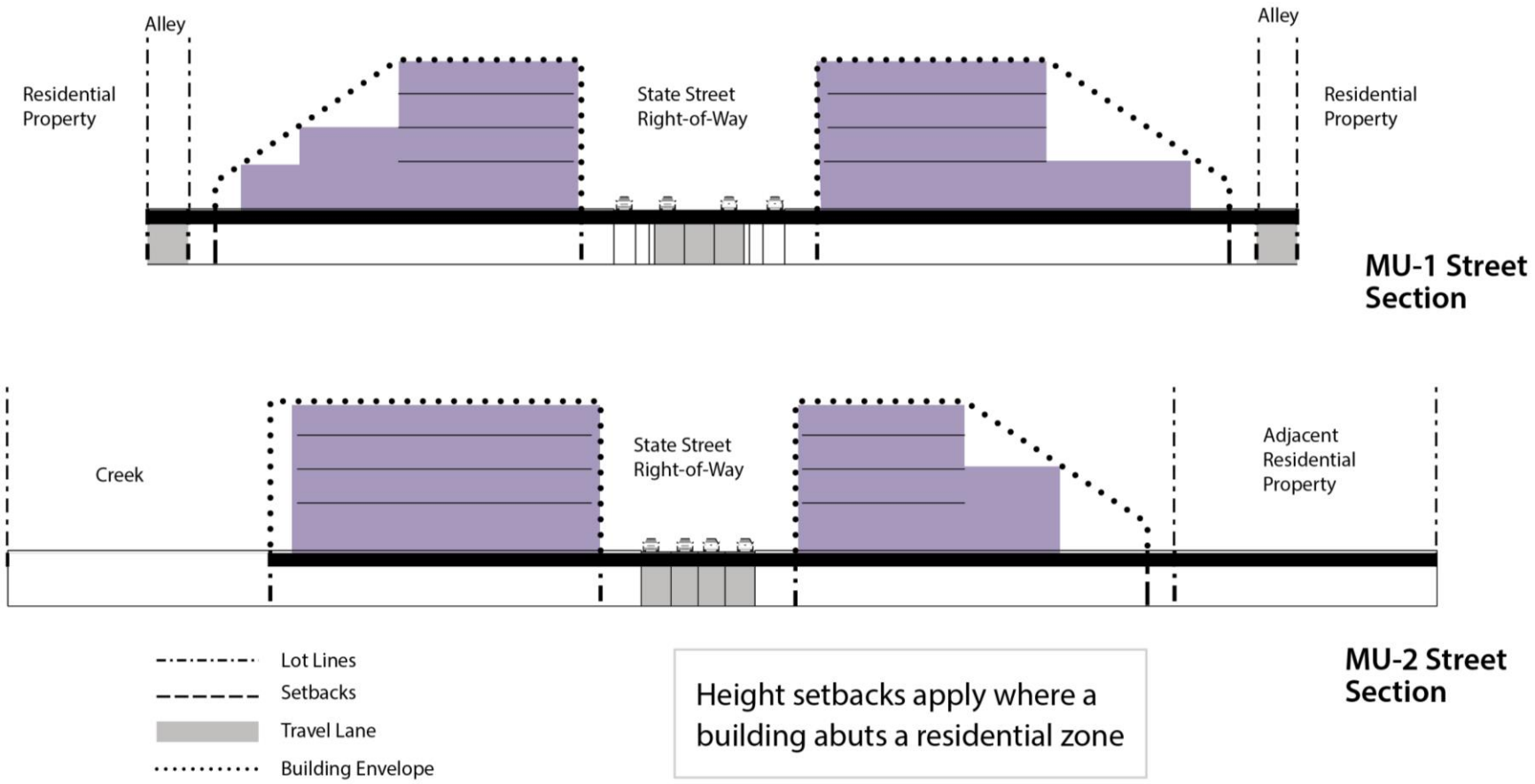
Overall, the Hybrid Alternative strikes a balance between enhancing pedestrian amenities that support redevelopment potential along the corridor and limiting potential traffic impacts to neighborhood and parallel streets.

7.3. ONE CORRIDOR

As infill development and redevelopment occurs on State Street, the land use regulations will guide building type and façade treatments. When State Street is reconstructed to the Hybrid Alternative cross section standards, the wider buffered sidewalks and enhanced pedestrian street crossings will make pedestrian conditions along the corridor safer and more pleasant. The intent is to encourage people to visit, live, or establish their businesses in the corridor.

The land use regulations will require development on State Street to be set back from residential zones, and that setback distance will increase as building height increases. Figure 15 shows these setbacks within the proposed MU-1 and MU-2 zones and includes the Preferred Street Design Alternative cross sections to depict the full transition from the back of a lot on south side of State Street to the back of a lot on the north. The sections show typical relationships for properties zoned MU-1 or MU-2 on State Street, where the properties are next to an alley, an adjacent property, or a creek. As shown and proposed in the Preferred Land Use Alternative, the land use regulations restrict the building height on properties adjacent to existing residential zones to ease the transition between uses.

Figure 15. Street Section, MU-1 and MU-2



The following figures illustrate how the street and building design come together to make a pedestrian-friendly place. Figure 16 shows the more urban context of the MU-1 zone on the west side of State Street, with wider sidewalks, taller ground floor heights, and a high percentage of façade transparency.

Figure 16. MU-1 Street-level Environment

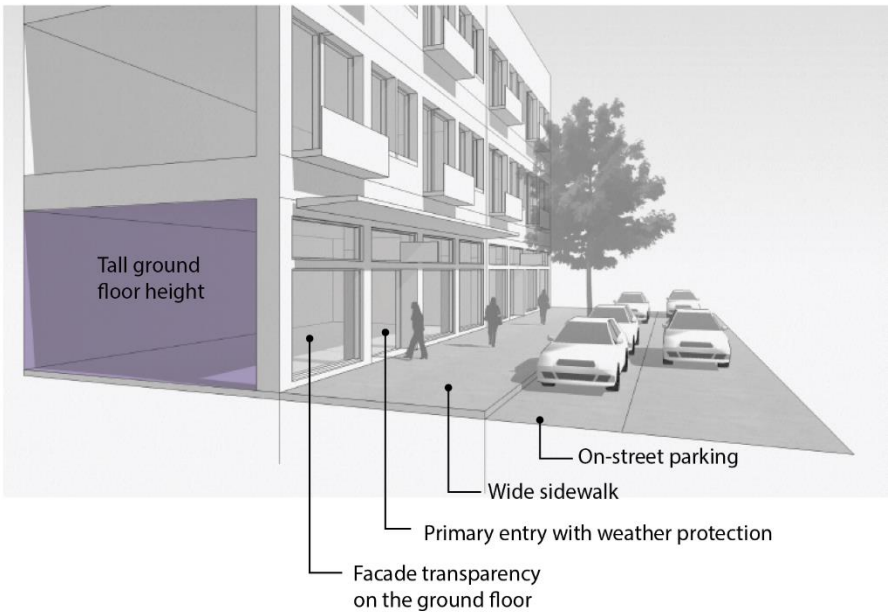
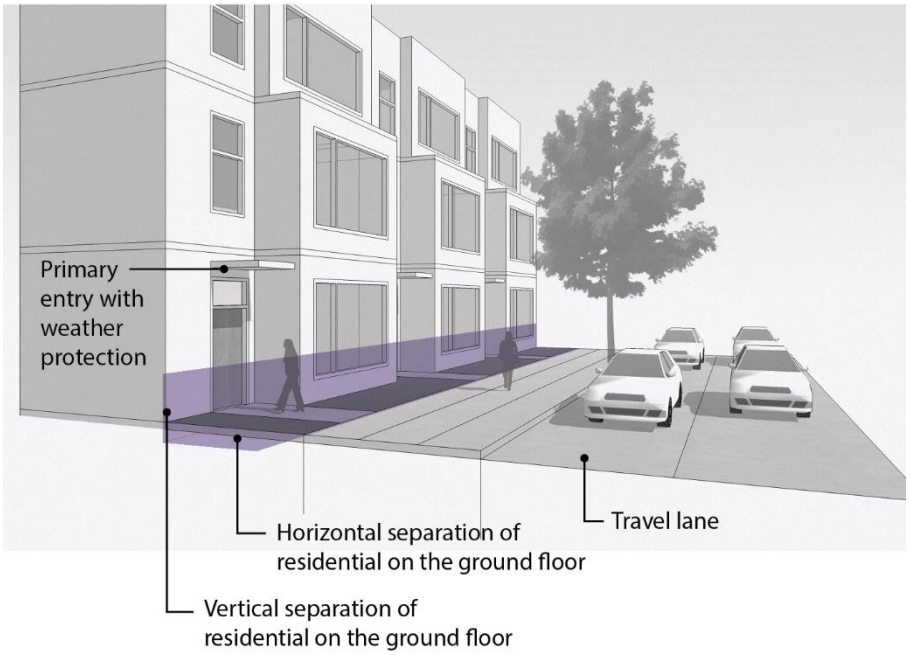


Figure 17 shows required vertical or horizontal separation when residential uses are on the ground floor in the proposed MU-2 zone on State Street.

Figure 17. MU-2 Street-level Environment



Rebalanced Priorities on State Street

The proposed land use zones and street design were developed to support each other. The table below describes how the four regulatory components of land use, parking, design standards, and street design were balanced in the State Street Corridor.

Regulatory component	Today	Preferred Alternatives
Land use	• Current zoning focuses on land uses at the expense of site and building design. • Current zoning does not explicitly describe the desired mixed-use development, and in many cases, it prohibits development that would meet the goals. • The current patchwork of land uses seems arbitrary. • The current patchwork is difficult to understand and may discourage redevelopment.	• Encourage the creative mixing of uses within single sites or development; avoid micromanaging land uses. • In general, focus on the form of buildings and less on the land use. • Avoid creating nonconforming uses through zoning code amendments; instead, permit existing uses to remain and contribute to State Street through better building and site design. • Promote the concept of adaptable buildings that can accommodate land use changes over time.
Design standards	• With its focus on land uses, current zoning does not explicitly describe the type or character of mixed-use development that is desired. • The current patchwork of different development standards is confusing, is inconsistent with community goals, and may discourage redevelopment because it can be difficult to understand and administer. • Many design standards, such as those for multifamily residential development, can add time and cost to development, and at the same time, may not necessarily produce desired development.	• Right-size the "building envelope" within which the market demand for development can occur. • Account for parking requirements; be realistic about how much the building envelope will be utilized once parking requirements are met. • Control for heights, edges, privacy, and shading, along the residential transition edge. • Establish building and site design regulations to ensure that new development will emulate the best of older mixed-use development: A welcoming, transparent façade and the ability to adapt over time as uses change and urban vitality increases. • Push bulk, height, and massing of buildings toward State Street and away from residential neighborhoods.

Regulatory component	Today	Preferred Alternatives
Street design	• Today, on-street parking is intermittent and supports retail only in a few places along the corridor. • Sidewalks, pedestrian crossings, and bike lanes are inconsistent within the corridor.	• Enhances pedestrian crossings in locations where they did not exist before. • Provides wide, consistent buffered sidewalks along the extent of the corridor. • Includes opportunities for street trees and pedestrian amenities. • Acknowledges what is realistically achievable given the provision of on-street parking. • Applies "retail ready" requirements only where there is significant improvement to the pedestrian zone and on-street parking.
Parking	• Current parking requirements do not account for the potential to share parking and do not acknowledge the efficiencies in parking that come from a walkable mixed use environment. • Current parking requirements are not in line with national best practices. For example, requirements for a mixed-use building rely on outdated assumptions that each use must provide its own completely exclusive parking. • Current parking requirements work against goals for a vibrant State Street.	• Reduces the parking requirements for multifamily housing. • Allows parking to be located further away from a site, freeing up space on a site for development. • In general, promote spaces for people over spaces for cars. Acknowledge that parking requirements can unintentionally promote the sprawl and pavement-dominated district character that works against a vibrant mixed-use State Street.

8. PROJECT IMPLEMENTATION

8.1. LAND USE IMPLEMENTATION

Once the proposed mixed-use zones are adopted by the City Council, they are expected to be applied to properties on and near State Street as reflected in the Preferred Land Use Alternative. Existing businesses that are no longer allowed in the new zones can continue operating at their existing locations. However, if such a business is changed into a use that is allowed in the new zones, it will not be allowed to change back to a business that is prohibited in the new zones.

If existing buildings cannot meet the development standards in the new zones, they can still remain and be enlarged or altered. An addition or alteration may need to meet some or all of the new standards depending on the size of the improvement or development.

Property owners are encouraged to seek City guidance if they are considering redevelopment or change of use to their property.

Redevelopment Opportunities

There are properties or potential groupings of properties along the corridor that may become viable for redevelopment as the new zones go into effect and the street design is implemented. There is a set of

likely opportunity nodes based on currently observed conditions, as presented below in Figure 18 and Table 6 and described in detail in Memorandum 6. Ownership combinations and site-specific factors vary widely across this set of identified nodes, potentially impacting the timing and likelihood of development activity over the coming decades. Future property sales, particularly involving consolidation of ownership across adjacent properties, could also lead to different or expanded opportunity nodes. For purposes of illustrating the possible impacts of the street improvements and zoning changes contemplated here, these dozen sites appear most ripe to see changes in land use, subject to the above listed caveats.

Figure 18: Likely Development Opportunity Sites

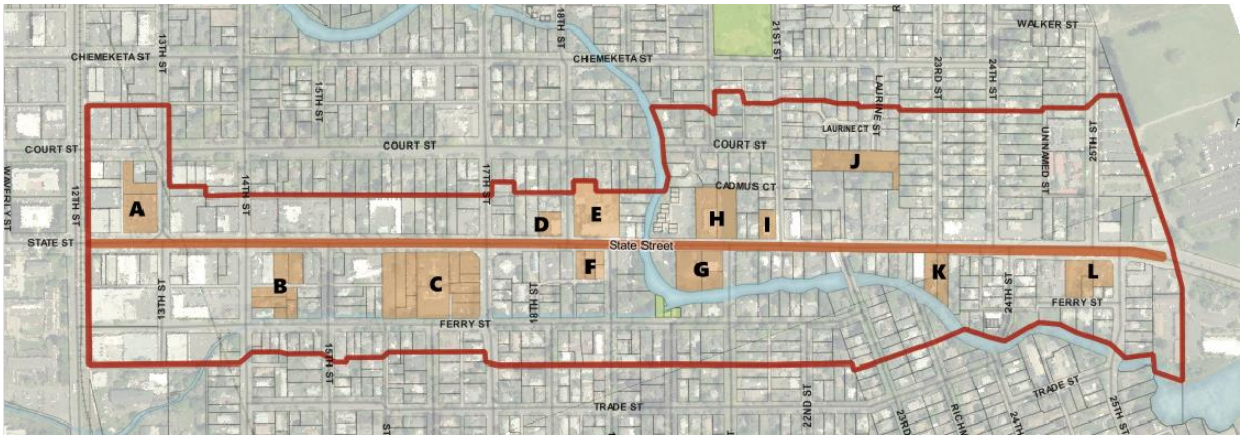


Table 6: Redevelopment Potential -- Factors and Likely Changes by Opportunity Site

Node	Size	Ownership	Access, Visibility	Location (west vs. east)	Under-utilized	Likely Timing	Likely Change
A	good	1 owner	very good	west of 17th	very	5-10 years	intensified commercial
B	very good	1 owner	very good	west of 17th	mixed	5-10 years	intensified commercial or residential-commercial mixed use
C	very good	1 owner	very good	west of 17th	mixed	5-10 years	intensified commercial or residential-commercial mixed use (on one of 2 surface parking sides)
D	fair	1 owner	very good	17th to creek	somewhat	1-5 years	community service, park, or residential-commercial mixed use
E	good	1 owner	very good	17th to creek	somewhat	[complete]	[redeveloped as community service in 2016]
F	good	2 owners	very good	17th to river	mixed	1-5 years	intensified commercial or residential-commercial mixed use
G	good	2 owners	very good	east of river	mixed	5-10 years	multifamily residential

Node	Size	Ownership	Access, Visibility	Location (west vs. east)	Under-utilized	Likely Timing	Likely Change
H	good	1 owner	very good	east of river	very	5-10 years	intensified commercial or residential-commercial mixed use
I	fair	1 owner	very good	east of river	very	5-10 years	intensified commercial or residential-commercial mixed use
J	good	1 owner	poor	east of river	very	10-20 years	multifamily residential or park/playground
K	good	2 owners	very good	east of river	very	5-10 years	multifamily residential
L	very good	2 owners	very good	east of river	very	5-10 years	intensified commercial or residential-commercial mixed use

8.2. STREET DESIGN IMPLEMENTATION

Implementing the Preferred Street Design for State Street will require the City to identify a funding plan and potentially a phasing plan for the street improvements.

Phasing Street Improvements

There are two distinct opportunities to phase this project: 1) Constructing the pedestrian crossing improvements ahead of all other improvements or 2) Undertaking the entire improvement between 12th Street and 17th Street.

The first option is for the City to construct the pedestrian crossing improvements at 15th, 19th, and 21st streets as a single standalone project. Since the crossings would likely be constructed prior to the other roadway improvements, the pedestrian crossing east of 15th Street would need to be constructed to a different standard than proposed in the Hybrid Street Design. It would likely need to include rectangular rapid flashing beacons (RRFBs) since it would be crossing four vehicle travel lanes. This would add to the cost of the overall project but would enhance the pedestrian connectivity and access along the corridor much sooner than if the City were to wait to implement the crossings as part of a larger corridor investment.

The second phasing option is for the City to construct the improvements west of 17th Street independently of those to the east. The west corridor improvements would require restriping east of 17th Street to transition vehicle traffic into the single travel lane of the road diet cross section. Prioritizing the road diet improvements would be beneficial as they align with the market potential identified along the western segment of the corridor. One consideration is whether the improvements would include the acquisition of property to construct the full pedestrian sidewalk improvements identified in the Preferred Hybrid Alternative. There are significant multimodal and safety benefits associated with the improvement of the sidewalk condition and width and the installation of bicycle lanes along the five-block segment; however, this represents costs and impacts to existing properties.

Short Term and Long Term Implementation

Below is a table with cost estimates for the short- and long-term investments under the first phasing option described earlier.

Timeframe	Project	Description	Engineering & Construction Management Cost	Construction Cost
0 – 5 yrs.	Pedestrian Crossings	Install RRFB and street crossings located at 15th, 19th, and 21st streets	$37,000	$122,500
5 - 15 yrs.	State Street Improvements*	Construct Road Diet improvements between 12th and 17th streets and Improved Four-Lane improvements between 17th and 25th streets	$920,000	$3,063,500

**Additional design is required to identify the specifics of the phasing option. A cost estimate for the segments from 12th to 17th streets and 17th to 25th streets were not developed as part of this study.*

Funding Tools & Strategies

The list of funding tools and sources present the range of available options the City of Salem should consider as it develops a financing plan to implement the street improvements on State Street. These sources could be considered for other infrastructure projects in the city as well.

Tool/Source & Description	Key Features
Municipal Bonding General obligation bonds are a form of municipal fundraising using debt secured by the City and sold to the public as bonds and repaid over time using City tax revenues.	• In 2008, Salem voters approved the raising of $100 million for a variety of infrastructure projects through a Streets and Bridges Bond. The money was spent on its originally intended projects, and a $17 million remaining reserve was allocated across new projects. • Salem could attempt another such wave of fundraising that included consideration of needed improvements to State Street as part of a broader package of intended target projects.

Tool/Source & Description	Key Features
Local Improvement District (LID) A local improvement district (LID) is a financing mechanism that can create capital for infrastructure construction that benefits multiple property owners and divides costs among those property owners in an equitable manner.	• It is intended for capital infrastructure projects with a finite, one-time construction window. • The cost is divided among district properties per a formula based on land area or other metric intended to roughly correspond to expected benefits received. This calculation is typically subject to negotiation among property owners as part of district creation. • Typically, a majority (50% plus one) of property owners (usually weighted by the amount of area they own) must sign a petition in support of initiating the district. Naturally, this requires the support of property owners, and outreach and discussion among property owners may require considerable time. • Assessments may be paid in a lump sum or financed over time at the property owner's discretion. Assessments are due upon allocation of costs. • The LID creates a lien against each individual's property until all assessments are paid in full. Owners are highly motivated to make payments to remove these liens (since prospective lenders and buyers much prefer titles free of lien obligations). The liens thus create a secure income stream against which the City can issue bond debt. • Whether an LID is initiated by property owners or the City, LID debt is always issued by a government agency and thus takes advantage of low interest rates.
Business Improvement District (BID); or Economic Improvement District (EID) BIDs and EIDs are related mechanisms for financing improvements to commercial vitality by assessing community members within a defined area.	• In a BID, business owners agree to be assessed annual fees (a surcharge applied to business licenses), while in an EID, the assessments are based on property value and paid by commercial property owners. • In either case, the successful establishment of an improvement district requires stakeholders to agree on shared district improvement goals likely to benefit owners districtwide in rough proportion to future assessments. • Importantly, funds generated by these districts cannot be used to pay for capital improvement projects. Rather, they must go towards operations and maintenance (typically landscape maintenance, promotional activities, recruitment/retention activities, etc.) • Boundary, assessment calculation formulas, and determination of whether membership is voluntary or involuntary must all be approved by a City Council. • BIDs typically last in perpetuity, while EIDs typically have a 5-year maximum lifespan (but are renewable).

Tool/Source & Description	Key Features
Urban Renewal Area (URA) & Tax Increment Financing (TIF) Urban Renewal is a mechanism for raising funds to address problems ("blight") within a specified area through land assembly and infrastructure improvements. Salem already has seven urban renewal areas engaged in this funding mechanism.	• An area (such as a street corridor) must be found, through a state-defined study methodology, to be blighted before it can be declared an Urban Renewal Area (URA). • A municipal corporation, technically separate from the City of Salem (in this case, the existing Salem Urban Renewal Agency), is given the task of managing a program of improvements intended to address the problems of blight and funded through the urban renewal district. • Once declared blighted and boundaries officially adopted, a URA gains additional powers of eminent domain and becomes eligible to finance land assembly and infrastructure improvement costs through Tax Increment Financing (TIF). • The TIF mechanism allows such costs to be financed by future increases (increment) in property taxes due to increasing land values. It has been a common and generally successful tool in redevelopment throughout Oregon. • Under a typical application of TIF, 100 percent of the tax increment occurring on a given URA property flows into the TIF revenue stream for use on major infrastructure projects or acquisitions. An increasingly common alternative practice takes a more piecemeal approach to incentivizing development through TIF-funded property tax abatements. Under such programs, a fraction of incremental new tax revenue on a given parcel continues to flow into a general TIF account, with a larger share – often 70-75 percent—returned to the owner in the form of a multi-year property tax rebate. • Urban Renewal and TIF work best in environments where redevelopment interest already exists and potential redevelopment projects are large enough to generate significant increases in property values (and thus taxes).
Salem-Keizer Area Transportation Study (SKATS) Funding Under the Mid-Willamette Valley Council of Governments, SKATS is the regional Metropolitan Planning Organization (MPO) for the Salem-Keiser area, responsible for transportation planning activities and studies of regional significance.	• While SKATS does not have the ability to raise funds or pay for infrastructure improvements itself, its Policy Committee approves the Regional Transportation Systems Plan (RTSP), which guides how available federal transportation funds should be allocated across projects in the region. • While street improvements recommended along the State Street corridor would be quite consistent with those previously receiving federal funding in the region, the process of securing obligations can be long and complex. To be eligible for future federal funding, any State Street project would need to first be included in the RTSP.

Tool/Source & Description	Key Features
All Roads Transportation Safety (ARTS) Program ARTS is Oregon's implementation of the Federal Highway Safety Improvement Program (HSIP). Through ARTS, the Oregon Department of Transportation (ODOT) takes a systematic "jurisdiction-blind" approach to the allocation of federal funds for roadway safety improvements.	• Statewide funding will total $35 million for 2017-18 and $32 million for 2019-21. • To qualify for such funding, the Region 2 ARTS committee would need to identify State Street as a having intersection-specific ("hotspot") or corridor-wide ("systemic") roadway safety problems (high rate of fatal and serious injury crashes) that are likely to respond well to funded interventions (preferably not requiring right-of-way acquisition). • Projects to receive funding in 2017 through 2021 have already been identified, but the analysis and selection process for 2022-26 funds may begin in summer/fall 2017.
Multi-Unit Housing Tax Incentive Program The MUHTIP is a City of Salem program intended to stimulate construction of transit-supportive, multifamily housing in urban core areas through tax abatements.	• The program is currently in effect in Salem for an area covering downtown Salem and including the westernmost portion of the study area from 12th Street to 14th Street. Itis enabled for a period extending to the end of 2021. • Approved new or converted housing projects can receive an abatement on ad valorem property taxes of up to 10 years.
Main Street Program The non-profit National Trust for Historic Preservation serves as an umbrella for local Main Street organizations, helping to coordinate establishment of local branches and allocating some national donations across member locations.	• Main Street organizations can draw on organizational and educational resources from the national Main Street Center but are responsible for their own local fundraising and management. • Funding raised by these organizations typically go toward street and building improvements, with an emphasis on historic preservation (though this is not a required element).

Parking Management

The City should consider how it manages parking within the study corridor and develop a comprehensive approach to addressing the parking concerns of residents and business owners. Parking management will be important to the success of the State Street corridor as parking largely shapes the urban environment. The amount of parking provided, its design, and its location affect both the shape of private development and whether the City can achieve desired levels of private investment.

In many jurisdictions throughout Oregon, minimum parking standards are often too high for walkable, mixed-use places and can inhibit new development as the high costs of parking drives up the overall cost of development. It can be a significant burden for property owners to provide parking spaces on their lots when developing in the State Street corridor, and it is also detrimental to urban form. At the same time, requiring structured parking is cost prohibitive until land values in the State Street area support

the compact, mixed-use development that has been envisioned. The design of some parking garages can also have negative impacts on the State Street environment. However, lowering parking minimums or establishing parking maximums can increase neighborhood concerns about the potential negative impacts associated with providing less parking. While the city allows parking spaces to be located off-site and they allow for joint parking agreements, parking concerns, both real and perceived, present a major issue for State Street and other mixed-use areas of Salem.

Recommended strategies for State Street are presented in Memorandum #6, *Preferred Land Use Option & Tier 2 Evaluation* (June 12, 2017), and include:

- Conduct a district-wide or corridor-wide parking strategy
- Create neighborhood district strategies to manage overflow parking
- Reduce parking for multifamily housing to 1 space per dwelling unit
- Reduce other parking requirements through thoughtful modification to parking regulations
- Allow parking to be located 800 feet away from the use it serves

The City employs some parking strategies, such as allowing a developer to reduce their number of required off-street parking spaces in exchange for improvements such as transit stops, park and ride lots, or other similar facilities. The City of Salem also permits development to share parking between the owners of two or more uses or activities, buildings or structures, through a joint parking agreement. In addition, parking reductions are granted through the City's adjustment process.

> *"A complete solution requires locally tailored parking management strategies and regulations to ensure that parking does not detract from the urban form. Parking supply and demand is a subtle science: there is no such thing as the "right" ratio, and simply providing additional supply to meet a perceived demand is an expensive and never-ending proposition. A longer-term solution is to better understand and manage the existing parking supply, reduce parking demand and provide parking consistent with compact urban form."*[5]

8.3. NEXT STEPS

The first step to implementing the SSCP is to adopt the two new mixed-use zoning codes, MU-1 and MU-2, as described in this report and presented in Appendix A. Once the codes are adopted, all new development proposals in the corridor will be required to, at minimum, meet the standards laid out in the zoning tables.

In addition, the City needs to develop an implementation plan that clearly identifies how it will implement the Preferred Street Design. This plan should focus on detailing the approach to phasing and timing of improvements, identifying preferred funding mechanisms, and developing a parking strategy for the project. It should be developed in conjunction with the community, including the local development community and other private partners. It should also identify specific actions and assign roles and responsibilities.

[5] Community Investment Toolkit #1, Innovative Design and Development Codes, Metro Portland Region Governments, pages 53-70, authored by Marcy McInelly, document link: http://www.oregonmetro.gov/sites/default/files/design_dev_codes_toolkit.pdf

APPENDIX A – ZONING CODE UPDATES

Mixed Use - 1 (MU-1) Zone

Draft 10.9.17

533.001. Purpose. The purpose of the Mixed Use - 1 (MU-1) zone is to identify allowed uses and establish development standards that promote pedestrian-oriented development in vibrant mixed-use corridors. The MU-1 zone encourages a mix of compatible uses in multi-story buildings and emphasizes active commercial uses on ground floors facing major streets.

533.005. Definitions. Unless the context otherwise specifically requires, as used in this Chapter, the following mean:

(1) Building frontage. The percentage of the front setback line that shall be occupied by a building. The front setback line is the line extending across the front of the site at the front setback distance.
(2) Pedestrian amenities. Areas and objects that are intended to serve as places for public socializing and enjoyment and are closed to motorized vehicles. Examples include plazas, sidewalk extensions, courtyards, outdoor seating areas, and street furnishings.
(3) Primary street. A street that is classified in the Salem Transportation System Plan (TSP) as an arterial or collector.
(4) Secondary street. A street that is classified in the TSP as a local street.

533.010. Uses.
(a) The permitted (P), special (S), conditional (C), and prohibited (N) uses in the MU-1 zone are set forth in Table 533-1.

TABLE 533-1
USES

Table 533-1: Uses		
	Status	
Household Living		
Single Family	P	The following Single Family activities: • Townhouse. • Residential Home, as defined under ORS 197.660.
	N	All other Single Family.
Two Family	N	
Multiple Family	P	
Group Living		
Room and Board	N	
Residential Care	P	The following Residential Care activities: • Residential Facility, as defined under ORS 197.660. • Assisted Living.
	N	All other Residential Care.
Nursing Care	N	
Lodging		
Short-Term Commercial Lodging	P	
Long-Term Commercial Lodging	N	
Non-Profit Shelters	P	Non-Profit Shelters serving 5 or fewer persons.
	C	Non-Profit Shelters serving 6 to 75 persons.

Table 533-1: Uses		
	Status	
	N	All other Non-Profit Shelters.
Retail Sales and Services		
Eating and Drinking Establishments	P	
Retail Sales	P	
Personal Services	P	
Postal Services and Retail Financial Services	P	
Business and Professional Services		
Office	P	
Audio/Visual Media Production	P	
Laboratory research and Testing	P	
Motor Vehicle, Trailer, and Manufactured Dwelling Sales and Service		
Motor Vehicle and Manufactured Dwelling and Trailer Sales	N	
Motor Vehicle Services	N	
Commercial Parking	N	Standalone surface parking lots
	P	All other Commercial Parking
Park-and-Ride Facilities	N	
Taxicabs and Car Services	N	
Heavy Vehicle and Trailer Sales	N	
Heavy Vehicle and Trailer Service and Storage	N	
Recreation, Entertainment, and Cultural Services and Facilities		
Commercial Entertainment - Indoor	N	Firing Ranges
	P	All other Commercial Entertainment – Indoor.
Commercial Entertainment - Outdoor	N	
Major Event Entertainment	N	
Recreational and Cultural Community Services	P	
Parks and Open Space	P	
Non-Profit Membership Assembly	P	
Religious Assembly	P	
Health Services		
Medical Centers/Hospitals	N	
Outpatient Medical Services and Laboratories	P	
Educational Services		
Day Care	P	
Basic Education	P	
Post-Secondary and Adult Education	P	
Civic Services		
Government Services	P	
Social Services	P	
Governmental Maintenance Services and Construction	N	
Public Safety		

Table 533-1: Uses		
	Status	
Emergency Services	P	
Detention Facilities	N	
Military Installations	N	
Funeral and Related Services		
Cemeteries	N	
Funeral and Cremation Services	N	
Construction Contracting, Repair, Maintenance, and Industrial Services		
General Repair Services	P	
Building and Ground Services and Construction Contracting	N	
Cleaning Plants	N	
Industrial Services	N	
Wholesale Sales, Storage, and Distribution		
General Wholesaling	N	
Heavy Wholesaling	N	
Warehousing and Distribution	N	
Self-Service Storage	N	
Manufacturing		
General Manufacturing	P	General Manufacturing, provided the manufacturing does not exceed 5,000 square feet of total floor area per development site and retail sales of the products manufactured is provided on-site.
	N	All other General Manufacturing.
Heavy Manufacturing	N	
Printing	N	
Transportation Facilities		
Aviation Facilities	N	
Passenger Ground Transportation Facilities	P	Transit stop shelters
	N	All other Passenger Ground Transportation Facilities
Marine Facilities	N	
Utilities		
Basic Utilities	N	Reservoirs; water storage facilities; electric substation.
	P	All other Basic Utilities.
Wireless Communication Facilities	Allowed	Wireless Communication Facilities are allowed, subject to SRC Chapter 703.
Drinking Water Treatment Facilities	N	
Power Generation Facilities	N	
Data Center Facilities	N	
Fuel Dealers	N	
Waste-Related Facilities	N	
Mining and Natural Resource Extraction	N	
Petroleum and Natural Gas	N	
Surface Mining	N	
Farming, Forestry, and Animal Services		
Agriculture	N	
Forestry	N	
Agriculture and Forestry Services	N	
Keeping of Livestock and Other Animals	N	

Table 533-1: Uses		
	Status	
Animal Services	P	
Other Uses		
Home Occupations	S	Home Occupations, subject to SRC 700.020.
Accessory Dwelling Units	S	Accessory Dwelling Units, subject to SRC 700.007.
Drive Throughs	N	

(b) Continued Uses. Existing uses within the MU-1 zone constructed prior to [EFFECTIVE DATE OF ZONING ORDINANCE], but which would otherwise be made non-conforming by this Chapter, are hereby deemed continued uses.

(1) Buildings or structures housing a continued use may be structurally altered or enlarged, or rebuilt following damage or destruction, provided such alteration, enlargement, or rebuilding complies with the standards set forth in SRC 533.015(f).

(2) Cease of occupancy of a building or structure for a continued use shall not preclude future use of the building or structure for a continued use; provided, however, conversion of the building or structure to a conforming use shall thereafter prevent conversion back to the former continued use.

533.015. Development Standards. Development within the MU-1 zone must comply with the development standards set forth in this section.

(a) Lot Standards. Lots within the MU-1 zone shall conform to the standards set forth in Table 533-2.

TABLE 533-2
LOT STANDARDS

Table 533-2: Lot Standards		
Requirement	**Standard**	**Limitations & Qualifications**
Lot Area		
All Uses	None	
Lot Width		
All Uses	None	
Lot Depth		
All Uses	None	
Street Frontage		
All Uses	16 ft.	

(b) Dwelling Unit Density. Development within the MU-1 zone that is exclusively residential shall have a minimum density of 12 dwelling units per acre.

(c) Setbacks. Setbacks within the MU-1 zone shall conform to the standards set forth in Tables 533-3 and 533-4.

TABLE 533-3
SETBACKS

Table 533-3: Setbacks		
Requirement	**Standard**	**Limitations & Qualifications**
Abutting Street		
Buildings		
All uses	None	Maximum setback of up to 10 feet is permitted if the setback area is used for pedestrian amenities.

Table 533-3: Setbacks		
Requirement	**Standard**	**Limitations & Qualifications**
Accessory Structures		
All uses	Min. 5 ft.	
Vehicle Use Areas		
All uses	Per SRC Chapter 806	The use of a berm under 806.035(c)(2)(B) is prohibited.
Interior Side		
Buildings		
All uses	Zone Setback (Table 533-4)	
Accessory Structures		
All uses	Zone Setback (Table 533-4)	
Vehicle Use Areas		
All uses	Zone Setback (Table 533-4)	
Interior Rear		
Buildings		
All uses	Zone Setback (Table 533-4)	
Accessory Structures		
All uses	Zone Setback (Table 533-4)	
Vehicle Use Areas		
All uses	Zone Setback (Table 533-4)	

TABLE 533-4
ZONE-TO-ZONE SETBACKS

Table 533-4: Zone-to-Zone Setbacks			
Abutting Zone	**Type of Improvement**	**Setback**	**Landscaping & Screening**
Residential Zone	Buildings and Accessory Structures (1)	Min. 10 ft.	Type C
	Vehicle Use Areas	Min. 5 ft.	
Mixed-Use Zone	Buildings and Accessory Structures	None	N/A
	Vehicle Use Areas	Min. 5 ft. (2)	Type A
Commercial Zone	Buildings and Accessory Structures	None	N/A
	Vehicle Use Areas	Min. 5 ft. (2)	Type A
Public Zone	Buildings and Accessory Structures	None	N/A
	Vehicle Use Areas	Min. 5 ft. (2)	Type A
Industrial and Employment Zone	Buildings and Accessory Structures	None	N/A
	Vehicle Use Areas	Min. 5 ft. (2)	Type A
Limitations and Qualifications (1) Min. 1.5-feet for each 1-foot of building height above 15 feet; does not apply to lots ab (2) Zone-to-Zone setbacks are not required abutting an alley.			

(d) Lot Coverage; Height. Buildings and accessory structures within the MU-1 zone shall conform to the lot coverage, height, and building frontage standards set forth in Table 533-5.

TABLE 533-5
LOT COVERAGE; HEIGHT

Table 533-5: Lot Coverage; Height		
Requirement	**Standard**	**Limitations & Qualifications**
Lot Coverage		
Buildings and Accessory Structures		
All uses	No Max.	
Rear Yard Coverage		
Buildings and Accessory Structures		
All uses	No Max.	
Height		
Buildings		
All uses	Max. 55 ft.	
	Min. 20 ft.	New buildings under 5,000 square feet may satisfy the minimum height requirements through one of the following options: 1) Reverse shed. Provide a front façade wall that is 20 feet tall along the entire length of the building, and slope the roof down toward the rear of the building. The high front edge of the shed roof may extend beyond the front façade to provide weather protection and/or a covered entry. 2) Cupola. Provide a 20-foot tall portion of the building for a minimum of 25 percent of the length of the front façade. It shall include the front façade wall and extend a minimum of ten feet behind the front wall. 3) False front. Provide a front façade wall that is 20 feet tall along the entire length of the building. 4) Prominent entry. Provide an attached entry that is 20 feet tall, extends for a minimum of 25 percent of the length of the front façade, and extends to the front lot line.
Accessory Structures		
All uses	Max. 55 ft.	
Building Frontage		
Buildings and Accessory Structures		
All uses	Min. 75%	Any portion of the front setback line not occupied by a building or a driveway shall be landscaped according to Perimeter Setbacks and Landscaping Standards in 806.035. The use of a berm under 806.035(c)(2)(B) is prohibited.

(e) Landscaping.

(1) Setback Areas. Required setbacks, except setback areas abutting a street that provide pedestrian amenities, shall be landscaped. Landscaping shall conform to the standards set forth in SRC Chapter 807.

(2) Vehicle Use Areas. Vehicle use areas shall be landscaped as provided under SRC Chapter 806 and SRC Chapter 807.

(f) Continued Development. Buildings and structures existing within the MU-1 zone that conformed to the development standards existing on [EFFECTIVE DATE OF ZONING ORDINANCE), but which would otherwise be made non-conforming development by this Chapter, are hereby deemed continued

development. The owner shall have the burden to demonstrate continued development status under this subsection.

(1) Single Family Uses.

(A) Buildings. Continued Development housing a continued single family use may be structurally altered or enlarged, or rebuilt following damage or destruction, provided such alteration, enlargement, or rebuilding conforms to development standards of the Single Family Residential (RS) zone set forth in SRC Chapter 511 and to all other applicable provisions of the UDC, except for lot size and dimension standards in SRC Chapter 511.

(B) Accessory Structures. Existing accessory structures on the same property as a continued single family use may be structurally altered or enlarged, or rebuilt following damage or destruction, and new accessory structures to a continued use may be constructed, provided such alteration, enlargement, rebuilding, or new accessory structure construction conforms to the development standards of the Single Family Residential (RS) zone set forth in SRC Chapter 511, except the lot size and dimensions standards, and to all other applicable provisions of the UDC.

(C) Option to Rebuild in Same Location. Notwithstanding SRC 533.015(e)(1)&(2), any continued development housing a continued single family use or associated accessory structure rebuilt following damage or destruction may either be located on the same location on the lot as the original building or structure, or in compliance with the setbacks of the Single Family Residential (RS) zone set forth in SRC 511.010(b).

(2) All Other Uses. Continued development housing a use other than a continued single family use may be structurally altered, enlarged, or rebuilt following damage or destruction, provided such alteration, enlargement, or rebuilding conforms to the following standards:

(A) Minor Alteration. Alterations and additions to buildings that alter or enlarge a building façade facing a primary street by less than 20 percent are exempt from all of the development standards in this chapter except for lot standards, zone-to-zone setbacks, and the maximum height standard.

(B) Major Alteration. Alterations and additions to buildings that alter or enlarge a building façade facing a primary street by between 20 percent and 60 percent shall comply with a minimum of 3 of the following standards: Pedestrian-oriented design standards in this chapter and/or perimeter landscaping in vehicle use areas if such landscaping is not already required under SRC 533.015(e). In addition, such major alterations and additions must meet all other applicable development standards in this chapter except for the building frontage standard and maximum setback abutting a street.

(C) Substantial Redevelopment. Alterations and additions to buildings that alter or enlarge a building façade facing a primary street by more than 60 percent shall meet all applicable development standards in this chapter. Continued development that is rebuilt following damage or destruction shall meet all applicable development standards in this chapter.

(g) Pedestrian-Oriented Design. Buildings and accessory structures within the MU-1 zone shall conform to the pedestrian-oriented design standards set forth in Table 533-6.

TABLE 533-6
PEDESTRIAN-ORIENTED DESIGN

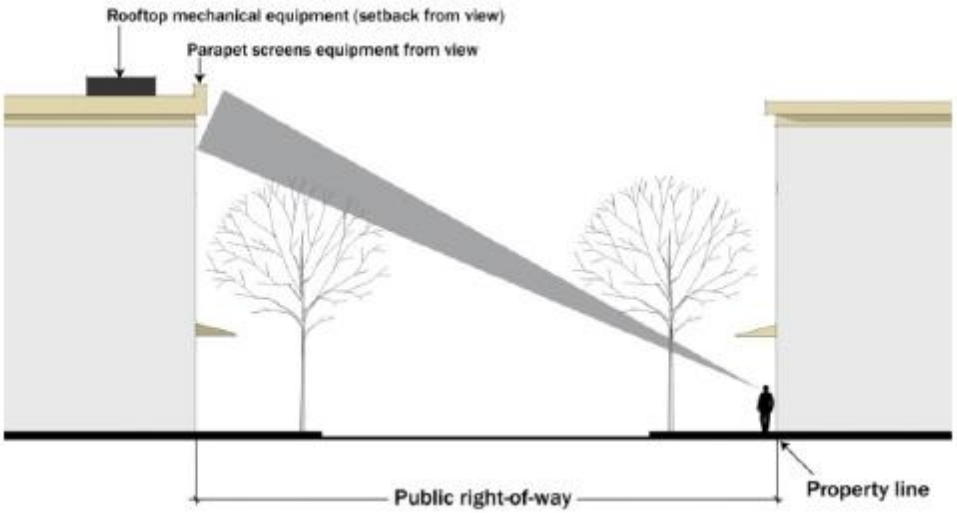
Table 533-6: Pedestrian-Oriented Design		
Requirement	**Standard**	**Limitations & Qualifications**
Ground Floor Height		
	Min. 14 ft.	(1) This standard applies to building ground floors on primary streets. (2) For the purposes of this standard, ground floor height is measured from the floor to the ceiling of the first floor. (3) For buildings on corner lots where the primary street intersects with a secondary street, this standard shall apply to the full length of the front façade and the portion of the side façade that extends a minimum of 50 feet from the corner where the primary street meets the secondary street or to the edge of the building or the lot, whichever is shorter.
Separation of Ground Floor Residential Uses		
Vertical Distance from Ground	Min. 18 inches. Max. 3 ft.	Where a dwelling is located on the ground floor, vertical or horizontal separation from the public right-of-way shall be provided to ensure privacy for residents and maintain quality of the public realm. The required separation applies to the distance between the public right-of-way and the residential entryway and any habitable room. Horizontal separation shall take the form of a landscaped or hardscaped area such as a plaza. Vertical separation shall take the form of several steps or a ramp to a porch, stoop, or terrace.
Horizontal Distance from Public Right-of-Way	Min. 5 ft. Max. 10 ft.	
Building Façade Articulation		
	Required	(1) This standard applies to building façades facing primary streets. (2) For buildings on corner sites, where the primary street intersects with a secondary street, these standards shall apply to the full length of the front façade and the portion of the side façade that extends a minimum of 50 feet from the corner where the primary street meets the secondary street, or to the edge of the building or the lot, whichever is shorter. (3) Buildings shall incorporate vertical and horizontal articulation and shall divide vertical mass into a base, middle, and top. a) Base: Ground floor facades shall be distinguished from upper floors by at least one of the following standards: 1) Change in materials. 2) Change in color. 3) Molding or other horizontally articulated transition piece. b) Middle: Upper floors facades shall provide visual interest by incorporating at a minimum of every 50 feet at least one of the following standards: 1) Recesses of a minimum depth of two feet. 2) Extensions of a minimum depth of two feet. 3) Vertically-oriented windows. 4) Pilasters that project away from the building. 5) Building step back. c) Top: Building tops shall be defined by at least one of the following standards: 1) Cornice that is a minimum of eight inches tall and a minimum of three inches beyond the face of the façade. 2) Change in material from the upper floors, with that material being a minimum of eight inches tall. 3) Offsets or breaks in roof elevation that are a minimum of three feet in height. *4)* A roof overhang that is a minimum of eight inches beyond the face of the façade.

Table 533-6: Pedestrian-Oriented Design		
Requirement	**Standard**	**Limitations & Qualifications**
Ground Floor Windows		
Residential Uses	40%	(1) This standard applies to building ground floors on primary streets. (2) For buildings on corner sites, where the primary street intersects with a secondary street, these standards shall apply to the full length of the front façade and the portion of the side façade that extends a minimum of 50 feet from the corner where the primary street meets the secondary street, or to the edge of the building or the lot, whichever is shorter.
Non-residential Uses	75%	
Primary Building Entrances		
	Required	(1) This standard applies to building ground floors on primary streets. (2) A primary building entrance for each building façade facing a primary street shall be located on the primary street. If a building has frontage on a primary street and any other street, a single primary building entrance may be provided at the corner of the building where the streets intersect. (3) Primary building entrance shall be directly connected to the sidewalk and shall include weather protection.
Weather Protection		
	Required	Weather protection, in the form of awnings or canopies, shall be provided along a minimum of 50 percent of the length of the ground floor building facade adjacent to a street. Awnings or canopies shall have a minimum clearance height above the sidewalk of 8 feet and may encroach into the street right-of-way as provided in SRC 76.160.
Off-Street Parking		
	Required	(1) Off-street surface parking areas and vehicle maneuvering areas shall be located behind or beside buildings and structures. Off-street surface parking areas and vehicle maneuvering areas shall not be located between a building or structure and a street. (2) If a raised foundation or one-half story of visible below grade parking is provided, this level shall enhance the pedestrian environment along the sidewalk through landscaping to ensure a pedestrian-friendly environment.
Mechanical and Service Equipment		
	Required	(1) Ground level mechanical and service equipment, such as garbage collection and mechanical equipment, shall be screened with landscaping or a site-obscuring fence or wall (see Figure 533-1). Ground level mechanical and service equipment and its associated screening shall be located so as to not be visible from public sidewalks and open spaces. (2) Rooftop mechanical equipment, with the exception of solar panels and wind generators, shall be set back and screened so as to not be visible to a person standing on the property line on the far side of any adjacent, at-grade public street (see Figure 533-2). All rooftop mechanical equipment shall be set back and screened so as to not be visible to a person standing 60 feet from the building within any adjacent public open space.

FIGURE 533-1

SCREENING OF GROUND LEVEL MECHANICAL AND SERVICE EQUIPMENT

FIGURE 533-2
SCREENING OF ROOFTOP MECHANICAL EQUIPMENT



533.020. Design Review. Design review under SRC Chapter 225 is not required for development within the MU-1 zone. Multifamily development within the MU-1 zone is not subject to design review according to the multiple family design review guidelines or the multiple family design review standards set forth in SRC Chapter 702.

533.025. Other Provisions. In addition to the standards set forth in the Chapter, development within the MU-1 zone must comply with all other applicable development standards of the UDC, including but not limited to the following chapters:

(a) Floodplain Overlay Zone	SRC Chapter 601
(b) General Development Standards	SRC Chapter 800
(c) Public Improvements	SRC Chapter 802
(d) Streets and Right-of-Way Improvements	SRC Chapter 803
(e) Driveway Approaches	SRC Chapter 804
(f) Vision Clearance	SRC Chapter 805
(g) Off-Street Parking, Loading, and Driveways	SRC Chapter 806
(h) Landscaping and Screening	SRC Chapter 807
(i) Preservation of Trees and Vegetation	SRC Chapter 808
(j) Wetlands	SRC Chapter 809
(k) Landslide Hazards	SRC Chapter 810
(l) Sign Code	SRC Chapter 900

Mixed Use - 2 (MU-2) Zone

Draft 10.9.17

534.001. Purpose. The purpose of the Mixed Use - 2 (MU-2) zone is to identify allowed uses and establish development standards that promote pedestrian-oriented development in vibrant mixed-use corridors. The MU-2 zone encourages a mix of compatible uses in multi-story buildings and a broad range of housing types.

534.005. Definitions.

(a) Specific definitions for this chapter.

(1) Building frontage. The percentage of the front setback line that shall be occupied by a building. The front setback line is the line extending across the front of the site at the front setback distance.

(2) Pedestrian amenities. Areas and objects that are intended to serve as places for public socializing and enjoyment and are closed to motorized vehicles. Examples include plazas, sidewalk extensions, courtyards, outdoor seating areas, and street furnishings.

(3) Primary street. A street that is classified in the Salem Transportation System Plan (TSP) as an arterial or collector.

(4) Secondary street. A street that is classified in the TSP as a local street.

534.010. Uses.

(a) The permitted (P), special (S), conditional (C), and prohibited (N) uses in the MU-2 zone are set forth in Table 534-1.

TABLE 534-1
USES

Table 534-1: Uses		
	Status	
Household Living		
Single Family	P	The following Single Family activities: • Townhouse. • Residential Home, as defined under ORS 197.660.
	N	All other Single Family.
Two Family	N	
Multiple Family	P	
Group Living		
Room and Board	P	Room and Board serving 5 or fewer persons.
	C	Room and Board serving 6 to 75 persons.
	N	All other Room and Board.
Residential Care	P	The following Residential Care activities: • Residential Facility, as defined under ORS 197.660. • Assisted Living.
	N	All other Residential Care.
Nursing Care	N	
Lodging		
Short-Term Commercial Lodging	P	
Long-Term Commercial Lodging	N	
Non-Profit Shelters	P	Non-Profit Shelters serving 5 or fewer persons.

Table 534-1: Uses		
	Status	
	C	Non-Profit Shelters serving 6 to 75 persons.
	N	All other Non-Profit Shelters.
Retail Sales and Services		
Eating and Drinking Establishments	P	
Retail Sales	P	
Personal Services	P	
Postal Services and Retail Financial Services	P	
Business and Professional Services		
Office	P	
Audio/Visual Media Production	P	
Laboratory research and Testing	P	
Motor Vehicle, Trailer, and Manufactured Dwelling Sales and Service		
Motor Vehicle and Manufactured Dwelling and Trailer Sales	N	
Motor Vehicle Services	N	
Commercial Parking	N	Standalone surface parking lots
	P	All other Commercial Parking
Park-and-Ride Facilities	N	
Taxicabs and Car Services	N	
Heavy Vehicle and Trailer Sales	N	
Heavy Vehicle and Trailer Service and Storage	N	
Recreation, Entertainment, and Cultural Services and Facilities		
Commercial Entertainment - Indoor	N	Firing Ranges
	P	All other Commercial Entertainment – Indoor.
Commercial Entertainment - Outdoor	N	
Major Event Entertainment	N	
Recreational and Cultural Community Services	P	
Parks and Open Space	P	
Non-Profit Membership Assembly	P	
Religious Assembly	P	
Health Services		
Medical Centers/Hospitals	N	
Outpatient Medical Services and Laboratories	P	
Educational Services		
Day Care	P	
Basic Education	P	
Post-Secondary and Adult Education	P	
Civic Services		
Government Services	P	
Social Services	P	
Governmental Maintenance Services and Construction	N	
Public Safety		
Emergency Services	P	

Table 534-1: Uses		
	Status	
Detention Facilities	N	
Military Installations	N	
Funeral and Related Services		
Cemeteries	N	
Funeral and Cremation Services	N	
Construction Contracting, Repair, Maintenance, and Industrial Services		
General Repair Services	P	
Building and Ground Services and Construction Contracting	N	
Cleaning Plants	N	
Industrial Services	N	
Wholesale Sales, Storage, and Distribution		
General Wholesaling	N	
Heavy Wholesaling	N	
Warehousing and Distribution	N	
Self-Service Storage	N	
Manufacturing		
General Manufacturing	P	General Manufacturing, provided the manufacturing does not exceed 5,000 square feet of total floor area per development site and retail sales of the products manufactured is provided on-site.
	N	All other General Manufacturing.
Heavy Manufacturing	N	
Printing	N	
Transportation Facilities		
Aviation Facilities	N	
Passenger Ground Transportation Facilities	P	Transit stop shelters
	N	All other Passenger Ground Transportation Facilities
Marine Facilities	N	
Utilities		
Basic Utilities	N	Reservoirs; water storage facilities; electric substation.
	P	All other Basic Utilities.
Wireless Communication Facilities	Allowed	Wireless Communication Facilities are allowed, subject to SRC Chapter 703.
Drinking Water Treatment Facilities	N	
Power Generation Facilities	N	
Data Center Facilities	N	
Fuel Dealers	N	
Waste-Related Facilities	N	
Mining and Natural Resource Extraction	N	
Petroleum and Natural Gas	N	
Surface Mining	N	
Farming, Forestry, and Animal Services		
Agriculture	N	
Forestry	N	
Agriculture and Forestry Services	N	
Keeping of Livestock and Other Animals	N	
Animal Services	P	
Other Uses		

Table 534-1: Uses		
	Status	
Home Occupations	S	Home Occupations, subject to SRC 700.020.
Accessory Dwelling Units	S	Accessory Dwelling Units, subject to SRC 700.007.
Drive Throughs	N	

(b) Continued Uses. Existing uses within the MU-2 zone constructed prior to [EFFECTIVE DATE OF ZONING ORDINANCE], but which would otherwise be made non-conforming by this Chapter, are hereby deemed continued uses.

(1) Buildings or structures housing a continued use may be structurally altered or enlarged, or rebuilt following damage or destruction, provided such alteration, enlargement, or rebuilding complies with the standards set forth in SRC 533.015(f).

(2) Cease of occupancy of a building or structure for a continued use shall not preclude future use of the building or structure for a continued use; provided, however, conversion of the building or structure to a conforming use shall thereafter prevent conversion back to the former continued use.

534.015. Development Standards. Development within the MU-2 zone must comply with the development standards set forth in this section.

(a) Lot Standards. Lots within the MU-2 zone shall conform to the standards set forth in Table 534-2.

TABLE 534-2
LOT STANDARDS

Table 534-2: Lot Standards		
Requirement	**Standard**	**Limitations & Qualifications**
Lot Area		
All Uses	None	
Lot Width		
All Uses	None	
Lot Depth		
All Uses	None	
Street Frontage		
All Uses	16 ft.	

(b) Dwelling Unit Density. Development within the MU-1 zone that is exclusively residential shall have a minimum density of 12 dwelling units per acre.

(c) Setbacks. Setbacks within the MU-2 zone shall conform to the standards set forth in Tables 534-3 and 534-4.

TABLE 534-3
SETBACKS

Table 534-3: Setbacks		
Requirement	**Standard**	**Limitations & Qualifications**
Abutting Street		
Buildings		
All uses	None	Maximum setback of up to 10 feet is permitted if the setback area is used for pedestrian amenities
Accessory Structures		

Table 534-3: Setbacks		
Requirement	**Standard**	**Limitations & Qualifications**
All uses	Min. 5 ft.	
Vehicle Use Areas		
All uses	Per SRC Chapter 806	The use of a berm under 806.035(c)(2)(B) is prohibited.
Interior Side		
Buildings		
All uses	Zone Setback (Table 534-4)	
Accessory Structures		
All uses	Zone Setback (Table 534-4)	
Vehicle Use Areas		
All uses	Zone Setback (Table 534-4)	
Interior Rear		
Buildings		
All uses	Zone Setback (Table 534-4)	
Accessory Structures		
All uses	Zone Setback (Table 534-4)	
Vehicle Use Areas		
All uses	Zone Setback (Table 534-4)	

TABLE 534-4
ZONE-TO-ZONE SETBACKS

Table 534-4: Zone-to-Zone Setbacks			
Abutting Zone	**Type of Improvement**	**Setback**	**Landscaping & Screening**
Residential Zone	Buildings and Accessory Structures (1)	Min. 10 ft.	Type C
	Vehicle Use Areas	Min. 5 ft.	
Mixed-Use Zone	Buildings and Accessory Structures	None	N/A
	Vehicle Use Areas	Min. 5 ft. (2)	Type A
Commercial Zone	Buildings and Accessory Structures	None	N/A
	Vehicle Use Areas	Min. 5 ft. (2)	Type A
Public Zone	Buildings and Accessory Structures	None (2)	N/A
	Vehicle Use Areas	Min. 5 ft. (2)	Type A
Industrial and Employment Zone	Buildings and Accessory Structures	None (2)	N/A
	Vehicle Use Areas	Min. 5ft. (2)	Type A

Limitations and Qualifications

(1) Min. 1.5-feet for each 1-foot of building height above 15 feet; does not apply to lots abutting a creek.

(2) Zone-to-Zone setbacks are not required abutting an alley.

(d) Lot Coverage; Height. Buildings and accessory structures within the MU-2 zone shall conform to the lot coverage, height, and building frontage standards set forth in Table 534-5.

TABLE 534-5
LOT COVERAGE; HEIGHT

Table 534-5: Lot Coverage; Height		
Requirement	**Standard**	**Limitations & Qualifications**
Lot Coverage		
Buildings and Accessory Structures		
All uses	No Max.	
Rear Yard Coverage		
Buildings and Accessory Structures		
All uses	No Max.	
Height		
Buildings		
All uses	Max. 55 ft.	
	No Min.	
Accessory Structures		
All uses	Max. 55 ft.	
Building Frontage		
Buildings and Accessory Structures		
All uses	50%	Any portion of the front setback line not occupied by a building or a driveway shall be landscaped according to Perimeter Setbacks and Landscaping Standards in 806.035. The use of a berm under 806.035(c)(2)(B) is prohibited

(e) Landscaping.

(1) Setback Areas. Required setbacks, except setback areas abutting a street that provide pedestrian amenities, shall be landscaped. Landscaping shall conform to the standards set forth in SRC Chapter 807.

(2) Vehicle Use Areas. Vehicle use areas shall be landscaped as provided under SRC Chapter 806 and SRC Chapter 807.

(f) Continued Development. Buildings and structures existing within the MU-1 zone that conformed to the development standards existing on [EFFECTIVE DATE OF ZONING ORDINANCE), but which would otherwise be made non-conforming development by this Chapter, are hereby deemed continued development. The owner shall have the burden to demonstrate continued development status under this subsection.

(1) Single Family Uses.

(A) Buildings. Continued Development housing a continued single family use may be structurally altered or enlarged, or rebuilt following damage or destruction, provided such alteration, enlargement, or rebuilding conforms to development standards of the Single Family Residential (RS) zone set forth in SRC Chapter 511 and to all other applicable provisions of the UDC, except for lot size and dimension standards in SRC Chapter 511.

(B) Accessory Structures. Existing accessory structures on the same property as a continued single family use may be structurally altered or enlarged, or rebuilt following damage or destruction, and new accessory structures to a continued use may be constructed, provided such alteration, enlargement, rebuilding, or new accessory structure construction conforms to

the development standards of the Single Family Residential (RS) zone set forth in SRC Chapter 511, except the lot size and dimensions standards, and to all other applicable provisions of the UDC.

(C) Option to Rebuild in Same Location. Notwithstanding SRC 533.015(e)(1)&(2), any continued development housing a continued single family use or associated accessory structure rebuilt following damage or destruction may either be located on the same location on the lot as the original building or structure, or in compliance with the setbacks of the Single Family Residential (RS) zone set forth in SRC 511.010(b).

(2) All Other Uses. Continued development housing a use other than a continued single family use may be structurally altered, enlarged, or rebuilt following damage or destruction, provided such alteration, enlargement, or rebuilding conforms to the following standards:

(A) Minor Alteration. Alterations and additions to buildings that alter or enlarge a building façade facing a primary street by less than 20 percent are exempt from all of the development standards in this chapter except for lot standards, zone-to-zone setbacks, and the maximum height standard.

(B) Major Alteration. Alterations and additions to buildings that alter or enlarge a building façade facing a primary street by between 20 percent and 60 percent shall comply with a minimum of 3 of the following standards: Pedestrian-oriented design standards in this chapter and/or perimeter landscaping in vehicle use areas if such landscaping is not already required under SRC 533.015(e). In addition, such major alterations and additions must meet all other applicable development standards in this chapter except for the building frontage standard and maximum setback abutting a street.

(C) Substantial Redevelopment. Alterations and additions to buildings that alter or enlarge a building façade facing a primary street by more than 60 percent shall meet all applicable development standards in this chapter. Continued development that is rebuilt following damage or destruction shall meet all applicable development standards in this chapter.

(g) Pedestrian-Oriented Design. Buildings and accessory structures within the MU-2 zone shall conform to the pedestrian-oriented design standards set forth in Table 534-6.

TABLE 534-6
PEDESTRIAN-ORIENTED DESIGN

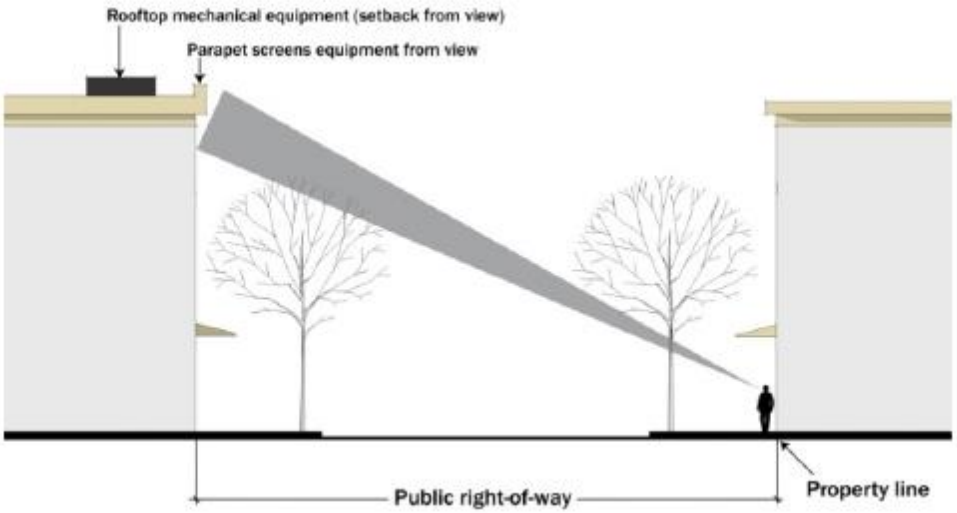
Table 534-6: Pedestrian-Oriented Design		
Requirement	**Standard**	**Limitations & Qualifications**
Ground Floor Height		
All uses	Min. 10 ft.	(1) This standard applies to ground floors of primary streets. (2) For the purposes of this standard, ground floor height is measured from the floor to the ceiling of the first floor. (3) For buildings on corner sites, where the primary street intersects with a secondary street, these standards shall apply to the side-wrapping façade for a minimum of 50 feet from the corner where the primary street meets the secondary street, or to the edge of the building or the lot, whichever is shorter.
Separations of Ground Floor Residential Uses		
Vertical Distance from Ground	Min. 18 inches. Max. 3 ft.	Where a dwelling is located on the ground floor, vertical or horizontal separation shall be provided to ensure privacy for residents and maintain quality of the public realm. The required

Table 534-6: Pedestrian-Oriented Design		
Requirement	**Standard**	**Limitations & Qualifications**
Horizontal Distance from Public Right-of-Way	Min. 5 ft. Max. 10 ft.	separation applies to the distance between the public right-of-way and the residential entryway (and any habitable rooms). Horizontal separation may take the form of a landscaped or hardscaped area such as a plaza. Vertical separation may take the form of several steps or a ramp to a porch, stoop or terrace.
Building Façade Articulation		
Buildings and Accessory Structures	Required	(1) This standard applies to building façades facing primary streets. (2) For buildings on corner sites, where the primary street intersects with a secondary street, these standards shall apply to the full length of the front façade and the portion of the side façade that extends a minimum of 50 feet from the corner where the primary street meets the secondary street, or to the edge of the building or the lot, whichever is shorter. (3) Buildings shall incorporate vertical and horizontal articulation and shall divide vertical mass into a base, middle, and top. a) Base: Ground floor facades shall be distinguished from upper floors by at least one of the following standards: 1) Change in materials. 2) Change in color. 3) Molding or other horizontally articulated transition piece. b) Middle: Upper floors facades shall provide visual interest by incorporating at a minimum of every 50 feet at least one of the following standards: 1) Recesses of a minimum depth of two feet. 2) Extensions of a minimum depth of two feet. 3) Vertically-oriented windows. 4) Pilasters that project away from the building. 5) Building step back. c) Top: Building tops shall be defined by at least one of the following standards: 1) Cornice that is a minimum of eight inches tall and a minimum of three inches beyond the face of the façade. 2) Change in material from the upper floors, with that material being a minimum of eight inches tall. 3) Offsets or breaks in roof elevation that are a minimum of three feet in height. *4)* A roof overhang that is a minimum of eight inches beyond the face of the façade.
Ground Floor Windows		
Residential Uses	30%	(1) This standard applies to ground floors on primary streets. (2) For buildings on corner sites, where the primary street intersects with a secondary street, these standards shall apply to the full length of the front façade and the portion of the side façade that extends a minimum of 50 feet from the corner where the primary street meets the secondary street, or to the edge of the building or the lot, whichever is shorter.
Non-residential Uses	60%	
Primary Building Entrances		
	Required	(1) This standard applies to ground floors on primary streets. (2) A primary building entrance for each building façade facing a primary street shall be located on the primary street. If a building has frontage on a primary street and any other street, a single primary building entrance may be provided at the corner of the building where the streets intersect.

Table 534-6: Pedestrian-Oriented Design		
Requirement	**Standard**	**Limitations & Qualifications**
		(3) Primary building entrance shall be directly connected to the sidewalk and shall include weather protection.
Weather Protection		
	Required	Weather protection, in the form of awnings or canopies, shall be provided along a minimum of 50 percent of the length of the ground floor building facade adjacent to a street. Awnings or canopies shall have a minimum clearance height above the sidewalk of 8 feet, and may encroach into the street right-of-way as provided in SRC 76.160.
Off-Street Parking		
	Required	(1) Off-street surface parking areas and vehicle maneuvering areas shall be located behind or beside buildings and structures. Off-street surface parking areas and vehicle maneuvering areas shall not be located between a building or structure and a street. (2) If a raised foundation or one-half story of visible below grade parking is provided, this level shall enhance the pedestrian environment along the sidewalk through landscaping to ensure a pedestrian-friendly environment.
Mechanical and Service Equipment		
	Required	(1) Ground level mechanical and service equipment, such as garbage collection and mechanical equipment shall be screened with landscaping or a site obscuring fence or wall (see Figure 534-1). Ground level mechanical and service equipment and its associated screening shall be located so as to no be visible from public sidewalks and open spaces. (2) Rooftop mechanical equipment, with the exception of solar panels and wind generators, shall be set back and screened so as to not be visible to a person standing on the property line on the far side of any adjacent, at-grade public street (see Figure 534-2). All rooftop mechanical equipment shall be set back and screened so as to not be visible to a person standing 60 feet from the building within any adjacent public open space.

FIGURE 534-1
SCREENING OF GROUND LEVEL MECHANICAL AND SERVICE EQUIPMENT

FIGURE 534-2
SCREENING OF ROOFTOP MECHANICAL EQUIPMENT



534.020. Design Review. Design review under SRC Chapter 225 is not required for development within the MU-2 zone. Multifamily development within the MU-2 zone is not subject to design review according to the multiple family design review guidelines or the multiple family design review standards set forth in SRC Chapter 702.

534.025. Other Provisions. In addition to the standards set forth in the Chapter, development within the MU-2 zone must comply with all other applicable development standards of the UDC, including but not limited to the following chapters:

(a) Floodplain Overlay Zone	SRC Chapter 601
(b) General Development Standards	SRC Chapter 800
(c) Public Improvements	SRC Chapter 802
(d) Streets and Right-of-Way Improvements	SRC Chapter 803
(e) Driveway Approaches	SRC Chapter 804
(f) Vision Clearance	SRC Chapter 805
(g) Off-Street Parking, Loading, and Driveways	SRC Chapter 806
(h) Landscaping and Screening	SRC Chapter 807
(i) Preservation of Trees and Vegetation	SRC Chapter 808
(j) Wetlands	SRC Chapter 809
(k) Landslide Hazards	SRC Chapter 810
(l) Sign Code	SRC Chapter 900

APPENDIX B – HYBRID STREET DESIGN

COURT ST. NE

12th ST. NE

13th ST. NE

14th ST. NE

STATE ST.

Potential Driveway Closure

12' Sidewalk, Street Furniture

4' Landscape

18' Angled Parking

13' Eastbound Lane

12' Eastbound Lane

12' Eastbound Receiving Lane

Potential Driveway Closures

18' Angled Parking

12' Sidewalk

Existing driveways*

23' Sidewalk, Street Furniture*

8' Parallel Parking*

11' Westbound Lane

11' Median/Turn Lane

12' Eastbound Lane

18' Angled parking

Existing driveways*

12' Sidewalk, Street Furniture

BUS STOP Chemitas

Enhanced Pedestrian Crossing

12' Sidewalk, Street Furniture

8' Parallel Parking

7.5' Buffered bike lane

11' Westbound Lane

11' Median/Turn Lane

11' Eastbound Lane

7.5' Buffered bike lane

8' Parallel Parking

12' Sidewalk, Street Furniture

Driveway Closures

Segment A - 12th St. to 13th St.

Segment B - 13th St. to 17th St.

12th ST. SE

13th ST. SE

14th ST. SE

15th ST. SE

FERRY ST. SE

LEGEND

- Pavement Marking
- Curb
- Sidewalk
- Driveway
- Bike Lane
- Existing Bus Stop

NOTE:
In locations where new sidewalk extends beyond public right-of-way, the limits of new right-of-way acquisition are assumed to be coincident with the back of sidewalk.

100 0 50 100 200

SCALE: 1"-100'

**Opportunity exists on State Street between 13th & 14th for 18 feet of Angled parking and a 12 foot sidewalk when future development takes place.*

STATE STREET CORRIDOR PLAN
ALTERNATIVE 3
(Sheet 1 of 4)

May 2017

COURT ST. NE

17th ST. NE

18th ST. NE

15th ST. SE

17th ST. SE

19th ST. SE

FERRY ST. SE

Segment B - 13th St. to 17th St.

Segment C - 17th St. to 25th St.

Enhanced Pedestrian Crossing

12' Sidewalk, Street Furniture

8' Parallel Parking

7.5' Buffered bike lane

Revised Lane Configuration

11' Receiving Lane

11' Westbound Lane

11' Median/Turn Lane

11' Eastbound Lane

Through/Right

11' Receiving Lane

6' Bike Lane

6' Sidewalk

Enhanced Pedestrian Crossing with RRFBs

15' Sidewalk

11' Westbound Lane

10' Westbound Lane

10' Eastbound Lane

11' Eastbound Lane

12' Sidewalk

BUS STOP

Chemtrics

LEGEND

- *Pavement Marking*
- *Curb*
- *Sidewalk*
- *Driveway*
- *Bike Lane*
- *Existing Bus Stop*
- *RRFB* — *Rectangular Rapid Flashing Beacon*

NOTE:
In locations where new sidewalk extends beyond public right-of-way, the limits of new right-of-way acquisition are assumed to be coincident with the back of sidewalk.

100 0 50 100 200

SCALE: 1"-100'

STATE STREET CORRIDOR PLAN
ALTERNATIVE 3
(Sheet 2 of 4)

May 2017

COURT ST. NE

21st ST. NE

23rd ST. NE

BUS STOP Chevrolet

15' Sidewalk

Enhanced Pedestrian Crossing with RRFBs

11' Westbound Lane
10' Westbound Lane
10' Eastbound Lane
11' Eastbound Lane

12' Sidewalk

Existing bridge will need to be widened to accommodate wider sidewalk

Segment C - 17th St. to 25th St.

MILL CREEK

21st ST. SE

FERRY ST. SE

23rd ST. SE

100 0 50 100 200

SCALE: 1"-100'

LEGEND

- Pavement Marking
- Curb
- Sidewalk
- Driveway
- Bike Lane
- Existing Bus Stop

RRFB — Rectangular Rapid Flashing Beacon

NOTE:
In locations where new sidewalk extends beyond public right-of-way, the limits of new right-of-way acquisition are assumed to be coincident with the back of sidewalk.

STATE STREET CORRIDOR PLAN
ALTERNATIVE 3
(Sheet 3 of 4)

May 2017

24th ST. NE

Bicycle Route to/from Chemeketa St. NE

25th ST. NE

15' Sidewalk

11' Westbound Lane
10' Westbound Lane
10' Eastbound Lane
11' Eastbound Lane

12' Sidewalk

BUS STOP

Segment C - 17th St. to 25th St.

24th ST. SE

Bicycle Route to/from Mill St. SE

25th ST. SE

STATE ST.

New Bike/Pedestrian crossing of Mill Creek.

LEGEND

- *Pavement Marking*
- *Curb*
- *Sidewalk*
- *Driveway*
- *Bike Lane*
- *Existing Bus Stop*

NOTE:
In locations where new sidewalk extends beyond public right-of-way, the limits of new right-of-way acquisition are assumed to be coincident with the back of sidewalk.

100 0 50 100 200

SCALE: 1"-100'

STATE STREET CORRIDOR PLAN
ALTERNATIVE 3
(Sheet 4 of 4)

May 2017

CENTER ST. NE
BREYMAN ST. NE
Enhancing Bike/Ped Crossing Treatments
BIKE ROUTE
CHEMEKETA ST. NE
BIKE ROUTE
CAPITOL ST. NE
12th ST. NE
13th ST. NE
14th ST. NE
15th ST. NE
17th ST. NE
18th ST. NE
20th ST. NE
21st ST. NE
23rd ST. NE
24th ST. NE
25th ST. NE
COURT ST. NE
BIKE ROUTE
STATE ST.
STATE ST.
On-Street Bike Lanes
13th ST. SE
FERRY ST. SE
New Bike/Ped Crossing of Mill Creek
25th ST. SE
Segment A
12th St.
to 13th St.
Segment B - 13th St. to 17th St.
Segment C - 17th St. to 25th St.
12th ST. SE
14th ST. SE
15th ST. SE
STRAND AVE. SE
16th ST. SE
17th ST. SE
18th ST. SE
19th ST. SE
20th ST. SE
21st ST. SE
22nd ST. SE
TRADE ST. SE
BIKE ROUTE
BIKE ROUTE
MILL ST. SE
Consider
Crossing Treatments
for Bike/Ped
BELLEVUE ST. SE
23rd ST. SE
RICHMOND PLACE SE
BIKE ROUTE
24th ST. SE
400 0 200 400 800
SCALE: 1"=400'

LEGEND

- Pavement Marking
- Curb
- Sidewalk
- Driveway
- Bike Lane
- Existing Bus Stop

NOTE:
In locations where new sidewalk extends beyond public right-of-way, the limits of new right-of-way acquisition are assumed to be coincident with the back of sidewalk.

STATE STREET CORRIDOR PLAN
ALTERNATIVE 3
VICINITY MAP

May 2017

APPENDIX C – HYBRID STREET DESIGN COST ESTIMATE DETAILS

State Street Project Salem, Oregon Preliminary Construction Cost Estimate June 2017			Alternative 3 Hybrid		
Work Item	Price per unit	Unit	Qty	Cost	Description/Notes
Removal of Structures and Obstructions					
REMOVAL OF CURBS	$ 6.00	FOOT	4,440	$ 26,640.00	includes areas of replaced curb and 25% of existing curbs
REMOVAL OF WALKS AND DRIVEWAYS	$ 12.00	SQYD	8,200	$ 98,400.00	
REMOVAL OF SURFACINGS	$ 11.50	SQYD	2,350	$ 27,025.00	
PAVEMENT LINE REMOVAL	$ 0.40	FOOT	10,735	$ 4,294.00	
REMOVAL OF INLETS	$ 450.00	EACH	5	$ 2,250.00	
Surfacing					
CONCRETE CURBS	$ 25.00	FOOT	4,760	$ 119,000.00	includes all new curb and replacement of 25% of existing curbs.
CONCRETE DRIVEWAYS	$ 7.00	SQFT	31,325	$ 219,275.00	
CONCRETE WALKS	$ 5.00	SQFT	83,755	$ 418,775.00	
EXTRA FOR NEW SIDEWALK RAMPS	$ 1,200.00	EACH	48	$ 57,600.00	
LEVEL 3, 1/2 INCH ACP MIXTURE	$ 85.00	TON	670	$ 56,950.00	
AGGREGATE BASE	$ 40.00	TON	1,140	$ 45,600.00	
Storm Drainage					
CONCRETE INLETS, TYPE G-2	$ 2,000.00	EACH	5	$ 10,000.00	
MINOR ADJUSTMENT OF MANHOLES	$ 950.00	EACH	12	$ 11,400.00	
Water Quality & Treatment	$ 50,000.00	LS	1	$ 50,000.00	unknown stormwater detention and treatment requirements
Signing					
Signing Lump Sum	-	LS	1	$ 32,000.00	includes signs, foundation & posts
Striping					
Pavement Marking Lump Sum	-	LS	1	$ 15,890.00	includes longitudinal pavement markings (paint), pavement bar, pavement legend (arrows, bike lane stencils)
Landscaping					
Tree & Tree grate	$ 1,000.00	EACH	9	$ 9,000.00	for the landscape strip between 12th & 13th
Irrigation	$ 1,775.00	LS	1	$ 1,775.00	for the landscape strip between 12th & 13th
Traffic					
Traffic Signal	$ 70,000.00	EACH	7	$ 490,000.00	assumes relocation of a traffic signal pole due to change in curb return; Alt 1: NW & SE corners of 17th; Alt 2&3: 14th all corners, 17th all except SE
Pedestrian Pole, button & foundation	$ 2,000.00	EACH	4	$ 8,000.00	assumes relocation of a pedestrian push button pole. Alt 2 & 3: at all 4 corners of 14th
Rectangular Rapid Flashing Beacon	$ 12,550.00	EACH	2	$ 25,100.00	installed at new four lane pedestrian crossings without refuge islands

Bid Item Subtotal:		$1,728,974.00
Temporary Traffic Control	8%	$138,317.92
Temporary Erosion & Sediment Control	5%	$86,448.70
Subtotal:		$1,953,740.62
Mobilization & construction survey	12%	$234,448.87
Subtotal:		$2,188,189.49
Contingency	40%	$875,275.80
Construction Total:		$3,063,500.00
Preliminary Engineering:	15%	$459,525.00
Construction Management:	15%	$459,525.00

Note: the following items have not been included in this estimate;
Right of Way
Street Lighting
Replacement Bridge or Bridge widening at Mill Creek

State Street Project Salem, Oregon Preliminary Construction Cost Estimate August 2017			Pedestrian Crossings only		
Work Item	Price per unit	Unit	Qty	Cost	Description/Notes
Removal of Structures and Obstructions					
REMOVAL OF CURBS	$ 6.00	FOOT	50	$ 300.00	for bulb out
REMOVAL OF WALKS AND DRIVEWAYS	$ 12.00	SQYD	-	$ -	
REMOVAL OF SURFACINGS	$ 11.50	SQYD	134	$ 1,541.00	for bulb out & median island at 25th
PAVEMENT LINE REMOVAL	$ 0.40	FOOT	-	$ -	
REMOVAL OF INLETS	$ 450.00	EACH	-	$ -	
PAVEMENT LINE REMOVAL	$ 0.40	FOOT	230	$ 92.00	striping at median island at 25th
Surfacing					
CONCRETE CURBS	$ 25.00	FOOT	190	$ 4,750.00	for bulb out & median island at 25th
CONCRETE DRIVEWAYS	$ 7.00	SQFT	-	$ -	
CONCRETE WALKS	$ 5.00	SQFT	670	$ 3,350.00	for bulb out & median island at 25th
EXTRA FOR NEW SIDEWALK RAMPS	$ 1,200.00	EACH	6	$ 7,200.00	
LEVEL 3, 1/2 INCH ACP MIXTURE	$ 85.00	TON	21	$ 1,785.00	for bulb out & median island at 25th
AGGREGATE BASE	$ 40.00	TON	39	$ 1,560.00	for bulb out & median island at 25th
Storm Drainage					
CONCRETE INLETS, TYPE G-2	$ 2,000.00	EACH	0	$ -	
MINOR ADJUSTMENT OF MANHOLES	$ 950.00	EACH	0	$ -	
Water Quality & Treatment	$ 50,000.00	LS	0	$ -	
Signing					
SIGNS	$ 60.00	SQFT	120	$ 7,200.00	signs only
Striping					
PAVEMENT BAR: TYPE AB	$ 5.00	SQFT	710	$ 3,550.00	
LONGITUDINAL PAVEMENT MARKINGS - PAINT	$ 0.25	FOOT	460	$ 115.00	
Landscaping					
Tree & Tree grate	$ 1,000.00	EACH	-	$ -	
Irrigation	$ 1,775.00	LS	-	$ -	
Traffic					
Traffic Signal	$ 70,000.00	EACH	-	$ -	
Pedestrian Pole, button & foundation	$ 2,000.00	EACH	-	$ -	
Rectangular Rapid Flashing Beacon	$ 12,550.00	EACH	3	$ 37,650.00	

Bid Item Subtotal:		$69,093.00
Temporary Traffic Control	8%	$5,527.44
Temporary Erosion & Sediment Control	5%	$3,454.65
Subtotal:		$78,075.09
Mobilization & construction survey	12%	$9,369.01
Subtotal:		$87,444.10
Contingency	40%	$34,977.64
Construction Total:		$122,500.00
Preliminary Engineering:	15%	$18,375.00
Construction Management:	15%	$18,375.00

Note: the following items have not been included in this estimate;
Right of Way
Street Lighting
Replacement Bridge or Bridge widening at Mill Creek
Drainage
Traffic Signals
Landscaping

APPENDIX D – PROPOSED MIXED USE ZONES AND NOISE, LIGHT, AND ODOR ISSUES

urbsworks

APPENDIX D

Date September 22, 2017

Subject Salem State Street Corridor Plan

STATE STREET PROPOSED MIXED USE ZONES AND NOISE, LIGHT, AND ODOR ISSUES

The Issue

The proposed mixed-use zoning for State Street will make it possible for retail, restaurant and commercial uses to occupy lots within the proposed zone, and as a result, future buildings may accommodate retail or restaurant uses on the ground floor of a building. This means that new retail or restaurant uses may be neighbors with existing residential buildings, or new residential uses may be neighbors with new retail uses within the same building, or within the same development.

New retail or commercial uses may be on a side- or rear-abutting lot, next to residential uses, or may be below new residential uses on upper floors within the same building. In some cases new commercial uses may be separated from residential buildings by an alley. In many cases, these types of abutting-use situations were already possible because the previous zoning designations permitted commercial uses.

Some of the problems of incompatible uses abutting residential has been reduced or eliminated, because the new mixed use zoning limits auto-oriented commercial uses, such as gas stations.

Public Workshop Comments

Several people at the public workshop expressed concern about noise, light and odor emanating from new retail or commercial uses and trespassing on existing residential zones, compromising quality of life and possibly devaluing property.

A number of cities have adopted performance standards in their land use or other sections of their municipal codes to address some of these issues.

Examples

Below is a list of links where additional information can be found. These examples do not necessarily represent best practices, but show a range of responses in use by a variety of municipalities.

Noise Control Examples

Link	Description
https://www.portlandoregon.gov/citycode/article/327463	Adopted in 2010 by the City of Portland, and part of the city's land use code. Prohibits a person to cause or permit sound to intrude into the property of another person. Permissible sound levels must not exceed threshold identified in a table, with lowest decibel levels set for residential areas. Thresholds are additionally reduced during night hours. Violations are generally reported by neighbor complaint. The city employs a Noise Control Officer to monitor and enforce the provisions.
http://www.codepublishing.com/CA/ChulaVista/html/ChulaVista19/ChulaVista1968.html	Chula Vista, California. The concept of complaint-driven enforcement is similar to Portland's.

Urbsworks, Inc | Portland Oregon 97239 USA | 503 827 4155 | www.urbsworks.com

APPENDIX D

Link	Description
	Includes a list of National Goals for Noise Reduction as set forth by the U.S. Environmental Protection Agency in their publication "Toward a National Strategy for Noise Control," April, 1977. Includes an extensive Definitions section.

Light Control Examples

Link	Description
http://www.codepublishing.com/WA/Bothell/?Bothell12/Bothell1214.html	City of Bothell Washington Municipal Code. Section 12.14-20 includes a Lighting Zones Map and provisions for lighting curfew and automatic lighting reduction after operation hours end, with different requirements depending on the land use. Below are examples of the curfew and light reduction for the two mixed uses: • Retail and mixed use without residential uses exterior parking lots – two hours after close of business hours. Lighting system must be uniformly reduced to a maximum of 25 percent of normal output during curfew times. • Mixed use containing residential uses, exterior parking lots – 10:00 p.m. to 6:00 a.m. or 30 minutes before opening. The lighting system must be uniformly reduced to a maximum of 50 percent of normal output during curfew times.
http://www.ci.wilsonville.or.us/DocumentCenter/View/11751	City of Wilsonville Oregon, Section 4.199 Outdoor Lighting subsection, adopted in 2015. Applies to the installation of new lighting systems or the modification of existing systems in public, commercial, industrial, or multi-family housing facilities. Establishes lighting zones with defined limitations on lighting systems based on maximum wattage, shielding type, curfew time, and lighting function. Includes five lighting zone classifications and specific lighting standards for each.
http://www.orcities.org/Portals/17/a-z/odoeoutdoorlighting.pdf	A 2008 report on the state of outdoor lighting provisions in municipal codes, commissioned by the Oregon Department of Energy.

Odor Control Examples

Link	Description
General	Main issues are garbage and food preparation odors. Most of these are handled through other provisions, such as provisions

APPENDIX D

Link	Description
	governing the location, screening and design of garbage dumpsters and recycling storage. Other issues are handled through building design, such as restaurant mechanical requirements for venting. Within the last few years, Oregon and Washington cities have instituted odor control provisions around marijuana retailers. Some of these odor control rules may be applicable to garbage and food odors in mixed use areas.
https://www.portlandoregon.gov/bps/article/53319	City of Portland's provision for odor are pretty simple, according to Off-Site Impacts provision 33.262.070 Odor: Odor standard. Continuous, frequent, or repetitive odors may not be produced. The odor threshold is the point at which an odor may just be detected. Exception. An odor detected for less than 15 minutes per day is exempt.