State Street Corridor Plan Booklet

October 9, 2017

State Street Corridor Plan

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

ODOT TGM DLCD
TRANSPORTATION AND GROWTH MANAGEMENT

CITY OF Salem AT YOUR SERVICE

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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.

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.

Study Area

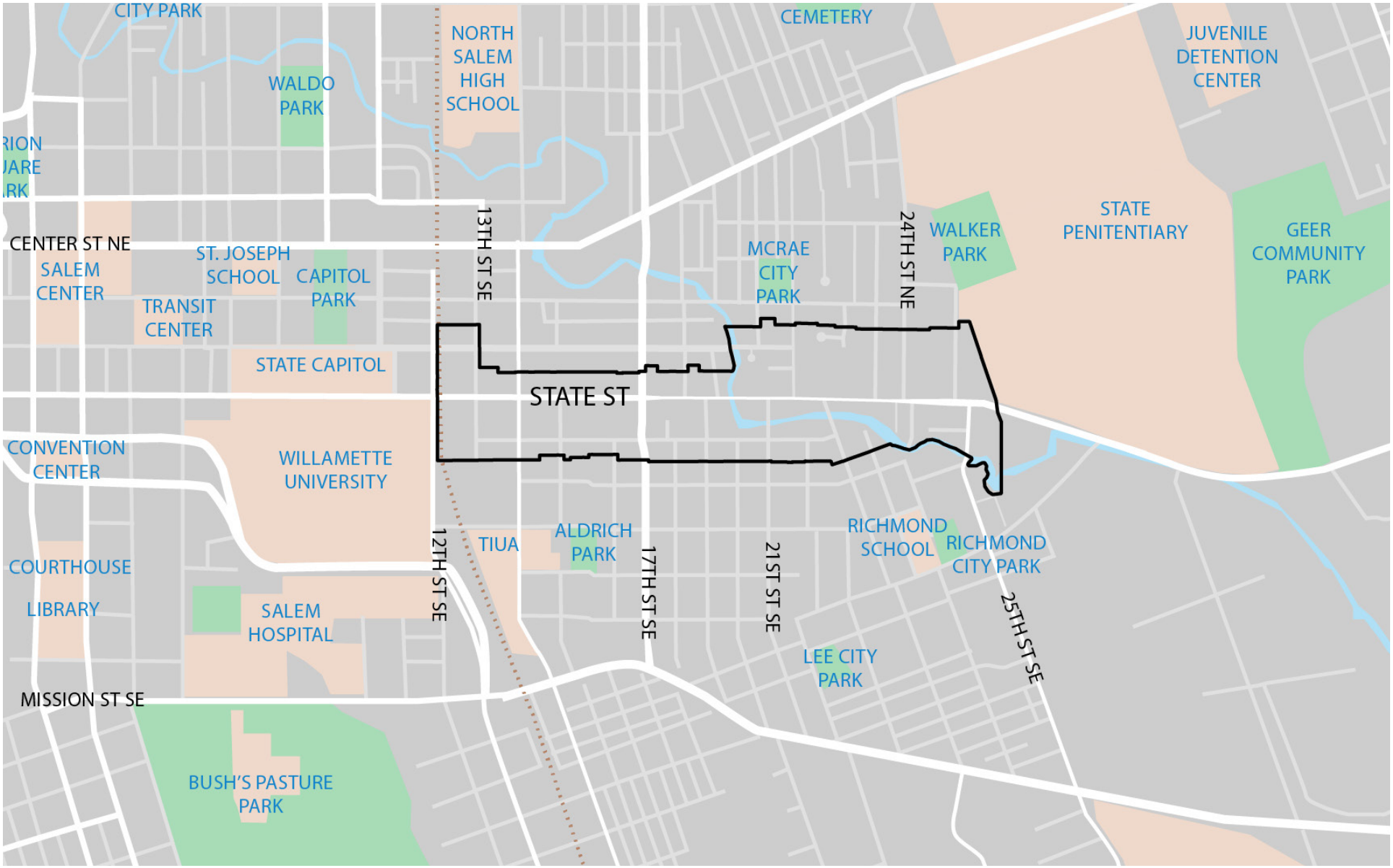
The corridor generally extends from 12th Street (and the railroad tracks) on the west to just beyond 25th Street on the east. It includes parcels fronting on both State Street and Ferry Street SE for the full extent.

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.

Four travel lanes on State Street

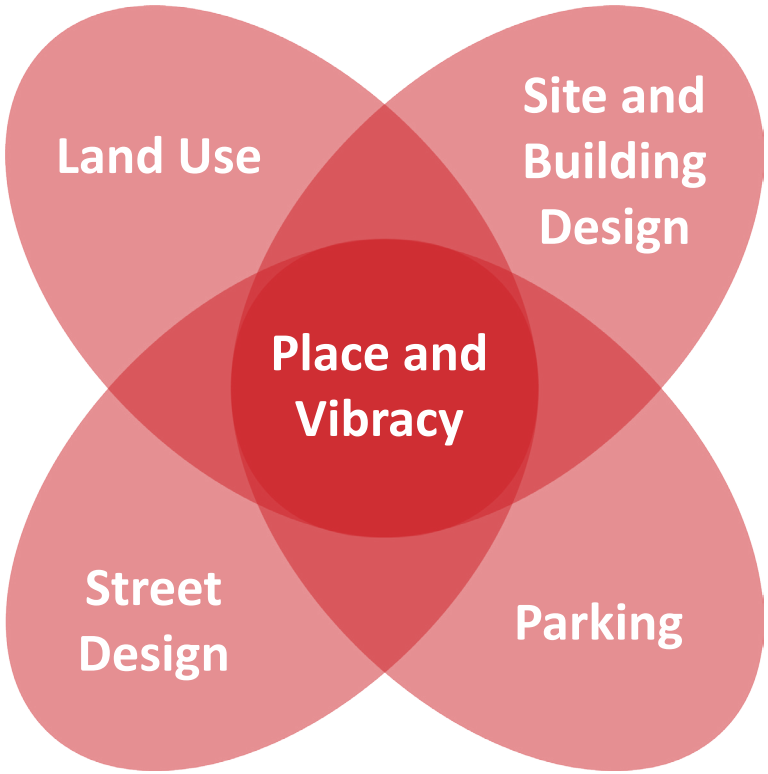
Businesses on State Street

Figure 1. State Street Corridor Study Area and Context



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.



Regulatory Balance Reflects the Values of The Community

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. Ultimately, the *NEN-SESNA Neighborhood Plan* identified the State Street corridor as an opportunity area and was adopted in March 2015. 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. The following strategy was included to help achieve the Council's 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. Success 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.

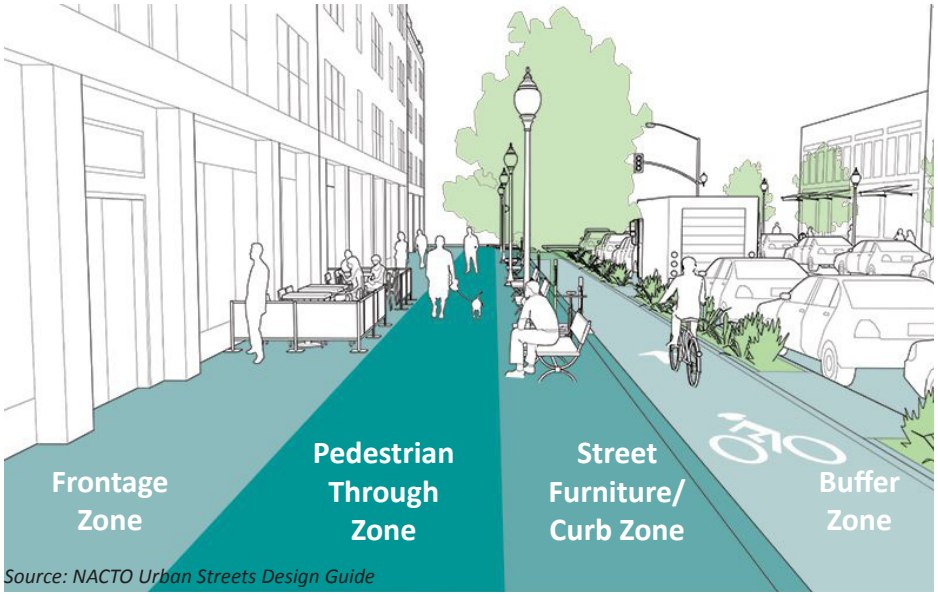
Elements of Strong Street Design

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 2.

- **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' are desirable, depending on surrounding context and pedestrian volumes. A clear width of 5' 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 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, 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.

Figure 2. Storefront-to-streetscape relationship, idealized conditions



Lack of streetscape features on State Street

Goals and Objectives

Vacant property on State Street

State Street as a transit route

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 Refinement Plan Goals, and Objectives

Goals	Objectives
Promote economic vitality and livability	» Encourages pedestrian-oriented, mixed-use development and redevelopment of underutilized properties » Creates a safe, attractive, pedestrian-friendly environment » Supports the business environment » Minimizes negative impacts on adjacent neighborhoods
Improve multimodal access and safety	» Improves access to all forms of transportation including walking, biking, and riding transit
Encourage feasible improvements	» Consistent with adopted and accepted City plans » Maximizes cost effectiveness » Garners broad public support

Stakeholder Engagement

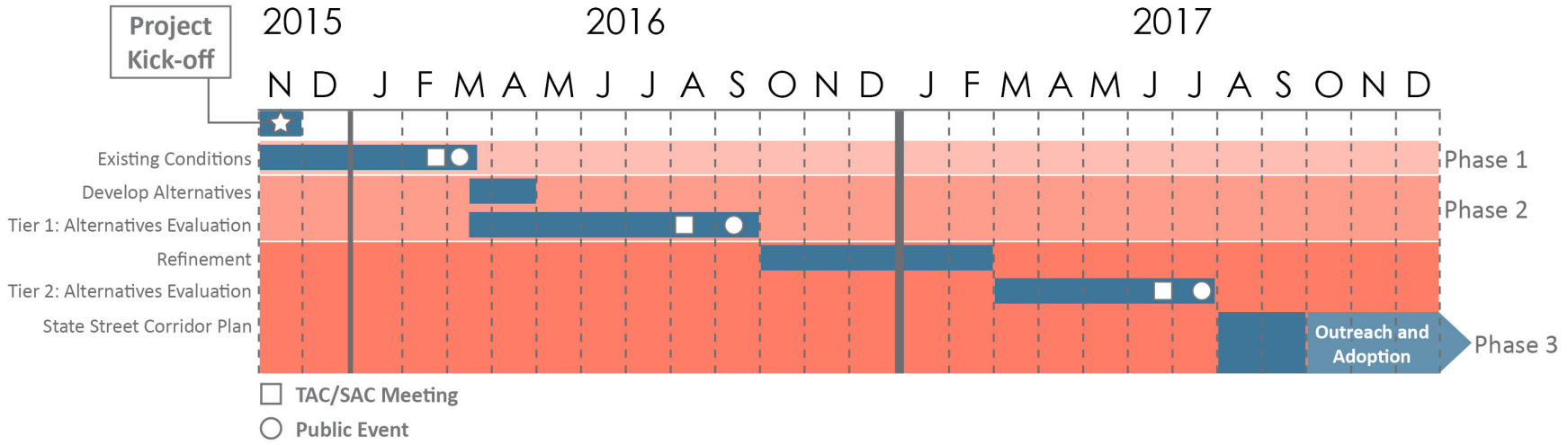
The neighborhood and business communities along State Street have been engaged in planning efforts for many years through the *Looking Forward* neighborhood planning process. Carrying forward the vision of the *Northeast Neighbors Neighborhood Association (NEN) - Southeast Salem Neighborhood Association (SESNA) Neighborhood Plan* was critical to the success of the State Street Refinement Plan (SSRP) effort. As such, many of the individuals who were actively engaged in previous planning efforts, were consistently engaged throughout SSRP 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 overview, stakeholder engagement occurred at key project milestones.

On average, more than 80 people attended each public meeting.



Issues and Opportunities

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.

Five distinct context zones, as shown in Figure 3, 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 3. State Street Corridor Context Zones

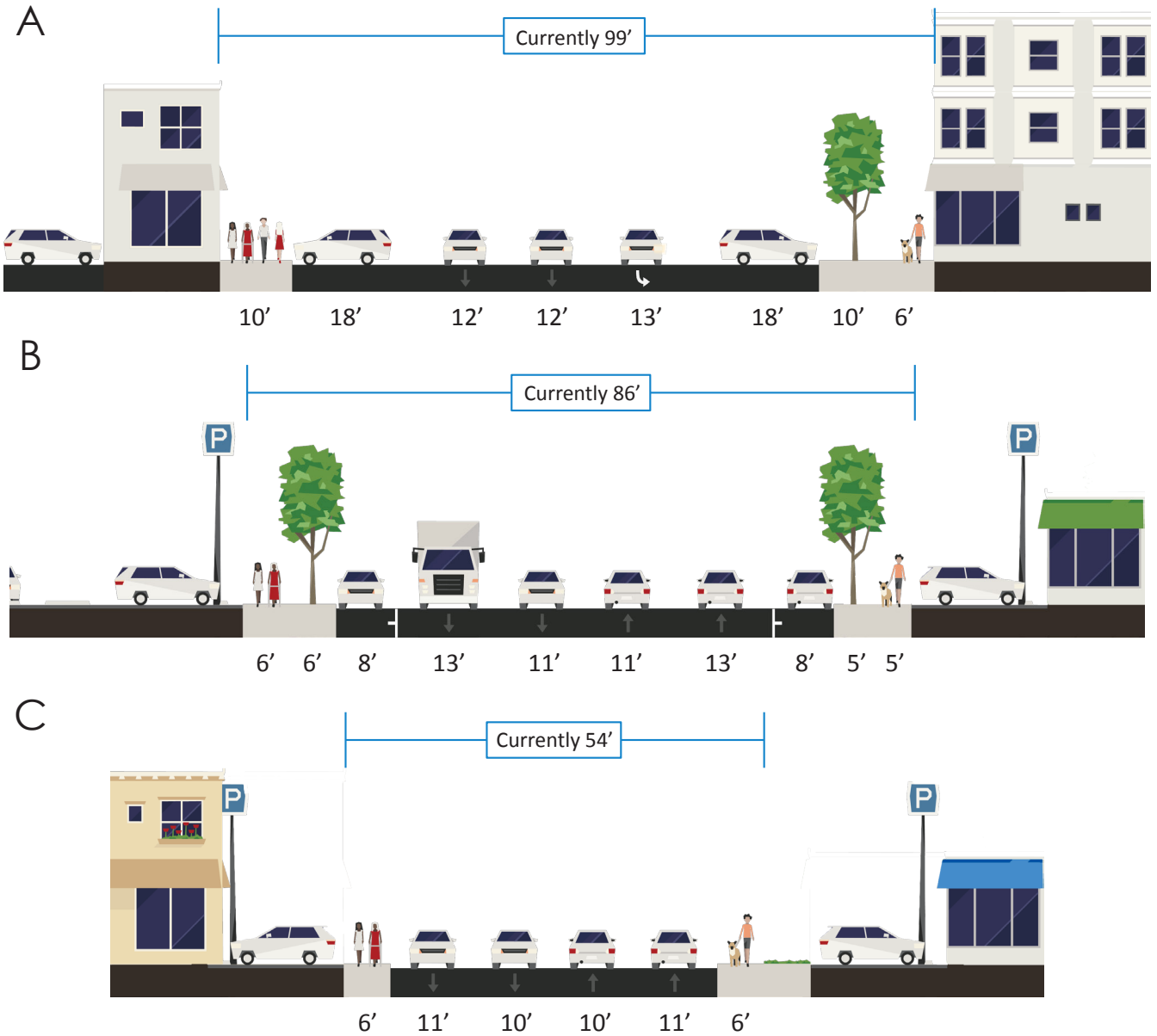
Table 2. Opportunities, Assets, and Barriers by Segment

	Key Barriers	Key Assets
Context Zone 1	» Large amount of surface parking today » Several bicycle-involved crashes at the 12th Street intersection » Insufficient intersection capacity at 12th Street	» Existing urban character » Density of existing retail (south side) is an established lunchtime destination » Generous sidewalks » Existing street trees » Existing on-street parking » Parking lots represent a redevelopment opportunity
Context Zone 2	» 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	» Existing buffered sidewalk » Existing street trees » Existing parallel parking » Parking lots represent a redevelopment opportunity » Adjacent lots under single ownership represent redevelopment opportunities
Context Zone 3	» Constrained and narrow right-of-way » Few pedestrian-oriented destinations » Small lots may be difficult to redevelop » No buffer between sidewalk and travel lanes » Flooding of Mill Creek » Minimal existing trees » Many curb cuts	» Engagement with Mill Creek as a community asset » Parking lots represent redevelopment opportunities » Adjacent lots under single ownership represent redevelopment opportunities
Context Zone 4	» Constrained and narrow right-of-way » No buffer between sidewalk and travel lanes » Minimal existing trees » Many curb cuts and parking lots » Setback of buildings from the street » Narrow width and poor condition of 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 » Several historic structures provide character and contribute to the diversity of building types
Context Zone 5	» Minimal street trees » Many curb cuts and surface parking lots » Existing setback of buildings from the street » Narrow width and poor condition of sidewalk	» Wider right-of-way » Bike lanes act as a buffer » Setback of buildings from the existing right-of-way allow for future sidewalks » Historic property at 2493 State Street » Vacant lots represent redevelopment opportunities

Existing Street Design

Figure 4 illustrates the dimensions and key features of the existing cross section along three segments. The termini for these segments were chosen based on the available right-of-way width, which varies throughout the length of the study corridor but is relatively consistent within each segment.

Figure 4. State Street- Existing Cross Sections



Between 12th and 13th

- Angled parking on both sides
- Wide travel lanes
- Existing active uses on south side

Between 13th and 17th

- Parallel parking on both sides
- Two lanes in each direction
- Inconsistent landscape buffer

Between 17th and 25th

- Two lanes in each direction
- No on-street parking
- Narrow sidewalks with no landscape buffer
- Right-of-way may extend behind sidewalk

Source: NACTO Urban Streets Design Guide

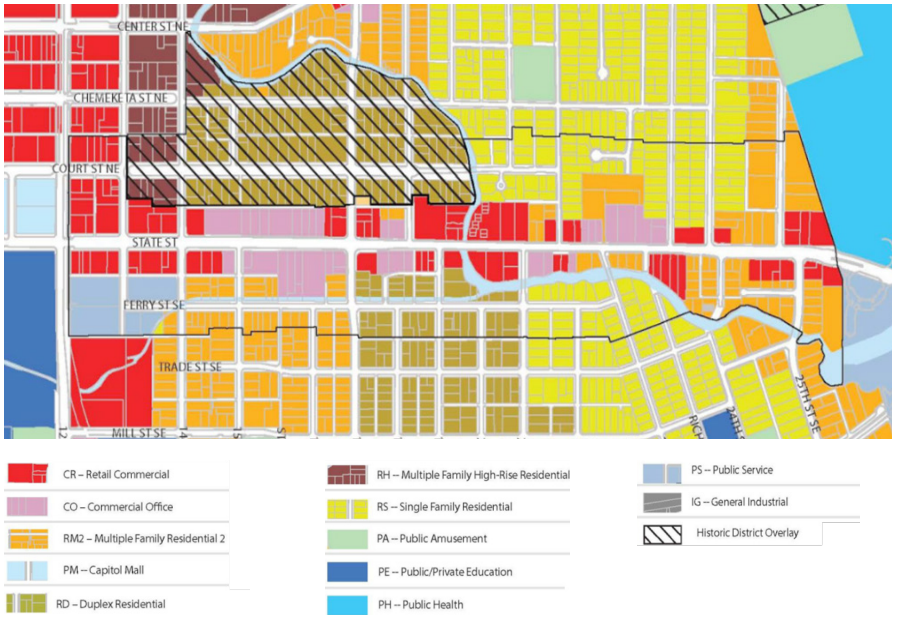
One Corridor: Recommendations

Preferred Land Use Alternative

Four Land Use Alternatives were developed to address the current conditions and community desires for redevelopment along State Street. The alternatives were evaluated against the project's evaluation criteria. All alternatives are described in the Final State Street Corridor Plan and the supporting project memorandums. The Preferred Land Use Alternative is depicted in Figure 6.

As compared to the current zoning, in keeping with the community vision, the Preferred Land Use Alternative streamlines the zoning and design criteria along the entire corridor. It responds to the market analysis and community stakeholders by allowing greater intensity and requiring more mixed used on the western portion of the corridor. Applying the MU-2 to the eastern portion of the corridor still allows for a mix of uses, but at a lower intensity and without requiring them to be located in one development.

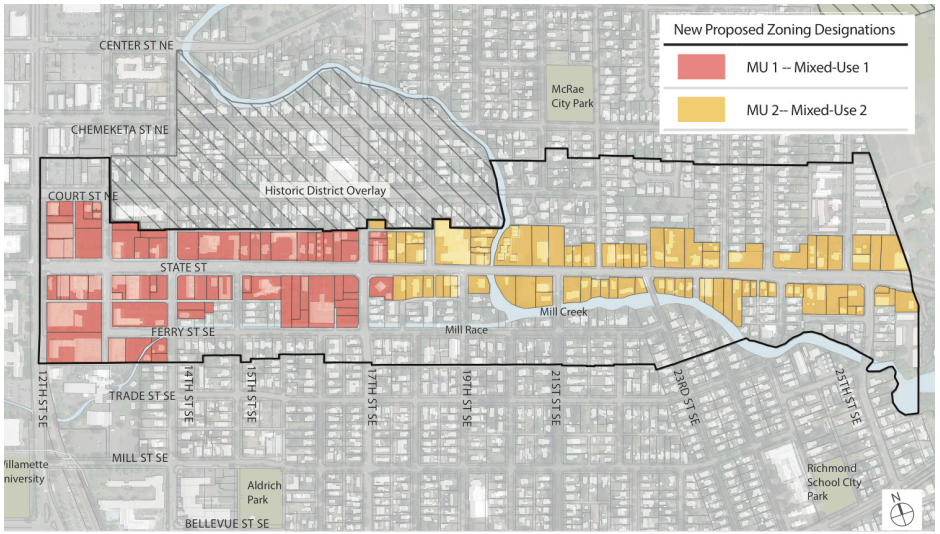
Figure 5. Current Zoning



The Preferred Land Use Alternative is also responsive to the preferred street design. On the west side, the preferred street design provides a significantly 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" is, therefore, limited to the west side.

On the eastern side, pedestrian improvements (and on-street parking) 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 correlates with the development potential response to street character. If the street does not support pedestrian activity, development patterns will not either. The east side focuses on encouraging infill residential development, and is very permissive towards other creative mixed-used forms of development.

Figure 6. Preferred Zoning



New Zoning Types

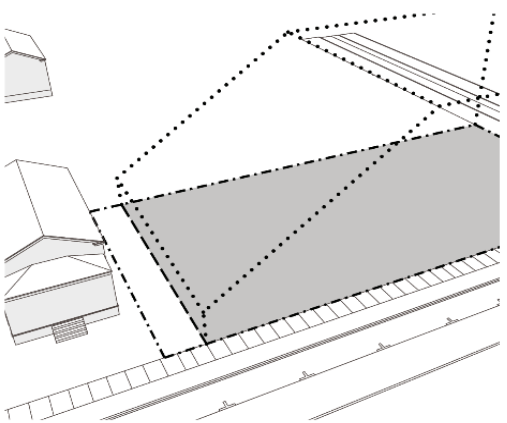
Mixed Use-1 Zone

- **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 standards ensures that retail can be accommodated in the future if it is not economically viable upon construction. 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 (Figure 7).
- **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, so developers and designers can choose which standards to comply with. 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. The MU-2 zone also requires a lower percentage of ground-floor windows in buildings compared to the MU-1 zone.

Figure 7. Proposed Development Standards



Preferred Street Design Alternative

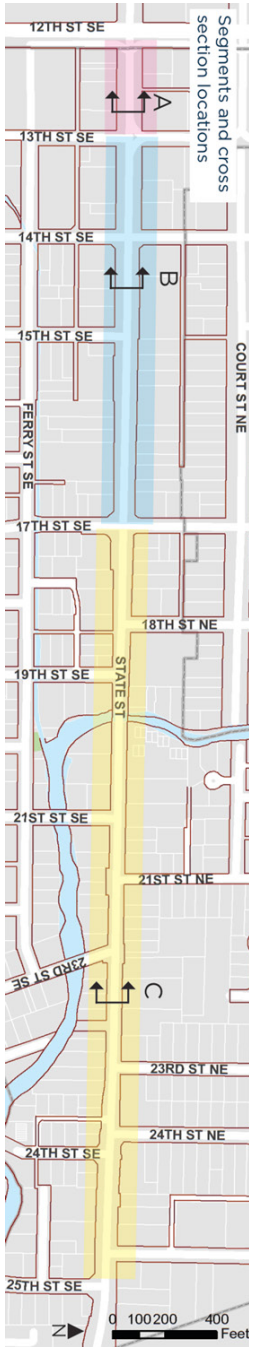
Three street design alternatives were evaluated against the project's evaluation criteria. All alternatives are described in the Final State Street Corridor Plan and the supporting project memorandums. The Hybrid Alternative is the recommended Preferred Street Design Alternative. In the final evaluation, the Hybrid Alternative performed well against the project's objectives and evaluation criteria with the following key differentiators:

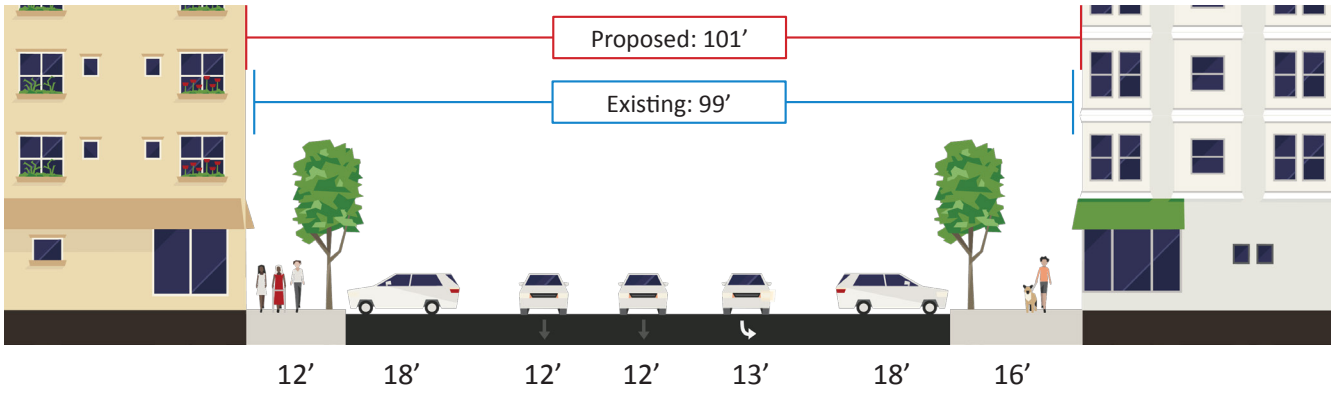
- **Traffic Diversion** – The Hybrid Alternative is expected to result in some traffic diversion, but it is anticipated to have less of an impact on parallel routes and create less cut-through traffic than the Road Diet Alternative.
- **Alignment with Market Analysis and Support of Corridor Businesses 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 than the road diet 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 earlier, 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** – 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 bewteen 14th and 17th streets 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.

In sum, the Hybrid Alternative, shown in Figure 8, strikes a balance between enhanced pedestrian amenities that support redevelopment potential along the corridor and limiting potential traffic impacts to neighborhood and parallel streets. For more information, please refer to the State Street Corridor Plan report.


Source: NACTO Urban Streets Design Guide

Figure 8. State Street- Proposed Hybrid Alternative Cross Sections

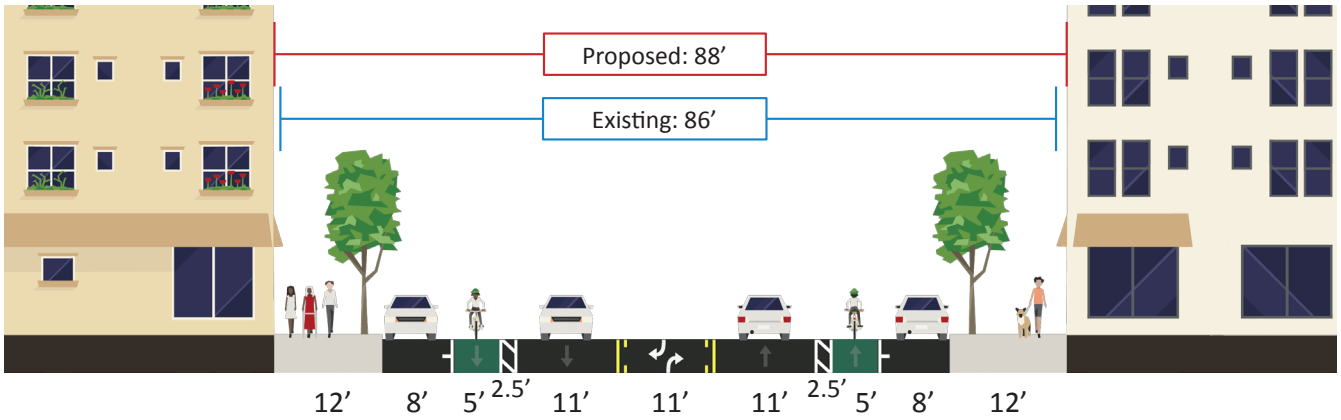




A

Between 12th and 13th

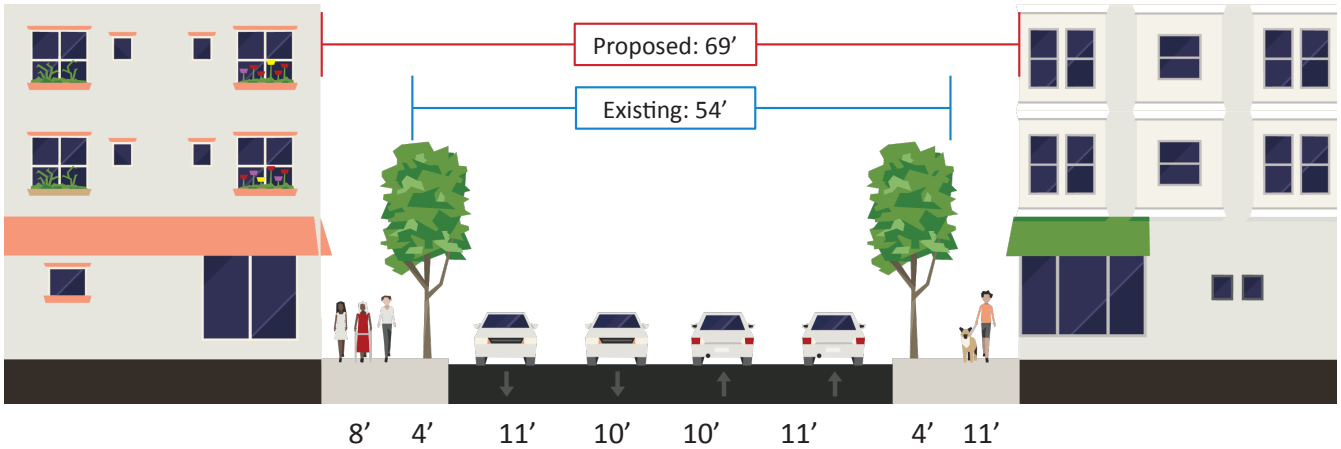
Change from existing: Right-of-way (ROW) increased to 101’ by adding 2’ of sidewalk on the south side.



B

Between 13th and 17th

Change from existing: ROW increased to 88’ by adding 2’ of sidewalk on the north side. Two travel lanes removed and replaced with two-way left turn lane and buffered bike lanes between 14th and 17th.



C

Between 17th and 25th

Change from existing: ROW increased to 69’ by adding 6’ of sidewalk on the south side and 9’ on the north side.

One Corridor Concept

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 11 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.

The following two figures illustrate how the street and building design come together to make a pedestrian-friendly place. Figure 9 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 10 shows required vertical or horizontal separation when residential uses are on the ground floor in the proposed MU-2 zone on State Street.

Figure 9. MU-1 Street-level Environment

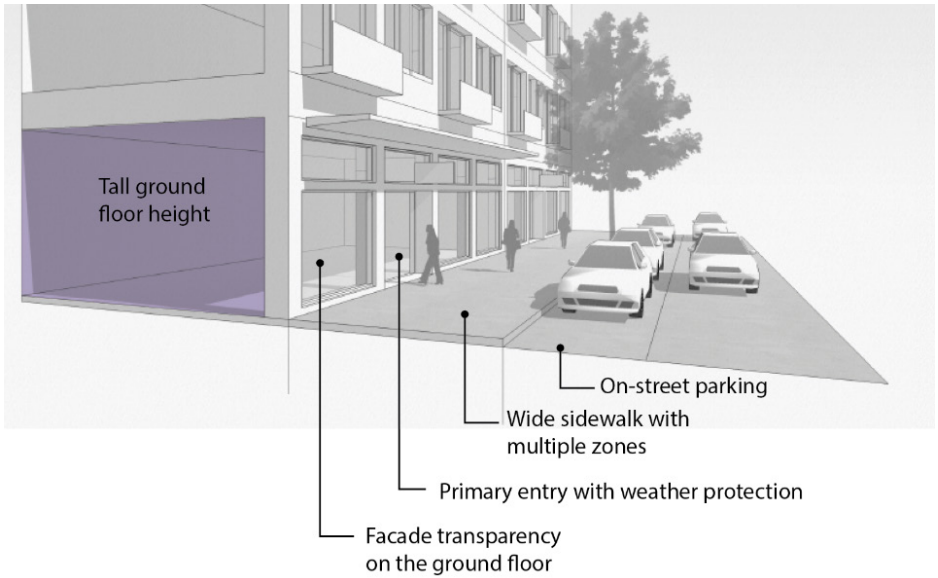


Figure 10. MU-2 Street-level Environment

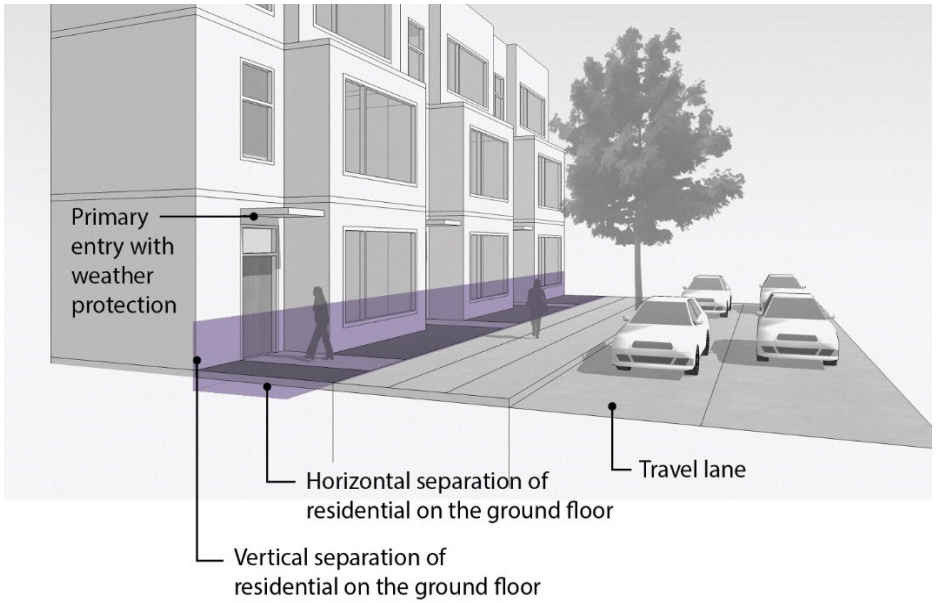
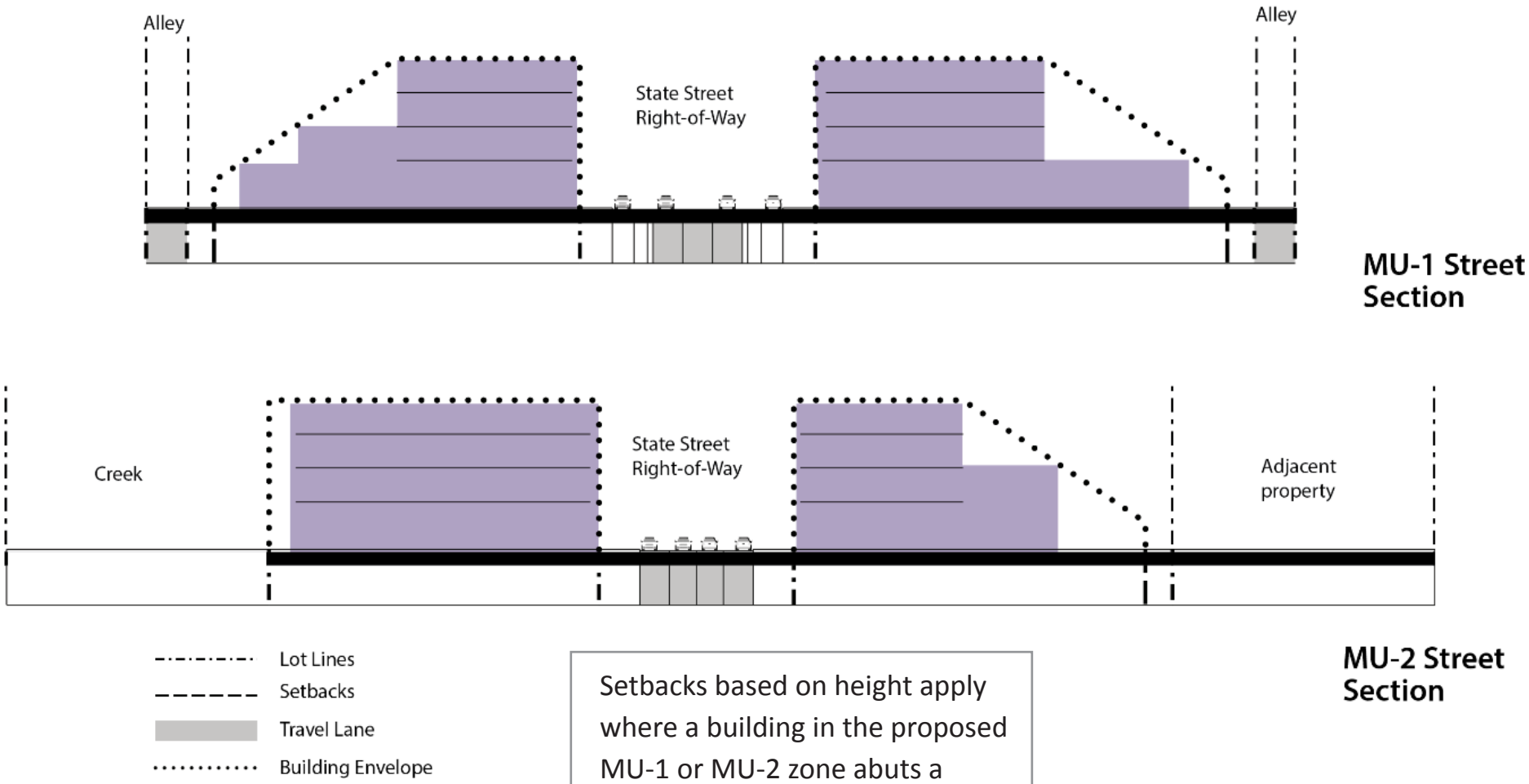


Figure 11. Street Sections, MU-1 and MU-2



Setbacks based on height apply where a building in the proposed MU-1 or MU-2 zone abuts a residential zone

Project Implementation

Source: NACTO Urban Streets Design Guide

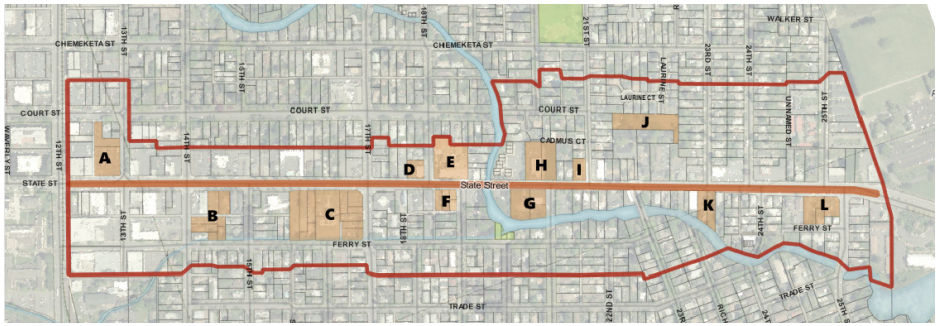
Land Use Implementation

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

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 12. 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.

Figure 12. Likely Development Opportunity Sites



Street Design Implementation

Phasing Street Improvements

There are two distinct opportunities to phase this project: 1) Constructing the pedestrian crossing improvements ahead of all other improvements and 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 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 Preferred Design Alternative. It would need to include a rectangular rapid flashing beacon (RRFB) 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 reconstruct the roadway improvements west of 17th Street independently of those to the east. Prioritizing the road diet improvements would be beneficial as they align with the market study findings. 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.

Project	Description	Cost
Pedestrian Crossings	Install RRFB and street crossings located at 15th, 19th, and 21st streets	$159,500
State Street Improvements*	Construct Road Diet improvements between 12th and 17th streets and improved 4-Lane improvements between 17th and 25th streets	$3,983,500

*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.

Parking Management

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. Requiring private property owners to provide parking spaces on every lot is a significant burden and 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. 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 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
- 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 that include 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. "

Next Steps

The first step to implementing the SSCP is to adopt the two new mixed-use zones, 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.

Four travel lanes on State Street

Source: NACTO Urban Streets Design Guide

Existing business on State Street