



City Council Agenda

Mayor
Christine Lundberg

City Council
Sean VanGordon, Ward 1
Hillary Wylie, Ward 2
Sheri Moore, Ward 3
Dave Ralston, Ward 4
Marilee Woodrow, Ward 5
Vacant, Ward 6

City Manager:
Gino Grimaldi
City Recorder:
Amy Sowa 541.726.3700

City Hall
225 Fifth Street
Springfield, Oregon 97477
541.726.3700
Online at www.springfield-or.gov

The meeting location is wheelchair-accessible. For the hearing-impaired, an interpreter can be provided with 48 hours notice prior to the meeting. For meetings in the Council Meeting Room, a "Personal PA Receiver" for the hearing impaired is available. To arrange for these services, call 541.726.3700.

Meetings will end prior to 10:00 p.m. unless extended by a vote of the Council.

All proceedings before the City Council are recorded.

November 3, 2014

6:00 p.m. Work Session
Jesse Maine Room

*(Council work sessions are reserved for discussion between Council, staff and consultants;
therefore, Council will not receive public input during work sessions.
Opportunities for public input are given during all regular Council meetings)*

CALL TO ORDER

ROLL CALL - Mayor Lundberg ____, Councilors VanGordon ____, Wylie ____, Moore ____, Ralston ____, and Woodrow ____.

1. Draft Main Street Corridor Vision Plan: A "Roadmap" to Support Achievement of the Community's Preferred Future Land Use and Transportation Outcomes.
[Linda Pauly] (30 Minutes)
2. Council Operating Policies and Procedures Review.
[Amy Sowa/Mary Bridget Smith] (15 Minutes)

ADJOURNMENT

7:00 p.m. Regular Meeting
Council Meeting Room

CALL TO ORDER

ROLL CALL - Mayor Lundberg ____, Councilors VanGordon ____, Wylie ____, Moore ____, Ralston ____, and Woodrow ____.

PLEDGE OF ALLEGIANCE

SPRINGFIELD UPBEAT

CONSENT CALENDAR

1. Claims

2. Minutes

- a. October 20, 2014 – Work Session
- b. October 20, 2014 – Regular Meeting
- c. October 27, 2014 – Work Session

3. Resolutions

- a. RESOLUTION NO. 1 – A RESOLUTION TO ACCEPT CITY PROJECT P21048; SANITARY SEWER REHABILITATION 2011 BASIN 22A

4. Ordinances

- a. ORDINANCE NO 1 – AN ORDINANCE AMENDING: THE GLENWOOD REFINEMENT PLAN (PHASE 1) TRANSPORTATION CHAPTER TEXT AND FIGURES TO ADJUST THE FRANKLIN BOULEVARD PROJECT CONCEPT CURRENTLY IN THE PLAN TO MATCH THE PROPOSED PROJECT DRAFT DESIGN SO THAT IT IS GENERALLY CENTERED ALONG THE EXISTING FRANKLIN BOULEVARD CENTERLINE; THE PROJECT ENVELOPE TO EXTEND FIVE FEET TO THE NORTH AND FIVE FEET TO THE SOUTH OF THE PROPOSED DRAFT DESIGN; AND THE SPRINGFIELD DEVELOPMENT CODE, APPENDIX 3, GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES – PHASE 1, AND ADOPTING A SEVERABILITY CLAUSE.

5. Other Routine Matters

- a. Authorize and Direct the City Manager to Execute an IGA with SUB for Construction and Maintenance of an Underground Water Transmission Line from South 28th Street to South 7th and B Street.
- b. Approval of Liquor License Application for The Gridiron Grill and Tap House, located at 2816 Main Street, Springfield, OR.

MOTION: APPROVE/REJECT THE CONSENT CALENDAR

ITEMS REMOVED FROM THE CONSENT CALENDAR

PUBLIC HEARINGS - Please limit comments to 3 minutes. Request to speak cards are available at both entrances. Please present cards to City Recorder. Speakers may not yield their time to others.

BUSINESS FROM THE AUDIENCE - Limited to 20 minutes. Please limit comments to 3 minutes. Request to Speak cards are available at both entrances. Please present cards to City Recorder. Speakers may not yield their time to others.

COUNCIL RESPONSE

CORRESPONDENCE AND PETITIONS

1. Correspondence from Paul Fooks, Springfield, OR Regarding Annexation in the Hayden Bridge Area.

MOTION: ACCEPT FOR FILING AND/OR PROVIDE STAFF DIRECTION/FOLLOWUP.

BIDS

ORDINANCES

BUSINESS FROM THE CITY COUNCIL

1. Committee Appointments
2. Business from Council
 - a. Committee Reports
 - b. Other Business

BUSINESS FROM THE CITY MANAGER

BUSINESS FROM THE CITY ATTORNEY

ADJOURNMENT

EXECUTIVE SESSION FOLLOWING (SEE AGENDA NEXT PAGE)

7:30 p.m. Executive Session
(Estimated Time)
Pursuant to ORS 192.660(2)(h), ORS 40.225,
ORS 192.502(9)ORS 192.660(2)(f), AND ORS 192.502(1)
Council Chambers

CALL TO ORDER

ROLL CALL - Mayor Lundberg ____, Councilors VanGordon ____, Wylie ____, Moore ____, Ralston ____, and Woodrow ____.

1. Labor Negotiations Update.
[Mary Bridget Smith]

(20 Minutes)

ADJOURNMENT

AGENDA ITEM SUMMARY

Meeting Date: 11/3/2014
Meeting Type: Work Session
Staff Contact/Dept.: Linda Pauly/DPW
Staff Phone No: (541) 726-4608
Estimated Time: 30 Minutes
Council Goals: Encourage Economic Development and Revitalization through Community Partnerships

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE: DRAFT MAIN STREET CORRIDOR VISION PLAN: A “ROADMAP” TO SUPPORT ACHIEVEMENT OF THE COMMUNITY’S PREFERRED FUTURE LAND USE AND TRANSPORTATION OUTCOMES

ACTION REQUESTED: Council is asked to review and provide input on the Draft Vision Plan (Attachment 2) to prepare the draft for public review and adoption early next year. Project consultant Tom Litster from OTAK will give a presentation at the work session.

ISSUE STATEMENT: The Draft Main Street Corridor Vision Plan (Attachment 2) identifies a new broad, achievable vision: the transition of Main Street to a “complete community street” consistent with the Five Goals for **Our Main Street** Projects:

- Encourage economic revitalization and land use redevelopment.
- Provide transportation choices to residents, businesses and commuters to encourage individual and community well-being and public safety.
- Improve transportation safety and access for walkers, cyclists, transit riders and drivers along and through the corridor.
- Improve aesthetics on Main Street, making it an attractive place to live, work and shop.
- Create Main Street identities.

The Plan identifies specific vision statements, goals, activity nodes, redevelopment opportunity sites and potential implementation strategies for three distinct “segments” along 7 miles of Main Street between Downtown and Thurston, based on what we’ve heard from the community so far, and in response to existing and expected future conditions in the corridor (ATT2-11).

ATTACHMENTS:

1. Council Briefing Memo
2. Draft Main Street Corridor Vision Plan
3. Addendum: Revised Strategies and Actions Memorandum
4. Brainstorming Place Names Along Main Street: Preliminary Results

**DISCUSSION/
FINANCIAL
IMPACT:** Beginning in the summer of 2013, hundreds of caring citizens, business owners, city leaders, and property owners have participated in a visioning process to identify a preferred future for Springfield’s Main Street Corridor (ATT2 - 6). The Draft Vision Plan is the product of this process. Next steps include stakeholder meetings and open houses on November 4th and January 21st, and public hearings before the Planning Commission and the Council on January 15th and February 17th.

The emerging vision for Main Street is one important piece in Springfield’s overall community development vision. With an adopted Vision Plan serving as a Big Picture roadmap of where the City is going, the City and its partners can more effectively align and leverage partnerships, projects and resources to support the kinds of positive changes in the corridor the community wishes to see over both the short and longer terms. The potential projects and programs suggested in the Plan do not represent any decisions by the City to fund or participate in projects, programs and redevelopment projects, but the plan can be used to facilitate continued public conversation about the future of Main Street.

MEMORANDUM

City of Springfield

Date: 11/3/2014
To: Gino Grimaldi **COUNCIL**
From: Len Goodwin, DPW Director **BRIEFING**
Linda Pauly, Principal Planner
Subject: DRAFT MAIN STREET CORRIDOR VISION **MEMORANDUM**
PLAN: A “ROADMAP” TO SUPPORT
ACHIEVEMENT OF THE COMMUNITY’S
PREFERRED FUTURE LAND USE AND
TRANSPORTATION OUTCOMES

ISSUE: The Draft Main Street Corridor Vision Plan (Attachment 2) identifies a new broad, achievable vision: the transition of Main Street to a “complete community street” consistent with the Five Goals for **Our Main Street** Projects:

- Encourage economic revitalization and land use redevelopment.
- Provide transportation choices to residents, businesses and commuters to encourage individual and community well-being and public safety.
- Improve transportation safety and access for walkers, cyclists, transit riders and drivers along and through the corridor.
- Improve aesthetics on Main Street, making it an attractive place to live, work and shop.
- Create Main Street identities.

The Plan identifies more specific vision statements, goals, activity nodes, redevelopment opportunity sites and potential implementation strategies for four distinct “segments” along 7 ½ miles of Main Street between Downtown and Thurston, based on what we’ve heard from the community so far, and in response to existing conditions (ATT2-11) in the corridor.

COUNCIL GOALS/**MANDATE:**

Encourage Economic Development and Revitalization through Community Partnerships

DISCUSSION: The emerging vision for Main Street is one important piece in Springfield’s overall community development vision. The *Draft Main Street Corridor Vision Plan* creates a sensible and appealing picture of the future and outlines logical actions and strategies for achieving the vision over time. New visions and goals for preferred future land use and transportation outcomes have emerged from the community visioning process (ATT2). Land use changes in the Main Street corridor will help meet City goals for new jobs and economic vitality and are essential aspects of the community vision for Main Street. The community wants to see more appealing places to live, work and shop in each segment of the corridor. Implementation of some or all of the transformations illustrated in the Vision Plan will contribute to Springfield’s vitality as a preferred community in which to live and work.

As a state highway, Main Street is initially designed to optimize access and capacity for automobile and truck trips. Main Street is also an important business corridor where much of the customer base relies on auto travel. It will continue to function as both. However, input from the community outreach reflects a wide-spread desire for a better balance of transportation choices for Main Street, a balance of improved walking and cycling safety, slower traffic speeds and mobility for all travel options including transit service.

Rather than one overall vision for the entire 7 mile study area, unique visions for three segments of the corridor have been identified and are briefly summarized as follows:

- **Segment 1 – The Couplet Area (10th Street to 23rd Street)** will offer a distinct mix of uses for Main Street and South A. Main Street will provide pedestrian-oriented environment for new neighborhood-serving retail and opportunities to live, including vertical mixed use. South A will retain long-standing industrial uses with a mix of new craft industries and commercial opportunities.
- **Segment 2 –Mid-Springfield Business Corridor (23rd Street to Bob Straub Parkway)** will remain an affordable place to operate a business with good visibility and access while offering new employment opportunities in a more attractive and safer environment.
- **Segment 3 –Thurston Area (Bob Straub Parkway to 69th Street)** will remain a quiet and walkable neighborhood offering a wide range of housing choices, nearby schools with regional and neighborhood-serving commercial uses in a more attractive and safer environment.

The *Draft Main Street Corridor Vision Plan* supports achievement of outcomes identified in the guiding goals for **Our Main Street** projects (established by the multi-agency Main Street Projects Governance Team) as follows:

Encourage economic revitalization and land use redevelopment →

- The *Draft Main Street Corridor Vision Plan* includes vision statements and pictures for each segment to help envision realistic future development patterns along Main Street.
- The Plan identifies six **Activity Nodes** (at 14th, 21st, 30th, 42nd, 54th and 58th) that present opportunities for intensification of commercial and mixed uses and targeted investments in public realm enhancement such as streetscape projects, public art and enhanced design of transit stations. These locations have major street connections to adjacent neighborhoods, and are important places to implement initiatives such as Safe Routes to Schools and access-to-transit improvements.
- The Plan identifies eleven **Opportunity Sites**, potential land use and zone changes to help envision and encourage economic revitalization and land use redevelopment activity in the Corridor. Staff is currently conducting outreach to property owners of these sites.
- The Plan identifies **Business Activities** that build on successful existing business, take advantage of specific redevelopment opportunities and are consistent with realistic market potential. New business opportunities also support the City of Springfield’s long-term employment goals.
- The Plan identifies **Housing Choices** that will accommodate a mix of incomes and age groups in a range of housing options. New housing development will help sustain “Alive after Five” energy at key nodes along Main Street and support transit investments throughout the corridor. The Plan points out places in the corridor where residential development makes the most sense.

Provide transportation choices to residents, businesses and commuters to encourage individual and community well-being and public safety. →

- The *Draft Main Street Corridor Vision Plan* includes **Transportation Choices** goals for each segment of the Corridor.

- The Plan includes **Framework Plans for Multi Modal Transportation** identifying potential multi-modal options that could improve safety for all users, increase transit ridership and support increased residential and business development. The frameworks identify **Regional Connections, Primary Neighborhood Connections and Secondary Neighborhood Connections**, and illustrate potential locations for projects and programs. The plans are diagrammatic and are not detailed concepts for future projects. They do not represent any decisions by the City to fund or participate in the recommended projects and programs and redevelopment projects. The framework plans can be used to help set priorities, allocate resources, and to facilitate continued public conversation about the future of Main Street.
- The Plan identifies **Activity Nodes** at major street connections to adjacent neighborhoods that can play a significant role in improving **Neighborhood Connectivity** through initiatives such as Safe Routes to Schools and access-to-transit improvements.
- **Enhanced Transit Service** is a potential desired outcome of the Main-McVay Transit Study. The Plan identifies potential transit improvements in the corridor that could support safer mobility, economic revitalization and Main Street identity.

Improve transportation safety and access for walkers, cyclists, transit riders and drivers along and through the corridor. →

- The *Draft Main Street Corridor Vision Plan* identifies implementation actions to improve safety and access for each segment.
- The Plan identifies a community preference for reducing traffic speeds. **Traffic Calming Studies** are needed to determine the most effective measures to reduce traffic speeds and appropriate locations for the measures. Reduced speeds will improve pedestrian safety and overall walkability within the corridor.
- The Plan includes **Framework Plans for Public Realm Enhancements** that could be used to help set priorities, allocate resources, and to facilitate continued public conversation about the future of Main Street.
- The Plan identifies potential locations for parallel bike routes for east-west travel that could provide an alternative to on-street paths for some riders.

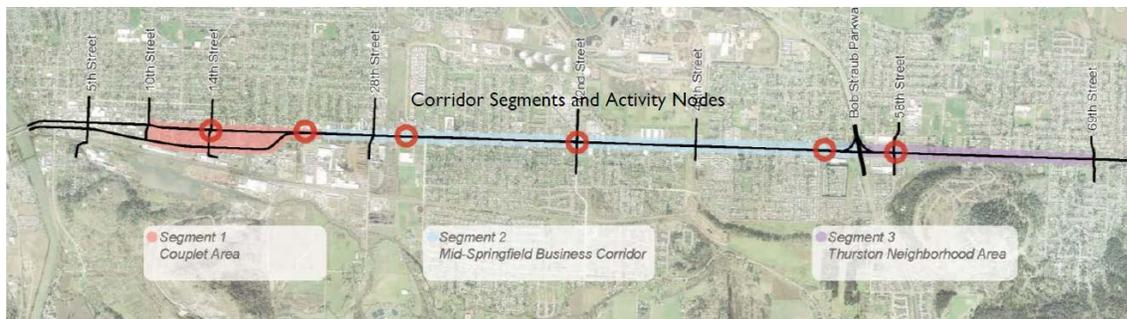
Improve aesthetics on Main Street, making it an attractive place to live, work and shop. →

- The *Draft Main Street Corridor Vision Plan* identifies implementation actions for each segment that could transform the aesthetics of Main Street significantly.
- The Plan identifies **Public Realm Enhancements** — investments in streetscape amenities, lighting, pedestrian and bicycle facilities, trees and landscaping, public art, façade improvements, transit stations, public spaces and storefront improvements that could greatly improve the visual attractiveness of Main Street.
- The Plan identifies Activity Node design features such as permanent transit stations, intersections treatments such as decorative crosswalks and decorative street lighting, streetscape amenities and public art that complement redevelopment opportunities.
- The Plan identifies street design concepts for each segment that could be implemented through redevelopment or larger capital projects when funding is available.

Create Main Street identities. →

- The *Draft Main Street Corridor Vision Plan* identifies and emphasizes different **Segments and Activity Nodes** along the corridor to distinguish them and to encourage unique placemaking opportunities that reflect surrounding neighborhoods.
- Staff is currently conducting outreach to get input on Place Names along Main Street (Attachment 4).
- The Plan identifies **Public Realm Enhancements** that can be designed to create new identities or reinforce existing or historic identities that have meaning for Main Street's communities.

A more detailed description of these potential implementation strategies and actions is included in the Plan Addendum (Attachment 3).



BACKGROUND: The *Main Street Corridor Vision Plan* project is one of five projects being closely coordinated as part of **Our Main Street** — an opportunity for the community to focus attention on the seven mile Main Street Corridor between Downtown and Thurston to identify potential actions that will influence the local economy and community livability for decades to come. Beginning in the summer of 2013, the City has conducted a series of outreach activities with caring citizens, business owners, city leaders, and property owners to listen to and learn about peoples' views (ATT2 - 6). Hundreds of people have come together to share their personal visions and to talk about what works well now and what changes are desired — now and in the future as Springfield grows.

Potential Shorter Term Projects Council Could Consider Initiating

As the Council reviewed the Draft Strategies and Actions for the Main Street Corridor Vision Plan at the July 14th work session, some Councilors expressed concerns that the vision may be overly ambitious because we may not have room in the Main Street Corridor for all of the improvements the community has identified in the visioning or the resources necessary to fully implement the vision. Others thought that the purpose of a vision is to create a Big Picture of where the community wants to go that will help guide and coordinate actions the City could accomplish in the shorter and longer terms.

The purpose of the Vision Plan is to have a Big Picture roadmap of how Main Street fits into Springfield's overall community development vision, today and in the future. The plan is a tool to help the Council and the City's partners in the corridor more effectively align and leverage partnerships, projects and resources to support the kinds of positive changes in the corridor the community wishes to see over both the short and longer terms. The potential projects and programs suggested in the Plan do not represent any decisions by the City to fund or participate in projects, programs and redevelopment projects, but the plan can be used to facilitate

continued public conversation about the future of Main Street. The Vision Plan can aid the Council as they suggest ideas and prioritize land use and transportation priorities for **Our Main Street** to support outcomes desired by the community.

Staff was directed to prepare a list of projects that could be initiated and accomplished in the shorter term as a companion piece to the Vision Plan. Quick and early wins will help build momentum to accomplish bigger changes that will require more time and more funding.

Staff suggests Council's consideration of the following shorter term actions:

- Design and implement more pedestrian crossings and crosswalk design treatments with lighting. (DPW)
- Initiate plan amendments and zoning update (Main Street Corridor Plan Phase Two) to accommodate growth and more mixed use in the corridor aligned with the Vision Plan and Springfield 2030 Comprehensive Plan policies. (DPW)
- Initiate implementation of the Wayfinding Plan (CMO, DPW)
- Initiate a Springfield Public Art Program modelled on Downtown McMinnville's program. (Arts Commission/DPW)
- Initiate an expanded Façade Improvement Program (CMO)

Staff could provide more information about these or other potential shorter term projects suggested by Council at a future work session.

Place Names Along Main Street

Council asked for suggestions on names. Staff conducted outreach to ask for suggestions. The results of the outreach are in Attachment 3.

NEXT STEPS:

| | |
|-------------------|---|
| November 3, 2014 | City Council Work Session Review Draft Vision Plan |
| November 4, 2014 | Open house drop-in session and stakeholder outreach meetings with City Project Team members 1-5 PM City Hall Library Meeting Room |
| November 4, 2014 | Planning Commission Work Session Review Draft Vision Plan |
| January 21, 2015 | Open House drop-in session with City Project Team members, 4-7 PM City Hall Library Meeting Room |
| January 21, 2015 | Planning Commission Public Hearing |
| February 17, 2015 | City Council Public Hearing |

Consultant services for this project are funded through the State's Transportation and Growth Management (TGM) program.

DRAFT SPRINGFIELD MAIN STREET CORRIDOR VISION PLAN



October 2014



ACKNOWLEDGEMENTS

Project Management Team

Linda Pauly, City of Springfield, City Project Manager
David Helton, Oregon Department of Transportation (ODOT), Transportation and Growth Management Program (TGM), Grant Manager
John Evans, Lane Transit District (LTD)

Technical Review Committee

Linda Pauly, City of Springfield
Kristi Krueger, City of Springfield
Michael Liebler, City of Springfield
David Reesor, City of Springfield
Matt Stouder, City of Springfield
Sunny Washburn, City of Springfield
Tom Boyatt, City of Springfield
Courtney Griesel, City of Springfield
John Tamulonis, City of Springfield
John Evans, Lane Transit District
David Helton, ODOT

Consultant Team

Otak, Inc.

Tom Litster, Project Manager
Mandy Flett, GIS Planner
Amber Swanson, Architectural Technician and Graphics
Kayla Gutierrez, Project Assistant



Blue Mountain Economics

Anne Fifefield, Senior Economist



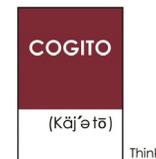
DKS Associates

Scott Mansur, P.E., Transportation Planner
Brad Coy, P.E. Traffic Engineer
Jordin Ketelsen, Transportation Planner



Cogito

Julie Fischer, Community Outreach
Ellen, Teninty, Community Outreach
Judith Castro, Community Outreach



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 Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA_LU), local government, and the State of Oregon funds. The contents of the document do not necessarily reflect views or policies of the State of Oregon.

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EXECUTIVE SUMMARY

Our Main Street

Main Street is the “heart” of the community. Five projects have been thinking concurrently about the future of Main Street. They are collectively called **Our Main Street**.

- *Main Street Corridor Vision Plan* that has developed long-term vision, goals and implementation actions for land use changes and transportation choices on Main Street between 10th Street and 69th Street.
- *Main - McVay Transit Study* being led by Lane Transit District (LTD).
- *Smart Trips Program* led by LTD Point-to-Point Solutions.
- *Main Street Pedestrian Crossing Project* that addresses issues identified in the OR Hwy 126B Main Street Safety Study.
- *Downtown Demonstration Project* which will install pedestrian-scale lighting and decorative crosswalks along Main Street in the downtown core.

The Project Area

The Plan area is approximately 7-miles long, beginning at the intersections of Main Street and South A Street with 10th Street and extending east to 69th Street (**Figure 1**). It includes the roadway and properties adjacent to the roadway. The corridor has a mix of uses, densities and land values. There are only a few areas where a concentration of a single use currently exists. More typical is a jumble of uses with no strong

sense of connectivity. Given the length of the corridor and the mix of use, three distinct segments of Main Street were identified based on noticeable differences in land use patterns, particularly differences in the types of businesses and the housing choices (Figures, page 5). This allowed the community to develop unique vision statements and goals for each segment.

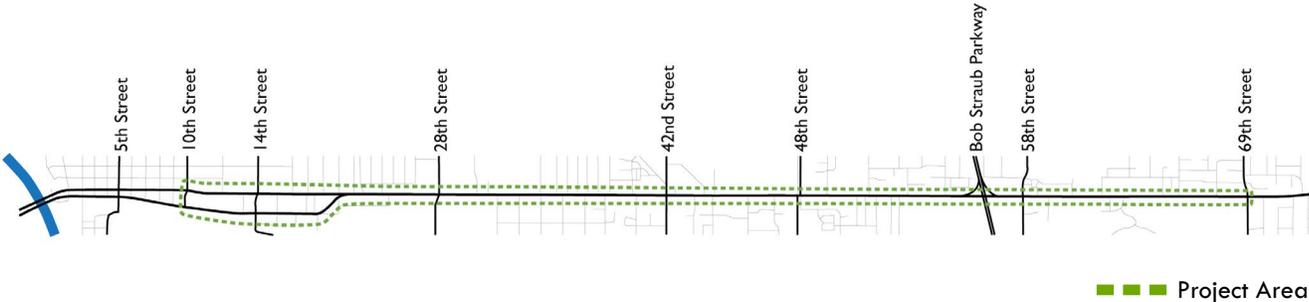
The Need for a Long-Term Vision

The Main Street/Oregon Highway 126B corridor is the City’s primary mid-town east-west connection. It is the City’s longest commercial corridor. Main Street also provides access to several neighborhoods. The character and future development of those neighborhoods will influence the land use and transportation future of Main Street. This will be especially significant with respect to increasing residential density and choices within walking distance of Main Street.

Future Employment and Residential Growth

A primary goal of the City is the creation of more than 13,000 new jobs by 2030. A significant amount of planned and zoned commercial and industrial lands are located along the Main Street Corridor. Many of these parcels will redevelop over the next 20 years. If planned well now, neighborhoods along Main Street can grow and develop to support growth of existing businesses, generate new employment and expand the range of housing choices available in the corridor.

FIGURE 1. PROJECT AREA



EXECUTIVE SUMMARY

Future Transportation Improvements

Main Street provides access to many Springfield neighborhoods and destinations. More transportation options and better connections will help create the opportunities for private sector investment and support growth, commerce and employment in the corridor. A critical factor in improving transportation choices is improved safety and access for everyone regardless of their mode of travel.

What is the Vision, What are the Goals?

Main Street is important to future growth and transportation in the City of Springfield. A clear vision and set of specific goals are needed to guide change in the corridor over the next 20 years. Initially, five goals were established for **Our Main Street** and embraced as a guiding principle for the *Main Street Corridor Vision Plan*:

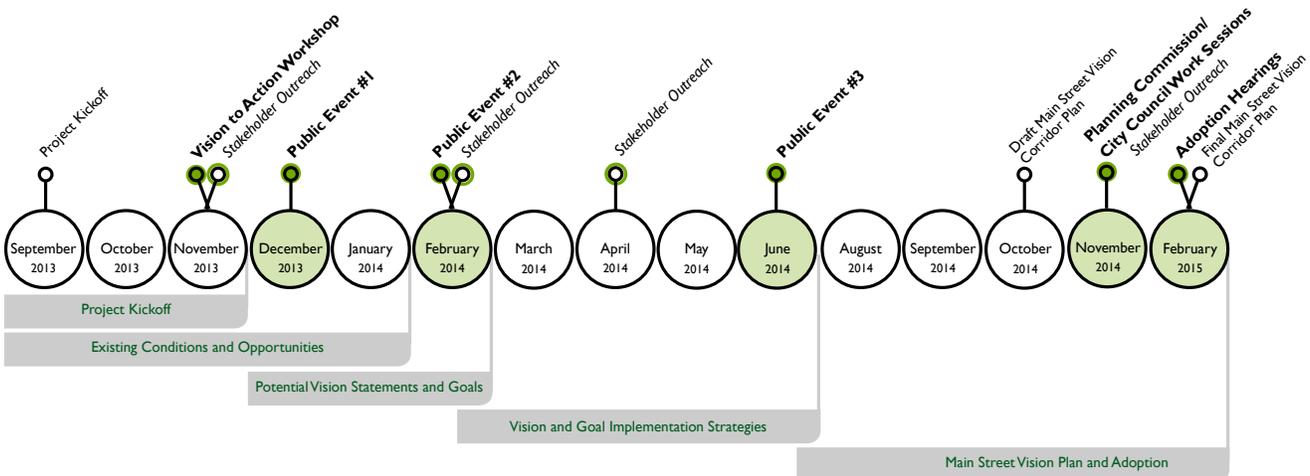
- Encourage economic revitalization and land use redevelopment.
- Provide transportation choices to residents, businesses and commuters to encourage individual and community well-being and public safety.
- Improve transportation safety and access for walkers, cyclists, transit riders and drivers along and through the corridor.
- Improve aesthetics on Main Street, making it an attractive place to live, work and shop.
- Create Main Street identities.

Through community outreach, additional vision statements and goals were identified. They envision a new balance for Main Street. It is a balance between sustaining desirable community assets and guiding transitional changes in transportation, residential choices, business and job opportunities, and improvements to the attractiveness of Main Street.

Community Outreach

A collaborative outreach effort between City staff and Consultant team connected with over 500 individuals to share the objectives of the *Main Street Corridor Vision Plan* and to ask about concerns for Main Street and their vision for the future of Main Street. Input was gathered from a wide range of residents, area businesses, local neighborhoods and property owners along the corridor. Conducting outreach at supermarkets, schools, recreation facilities, and social service agencies provided opportunities to talk with residents, youth, and seniors. A project objective was to engage the growing Latino sector of the community, many of whom were first time meeting-goers. Local organizations and individuals were enlisted to personally invite people to events and provide refreshments and Spanish translation.

PROJECT SCHEDULE AND COMMUNITY OUTREACH



EXECUTIVE SUMMARY

Methods of engaging the community included focus groups, community forums, street corner outreach, individual visits to area businesses, website, email and phone calls. The public conversation was respectful, thoughtful, and hopeful. General themes expressed by the public throughout the project included safety, beautification, community building, walking, bicycling, parking, access to businesses, transit, place making, supporting businesses, and addressing crime. Community comments have been summarized as *Main Street Corridor Vision Plan — Community Outreach Summary*.

Draft Main Street Corridor Vision Plan

The *Draft Main Street Corridor Vision Plan* is a strategic blueprint for long-term change in the Main Street corridor. The recommendations are grounded in the Vision Statements and Goals developed through a robust community dialogue. Specific actions are illustrated in **Framework Plans** and detailed in an **Implementation Strategy**.

Vision Statements and Goals

Vision statements and goals were the first step in developing a blueprint for change. They reflect the big themes, needs, and opportunities that were heard through community outreach. The visions acknowledge existing community assets to build on and aspirations for new opportunities to live, work, shop and travel. The goals are key areas for strategic actions by the City. They focus on transportation choices, the visual attractiveness of the corridor, business and employment opportunities and housing choices. Together they provide direction for how to grow smartly for the next 20 years.

A Framework Plan for the Corridor

Framework Plans for each segment illustrate recommended locations for projects and programs to improve transportation safety and choices, enhance the attractiveness of the corridor and long-term opportunities for new development consistent with the vision and goals of the *Main Street Corridor Vision Plan*. The plans are intended to be used in conjunction with the Implementation Strategy to establish priorities for funding and communicate publicly about future investments of public monies.

An Implementation Strategy

The Implementation Strategy details public actions, investments and coordination with other agencies that will help advance the preferred vision over the next 20 years. The strategy includes short-term and long-term actions, projects and programs and potential partnerships between the City and other agencies, such as Lane Transit District (LTD). The strategy will also help establish priorities, guide the development of annual City budgets and communicate goals for Main Street to interested parties. Priority actions are included in the draft Plan. The full strategy is described in the *Plan Addendum - Strategies and Actions Memorandum*.



Community Workshop

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INTRODUCTION

Main Street is the City’s longest commercial corridor and the “heart” of the community, providing access to several neighborhoods as well as nearby schools and parks. The *Main Street Corridor Vision Plan* is one of the five projects of **Our Main Street** concurrently thinking about the future of Main Street. Of the other four projects, the *Main - McVay Transit Study* and the *Main Street Pedestrian Crossing Project* have shared objectives and synergies.

Main Street Corridor Vision Plan Area

The Plan area begins at 10th Street and extends east to 69th Street. It includes the roadway and the properties adjacent to the roadway within that project area. The corridor was examined in three distinct Segments, each with a noticeably different mix and type of land uses (**Figure 2**):

- **Segment 1 - Couplet Area** between 10th and 23rd Streets
- **Segment 2 - Mid-Springfield Business Corridor** between 23rd and Bob Straub Parkway
- **Segment 3 - Thurston Area** between Bob Straub Parkway and 69th

Activity Nodes were identified within each segment. The Activity Nodes generally conform to the Potential Mixed Use Centers/Nodes in the *2035 Regional Transportation Plan*. The nodes also provide key street connections to the neighborhoods north and south of Main Street including nearby schools and parks.

Community Context

Main Street is commonly regarded as a regional transportation corridor and an auto-oriented commercial corridor. However, there is a larger community context for Main Street and the access it provides to multiple neighborhoods (**Figure 3**). The character and development of those neighborhoods will influence transitional changes in land use patterns and transportation choices on Main Street. The influence may become especially significant with regards to increasing residential density and new housing choices within walking distance of Main Street. A negative community context was conveyed by frequent comments that Main Street can be a rift between neighborhoods, unfriendly and difficult to cross on foot or bike. The perception of pedestrian safety and comfort will also influence the future of Main Street.

FIGURE 2. CORRIDOR SEGMENTS

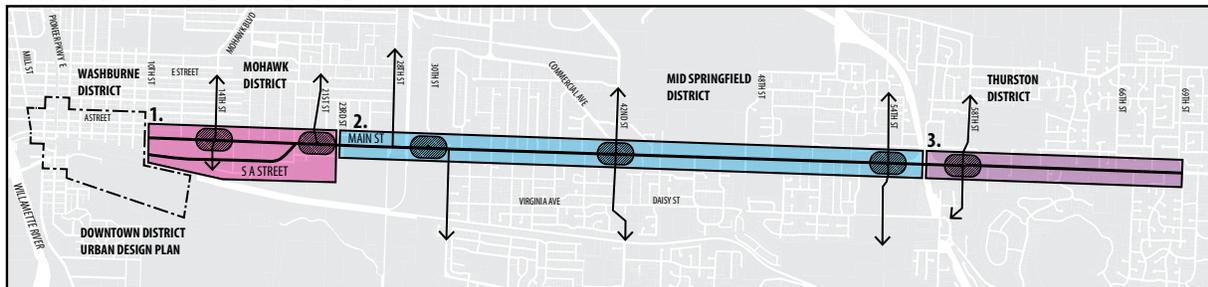
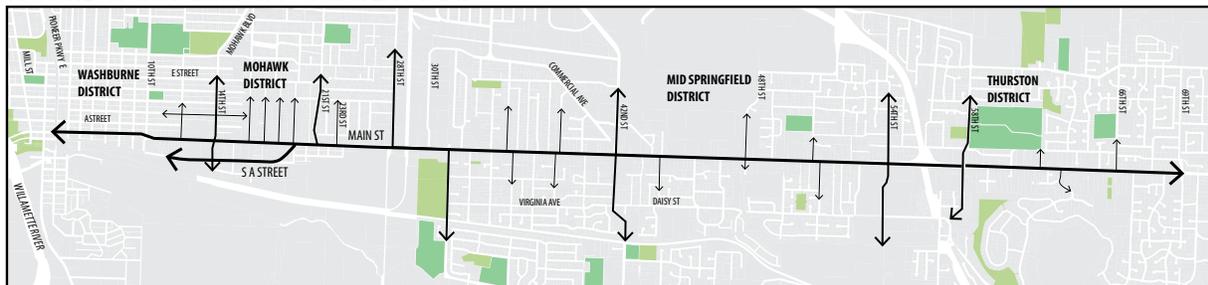


FIGURE 3. COMMUNITY CONTEXT MAP



INTRODUCTION

Community Outreach

Community outreach has been essential to development of *Main Street Corridor Vision Plan*. The project team was committed to a public engagement process that was:

- **Meaningful:** provide timely information.
- **Accountable:** respond to input.
- **Inclusive:** communicate outside of structured meetings.
- **Transparent:** make decisions public; post materials on the website.
- **Realistic:** inform about constraints and objectives.
- **Outcome-oriented:** engage the public to maximize success.

Building on past public involvement efforts, the project conducted interviews, focus groups, and community forums. Activities included:

- Project website.
- Interested parties list and email updates.
- Presentations to civic organizations, public committees and boards.
- Direct outreach at area stores to people who don't attend meetings.
- Youth outreach at schools and youth recreation programs.
- Door-door on-site business outreach.
- Spanish outreach to Latino corridor businesses.
- Stakeholder meetings.
- Visioning workshop.
- Large Community Forums.
- Media and Public Comments.

Over 500 individuals shared concerns for Main Street and their Vision for the future of Main Street. They included wide range of residents, area businesses, local neighborhoods and property owners along the corridor. Conducting outreach at supermarkets, schools, recreation facilities, and social service agencies provided opportunities to talk with residents, youth, and seniors. A special effort was made to engage the growing Latino sector of the community, many of whom were first time meeting-goers. Local organizations personally invited people to events.

Participation continued to grow at each meeting and ideas that were brought up in previous meetings were reinforced at subsequent events. The result was public support for project goals and emerging strategies. The launch of the *Main-McVay Transit Study* energized the transportation discussion. Meetings and events included:

- Focus groups: 27 attendees.
- Visioning workshop: 30 attended.
- Project Invitation Postcard mailed to approximately 3000 residents, businesses, and property owners within the Study Area.
- Project updates: 9 updates e-mailed to over 500 individuals.
- Public meeting #1: December 2013 to brainstorm "What is most important to you about Main Street." 16 attendees (winter snow storm).
- Public meeting #2: March 2014: Draft Visions and Goals - 50 attendees.
- Public meeting #3: June 2014: Draft Implementation Strategies - 45 attendees.
- Kiwanis and Lions Club: 27 attendees.
- Rotary Club: 70 attendees.
- Youth: Willamalane After-School Club and Thurston Leadership Class: 56 youth.
- Latino community: Invitation shared in person at Downtown Languages and LCC ESL programs: 80 people.
- Hand-delivered meeting invitation to Main Street businesses: 86 employees/owners.
- Display outreach in the corridor (11 locations): approximately 320 conversations with the public.
- 10+ Organizations forwarded invitation to their members, including Rotary, Chamber of Commerce, NEDCO, Emerald Arts Center, LTD Board, EmX Steering Committee, and Main-McVay Stakeholder Advisory Committee, City Elected Officials, Commissions and Committees: City Council, Planning Commission, Historic Commission, Development Advisory, Downtown Citizen Advisory, Springfield Bicycle and Pedestrian Advisory.



INTRODUCTION

General themes expressed by the public addressed safety, beautification, community building, walking, bicycling, parking, access to businesses, transit, place making, supporting businesses, and addressing crime. Specific recommendations from the final community workshop include:

Public Realm

- Remember history of the area, maintain “old town flavor.”
- Make the area “human scale,” family friendly.
- Take what is working downtown and “move it out.”
- Support what exists now: don’t displace people or businesses.
- LIGHTING – this was mentioned multiple times!
- Beautify, make it inviting: trees, landscaping, new paint.
- Address crime and increase safety.
- Address stormwater treatment opportunities.
- Economic viability.
- Collaborate with Willamalane.

Business and Housing

- Expand housing choices, support affordable housing.
- Flexibility in zoning, signage.
- Flexibility in access management (ODOT).
- Natural, local foods market.
- Support existing properties, businesses!
- Mix housing, business, industry, art.
- Support downtown living.

Transportation

- Concern about decreasing vehicle speeds, AND support for slowing traffic.
- Better signage.
- Increase biking and walking safety Recognize impacts on property owners of broadening the street.
- Don’t do bulb-outs.
- Transit ideas: Improve shelters and services, helps spur development, walking and biking.
- Recognize impacts of transit stop distance, locations, EmX buses.
- Continue community outreach.

Community comments have been summarized as *Main Street Corridor Vision Plan — Community Outreach Summary*.



Community Workshop

“We are heading towards a tipping point where Springfield becomes a sought-after destination. We are tooting our horn a bit better.”

“We need to be sensible, but don’t say never.”

“We need to be clear and transparent about everything, but over 20-30 years lots of things can happen - so go ahead and let yourself vision.”



EXISTING CONDITIONS, OPPORTUNITIES AND CONSTRAINTS

The existing conditions analysis described land use patterns, transportation and infrastructure conditions and the real estate market in the Main Street corridor. The *Existing Conditions, Opportunities and Constraints* memorandum detailing the analysis can be found in the *Project Addendum*. The following key findings informed the draft Plan.

Transportation

Motor vehicle facilities and activity were inventoried and analyzed for the Main Street (OR 126B) corridor. Considerations include roadway network characteristics; road pavement and curb condition; vehicular volume, speed, and classification; intersection turn movement volumes; mobility standards; and existing intersection performance. Analysis that was particularly important to the visions and goals include the following.

Safety Improvements

Assessment of existing conditions and community input made it clear that safety and access for everyone using the corridor is a priority. An emphasis on balanced, multi-modal transportation choices will play an important role in accommodating future travel and encouraging more walking and biking trips. It will also play a role in attracting new businesses, new jobs and a mix of infill residential development. The City of Springfield has already received funding to construct six enhanced pedestrian crossing improvements as part of the *Main Street Pedestrian Crossing Project* in order to improve accessibility for bikes, pedestrians, and transit.

Transit Service

Transit addresses mobility challenges and opens up new economic opportunities. Convenient and accessible transit also helps maintain affordability by lowering household transportation costs. LTD provides public transit to the Eugene-Springfield area. Two LTD bus lines run along Main Street (OR 126B) and some of the surrounding roadways — Route 11 —Thurston and Route 91- McKenzie Bridge. Route 11 has the greatest passenger volume in the study area and the second highest ridership in the LTD system.

Future Travel Conditions

Future travel conditions were forecasted for Main Street (OR 126B) as part of current efforts on the adopted *2035 Springfield Transportation System Plan (TSP)*. The TSP indicates that the 42nd Street, OR 126B, and 58th Street intersections on Main Street (OR 126B) are forecast to exceed current capacity. In addition, the corridor segments between 21st and 48th, as well as in the vicinity of the OR 126B intersection, are anticipated to experience congestion. Traffic congestion will increase travel times and delay for vehicles using Main Street, particularly during the morning and evening peak hours.

Land Use Patterns

The corridor has a mix of uses, densities, and property values, with different types of parcels abutting each other, creating a jumble of uses largely organized around vehicle trips (**Figure 4**). Approximately half of the parcels are commercial uses (retail, office, and unknown commercial) and approximately one-quarter are residential uses. The most common use by land area is retail. The remaining parcels consist of vacant, industrial and other uses.

While many of the current uses are viable and serve the community well, the overall land use pattern is not well-organized as clusters of similar commercial and retail uses. Clusters of uses can become neighborhood centers accessed by walking or biking from nearby residences. The current land use pattern presents mobility challenges for pedestrians and has limited opportunities for “cross shopping” (e.g. shop, eat or obtain services at multiple businesses in a single stop). It is also a land use pattern that makes it more difficult for future infill development such as mixed use, small-scale retail and housing to find locations surrounded by compatible uses.



EXISTING CONDITIONS, OPPORTUNITIES AND CONSTRAINTS

Real Estate Market Conditions

Market trends for the office, retail and industrial uses were assessed and documented. Nearly all of these uses are located directly on Main Street. Key factors affecting demand for retail space are visibility, access, and competing supply. Office space has different demand factors, including proximity to complementary services (such as government offices) and proximity to the labor force. Service-oriented office uses, such as financial services and medical offices, locate near population centers so that customers can easily access the facility. Service-oriented offices, such as realtors and insurance brokers, often use retail space. The broad market trends also provide insight into the potential mix of uses in the corridor.

- **Segment 1 - Couplet Area** has a strong market for office uses and a reasonably strong market for retail uses.
- **Segment 2 - Mid-Springfield Business Corridor** has an over-supply of office, retail, and industrial uses.
- **Segment 3** - has a reasonably strong market for retail uses, because retail has not been over-built. The office market is over-supplied in Segment 3.

Activity Nodes

Six Activity Nodes were identified based on existing conditions. The Activity Nodes are centered on major, signalized intersections. Signalized intersections provide the safest pedestrian and bicycle crossing, access to transit stops and vehicle turning movements from Main Street. An exact geographic reach for each node has not been established. For purposes of this vision plan, the nodes are assumed to extend approximately two blocks north and south of Main Street and east and west to the next street intersections. The Activity Nodes are at:

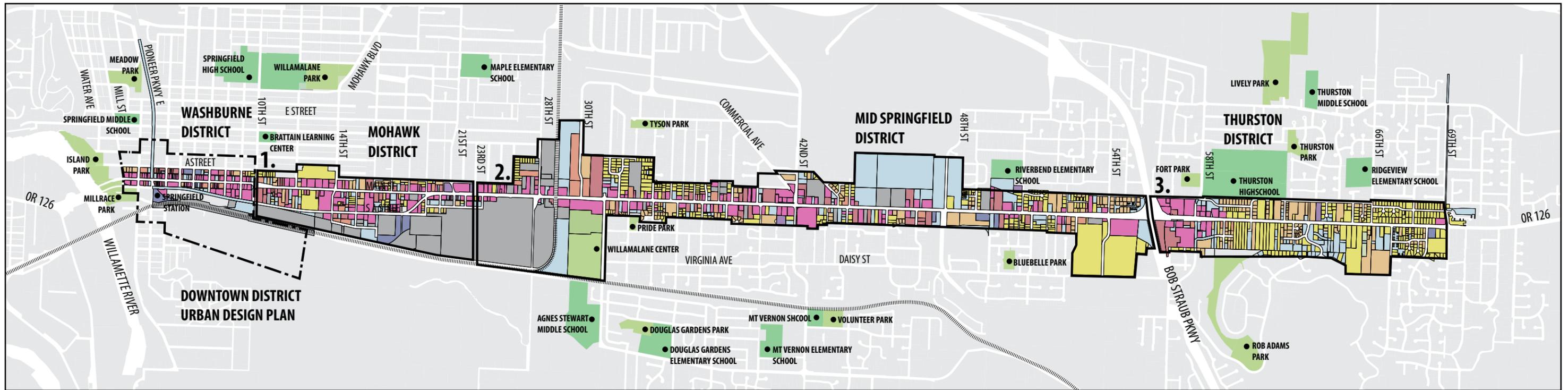
- **14th Street**
- **21st Street**
- **30th Street**
- **42nd Street**
- **54th Street**
- **58th Street**

Activity Nodes present opportunities for intensification of commercial and mixed uses and targeted investments in public realm enhancement such as streetscape projects, public art and enhanced design of transit stations. They are also major street connections to adjacent neighborhoods and can play a significant role in initiatives such as safe routes to schools and access to transit improvements.

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EXISTING CONDITIONS, OPPORTUNITIES AND CONSTRAINTS

FIGURE 4. LAND USE PATTERNS



KEY:

| | |
|---|---|
| <ol style="list-style-type: none"> 1. SEGMENT 1: COUPLLET AREA 2. SEGMENT 2: MID SPRINGFIELD BUSINESS CORRIDOR 3. SEGMENT 3: THURSTON AREA | <ul style="list-style-type: none"> SINGLE FAMILY MULTIFAMILY RETAIL OFFICE COMMERCIAL INDUSTRIAL GOVERNMENT CHURCH VACANT PARK/OPEN SPACE SCHOOL |
|---|---|

Segment 1



“Better shopping, more sit-down coffee houses, cleaner looking streets.”

Segment 2



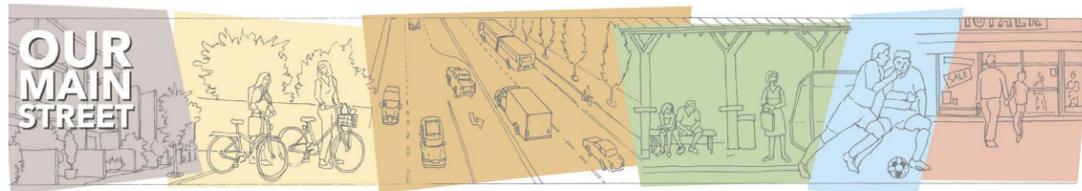
“Enhance business variety, encourage destination businesses.”

Segment 3



“Thurston is a distinctive neighborhood. We need to support neighborhood and family-oriented businesses.”

COMMUNITY COMMENTS



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A STRATEGIC VISION FOR CHANGE

Vision Statement and Goals

Through a facilitated dialogue with the community about what they would like Main Street to become it was apparent that there is no “one size fits all” vision for this diverse, 7-mile long corridor. Instead, unique vision statements for each segment of the corridor emerged.

Segment 1 – The Couplet Area (10th Street to 23rd Street) will offer a distinct mix of uses for Main Street and South A. Main Street will provide pedestrian-oriented environment for new neighborhood-serving retail and opportunities to live, including vertical mixed use. South A will retain long-standing industrial uses with a mix of new craft industries and commercial opportunities.

Segment 2 –Mid-Springfield Business Corridor (23rd Street to Bob Straub Parkway) will remain an affordable place to operate a business with good visibility and access while offering new employment opportunities in a more attractive and safer environment.

Segment 3 –Thurston Area (Bob Straub Parkway to 69th Street) will remain a quiet and walkable neighborhood offering a wide range of housing choices, nearby schools with regional and neighborhood-serving commercial uses in a more attractive and safer environment.

The vision statements were guiding principles for strategic goals for each segment. Identifying strategic goals is a critical step for bringing vision to reality. The following broad goals helped define unique goals and strategic actions for each segment that will guide land use changes, economic development and transportation improvements over the next 20 years.

Transportation choices for multi-modal travel that will improve safety for all users, increase transit ridership and support increased residential and business development.

Public realm enhancements are investments in streetscape amenities, pedestrian and bicycle facilities, transit stations public spaces and storefront improvements that will improve the visual attractiveness of Main Street.

Business activities that build on successful existing business, take advantage of specific redevelopment opportunities and are consistent with realistic market potential. New business opportunities also support the City of Springfield’s long-term employment goals.

Housing choices that will accommodate a mix of incomes and age groups in a range of housing options. New housing choices will help sustain “Alive after Five” energy at key nodes along Main Street and support transit investments throughout the corridor.

Framework Plans

Framework Plans were developed for multimodal transportation and public realm enhancements and for land use transitions within Activity Nodes and key opportunity sites along the corridor. The frameworks illustrate potential locations for projects, programs and redevelopment opportunities that are consistent with the *Main Street Corridor Vision Plan* visions and goals. The plans are diagrammatic and are not detailed concepts for future projects. They do not represent any decisions by the City to fund or participate in the recommended projects and programs and redevelopment projects. The framework plans can be used in conjunction with the 20-year Implementation Strategy to set priorities, allocate resources, and to facilitate continued public conversation about the future of Main Street.

Multimodal Transportation

Main Street is a state highway, initially designed to optimize access and capacity for automobile trips. Main Street is also an important business corridor where much of the customer base relies on auto travel. It will continue to function as both. However, input



A STRATEGIC VISION FOR CHANGE

from the community outreach reflects a wide-spread desire for a better balance of transportation choices for Main Street, a balance of improved walking and cycling safety, slower traffic speeds and mobility for all travel options including transit service. A corridor-wide multimodal framework of transportation choices is illustrated in **Figure 5**. The framework includes the following elements.

Regional Connections maintain state transportation facilities providing auto, freight and transit connections to the Gateway District, I-5, Eugene and mountain destinations. These connections are also important to businesses and industries in the corridor.

Primary Neighborhood Connections are local and collector streets connecting neighborhoods to Main Street Activity Nodes. These connections will play an important role in achieving multiple goals of the *Main Street Corridor Vision Plan* and will contribute to the overall walkability of the Main Street corridor. The streets should be assessed for improvements needed for safe and comfortable walking routes, including nighttime walks.

Secondary Neighborhood Connections are local streets in close proximity to Main Street that also play an important role in walking and cycling access to Main Street. Their connectivity value is as east-west connections to the Primary Neighborhood connections or as north-south streets directly connecting neighborhood residential areas to Main Street. These streets should also be assessed for needed improvements.

Traffic Calming Studies will determine the most effective measures to reduce traffic speeds and appropriate locations for the measures. Reduced speeds will improve pedestrian safety and overall walkability within the corridor.

Enhanced Transit Service is a potential outcome of the *Main-McVay Transit Study* which is evaluating a range of transit improvements in the corridor that would support safer mobility, economic revitalization and Main Street identity.

Potential Bike Boulevards can help address community input that the neighborhood street network provides limited opportunities for cyclists to travel east-west on a route parallel to Main Street rather than on Main Street, away from the higher volumes and speeds of traffic. One bike boulevard near Segment 2 of the project area is included in the *City-wide Bike and Pedestrian Plan*. A potential additional bike boulevard near Segment 3 is recommended.

Within the report section for each segment, more detailed recommendations are made for traffic calming, improved pedestrian safety, alternative bike routes and access to transit.

Land Use

Land use changes in the Main Street corridor will help meet City goals for new jobs and economic vitality and are essential aspects of the community vision for Main Street. The vision statement for each segment includes appealing places to live, work and shop. The potential for increasing transit frequency and ridership is also linked to the land uses along and near Main Street.

Figure 6 illustrates a land use framework of transitional change, Activity Nodes, and selected development Opportunity Sites consistent with the Vision Statement for each segment.

Activity Nodes are opportunities to meet multiple goals through intensification of commercial and residential use; and investment in enhanced public infrastructure and transit stations. The nodes are also important to neighborhood connectivity, community access to the parks and schools, and access to transit.

Opportunity Sites are eleven specific corridor parcels identified as priority areas to encourage redevelopment if there is property owner willingness. Within the report section for each segment, example redevelopment scenarios for the sites are described. The scenarios are based on findings from the *Project Addendum — Existing Conditions, Opportunities and Constraints* and a general development potential



A STRATEGIC VISION FOR CHANGE

assessment by the Consultant team. No detailed market study or financial analysis was performed with regard to these parcels. The scenarios do not reflect any current plans for redevelopment by current property owners. The parcels were identified based on the following criteria:

- Improvement-to-Land Ratio, where the value of the structure is less than 20% of the land area (an improvement-to-land ratio of less than 0.2).
- Size of at least 0.5 acres.
- Configuration with at least 200 linear feet facing Main Street and least 200 feet of depth.
- Proximity to Key Intersections, typically within one-half mile.
- Ownership to private and not owned by a public agency or actively used for a public purpose.

Public Realm Enhancements

The public realm is an interconnected system of public spaces, streetscape amenities, pedestrian walkways and transit stops along with the land uses and architecture visible from Main Street. Integration of public realm enhancements with transportation improvements will make walking and cycling trips more appealing. An attractive public realm also influences the perception of Main Street as an attractive place to live, shop and start a new business. Enhancement opportunities for the public realm within each segment are illustrated and discussed in the in the report sections for each segment beginning on page 17. Opportunities include but are not limited to

- Activity Node design features such as permanent transit stations, intersections treatments such as decorative crosswalks and decorative street lighting, streetscape amenities and public art that complement redevelopment opportunities.
- Street design concepts for each segment to be implemented through redevelopment or larger capital projects when funding is available.

- Expanding the recommendations of the City Wayfinding Report.
- A Main Street public art program with an emphasis on Segment 1— The Couplet Area and Activity Nodes along the corridor.

Implementation Strategy

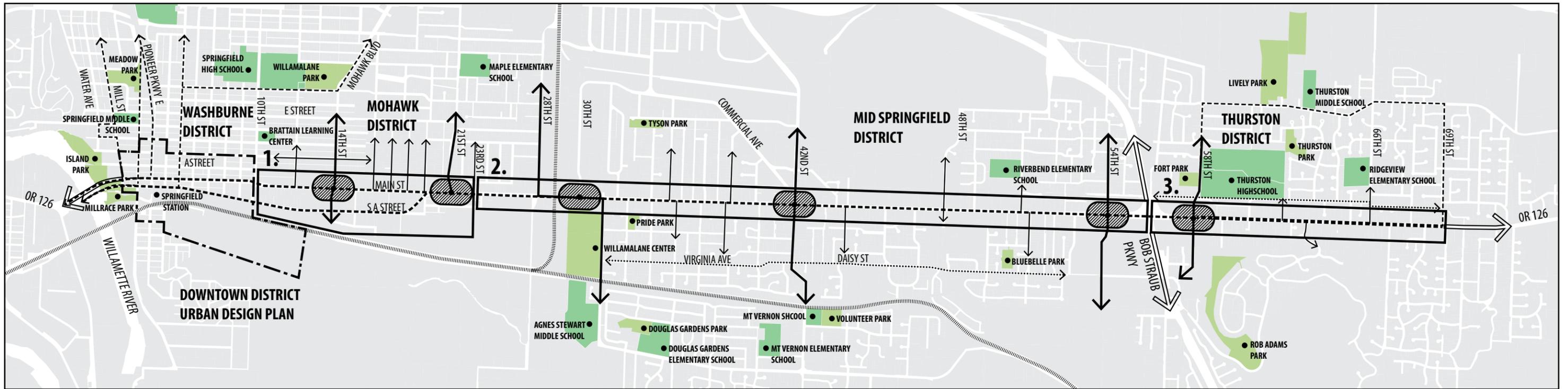
Changes anticipated in the *Main Street Corridor Vision Plan* will occur over the next 20 years. In order to help guide the changes, the City needs an implementation strategy that integrates visions and goals through actions. The complete strategy can be reviewed in *Project Addendum — Strategies and Actions*. The strategies and actions are organized around the four broad goals of the Plan. The recommendations include a set of short-term strategies (carried out in 1-5 years) and long-term strategies (carried out over a 5-15 year timeline). Specific projects and programs have also been recommended, along with potential funding sources and organizational support. The strategy also includes alternative concepts for zoning updates and a process for continued community involvement in projects and programs affecting Main Street. The draft *Main Street Corridor Vision Plan* includes priority actions for each corridor segment that are drawn from that comprehensive implementation strategy. Early actions will build the confidence of the community and elected decision-makers through:

- Sustaining community involvement.
- Leveraging other funding and projects in order to meet multiple goals and objectives.
- Creating or strengthening partnerships.
- Providing clarity to private and non-profit investors, businesses, citizens and partner agencies about the City's expectations, roles and responsibilities.

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A STRATEGIC VISION FOR CHANGE - TRANSPORTATION

FIGURE 5. MULTIMODAL TRANSPORTATION FRAMEWORK



KEY:

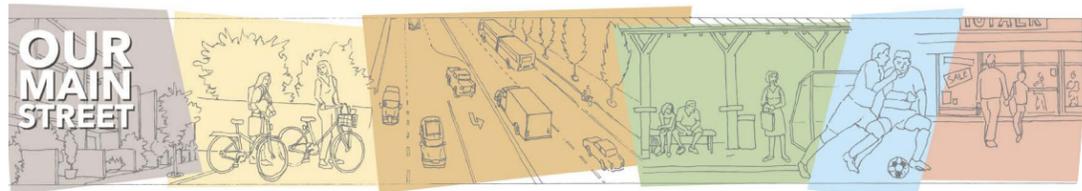
- | | | | |
|---|-----------------|-----------------------------------|------------------------------------|
| 1. SEGMENT 1: COUPLER AREA | | REGIONAL CONNECTION | |
| 2. SEGMENT 2: MID SPRINGFIELD BUSINESS CORRIDOR | | PRIMARY NEIGHBORHOOD CONNECTION | |
| 3. SEGMENT 3: THURSTON AREA | | SECONDARY NEIGHBORHOOD CONNECTION | |
| | ACTIVITY NODE | | EXISTING BUS ROUTE |
| | PARK/OPEN SPACE | | POTENTIAL ENHANCED TRANSIT SERVICE |
| | SCHOOL | | POTENTIAL BIKE BOULEVARD |
| | | | EXISTING RAILROAD |

"We need more transportation options."

"Safer routes to schools!"

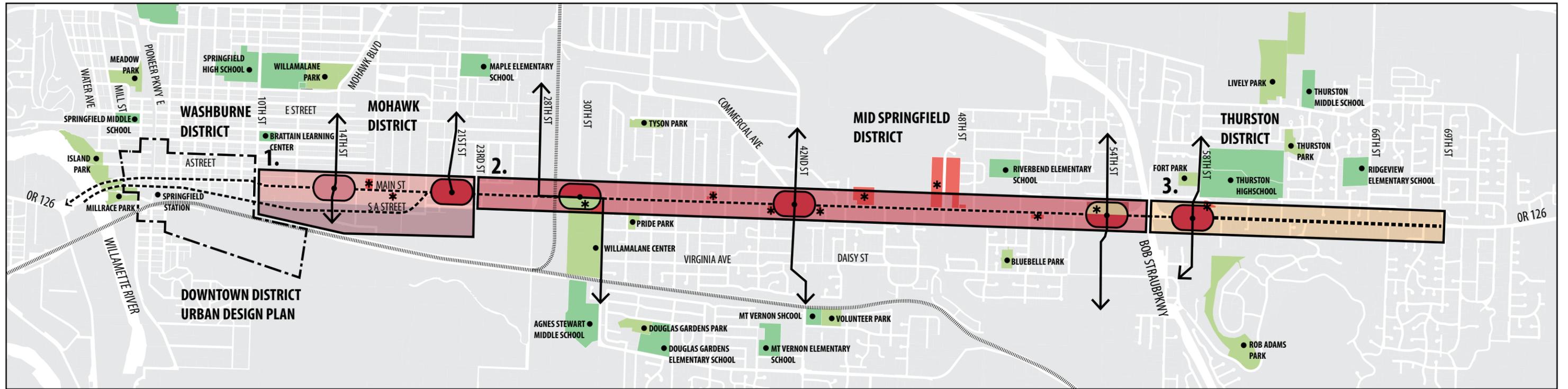
"How do you make a 5-lane highway inviting for business? How do you make it friendly to bikers when cars are going 45 miles per hour? How can you slow things down enough to make it more inviting?"

COMMUNITY COMMENTS



A STRATEGIC VISION FOR CHANGE

FIGURE 6. LAND USE VISION FRAMEWORK



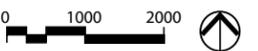
KEY:

- 1. SEGMENT 1: COUPLET AREA
- 2. SEGMENT 2: MID SPRINGFIELD BUSINESS CORRIDOR
- 3. SEGMENT 3: THURSTON AREA

- ACTIVITY NODE : MIXED USE
- ACTIVITY NODE : COMMUNITY COMMERCIAL
- ACTIVITY NODE : COMMUNITY COMMERCIAL & PUBLIC FACILITIES
- ACTIVITY NODE : RESIDENTIAL AND COMMUNITY COMMERCIAL

- OPPORTUNITY SITE
- NEIGHBORHOOD COMMERCIAL AND HOUSING CHOICES
- MIX OF INDUSTRIAL AND COMMERCIAL USES
- AFFORDABLE COMMUNITY COMMERCIAL
- RESIDENTIAL WITH NEIGHBORHOOD SERVICES
- PARK/OPEN SPACE
- SCHOOL

- PRIMARY NEIGHBORHOOD CONNECTION
- POTENTIAL ENHANCED TRANSIT SERVICE
- EXISTING RAILROAD

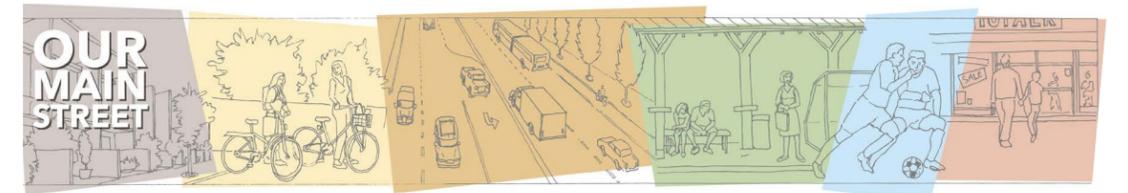


COMMUNITY COMMENTS

“Moved here a year ago because of property values. Still go out to eat and shop in Eugene. Wish I could do those things more in Springfield.”

“Main Street has a big mix of populations and uses. But want to create more of a destination.”

“I feel like the draft vision plan and goals help Main Street be a better place to live. I would most definitely shop and eat here.”



SEGMENT 1 – COUPLET AREA: 10TH STREET TO 23RD STREET

This corridor segment is organized around two streets which form an OR Hwy 126B couplet — Main Street and South A Street. It is immediately adjacent to the downtown core. The eastern boundary coincides with the boundary of the Downtown Urban Renewal District (URD). Both streets are associated with historically important neighborhoods, businesses and industries. Main Street is dominated by retail uses, with relatively few residential choices. South A Street serves commercial and heavy industrial uses that are a key employment area for the City. Many of the current uses are historically railroad-oriented. The distinction suggests a different vision for each street.

20-Year Vision Statement for Main Street

Main Street will transition to a more active mixed-use district, complementary to downtown as envisioned in the adopted *Downtown Urban District Design Plan*. It will provide a transition between downtown and an auto-oriented business corridor stretching nearly three miles to the east. Existing businesses will thrive while redevelopment adds small-scale commercial and office space, along with new options for eating and shopping. There will be new opportunities for living near Main Street in multi-story mixed-use buildings designed to complement the neighborhood and downtown. Pedestrian-oriented design and increased mobility through walking, cycling and transit will be emphasized. Investments in infrastructure will create an attractive streetscape featuring street furnishings,



small plazas, Green Street stormwater facilities and public art. Green Street facilities and landscape plantings on Main Street will create a “garden street” for the City.

Goals for Main Street

Transportation Goals

Design changes to the roadway (curb-to-curb) and sidewalk corridor (curb-to-property line) should be aligned with the vision statement. Consider design solutions that will reduce travel speeds, encourage increased trips by bike, walking and transit, and support pedestrian shopping activity.

- **Goal 1:** Safety and comfort of walking and cycling to jobs, shopping and entertainment on Main Street.
- **Goal 2:** Reduced vehicle speeds.



Pedestrian-Oriented Environments



SEGMENT 1 – COUPLET AREA

Public Realm Enhancement Goals

The public realm qualities of Main Street will become part of the “address” for businesses and residents. Attractiveness of the public realm includes land uses and buildings that line the street. For the public sector, the most transformative investments will likely be in the streetscape, public art, wayfinding, and an effective partnership working with LTD to enhance the station environments for future Bus Rapid Transit (BRT) or other enhanced transit service.

- **Goal 1:** Attractive and pedestrian-oriented streetscape including ornamental, pedestrian-scale lighting.
- **Goal 2:** A distinctive sense of place for Main Street that is complementary to downtown.
- **Goal 3:** Improve traveler and visitor understanding or downtown destinations.

Business Activity Goals

Business goals should build on strengths and opportunities created by the economic successes of downtown and the potential of future Urban Renewal District funds. The mix of uses should be complementary to downtown, creating an appealing “Alive after Five” environment offering diverse shopping and eating opportunities reachable by walking. The area could also expand its office space, particularly space for service-oriented offices, such as medical practitioners.

- **Goal 1:** Storefront businesses with multi-story residences or offices above.
- **Goal 2:** New jobs through small-scale service businesses and professional offices.
- **Goal 3:** Buildings, outdoor seating and site design that contribute to an attractive and pedestrian-oriented environment.

Housing Goals

Increase the number of people living near Downtown and Main Street. More residents will energize the street and build a stronger market for neighborhood serving commercial businesses. This portion of the Main Street could provide housing choices to a growing population over the age of 65 who may choose to downsize their homes and drive less frequently. Outside of the downtown core, this may be the best opportunity to provide relatively high-density housing close to existing retail services.

- **Goal 1:** Housing options for mixed incomes and age groups, including live/work options.
- **Goal 2:** Residential mixed use development to support neighborhood retail and an “Alive after Five” downtown.



Storefront Retail



Live/Work Housing



SEGMENT 1 – COUplet AREA

20-Year Vision Statement for South A Street

South A Street will continue to be a place that works. It will support industrial and larger-scale commercial uses that are reliant on customers arriving by vehicles and the movement of freight. The railroad and industries will remind Springfield of its history. Some new businesses will need shop space and outdoor storage areas. New jobs will be created by manufacturing and industrial uses, and by craft industries. Some of the craft industries will include a retail or “storefront” component in their buildings. Roadway safety will be improved, especially for cyclists and pedestrians, and railroad access will be maintained. The streetscape should be attractive and functional.



Goals for South A Street

Transportation Goals

Maintain good vehicle and freight access to existing and future businesses served by South A Street. Projects to improve the safety and mobility of pedestrians and bicyclists should carefully consider access needs.

- **Goal 1:** Safe and efficient vehicle travel including access to properties fronting the street.
- **Goal 2:** Multi-modal transportation balance appropriate to the land use environment.

Public Realm Enhancement Goals

Streetscape improvements should balance the benefits of an attractive street with considerations of visibility of buildings and parking areas for businesses.

- **Goal 1:** Functionally attractive streetscape which includes additional street trees and pedestrian oriented lighting.
- **Goal 2:** Improve the traveler’s and visitor’s understanding of downtown destinations.

Business Activity Goals

Business goals should build on strengths and opportunities created by the economic histories of South A Street. The mix of commerce and industry should support City goals for job opportunities and be complementary to the retail and pedestrian-oriented environment on Main Street.

- **Goal 1:** Retain long-standing and viable businesses and industries.
- **Goal 2:** New jobs through commercial and service businesses and light industry.
- **Goal 3:** New craft industrial uses that need workshop space and/or retail space.

Housing Goals

Housing is not the key element in the vision for South A Street. The south side of the street is primarily zoned for industrial uses and is valuable land for those continued uses. The north side of the street might see limited market demand for live/work residences. However, residential uses will be challenged by incompatibility with auto and freight-oriented commercial and industrial uses that will continue to be the dominant land uses along the street.



SEGMENT 1 – COUPLET AREA

Framework - Transportation and Public Realm Opportunities

Figure 7 illustrates locations for priority projects and programs recommended for implementation within five years. These projects and programs support multiple goals and respond to the big themes and needs expressed through community outreach. See *Project Addendum - Strategies and Actions Memorandum* for all recommended short-term and long-term strategies.

Transportation Goals

Efforts to improve transportation choices should emphasize reduced traffic speeds, the safety and comfort of walking and cycling to and from Main Street destinations and provide access and visibility to businesses.

Traffic Calming Study. Undertake a study to determine the effective measures to reduce traffic speeds and appropriate locations. Reduced speeds contribute to a walkable, mixed use Main Street. Potential measures include, but are not limited to:

- Continuous street trees and landscaping.
- Additional sidewalk “bulb-outs” at intersections.
- Intersection treatments such as distinctively paved crosswalks.
- Pedestrian crossing refuges with innovative lighting and signage.
- Traffic speed feedback signs.

Encouraging new shops and cafes with outdoor seating or small plazas is also likely to help reduce traffic speeds and make motorists more aware of pedestrian activity and cyclists.

Pedestrian Safety Study. Undertake a pedestrian safety study similar to the *Springfield Main Street (OR 126B) Safety Study 2011* and evaluate the installation of additional pedestrian crossings utilizing innovative solutions like the Rectangular Rapid Flashing Beacon (RRFB), traffic speed feedback signs and additional roadway lighting to improve nighttime visibility, especially of pedestrians crossing the street. A Pedestrian Safety Study could be integrated with a Traffic Calming Study and Access Management Study.

Neighborhood Walkability Assessment. Complete a neighborhood walkability assessment that engages residents in the assessment process. Possible engagement techniques include questionnaires and facilitated neighborhood walks with evaluation check-lists. Analyze results of the assessment to identify problem areas. Link this assessment to implementation of the *Main Street Corridor Vision Plan* and, if possible, to a city-wide healthy community initiative.

Transit Station Design Workshops. Engage the community and LTD in workshops to explore the location, design, and passenger amenities for enhanced transit stops and stations. High-quality transit facilities can be integrated into the Garden Street Plan, as described below, and provide opportunities for public art and wayfinding elements. Linking this effort to the Neighborhood Walkability Assessment will help prioritize access to transit improvements.

Public Realm Enhancement Goals

Investments in the public realm should facilitate community engagement in detailed concept planning for the streetscape, public art and wayfinding signage.

Garden Street Plan. Develop a unique streetscape plan for Main Street between 10th Street and 23rd Street (see page 23). The plan should emphasize the “greening of Main Street” and the cultural, landscape and garden history of this area of Springfield.

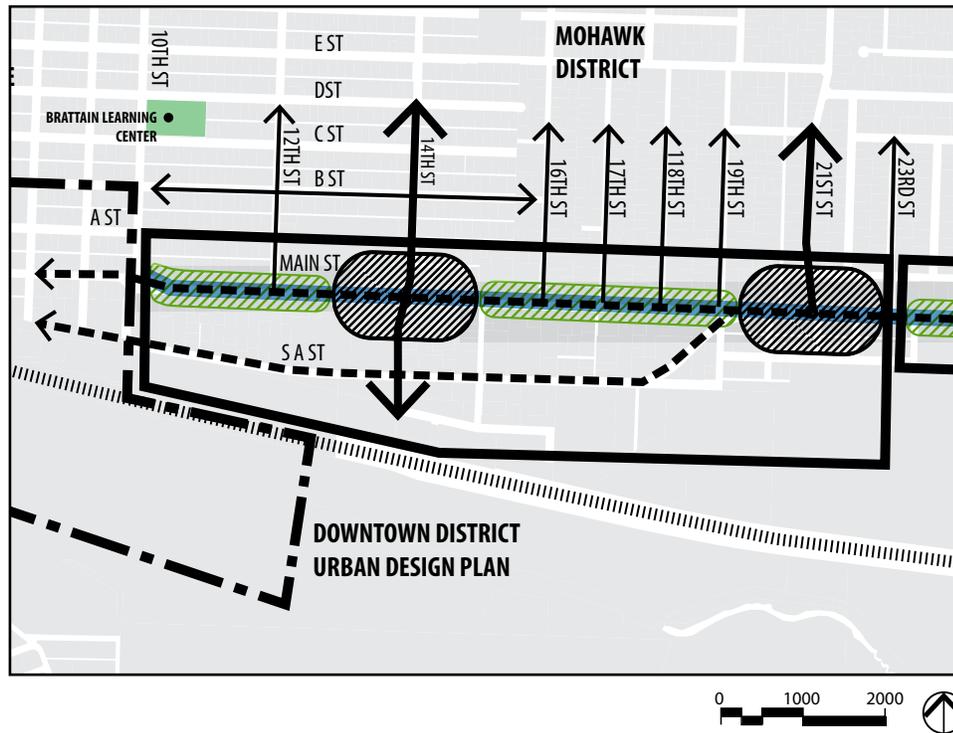
Public Art Plan. Develop a public art plan with installation opportunities on Main Street (see page 23). Include local artists and community outreach in developing art themes and guidelines. Coordinate with public art planning for downtown and future transit stations.

Wayfinding Signage. Update the City Wayfinding Report to include pedestrian and bicycle signage to be implemented within Activity Nodes and at other major street intersections.

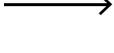


SEGMENT 1 – COUPLET AREA

FIGURE 7. FRAMEWORK - TRANSPORTATION AND PUBLIC REALM OPPORTUNITIES



KEY:

- | | |
|---|--|
|  ACTIVITY NODE |  PRIMARY NEIGHBORHOOD CONNECTION |
|  MAIN STREET CORRIDOR STREET DESIGN PLAN |  SECONDARY NEIGHBORHOOD CONNECTION |
|  TRAFFIC CALMING STUDY |  EXISTING BUS ROUTE |
|  PARK/OPEN SPACE |  POTENTIAL ENHANCED TRANSIT SERVICE |
|  SCHOOL |  EXISTING RAILROAD |

COMMUNITY COMMENTS

“Beauty and industry are not mutually exclusive.”

“Walkable and more pedestrian-friendly.”



SEGMENT 1 – COUplet AREA

PUBLIC REALM ENHANCEMENT

Garden Street Plan - Main Street between 10th Street and 23rd Street

Develop a unique streetscape plan for Main Street between 10th Street and 23rd Street. The plan can emphasize pedestrian-oriented design and the “greening of Main Street” expressed through the cultural, landscape and garden history of Springfield. Plan elements might include:

- Street trees and street corner landscaping.
- Distinctive street furniture.
- Decorative street lights.
- Outdoor seating and small plazas.
- Wayfinding signs and public art.
- Green street stormwater facilities.

Potential Partners: local nurseries, garden clubs, Springfield Museum Garden Tour, business owners and seniors and youth groups.



Artful Street Furniture



Outdoor Seating and Plazas



Planting the Street Corner



Greening the Street

Public Art Plan - Main Street between 10th Street and 23rd Street and Activity Nodes

Develop a public art plan with an emphasis on installation opportunities along Main Street in the Couplet Area and in the Activity Nodes throughout the corridor. Include local public artists and the community in developing art themes and guidelines. Establish a proposal and selection process and funding support. Coordinate with public art planning for downtown and future BRT stations.

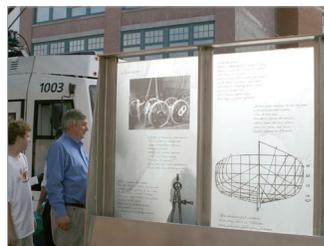
Potential Partners: Springfield Arts Commission, Lane Arts Council, University of Oregon and Lane Community College Arts Departments, Springfield School District, Lane Transit District and various grants.



Art You Play With



Art You Sit With



Art at Transit Stations



Art and Buildings



SEGMENT 1 – COUPLET AREA

PUBLIC REALM ENHANCEMENT

A Green Street Approach - between 10th Street and 23rd Street

Stormwater can be managed and treated where it naturally falls within roadways and public spaces. This is a sustainable alternative to conventional stormwater infrastructure, providing a cost-effective balance between urban development and natural processes. The facilities are simple and can be an attractive focus for:

- Streetscapes enhancements.
- Community gathering places
- Transit stations and transit centers.
- Public art



Stormwater Planters



Stormwater Planters



Stormwater Plaza



Stormwater Art

Low Impact Development (LID) Approach - between 10th Street and 23rd Street

LID is a similar approach that can be part of future development of commercial and craft industrial uses. LID strategies mimic natural hydrology and can address other stormwater management challenges by improving runoff water quality and reducing flooding. Typical practices include:

- Connected landscape areas.
- Bioretention swales.
- Planters for building runoff.
- ‘Green roofs’ for buildings.

Note: new stormwater management requirements support LID in this segment and throughout the rest of the corridor as well.



Many Opportunities with Development



On-Site Bioretention



RoofTop Stormwater Planters



Stormwater Art

SEGMENT 1 – COUplet AREA

The Couplet Segment includes two of the eleven redevelopment opportunity sites identified in the corridor and two Activity Nodes. Each provides opportunities for long-term land use changes supportive of the vision and goals for this segment.

Redevelopment Opportunity Sites

The potential uses illustrate one example how the vision statements and goals for housing and business activity might be realized over time. The scenarios do not reflect any current plans for redevelopment by current property owners.

Site 1—NW corner of Main Street and 16th Street

A 1.1-acre site just east of the 14th Street Activity Node on the westbound portion of the couplet. The site lies amid a mix of uses—it abuts multi-family and single-family residential to the west and north and commercial activity across Main and 16th Street. There are small, older structures on the site.

Potential uses include multi-family residential or retail-oriented commercial. Residential uses offer good pedestrian, bicycle, and bus access and close proximity to services at the 14th Street Activity Node. It is walking distance to a park, Springfield High School, and the Brattain Early Learning Center. A commercial structure would offer good visibility to westbound traffic on Main Street and proximity to other commercial uses. If the site offered retail goods or services, nearby residents could easily access the site.

Site 2—SE corner of Main Street and 17th Street

A half-acre vacant site between the 14th Street and 21st Street Activity Nodes on the westbound portion of the couplet. It is bounded on the west by 17th Street, which connects Main Street to A Street.

Potential use includes commercial development. It is surrounded by commercial uses, and offers good visibility to westbound traffic on Main Street and good connectivity to South A Street via 17th Street. It also has good pedestrian and bicycle access.

Potential Redevelopment within Activity Nodes

Activity Nodes are opportunities to effectively target strategies and investments on Main Street at 14th Street and 21st Street. The vision statements for Main Street in this segment includes new opportunities for neighborhood retail, outdoor seating, destinations to walk to and housing choices. Examples of how long-term land uses changes could be consistent with the vision are illustrated on the following pages. Similar to the Opportunity Sites, the scenarios illustrated are not the only potential scenario for positive land use changes. The scenarios also recognize existing businesses and housing already supportive of the vision statements. They do not reflect any current plans for redevelopment by current property owners.



Neighborhood Retail

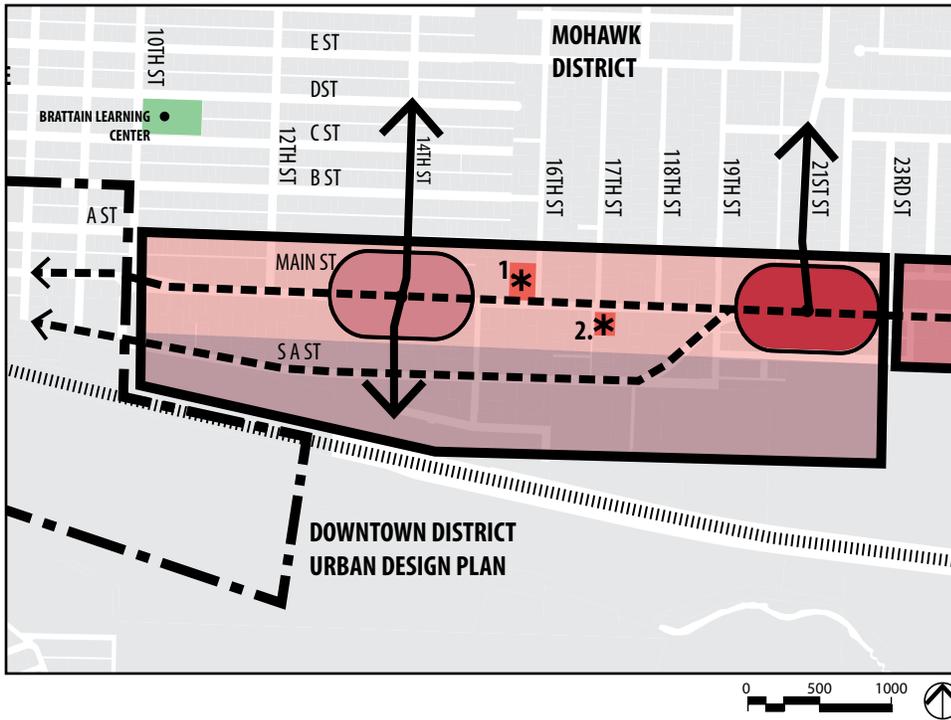


Medium-Density Residential



SEGMENT 1 – COUplet AREA

FIGURE 8. SEGMENT 1-LAND USE VISION OPPORTUNITIES



KEY:

- 1.** SEGMENT 1: COUplet AREA
 - 2.** SEGMENT 2: MID SPRINGFIELD BUSINESS CORRIDOR
 - 3.** SEGMENT 3: THURSTON AREA
-
- ACTIVITY NODE : MIXED USE
 - ACTIVITY NODE : COMMUNITY COMMERCIAL
 - ACTIVITY NODE : COMMUNITY COMMERCIAL & PUBLIC FACILITIES
 - ACTIVITY NODE : RESIDENTIAL AND COMMUNITY COMMERCIAL

- OPPORTUNITY SITE
 - NEIGHBORHOOD COMMERCIAL AND HOUSING CHOICES
 - MIX OF INDUSTRIAL AND COMMERCIAL USES
 - AFFORDABLE COMMUNITY COMMERCIAL
 - RESIDENTIAL WITH NEIGHBORHOOD SERVICES
 - PARK/OPEN SPACE
-
- PRIMARY NEIGHBORHOOD CONNECTION
 - POTENTIAL ENHANCED TRANSIT SERVICE
 - EXISTING RAILROAD

COMMUNITY COMMENTS

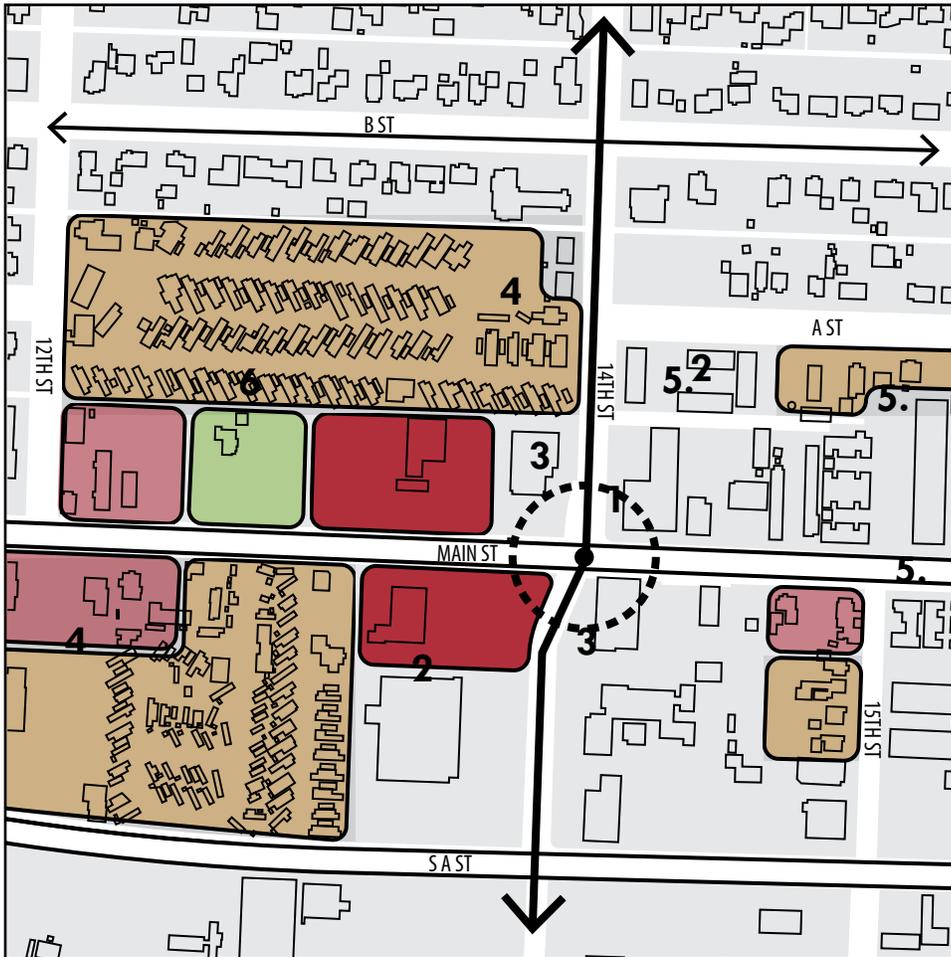
“Housing/mixed use should be more vertical, more dense.”

“I think Alive after Five is important in making Main Street a destination.”



SEGMENT 1 – COUplet AREA

14TH STREET ACTIVITY NODE



Long-Term Vision Example

This is the Activity Node with the greatest potential for an “Alive after Five” environment. Infill development can build on existing affordable housing, retail, restaurants, markets and open space. New buildings should have an attractive street frontage and existing buildings may benefit from storefront improvements. If redevelopment of mobile home villages occurs it should provide affordable medium-density multi-family housing. Public realm enhancements include the Garden Street Plan, public art and transit stops/stations.

Current Uses Supportive of the Vision

1. Goodfellas Lounge
2. Markets
3. Neighborhood Retail/Services
4. Mobile Home Villages
5. Multi-family Housing
6. Historic Brattain Property

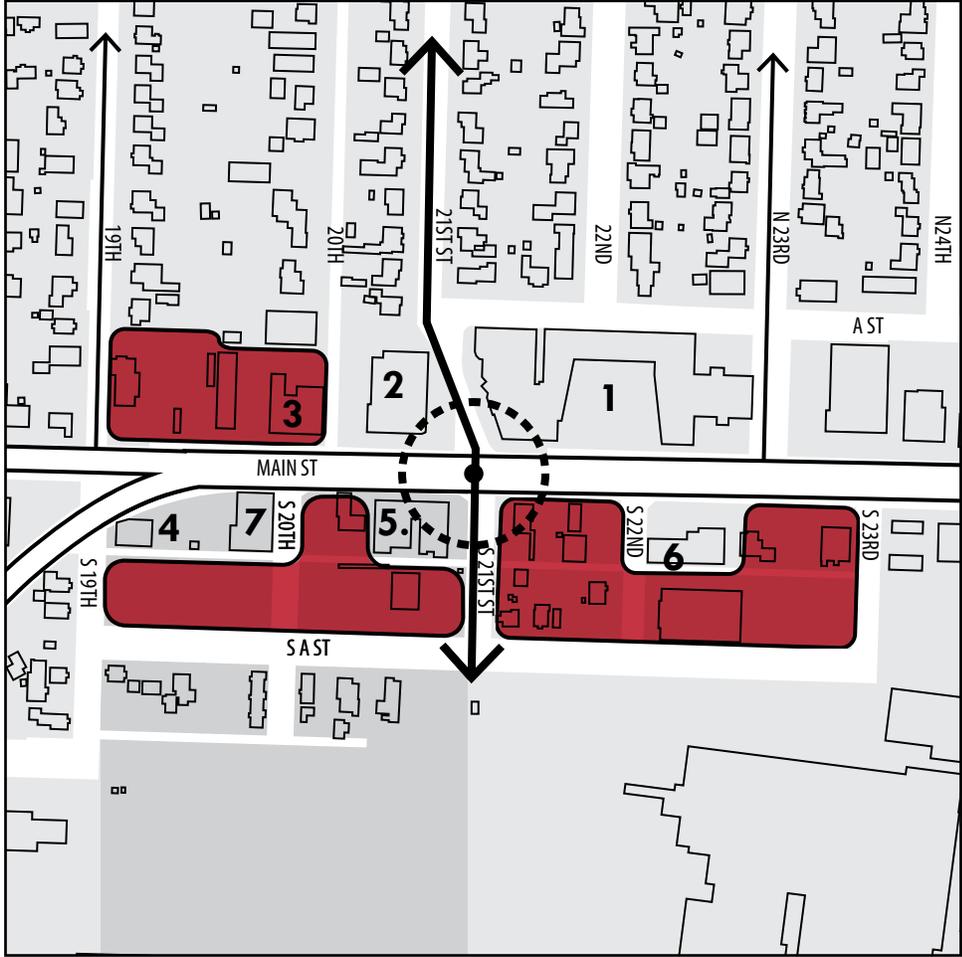
Land Use and Transportation Opportunities

- Medium-Density Residential
- Mixed Use Retail
- Neighborhood Commercial
- Park/Open Space
- Enhanced Transit Stop/Station
- Neighborhood Connections



SEGMENT 1 – COUPLET AREA

21ST STREET ACTIVITY NODE



Long-Term Vision Example

Development of a second mixed use, “Alive After Five” area will be challenged by the abrupt transition from auto-oriented Community Commercial uses on Main Street to long blocks of single-family residences to the north and industrial uses to the south. The long blocks, with few east-west street connections, are not favorable to infill development of mixed use residential or medium-density residential. If east-west streets were closer to Main Street they would be defining boundaries for zone changes and land assembly. Intensification of Community Commercial uses and public realm and transit enhancements are the likely building blocks for change.

Current Uses Supportive of the Vision

1. Shopping Center
2. Office
3. Eagles Lodge
4. Restaurant
5. Retail
6. Community Commercial
7. Neighborhood Service

Land Use and Transportation Opportunities

- Community Commercial
- Enhanced Transit Stop/Station
- ➔ Neighborhood Connections



SEGMENT 1 – COUPLET AREA

Priority Implementation Actions

Prioritizing projects and programs focused on pedestrian and bicycle safety, reduced traffic speeds and transit reflect the vision of a pedestrian-friendly and walkable Main Street. Private investments in business and housing opportunities can be encouraged by appropriate updates to zoning and utilizing existing programs that offer some degree of financial support. Many actions will meet multiple goals and provide opportunities for partnerships with ODOT and LTD.

TABLE 1. SHORT-TERM ACTION PLAN SUMMARY (2015-2020)

| Strategies and Actions | Goals Supported |
|--|--|
| Zoning and comprehensive plan update ¹ | Business Activity, Housing Choices and Public Realm Enhancement |
| Complete a Traffic Calming Study | Transportation Choices, Public Realm Enhancement and Transit Service |
| Complete a Pedestrian Safety Study ² | Transportation Choices and Transit Service |
| Refine and implement City Wayfinding Program to include pedestrian and bicycle signage | Transportation Choices and Public Realm Enhancement, Business Activity |
| Develop the “Garden Street” Plan for Main Street | Public Realm Enhancement, Transportation Choices and Transit Service |
| Develop a Main Street Public Art Plan ³ | Public Realm Enhancement, Transit Service and Business Activity |
| Partner with LTD in community workshops for transit station planning and design ³ | Public Realm Enhancement, Transit Service and Business Activity |
| Expand the Façade Improvement Program with a focus on Main Street | Business Activity, Housing Choices and Public Realm Enhancement |
| Promote City Enterprise Zone with a focus on South A Street | Business Activity |
| Evaluate feasibility of a Business Improvement District (BID) | Business Activity |
| Promote availability of federal funds to support housing | Housing Choices |

1 The City anticipates a zoning update process in 2015-16. This plan recommends options to consider.

2 Specific locations for segments 2 and 3 can be found in *Springfield Main Street (OR 126) Safety Study 2011*. This segment was not included in that study.

3 Coordinate with the *Main-McVay Transit Study*.



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR: 23RD TO BOB STRAUB PARKWAY

This is the longest of three segments at about 2.7 miles, extending from 23rd Street to the Bob Straub Parkway. The number of larger-scale commercial uses increases in this area, as does the percentage of residential uses. The largest use class is retail that includes small walk-in stores, drive-through fast food, and retail stores with large yards providing space for lumber. As an auto-oriented corridor, with large traffic volumes, the area provides good visibility for retailers. There are industrial properties, including some that have been there for decades. North and south of Main Street is a mix of residential, commercial and industrial uses.



20-Year Vision Statement

The Mid-Springfield Business Corridor will continue to be an affordable place to run a business. This is a hardworking street that seems fast-paced by comparison to other places in the Main Street corridor. It will remain primarily auto-oriented commerce, offering a wide range of goods, services and jobs with a customer base coming and going by car. It will become a safer street with improved bicycle and pedestrian facilities that make it easier to move around without a car. New employment opportunities will include expansion of existing businesses and the development of new commercial uses, small business

and flexible office space. Near key intersections there will be some infill of smaller-scale retail with multi-family housing a block or two off Main Street.

Goals

Transportation Goals

Improvements to pedestrian and bicycle safety are critical to multi-modal transportation options and to addressing the perceptions of this segment of Main Street as unsafe for those modes of travel. At the same time, it is important to maintain vehicle and freight access to existing and future businesses served



Protected Bike Lane



Pedestrian Crossing Improvements

SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

by Main Street. Projects to improve the safety and mobility of pedestrians and bicyclists should carefully consider business access needs.

- **Goal 1:** Safe and efficient vehicle travel including access to properties fronting the street.
- **Goal 2:** Multi-modal transportation balance appropriate to the land use environment.
- **Goal 3:** Improved pedestrian safety crossing of Main Street.
- **Goal 4:** Reduced vehicle speeds.

Public Realm Enhancement Goals

Design and infrastructure investment should create a distinctive public realm for the Activity Nodes and a functional attractive streetscape for the remainder of the corridor.

- **Goal 1:** Functionally attractive streetscape that includes street trees and decorative lighting.
- **Goal 2:** Distinctive amenities and design features for Activity Nodes as focal points.

Business Activity Goals

Retain successful existing businesses and services to meet community needs and provide new jobs by continuing to diversify services and expand office space, particularly space for service-oriented businesses.

The length of the segment provides more space for potential retailers than there is demand. The area is also not likely to attract new large industrial facilities in the future.

- **Goal 1:** Additional businesses clusters that require lots large enough to store and display merchandise.
- **Goal 2:** Affordable start-up space for new businesses, and flexible office space.

Housing Goals

The area on the eastern portion of the segment has potential to continue to expand its residential element, creating consistent uses with the residential area to the south. Encourage single-family and multi-family housing near or adjacent to Main Street to complement increased job opportunities and increase transit ridership.

- **Goal 1:** Mixed income housing choices near Main Street to support community diversity and affordability.
- **Goal 2:** Infill development at targeted locations, such as Activity Nodes and potential Bus Rapid Transit (BRT) or enhanced transit stations.



Medium-Density Housing Choices



Maintain Viable Commercial Uses



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

Framework - Transportation and Public Realm Opportunities

Figure 9 illustrates locations for priority projects and programs recommended for implementation within five years. These projects and programs support multiple goals and respond to the big themes and needs expressed through community outreach. See *Project Addendum - Strategies and Actions Memorandum* for all recommended short-term and long-term strategies.

Transportation Goals

Better transportation choices for this segment should emphasize reduced traffic speeds, improved safety for pedestrian crossings and access to transit and maintaining access to businesses.

Traffic Calming Study. Undertake a study to determine additional measures to reduce traffic speeds and select locations for the measures. Reduced speeds will help improve the perception of Main Street as unfriendly to pedestrians and cyclists. Potential measures to assess include:

- Continuous street trees and landscaping.
- Intersection treatments such as distinctively paved crosswalks with the Activity Nodes.
- Limited use of landscaped medians that also have a pedestrian crossing or traffic safety function.
- Traffic speed feedback signs.

Complete and Implement City-wide Bike and Pedestrian Plan. A bike boulevard on Virginia Street and Daisy Street will serve as a parallel Main Street bicycle route on the south side of Main Street.

Neighborhood Walkability Assessment. Complete a neighborhood walkability assessment that engages residents in the assessment process. Possible engagement techniques include questionnaires and facilitated neighborhood walks with evaluation check-lists. Analyze results of the assessment to identify problems areas. Link this assessment to implementation of the *Main Street Corridor Vision Plan* and, if possible, to a city-wide healthy community initiative.

Transit Station Design Workshops. Engage the community and LTD in workshops to explore the location, design, and passenger amenities for enhanced transit stops and transit stations. High-quality transit facilities can be integrated into the *Main Street Corridor Streetscape Plan*. Linking this effort to the Neighborhood Walkability Assessment can help identify access to transit improvements.

Public Realm Enhancement Goals

Priority investments in the public realm should facilitate community engagement in planning to improve the attractiveness of the Main Street corridor.

Street Design Plan. Complete a conceptual design plan for Main Street between 23rd Street and 69th Street (see page 35). The plan should be a coordinated effort to bring together businesses, citizens and community organizations in developing unifying design themes, guidelines and concepts for the corridor while also expressing unique characteristics of each segment. Guidelines and concepts potentially affecting highway function or transit service should be coordinated with and reviewed by LTD and ODOT.

Public Art. As part of a corridor-wide public art plan, identify installation opportunities within the Activity Nodes, particularly opportunities associated with enhanced transit stations.

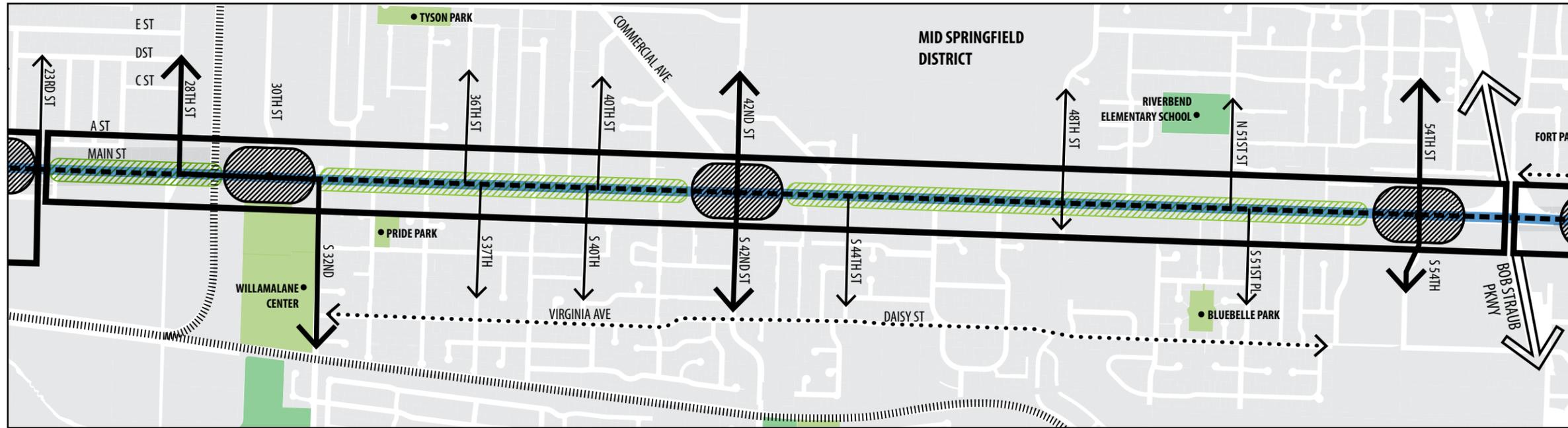
Wayfinding Signage. Update the City Wayfinding Report to include pedestrian and bicycle signage to be implemented within Activity Nodes and other major street intersections.



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SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

FIGURE 9. FRAMEWORK-TRANSPORTATION AND PUBLIC REALM OPPORTUNITIES



KEY:

- ACTIVITY NODE
- MAIN STREET CORRIDOR STREET DESIGN PLAN
- TRAFFIC CALMING STUDY
- PARK/OPEN SPACE
- SCHOOL
- REGIONAL CONNECTION
- PRIMARY NEIGHBORHOOD CONNECTION
- SECONDARY NEIGHBORHOOD CONNECTION
- EXISTING BUS ROUTE
- POTENTIAL ENHANCED TRANSIT SERVICE
- POTENTIAL BIKE BOULEVARD
- EXISTING RAILROAD



COMMUNITY COMMENTS

“This section especially needs continuous sidewalks with landscaping, canopy trees, raised center median with landscaping, protected turn pockets, improved lighting and protected pedestrian crossing.”

“Center turn lane is crucial to existing businesses.”

“When you make it a more aesthetically pleasing corridor, people will slow down.”



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SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

PUBLIC REALM ENHANCEMENT

Street Design Plan - Landscaping

Landscaping can change the image of a street, encourage people to walk, and reduce traffic speeds.



Street Design Plan - Street Furnishings

A nicely furnished sidewalk makes it comfortable to walk, talk, and shop.



Plazas and Outdoor Seating

Plazas and outdoor spaces focus pedestrian activity and community gathering.



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

The Mid-Springfield Business Corridor Segment includes eight redevelopment opportunity sites and three Activity Nodes that provide opportunities for long-term land use changes supportive of the vision and housing and business activity goals for this segment.

Redevelopment Opportunity Sites

The potential uses illustrate one example how the vision statements and goals might be realized over time. The scenarios do not reflect any current plans for redevelopment by current property owners.

Site 3 — South of Main Street at 30th Street

A five-acre site within the 30th Street Activity Node. The site has a 10,000-SF retail structure on it, built in 2008. It is adjacent to the Willamalane Center, a 97,000-SF sport and recreation facility. The Willamalane Center offers recreational activities for all ages and is a well-used, community-owned facility. The Agnes Stewart Middle School lies south of the Willamalane Center.

Potential uses include additional retail-oriented commercial development. Its proximity to the Willamalane Center and the Agnes Stewart Middle School to the south provide potential customers. Future development should ensure the site is well signed and the site layout draws drivers' attention to its access point.

Site 4 — NW corner of Main Street and 39th Street

A 0.9-acre site between the 30th Street and 42nd Street Nodes. It has a 400-SF structure on it, built in 1960. The site is mostly vacant at this time. The parcel could be combined with the adjacent parcel to the west, to create a larger opportunity.

Potential uses include commercial activity. It has good access, with curb cuts on Main Street as well as 39th Street.

Site 5 — South of Main between 41st and 42nd Streets

A 0.9-acre vacant site on the western edge of the 42nd Street Activity Node. The existing commercial activity in the 42nd Street Node is automobile-oriented. There are drive-through fast food restaurants, gas stations, auto-supply and repair stores, and the McKenzie West shopping plaza.

Potential use includes retail-oriented commercial activity. The site is surrounded by automobile-oriented commercial activity. It has good access. There are multi-family and single-family residential uses directly south. Creating a space that appeals to nearby residents and attracts automobile traffic can enhance activity.

Site 6 — South of Main Street between 42nd and 43rd Streets

A half-acre vacant site on the eastern edge of the 42nd Street Activity Node. The existing commercial activity is automobile-oriented. There are drive-through fast food restaurants, gas stations, auto-supply and repair stores, and the McKenzie West shopping plaza. Just west of this site is a small restaurant.

Potential use includes retail-oriented commercial activity. It has good access, and could share the curb cut that provides access to the adjacent restaurant. Creating a space that appeals to nearby residents and attracts automobile traffic can enhance the activity.

Site 7 — North of Main Street and east of 44th Street

This five-acre vacant site lies just east of the 42nd Street Activity Node. East of the site is a large commercial/industrial space; north of the site are vacant parcels that create a buffer to the large industrial facility on their north side. Across Main Street is a mix of food service and retail.

Potential use includes commercial activity. The site is surrounded by automobile-oriented commercial activity, such as a garden store and a drive-through coffee store. Many types of retail or office uses would be an appropriate activity at the site.



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

Site 8 – NW and NE of Main and 48th Street

This opportunity site includes three parcels on the east and west sides of 48th Street. West of the site are vacant parcels that create a buffer to the large industrial facility on their north side. East of the parcels is a residential area.

Potential uses include multi-family residential or retail-oriented commercial. Residential uses would offer good pedestrian, bicycle, and bus access and close proximity to services at the 48th Street Activity Node. It is walking distance to Riverbend Elementary School. A residential structure should be designed to minimize noise from traffic on 48th Street and commercial activity should be oriented to Main Street. If the site offered retail goods or services, nearby residents could easily access the site.

Site 9 –South of Main between 51st Place and 52nd Street

A 0.8-acre vacant site on the south side of Main Street, east of the 54th Street Activity Node. On Main Street, it is surrounded by a mix of low-density commercial activity and a small amount of residential uses. A residential area lies south of the site, and Bluebelle Park is within walking distance.

Potential use includes commercial activity. The site is surrounded by automobile-oriented commercial activity. It has good access, with a curb cut on Main Street. Creating a space that appeals to nearby residents and attracts automobile traffic can enhance the activity in the nearby 54th Street Node.



Infill Housing Development

Site 10 – North of Main Street and west of 54th Street

is a 0.4-acre parcel in the center of the 54th Street Node. This part of Main Street has many residential properties on it. New development, however, tends to be commercial in nature. The Bob Straub Parkway brings much automobile traffic to the area, as it provides a direct connection to Interstate 5 and parts of Eugene.

Potential use includes commercial activity. Although small, the site has good access to traffic coming onto Main Street from the Bob Straub Parkway.

Potential Redevelopment within Activity Nodes

Activity Nodes are opportunities to effectively target strategies and investments at 30th Street, 42nd Street, and 54th Street. Examples of potential long-term land uses changes are illustrated on the following pages. They are consistent with the vision for this segment as a new mix of community commercial uses on Main Streets and new housing choices to the north and south of Main Street. The scenarios recognize existing businesses and housing already supportive of the vision statements. They do not reflect any current plans for redevelopment by current property owners.



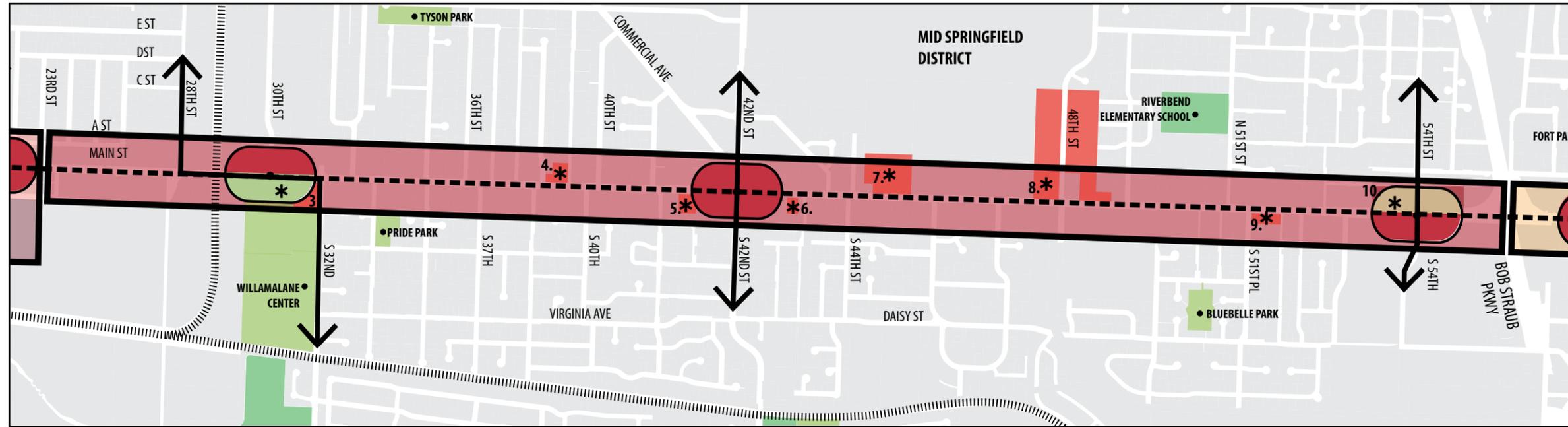
Neighborhood - Serving Commercial Uses



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SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

FIGURE 10. SEGMENT 2-LAND USE VISION OPPORTUNITIES



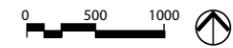
KEY:

- 1. SEGMENT 1: COUPLET AREA
- 2. SEGMENT 2: MID SPRINGFIELD BUSINESS CORRIDOR
- 3. SEGMENT 3: THURSTON AREA

- ACTIVITY NODE : MIXED USE
- ACTIVITY NODE : COMMUNITY COMMERCIAL
- ACTIVITY NODE : COMMUNITY COMMERCIAL & PUBLIC FACILITIES
- ACTIVITY NODE : RESIDENTIAL AND COMMUNITY COMMERCIAL

- OPPORTUNITY SITE
- NEIGHBORHOOD COMMERCIAL AND HOUSING CHOICES
- MIX OF INDUSTRIAL AND COMMERCIAL USES
- AFFORDABLE COMMUNITY COMMERCIAL
- RESIDENTIAL WITH NEIGHBORHOOD SERVICES
- PARK/OPEN SPACE
- SCHOOL

- PRIMARY NEIGHBORHOOD CONNECTION
- POTENTIAL ENHANCED TRANSIT SERVICE
- EXISTING RAILROAD

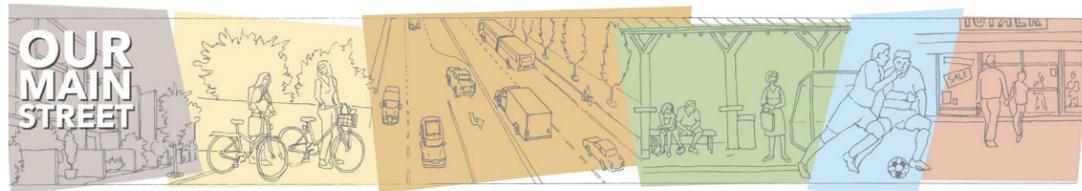


COMMUNITY COMMENTS

“Mixed use doesn’t fit here. Better near downtown.”

“I also think we need more options for food. We need healthier options.”

“Enhance business variety, encourage destination businesses.”



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SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR 30TH STREET ACTIVITY NODE



Long-Term Vision Example

Public uses including Willamalane Recreation Center and State offices along with a Goodwill Store create a destination Activity Node. Encouraging more trips by walking, cycling and transit is essential to the vision. Priority actions are the recommendations for improving multi-modal transportation choices and transit. Infill development of additional Community Commercial uses should be encouraged, especially uses with the potential to share customers with the existing uses destination. Additional medium-density housing will be the remaining building block for change.

Current Uses Supportive of the Vision

1. Justice Department
2. Division of Motor Vehicles
3. Goodwill
4. Community Facilities
5. Neighborhood Retail/Services
6. Medium-Density Residential

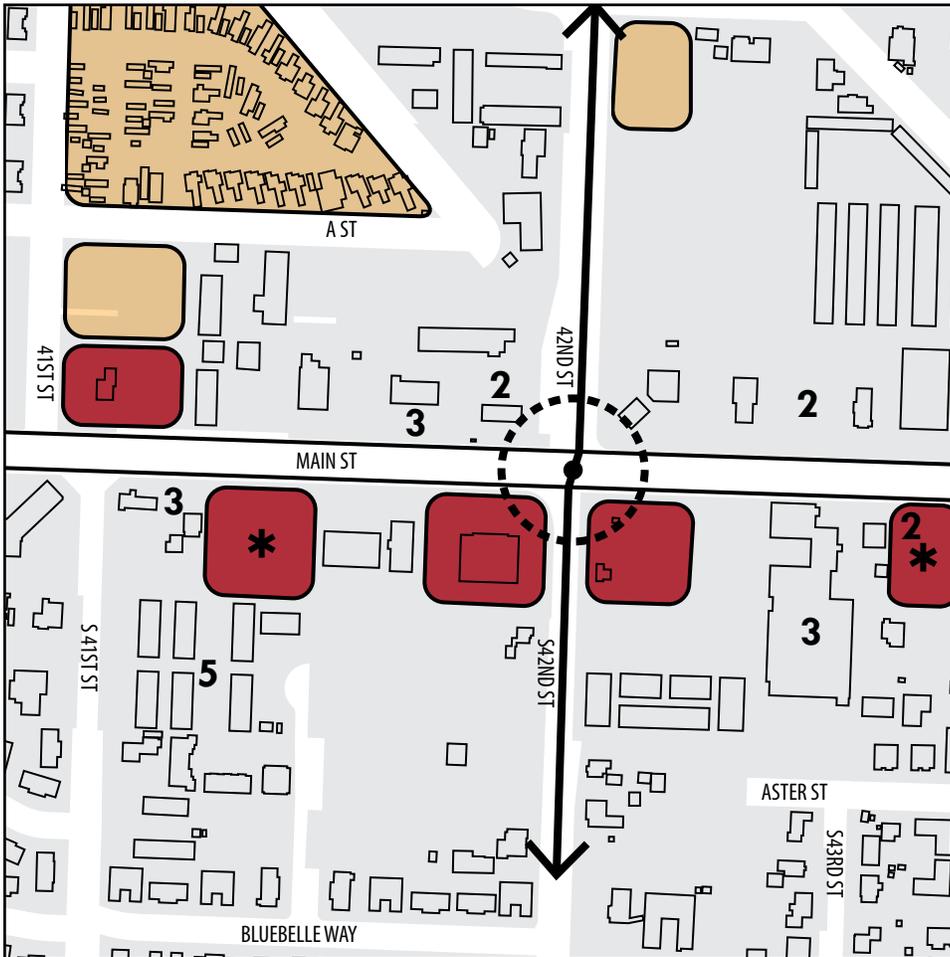
Land Use and Transportation Opportunities

- * Opportunity Site
- Medium-Density Residential
- Community Commercial
- Enhanced Transit Stop/Station
- Neighborhood Connections
- Park/Open Space



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

42ND STREET ACTIVITY NODE



Long-Term Vision Example

The existing commercial activity primarily consists of automobile-oriented businesses and drive-through fast food eateries. There is also medium-density and single-family housing within walking distance or Main Street. It includes two of the Opportunity Sites discussed previously. New retail-oriented commercial uses will have good access and visibility. They will likely include both community-wide and neighborhood customers. If redevelopment of the mobile home village occurs it should provide affordable, medium-density housing. Improved multimodal transportation choices and more attractive street frontages and parking areas are additional building blocks for the vision.

Current Uses Supportive of the Vision

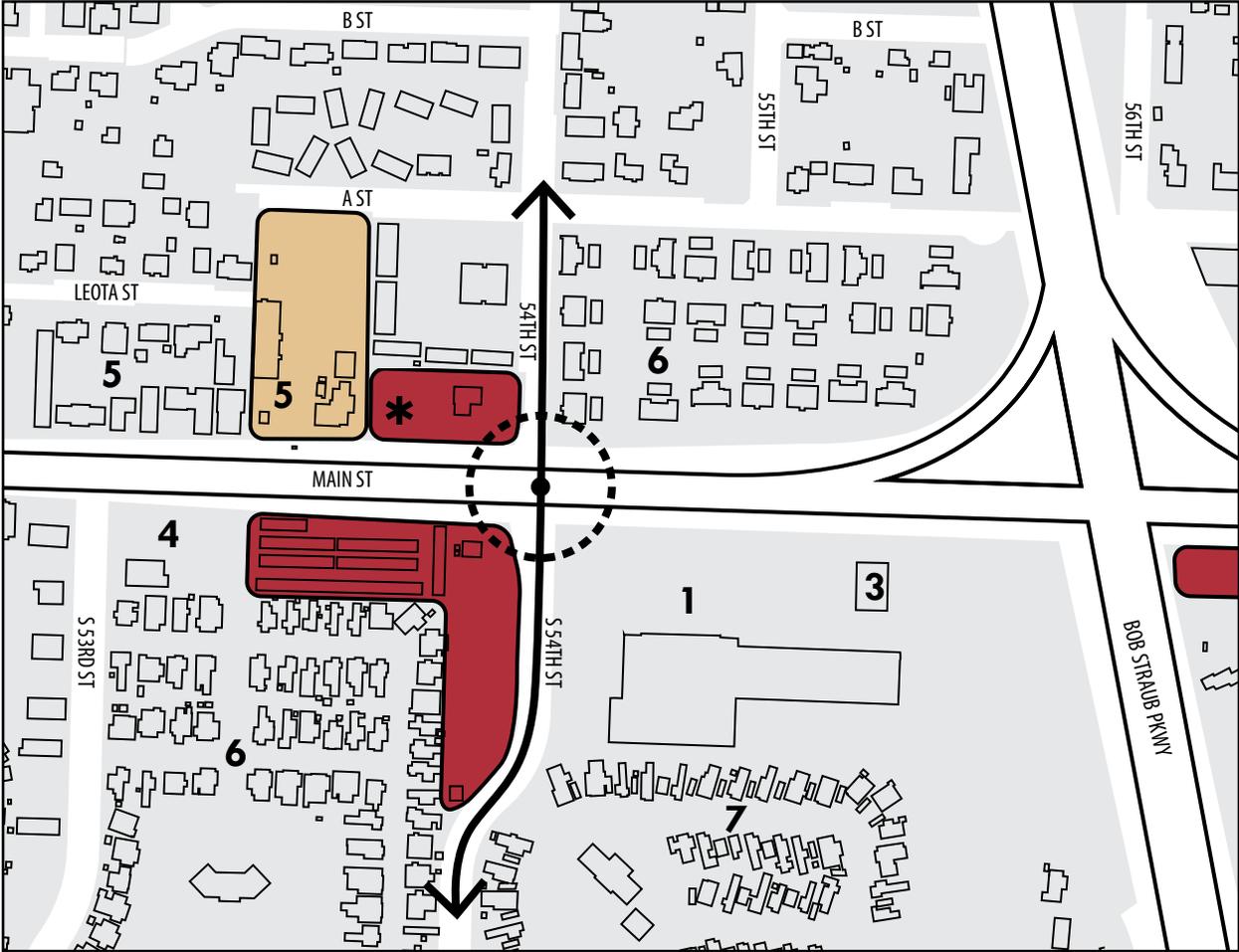
1. Fast Food Restaurants
2. Retail
3. McKenzie West Shopping Plaza
4. Main Street Mini Storage
5. Medium-Density Residential
6. Mobile Homes

Land Use and Transportation Opportunities

- * Opportunity Site
- Medium-Density Residential
- Community Commercial
- ● Enhanced Transit Stop/Station
- ↔ Neighborhood Connections



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR 54TH STREET ACTIVITY NODE



Long-Term Vision Example

Community/Regional Commercial and housing choices characterize this Activity Node. Commercial uses also serve the neighborhood residents. It is a land use mix that exemplifies the vision. Building blocks for advancing the vision include limited intensification of commercial uses, additional single-family and medium-density housing near Main Street, public realm enhancements and improving the safety of pedestrian and bike access to commercial services. Redevelopment of mobile home villages should provide medium-density, affordable housing types.

Current Uses Supportive of the Vision

1. Shopping Center
2. Restaurant
3. Neighborhood Retail/Services
4. McKenzie Animal Hospital
5. Medium-Density Residential
6. Low-Density Residential
7. Mobile Homes

Land Use and Transportation Opportunities

- * Opportunity Site
- Medium-Density Residential
- Regional/Community Commercial
- Enhanced Transit Stop/Station
- ➔ Neighborhood Connections



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

Priority Implementation Actions

Prioritizing projects and programs focused on reduced traffic speeds reflect community perceptions of Main Street being difficult for pedestrians and cyclists to negotiate and as a rift between neighborhoods. Streetscape and art projects address input that this segment of the corridor is unattractive. Private investments in business and housing, including transit-supportive development within Activity Nodes, can be encouraged by zoning updates and existing programs offering financial support.

TABLE 2. SHORT-TERM ACTION PLAN SUMMARY (2015-2020)

| Strategies and Actions | Goals Supported |
|--|--|
| Zoning and comprehensive plan update ¹ | Business Activity, Housing Choices and Public Realm Enhancement |
| Complete a Traffic Calming Study | Transportation Choices, Public Realm Enhancement and Transit Service |
| Complete an Access Study | Transportation Choices, Public Realm Enhancement |
| Preliminary Design Study for Virginia Street/Daisy Street Bike Boulevard ² | Transportation Choices |
| Refine and implement City Wayfinding Report to include pedestrian and bicycle signage | Transportation Choices and Public Realm Enhancement |
| Develop a Main Street Corridor Streetscape Plan | Public Realm Enhancement, Transportation Choices |
| Develop a Public Art Plan for Activity Nodes ³ | Public Realm Enhancement, Transit Service |
| Partner with LTD in community workshops for transit station planning and design ³ | Public Realm Enhancement, Transit Service and Business Activity |
| Expand the Façade Improvement Program with a focus on opportunities within Activity Nodes | Business Activity, Housing Choices and Public Realm Enhancement |
| Promote City Enterprise Zone to encourage business investments | Business Activity |
| Evaluate feasibility of a Business Improvement District (BID) | Business Activity |
| Promote availability of federal housing funds | Housing Choices |

1 This plan makes recommendations for options to consider in a City zoning update process anticipated in 2015-16 (see pages 42-44). See Appendix A –Concepts for Future Zoning and Plan Updates.

2 Identified in the current Transportation System Plan (TSP).

3 Coordinate with the *Main-McVay Transit Improvements Study*.



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA: BOB STRAUB PARKWAY AND 69TH ST

This segment begins at the Bob Straub Parkway and extends to the end of the Project Area at 69th Street. The current uses are predominantly residential with regional and community-scale shopping and services clustered near the Bob Straub Parkway intersection. It has very little office space and no industrial space. It offers retail along Highway 126B, contributing to an appearance that suggests a higher portion of retail space than actually exists. The segment's predominant land uses are residential and vacant. The small amount of retail space has a very low vacancy rate and the rents are the highest along the Corridor, indicating an appropriate level of retail.



20-Year Vision Statement

Thurston will remain a quiet and walkable neighborhood. There will be a wide range of housing choices that accommodate a mix of incomes and demographic groups. Between 54th and 58th Streets, convenient neighborhood services will be integrated with the larger-scale shopping and entertainment opportunities that have a city-wide appeal. Pedestrian and bicycle connectivity will be improved, making this segment of Main Street a true community street. Frequency of bus service will increase as neighborhood residents increase. Picturesque foothills and a generous urban tree canopy will remain neighborhood characteristics and a transition from a high-speed highway to an urban arterial.

Goals

Transportation Goals

Improvements to pedestrian and bicycle connectivity are critical to multi-modal transportation options and to addressing the perceptions of this segment of Main Street as unsafe for those modes of travel. Proximity to the eastern city limits and higher highway speeds reinforces this perception. Neighborhood shopping and service options should safely accessible by walking and biking trips.

- **Goal 1:** Safe and efficient vehicle travel including access to properties.
- **Goal 2:** Improved safety for pedestrian crossings
- **Goal 3:** Reduced vehicle speeds.

Public Realm Enhancement Goals

The public realm should reflect the character of a relatively complete neighborhood with a unique landscape setting and picturesque. The single Activity Node can serve as a neighborhood focal point.

- **Goal 1:** Functionally attractive streetscape for the one Activity Node with opportunities for public art.
- **Goal 2:** Large canopy trees street and landscaping a signature for the streetscape.

Business Activity Goals

New businesses should help energize Main Street and the Bob Straub Parkway intersection, serving both local and city-wide customers. If the area's retail is expanded, it should be mindful of not becoming over-retailed, which will drive rents down and make it financially difficult to invest in the area.

- **Goal 1:** Small, locally-owned businesses as essential neighborhood services.
- **Goal 2:** An entertainment cluster with moderately-priced restaurants and potentially a pub and family-oriented entertainment venue.



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

Housing Goals

The Thurston neighborhood is well suited for a mix of residential uses and should continue to offer a wide range of housing options in varying sizes and development patterns. New housing near Main Street would enhance the neighborhood as a good place to live with easy access to neighborhood services on Main Street.

- **Goal 1:** Mixed income rental options ranging from family apartments to studio apartments
- **Goal 2:** Affordable home ownership opportunities within walking distance of Main Street.

Framework - Transportation and Public Realm Opportunities

Figure 11 illustrates locations for priority projects and programs recommended for implementation within five years. These projects and programs support multiple goals and the big themes expressed through community outreach. See *Project Addendum-Strategies and Actions* for all recommended short-term and long-term strategies.

Transportation Goals

Reduced traffic speeds and improved pedestrian crossing treatments will have the greatest impact on multi-modal transportation choices.

Traffic Calming Study. Determine the most effective measures to reduce traffic speeds and select locations for the measures. Reduced speeds will encourage more walking and cycling trips to the cluster of neighborhood services near Bob Straub Parkway. Potential measures include:

- Continuous street trees and landscaping.
- Intersection treatments such as distinctively paved crosswalks with the Activity Nodes.
- Limited use of landscaped medians that also have a pedestrian crossing or traffic safety function.
- Traffic speed feedback signs.
- Improved street lighting for vehicles and pedestrians.

Complete and Implement City-wide Bike and Pedestrian Plan. In addition, assess the feasibility of a bike boulevard north of Main Street between 69th Street and the Bob Straub Parkway, including an easement through Thurston High School property. If determined to be feasible it should be added to the TSP as a bicycle route parallel Main Street.

Transit Station Design Workshops. Engage the community and LTD in workshops to explore the design or enhanced transit stops and transit stations. High-quality transit facilities can be integrated into the Main Street Corridor Streetscape Plan.

Public Realm Enhancement Goals

Investments in the public realm should facilitate community engagement in concept to improve the attractiveness of the Main Street corridor.

Street Design Plan. Complete a conceptual design plan for Main Street between 23rd Street and 69th Street (see page 49). The plan should bring together businesses, citizens and community organizations in developing unifying design themes, guidelines and concepts for a corridor while also expressing unique characteristics of each segment. Guidelines and concepts potentially affecting highway function or transit service should be coordinated with and reviewed by LTD and ODOT.

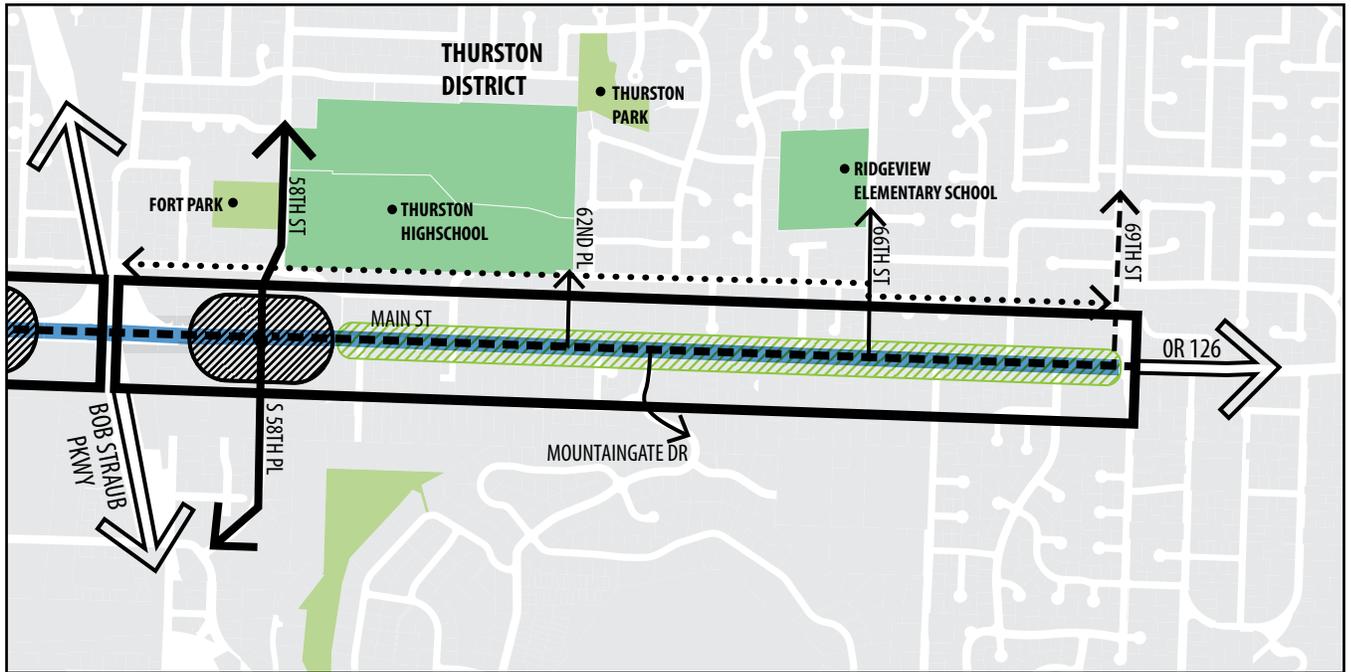
Public Art Plan. As part of a corridor-wide public art plan, identify installation opportunities within the Activity Nodes, particularly opportunities associated with future enhanced transit stations.

Wayfinding Signage. Update the City Wayfinding Report to include pedestrian and bicycle signage to be implemented within Activity Nodes and other major street intersections.

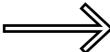


SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

FIGURE 11. SEGMENT 3 - TRANSPORTATION AND THE PUBLIC REALM



KEY:

- | | | | |
|---|---|---|------------------------------------|
|  | ACTIVITY NODE |  | REGIONAL CONNECTION |
|  | MAIN STREET CORRIDOR STREET DESIGN PLAN |  | PRIMARY NEIGHBORHOOD CONNECTION |
|  | TRAFFIC CALMING STUDY |  | SECONDARY NEIGHBORHOOD CONNECTION |
|  | PARK/OPEN SPACE |  | EXISTING BUS ROUTE |
|  | SCHOOL |  | POTENTIAL ENHANCED TRANSIT SERVICE |
| | |  | POTENTIAL BIKE BOULEVARD |
| | |  | EXISTING RAILROAD |



COMMUNITY COMMENTS

“Need east-west bike and pedestrian connections”

“Safer routes to schools”



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

PUBLIC REALM ENHANCEMENT

Street Design Plan - Landscaping

Landscaping can change the image of a street, encourage people to walk, and reduce traffic speeds.



Street Design Plan - Street Furnishings

A nicely furnished sidewalk makes it comfortable to walk, talk, and shop.



Plazas and Outdoor Seating

Plazas and outdoor spaces focus pedestrian activity and community gathering.



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

The Thurston Area Segment includes one redevelopment opportunity site and one Activity Node at 58th Street. Each of these locations provides opportunities for long-term land use changes supportive of the vision and goals for this segment (Figure 12).

Redevelopment Opportunity Sites

The potential uses illustrate one example how the vision statements and goals might be realized over time. The scenarios do not reflect any current plans for redevelopment by current property owners.

Site 11 – North and South of North A Street at 58th Street

This site is comprised of multiple parcels that add up to more than six acres. It does not lie directly on Main Street, but lies adjacent to the retail activity on the northeast corner of the Highway 126. It lies directly south of Thurston High School and is in walking distance from the William S. Fort Memorial Park.

Potential uses include single-family or multi-family residential. Residential uses would offer residents good pedestrian, bicycle, and bus access and close proximity to services at 58th Street Node. It is walking distance to a school and a park. The site provides a quiet residential neighborhood with retail goods and services abutting the property.

Potential Redevelopment within Activity Nodes

The single Activity Node is an opportunity to effectively target strategies and investments near 58th Street that are consistent with the vision of a neighborhood with a mix of housing types and nearby regional and community commercial uses. The example of long-term land uses changes illustrated on the following page is one potential scenario consistent with that vision. The scenario also recognizes existing land uses already supportive of the vision statement. It does not reflect any current plans for redevelopment by current property owners.



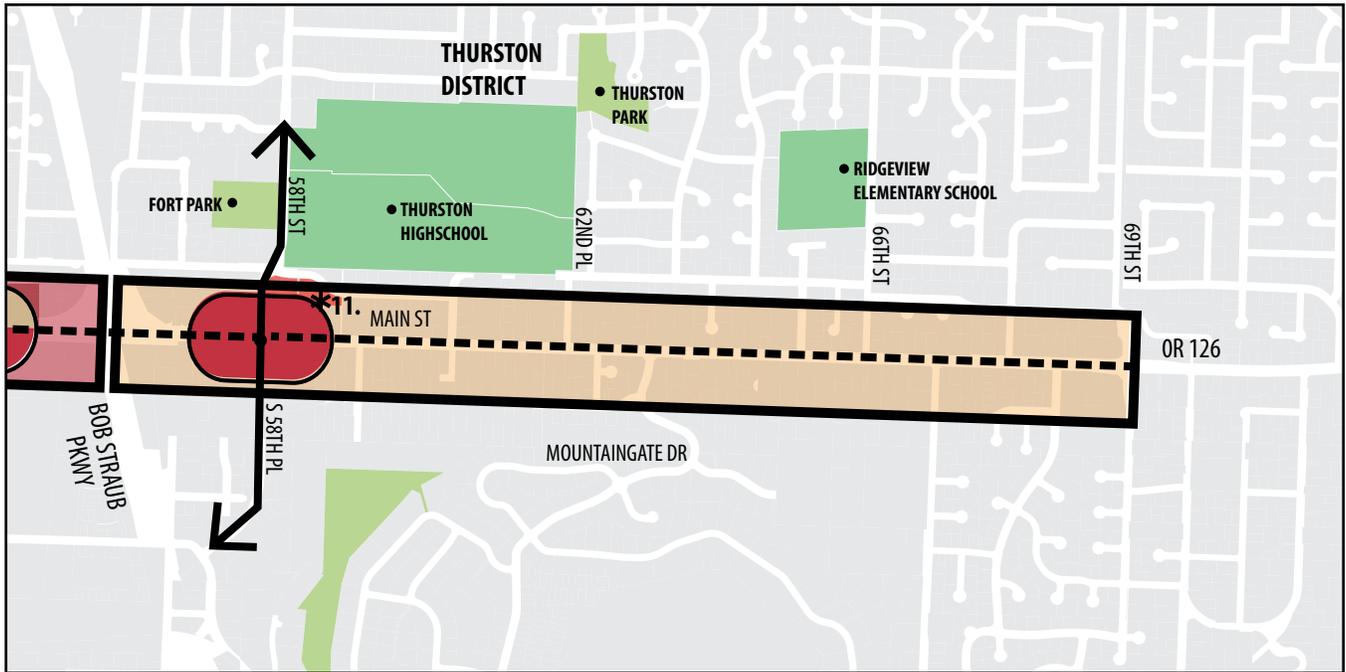
Single-Family Residential on small lots



Medium-Density Residential

SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

FIGURE 12. SEGMENT 3-LAND USE VISION OPPORTUNITIES



KEY:

- 1. SEGMENT 1: COUPLET AREA
- 2. SEGMENT 2: MID SPRINGFIELD BUSINESS CORRIDOR
- 3. SEGMENT 3: THURSTON AREA

 ACTIVITY NODE : COMMUNITY COMMERCIAL

-  OPPORTUNITY SITE
-  NEIGHBORHOOD COMMERCIAL AND HOUSING CHOICES
-  MIX OF INDUSTRIAL AND COMMERCIAL USES
-  AFFORDABLE COMMUNITY COMMERCIAL
-  RESIDENTIAL WITH NEIGHBORHOOD SERVICES
-  PARK/OPEN SPACE
-  SCHOOL

-  PRIMARY NEIGHBORHOOD CONNECTION
-  POTENTIAL ENHANCED TRANSIT SERVICE
-  EXISTING RAILROAD



“More food options accessible by foot or bike.”

“Diverse incomes and ages make for richer, more exciting, vibrant places”

COMMUNITY COMMENTS



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA 58TH STREET ACTIVITY NODE



Long-Term Vision Example

Similar to 54th Street, this area is characterized by housing choices and Community/Regional Commercial that also serves the neighborhood. Similar buildings blocks of selective intensification of commercial uses, medium-density housing on Main Street and improved multi-modal transportation choices are building blocks for the vision. Limited intensification of commercial uses could occur on current large commercial properties based on marketability and regulatory assessments of parking needs and floor space.

Current Uses Supportive of the Vision

1. Shopping Center
2. Neighborhood Retail/Services
3. Gas Station
4. Fast Food
5. Medium-Density Residential
6. Low-Density Residential
7. School

Land Use and Transportation Opportunities

- * Opportunity Site
- Regional/Community Commercial
- Enhanced Transit Stop/Station
- ➔ Neighborhood Connections
- Park/Open Space
- School



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

Priority Implementation Actions

Prioritizing projects and programs focused on pedestrian and bicycle access to neighborhood services and reduced traffic speeds are consistent with community input. Those programs will also improve access to transit while transit-supportive private investments/new housing opportunities can be encouraged by appropriate updates to zoning. Many actions will meet multiple goals and provide opportunities for partnerships with ODOT and LTD.

TABLE 3. SHORT-TERM ACTION PLAN SUMMARY (2015-2020)

| Strategies and Actions | Goals Supported |
|--|--|
| Zoning and comprehensive plan update ¹ | Business Activity, Housing Choices and Public Realm Enhancement |
| Complete a Traffic Calming Study | Transportation Choices, Public Realm Enhancement and Transit Service |
| Complete an Access Study | Transportation Choices, Public Realm Enhancement |
| Develop a Main Street Corridor Streetscape Plan | Public Realm Enhancement, Transportation Choices |
| Develop a Public Art Plan for Activity Nodes ² | Public Realm Enhancement, Transit Service |
| Partner with LTD in community workshops for transit service and design ² | Public Realm Enhancement, Transit Service and Business Activity |
| Refine and implement City Wayfinding Program to include pedestrian and bicycle signage | Transportation Choices and Public Realm Enhancement |

1 The City anticipates a zoning update process anticipated in 2015-16.

2 Coordinate with recommendations of the *Main-McVay Transit Study*.



CONCEPTS FOR FUTURE ZONING AND PLAN UPDATES

The *Main Street Corridor Vision Plan* implementation strategy recommends an update of the City Zoning and Development Code and the land use designations identified by the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* (see *Project Addendum-Strategies and Actions*). The City intends to undertake that update in 2015-16 and adopt land use regulations that will support an incremental transition to land uses supportive of the vision and goals. The strategy recommends three zoning concepts to consider:

- Apply and Modify Existing Zoning Districts
- Create New Plan District
- Create New Form-Based Code or Hybrid Form-Based Code

No concept is recommended over another at this point. Subsequent phases of Main Street planning will use the concepts as a starting point to further assess potential updates. Objectives are:

- Create a favorable environment for public and private investment.
- Encourage quality development.
- Enhance the public realm as design continuity for the corridor.

Segment 1 - Couplet Area

The 20-year vision is a transition to a more pedestrian-oriented environment complementary to the Downtown District. The area will offer new storefront retail, vertical mixed use and diverse housing choices. Potential zoning updates should be linked to zoning updates for the Downtown District. Both areas share opportunities and goals for economic growth, walkability and an attractive public realm. Recommended implementation strategies address the Vertical Housing Development Zone (VHDZ), the Downtown Redevelopment Area and priorities of the Downtown Urban Renewal District (URD) that reflect the shared goals. Key zoning considerations include:

A **Mixed Use District for Main Street** should allow flexibility for how additional housing choices can be introduced, including new housing types such as duplexes. At the activity nodes consider extending this Mixed Use District zone 1-2 blocks north of Main Street to allow retail and transit-supportive, and residential development employment.

Vertical **Mixed Use Buildings** should not be required to restrict the entire ground-floor to retail. The building should, however, create an active and attractive face for Main Street. A requirement for residential density or a residential use percentage of the gross floor area is not recommended.

A **Mixed Use Employment District for South A Street** should allow flexibility for uses such as craft industries and other uses that require outdoor storage and display areas as well as a retail component for walk-in customers. The Categories/Uses should not exclude uses uniquely appropriate to the vision statement. Avoid design standards for building and site design that may be discouraging for specific projects that are otherwise supportive of the South A Street vision.

Form-Based Code (FBC) can be effective in achieving the vision and goals. FBC does not emphasize the segregation of land uses or the micromanagement of intensity of use through parameters such as floor area ratios and density. It addresses the form and mass of buildings in relationship to one another, as well as the relationship between public and private spaces. Public realm enhancement is typically addressed through standards for street and sidewalk design, block sizes and patterns, and open spaces or plazas. Private uses are typically addressed through building form and massing, building setbacks, how frontage areas are used and the location of on-site parking. A FBC update for Segment 1— The Couplet Area could be undertaken in conjunction with a similar zoning update for the Downtown District.

CONCEPTS FOR FUTURE ZONING AND PLAN UPDATES

Segment 2 - Mid-Springfield Business Corridor and Segment 3 - Thurston Area

Future population and employment growth and enhanced corridor aesthetics will likely support incremental densification of land uses over the long term. A zoning update should address these segments together and separately from the Couplet Area. Zoning should allow a variety of housing types on or near Main Street, particularly in the nodal areas. Achieving transit-supportive housing opportunities in the Activity Nodes would require changes to current zoning in these areas. This would require limiting changes to current residential zoning north and south of Main Street. New housing, especially medium-density housing, can take advantage of public transportation and clustering of neighborhood services. While some mixed use development may occur along Main Street, it is likely that horizontal mixing of uses is more market-realistic than vertical mixed use given current land use patterns and the economics of vertical mixing.

A new **Plan District** could overlay current base zoning from the eastern boundary of the Urban Renewal District (URD) to the end of the project at 69th Street. The overlay would provide additional regulations intended to implement the visions and goals of the *Main Street Corridor Vision Plan*. A plan district can include special plan area character statements and right-of-way design standards that will influence design review. Special Plan Area Character Statements might include:

- **Plan Area Character** (visible elements of a project that address the vision statement, neighborhood character and any culturally or historically significant buildings for sites).
- **Strengthening the Character of Activity Nodes** (guidelines for elements such as mix of uses and density of new development, transit station design, unique streetscape design features and public art or wayfinding programs).

- **Pedestrian-Oriented Design** (Public Realm Enhancements recommended in the *Main Street Corridor Vision Plan*, as well as other City policies regarding pedestrian-oriented design).
- **Project Design Features** (building entrances, landscaping, parking areas, architectural design and neighborhood compatibility).

Alternatively, **Form-Based Code** (FBC) update for Segment 1— The Couplet Area, and possibly the Downtown District, could include both of these segments. Implementing a FBC would be most effective, and easier to administer, if it included Segment 1 and the Downtown District. FBC is not a “one size fits all” approach. It is flexible, and can be responsive to important differences in the existing conditions and realistic market potential of this long segment. The FBC concept can address building form and public realm issues in ways appropriate to the vision and goals.

Activity Nodes

Within the six Activity Nodes, zoning updates can help implement aspects of the vision and goals unique to these areas. For example, zoning could support the intensification of uses and a corresponding enhancement of the public realm. Activity Nodes are also opportunities for the City and LTD to jointly undertake strategies and projects for Main Street.

The planned zoning update will need to determine the exact boundary of each Activity Node. In doing so, it should consider a zoning change applied to a limited number of properties not directly fronting onto Main Street. Most of these properties are zoned as Low Density Residential. Zoning that increases density or allows mixed use on properties near to Main Street will be transit-supportive and encourage new community or neighborhood retail easily accessible by foot. Design standards should not create financial challenges for uses that are otherwise supportive of the *Main Street Corridor Vision Plan*, especially with regard for affordability, for businesses and housing.



CONCEPTS FOR FUTURE ZONING AND PLAN UPDATES

Summary of Recommendations

Table 4 provides a summary of recommendations by corridor segment. Refer to *Strategies and Actions – Concepts for Future Zoning and Plan Updates* for a full discussion of each concept and its application within the corridor.

TABLE 4. SUMMARY OF RECOMMENDATIONS BY CORRIDOR SEGMENT

| Corridor Segment | Concept A | Concept B | Concept C |
|---|---|---|---|
| 10 th Street - 23 rd Street (Main Street) | Mixed Use Commercial (MUC) with flexibility for residential only uses | Mixed Use Commercial (MUC) with flexibility for residential only uses | Form-Based Code (FBC) which does not require segregation of uses |
| 10 th Street - 23 rd Street (South A Street) | Mixed Use Employment (MUE) with exceptions to General Development Standards | Mixed Use Employment with limited exceptions to General Development Standards | Form-Based Code (FBC) which does not require segregation of uses |
| 23 rd Street –Bob Straub Parkway | Existing zoning with Nodal Overlay Development Districts | Plan District with Special Plan Area Character guidelines | Form-Based Code (FBC) which does not require segregation of uses. |
| Bob Straub Parkway – 69 th Street | Existing zoning with Nodal Overlay Development Districts | Plan District with Special Plan Area Character guidelines | Form-Based Code (FBC) which does not require segregation of uses |

TRANSIT SERVICE AND COMMUNITY BUILDING

Transit helps connect people to the places they want to go. A strong partnership between the City of Springfield and LTD is essential to transportation choices that will allow the community to grow smartly. It is a partnership that can address mobility challenges and open up new economic opportunities in the Main Street corridor. Convenient and accessible transit also helps maintain affordability by lowering household transportation costs. Coordinating transit planning with community decisions about land use and public infrastructure is a way to leverage funding sources, provide education and information about transit's contribution to community livability and to jointly pursue opportunities to stimulate new jobs and housing.

This is a partnership in keeping with best practices for transit and transit-supportive development that have emerged throughout North America, and is a key to livability. In the Main Street corridor, plans to invest in high frequency transit service that includes permanent stations and frequent, consistent, and reliable service such as extending EmX service. This investment will create opportunities for collaborative transit station design and station area planning and to jointly incentivize catalytic redevelopment projects. Early outreach to property owners and other key stakeholder will help existing business to plan to market and capture the economic opportunities and to understand the community benefits of high capacity transit. The benefits include the following.

Choice

Improved transit service provides more than options for transportation. It can be an infrastructure investment that encourages and helps organize the development of new housing, businesses, employment and education opportunities. This offers more livability choices within and between neighborhoods that mix uses, income levels and age groups.

Job Growth

Improving transit service, such as the potential for Bus Rapid Transit (BRT) or enhanced bus service along Main Street would improve access to employment throughout the region and would benefit some employers by expanding access to the labor force. Improved transit service also has potential to increase the number of jobs in the corridor and to support diversification of the local economy as Springfield grows. Permanent station areas are attractive to jobs in several economic sectors, including some target industries.

Affordability

The combined cost of housing and transportation consumes a large percentage of household incomes. Investment in transit and transit-supportive neighborhoods increases affordable housing opportunities and reduces transportation costs by encouraging transit, pedestrian and bicycle trips.

Urban Amenities

Transit-supportive neighborhoods and business districts often support higher quality urban amenities such as good street connections, parks and trails, schools and a range of neighborhood services. Amenities associated with transit projects can add new vitality to transit stations in the corridor, reinforce existing district identities, and help create community hubs with station design, landscaping, lighting and public art.



TRANSIT SERVICE AND COMMUNITY BUILDING

Public Health

Transit and transit-supportive development is an important strategy for improving public health. Evidence suggests that compact, mixed use districts increase biking and walking, providing all the health benefits of exercise. Reducing automobile trips means reducing the emissions pose both short-term and long-term risks from degraded air quality and unfavorable climate change.

Financial Return on Private Investment

Transit does not create market, but it can help organize and distribute growth, especially when transit planning and real estate development are understood as a single comprehensive process. Mixed use strategies and transit investments allow for flexibility in responding to market cycles.

Transit Goals for Main Street

Big themes of the community outreach were more conveyance and frequent service, improving the qualities of the transit experience and access to individual transit stops and opening up new community development opportunities. The following goals for transit were established as part of the 20-year vision of Main Street.

- **Goal 1:** Frequent high capacity transit service for Main Street.
- **Goal 2:** Enhancements to the total transit experience which includes cost, convenience, walking or bike access to transit stops and the design qualities of the stops themselves.
- **Goal 3:** Successful leveraging of redevelopment strategies and infrastructure investments between the City and LTD.

Meeting transit goals for Main Street presents an opportunity for a strong partnership between LTD and the City of Springfield. A strong partnership between the City and LTD can leverage funding sources for public realm infrastructure, provide education and information about transit's contribution to community livability and jointly stimulate new jobs and housing. This partnership is also in keeping with the best practices for transit and transit-supportive development in North America. Those practices increasingly emphasize productive partnerships between public agencies in high-capacity and frequent-service transit corridors. Public agencies can assist with land use regulations and streamlined approvals, site selection and coordination, supporting infrastructure, financial incentives in many forms and investment as joint development partners.



Multimodal Transportation Choices



Transit Stations as Urban Amenities



Memorandum



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Anne Fifield, Blue Mountain Economics
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Date: September 23, 2014

Subject: Memo #4 –Strategies and Actions

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Main Street Corridor Vision Plan City of Springfield



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Introduction

The *Main Street Corridor Vision Plan* is one of five projects being closely coordinated as part of **Our Main Street** — an opportunity for the community to look at and think about the future of the seven miles that make up the Main Street corridor, and discuss what will influence the local economy and community livability for decades to come. The projects share five guiding goals:

- Encourage economic revitalization and land use redevelopment.
- Provide transportation choices to residents, businesses and commuters to encourage individual and community well-being and public safety.
- Improve transportation safety and access for walkers, cyclists, transit riders and drivers along and through the corridor.
- Improve aesthetics on Main Street, making it an attractive place to live, work and shop.
- Create Main Street identities.

Project Area

The *Main Street Corridor Vision Plan* begins at the intersections of Main Street and South A Street with 10th Street and extends east along Main Street to 69th Street. The project area is the roadway and the properties adjacent to the roadway. Three distinct segments for this 7-mile corridor have been identified based on differences in land use patterns for business and housing and consideration of urban renewal and refinement plan areas of the City and the *Eugene-Springfield Metropolitan Area General Plan*.

Segment 1 – Couplet Area begins at 10th Street and extends to the eastern boundary of the Downtown Urban Renewal Area (URA) at 23rd Street and Main Street. This segment is an OR Highway 126B couplet for most of the segment.

Segment 2 – Mid-Springfield Business Corridor extends from 23rd Street to the Bob Straub Parkway. This segment includes Main Street and adjacent properties within the *Mid-Springfield Refinement Plan* area and the *East Main Street Refinement Plan* areas.

Segment 3 – Thurston Neighborhood Area begins at the Bob Straub Parkway and extends eastward to the end of the Project Area at 69th Street.



Segment 1

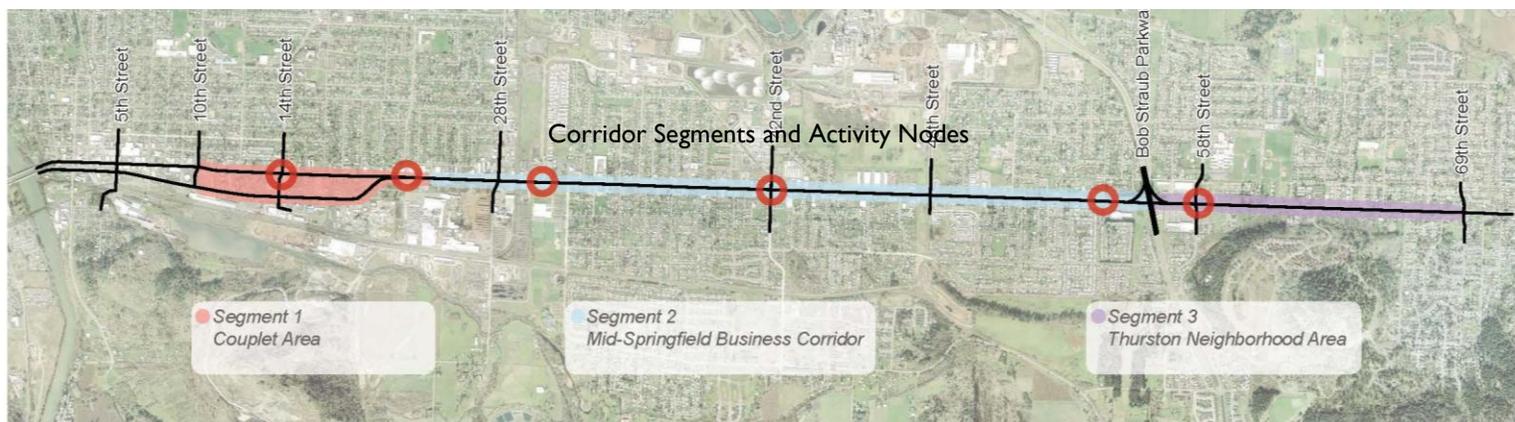


Segment 2



Segment 3

Within the segments, **Activity Nodes** were identified at 14th Street, 21st Street, 30th Street, 42nd Street, 54th Street and 58th Street.



Goals of the Plan

A constructive dialogue with property and business owners, the community and civic organizations resulted in broad goals for the plan. A unique vision statement was developed for each segment, with specific goals for each segment. The broad goals are:

Business activities that build on successful existing business, take advantage of specific redevelopment opportunities and are consistent with realistic market potential. New business opportunities also support the City of Springfield’s long-term employment goals.

Housing choices that will accommodate a mix of incomes, and age groups in a range of housing options. New housing choices will help sustain “Alive after Five” energy at key nodes along Main Street and support transit investments throughout the corridor.

Transportation choices for multi-modal travel that will improve safety for all users, increase transit ridership and support increased residential and business development.

Public realm and infrastructure investments which will improve basic functions, such as stormwater management, and the visual attractiveness of Main Street.

Implementation of the Plan

A comprehensive strategy detailing City actions in the Main Street corridor is the most effective way to guide future actions by the City, private and non-profit investors, businesses, citizens and partner agencies. It will provide clarity about the City’s expectations, roles and responsibilities in land use and transportation changes leading to the desired future for Main Street. Recommendations reflect the unique vision statements for each corridor segment.

What is an Implementation Strategy?

An implementation strategy integrates the vision statements and goals. This strategy makes recommendations for City actions in support of *the Main Street Corridor Vision Plan*. The strategies and actions are organized around the four broad goals of the Plan. The recommendations include a set of short-term strategies (carried out in 1-5 years) and long-term strategies (carried out over a 5-15 year timeline). They anticipate adoption of the *Main Street Corridor Vision Plan* in early 2015. Specific projects and programs have also been recommended, along with potential funding sources and organizational support and potential City zoning, planning and policy updates. For successful implementation, a “one size fits all” approach would not address the diversity and special circumstances of the Main Street corridor.

How is an Implementation Strategy Intended to be Used?

An adopted implementation strategy will help guide the development of annual budgets and can serve as a tool to communicate the City’s goals to other agencies. In some cases, the actions may be undertaken in partnership with other agencies, such as Lane Transit District (LTD) or community organizations such as the Neighborhood Economic Development Corporation (NEDCO). As projects and programs are successfully completed, the strategy can be updated to reflect changing opportunities and conditions in the Main Street corridor, as well as lessons learned during the early years of implementation. Strategies previously identified as long-term may be moved forward as new short-term strategies.

Early implementation steps will build awareness of the corridor’s potential and build momentum and support for achieving the visions and goals. Focused spending of limited financial and staff resources should be emphasized. The early success of implementation will:

- Sustain community involvement along Main Street.
- Build confidence in the Plan by achieving small successes.
- Leverage other funding and projects in order to meet multiple goals and objectives.
- Create or strengthen partnerships.

How was the Implementation Strategy Developed?

A community outreach process between October 2013 and June 2014 led to vision statements and goals documented in *Vision, Goals and Opportunities*. The outreach included a wide range of stakeholders, residents and businesses owners along the corridor. Those conversations suggested specific strategies and actions to realize the goals for each segment of the corridor. The recommended strategies and actions also reflect a review of existing corridor conditions, current public plans and policies relevant to Main Street and input from City staff and LTD.

Will the Community Stay Involved?

The public conversation with stakeholders and the community at-large has been essential to development of this strategy. Continued community engagement after adoption of the *Main Street Corridor Vision Plan* will be important for effective implementation and the on-going refinement of strategies and actions as conditions change. A process should be created to encourage citizens or community groups to propose specific projects or programs they believe will help achieve the vision and goals for Main Street.

General Principles for Implementation

The General Principles are a broad language that will apply to all decisions affecting the adopted *Main Street Corridor Vision Plan*. They are intended to be used consistently throughout the implementation period to guide short-term and long-term strategies, projects and programs.

Outreach. Future planning and implementation will be founded on the inclusive community engagement process begun in the *Main Street Corridor Vision Plan*. The City will continue to provide opportunities for the general public, stakeholders, property and business owners, residents, organizations and advocacy groups to access and provide input to decision-making.

Community Benefits. Implementation of the *Main Street Corridor Vision Plan* should be of most benefit to residents and businesses within the project area. Mobility and transportation choices, improved roadway safety, provision of transportation linkages, creation of business and job opportunities, expansion of housing choices and public realm and infrastructure investments will enhance the livability and private investment appeal of the project area.

Focused Investment along Main Street. Areas immediately abutting Main Street will bear the greatest impacts and opportunities associated with future changes. Therefore these areas will be an important focus of public investment and City actions to encourage private investment.

Equitable Distribution of Resources. It is essential that there be a fair distribution of City resources throughout the entire project area.

Coordination. To optimize the effectiveness of public sector investments, the City of Springfield will coordinate and integrate implementation of the *Main Street Corridor Vision Plan* with the Downtown Urban Renewal program (SEDA), LTD, Oregon Department of Transportation and with their agencies and stakeholders with an economic or transportation interest in corridor.

Sustainable Development. Promote and encourage resource and energy efficient design in accordance with relevant City's policy and standards such as a Climate Action Plan, Green Building design standards, Low Impact Development standards, Sustainable Sites Initiatives or energy and water conservation programs.

Transportation, Transit and the Public Realm

Transportation Choices

Main Street has historically been an important transportation corridor providing through travel and access to business. Big themes emerging from community outreach were desires for improved walking and cycling safety, slower speeds, mobility for all travel options and convenient transit service. Main Street livability for the future requires a new balance between maintaining the historic functions of Main Street as a state highway and the opportunities to create a stronger sense of a shared community street designed with all users in mind — drivers, transit users, pedestrians, bicyclists, older people, children, and people with disabilities.

Goal 1: Safer and more comfortable walking and cycling to jobs, shopping and entertainment through street design improvements.

Goal 2: Reduce traffic speeds

Goal 3: Maintain flow of traffic including access to properties that front Main Street.

Key Implementation Issues

Main Street/OR 126B has historically been a transportation corridor for regional and local traffic. It is designated as a City Truck Route and as a State Highway. It is part of the National Highway System and the National Network as a Federally Designated Truck Route east of the Bob Straub Parkway. Fundamental transportation functions of Main Street must be protected and maintained. Opportunities to implement significant design changes to Main Street will require concurrence by ODOT. Roadway design will require approval by ODOT in accordance with ODOT and ASSHTO design guidelines and standards. Any proposed variance must be granted a Design Exception.

For many business owners, especially the smaller owners, ODOT policies regarding access management, permitting new driveways or efforts to consolidate current driveways can be a source of concern and confusion. A City role in helping owners understand requirements and facilitating agreements with ODOT might be welcome assistance.



Improved Pedestrian Crossings

Short-term Strategies (2015-2020)

The following actions are compatible with existing ODOT plans and policies.

| Strategic Goal | Action |
|--|---|
| <p>Encourage multimodal transportation choices.</p> | Install additional bicycle parking facilities in Segment 1 and the Activity Nodes consistent with recommendations of the Region Bike Parking Study. |
| | Coordinate with the Regional Transportation Options Plan (RTOP) to fully implement transportation options. |
| | Evaluate the construction of additional pedestrian crossings utilizing innovative solutions like the Rectangular Rapid Flashing Beacon (RRFB) or the Pedestrian Hybrid Beacon (PHB). ¹ |
| | Implement a bike boulevard on Virginia Street and Daisy Street to serve as a parallel Main Street bicycle route on the south side of Main Street. |
| | Determine type, location and cost for pedestrian and bicycle way-finding signage and initiate installation. |
| | Update and maintain the Americans with Disabilities Act (ADA) Transition Plan as part of a larger city-wide plan to address deficiencies in the existing system. |
| | Determine locations for additional roadway lighting to improve nighttime visibility, especially of pedestrians crossing the street. |
| Strategic Goal | Action |
| <p>Encourage slower speeds along the Main Street corridor.</p> | Explore landscaping options such as medians with foliage that would have a traffic-calming effect while providing streetscape enhancement and/or stormwater management functions. |
| | Evaluate a potential need for speed feedback signs in Segment 1 and identify specific areas to implement them. ¹ |
| Strategic Goal | Action |
| <p>Improve mobility and safety throughout the Main Street corridor.</p> | Identify potential signal-head and phasing modifications to ensure safe and efficient travel. |
| | Work with ODOT to implement the Draft short-range Expressway Management Plan (EMP) improvements identified for the Hwy 126 and Main interchange Provide a balanced, context-sensitive approach to addressing future land uses and transportation needs in the corridor. |
| | Identify any necessary signal timing improvements to ensure the most efficient movement of traffic. |
| | Implement access management through land use development. |

¹ Specific location recommendations for Segments 2 and 3 can be found in a previous DKS Associates Report: *Springfield Main Street Study*, Attachment 3, Page 9 of 2411

Long-term Strategies (2020-2035)

Most of the following actions would require concurrence by ODOT and must meet AASHTO NHS standards, regardless of jurisdiction.

| Strategic Goal | Action |
|---|---|
| <p>Encourage pedestrian and bicycle activity along the corridor.</p> | <p>Evaluate the benefits and feasibility of protected bike lanes.</p> |
| | <p>Evaluate the ability to expand sidewalk and bicycle facilities and amenities either by acquiring additional right of way or narrowing the vehicular travel lanes.</p> |
| Strategic Goal | Action |
| <p>Encourage slower speeds along the Main Street corridor.</p> | <p>Explore the option of narrowing motor vehicle lanes. This will have the added benefit of increasing the area available for widening sidewalks along the corridor.</p> |
| | <p>Explore the option of transforming key signalized intersections into dual-lane roundabouts.</p> |
| Strategic Goal | Action |
| <p>Improve mobility throughout the Main Street corridor.</p> | <p>Assess the potential for installing new LED Street lights along the entire corridor.</p> |
| | <p>Prepare Access Management Plan that integrates business owners and their access needs, zoning and development code updates and opportunities to improve the safety and appeal of pedestrian and bicycle trips throughout the corridor.</p> |

Projects and Programs

Project and programs for transportation choices are closely related to efforts to improve the public realm and transit facilities on Main Street. They all serve multiple objectives of improving safety and mobility for all users and enhancing the visual attractiveness of Main Street.

| Main Street Safety Study – Phase II |
|---|
| <p>A potential “next-step” program could be to extend the recommendations given in the <i>Springfield Main Street Safety Study</i> into Segment 1 because it currently applies only to Segments 2 and 3. Previously, the Springfield Main Street Safety Study received funding, and most of the spot locations recommended also have approved funding from ODOT (around \$1 million worth). However, the plan only covered Segments 2 and 3. Identifying similar improvement and strategies for Segment 1 would build on the prior successes and potentially facilitate funding opportunities and agency support.</p> |

¹ Specific location recommendations for Segments 2 and 3 can be found in a previous DKS Associates Report: *Springfield Main Street (OR 126) Safety Study*. 2011

Transit Service and Community Building

Transit helps connect people to the places they want to go. In doing so, it contributes to multiple community benefits through coordinated planning between the City of Springfield and LTD. Community benefits include the following.

Choice

Enhanced transit service, such as the potential for Bus Rapid Transit (BRT) service along Main Street, provides more than options for transportation. It can be an infrastructure investment that encourages and helps organize the development of new housing, businesses, employment and education opportunities. This offers more livability choices within and between neighborhoods that mix uses, income levels and age groups.

Job Growth

Implementing enhanced transit service, such as the potential for Bus Rapid Transit (BRT) service along Main Street, would improve access to employment throughout the region and would benefit some employers by expanding access to the labor force. Enhanced transit service also has potential to increase the number of jobs in the corridor and to support diversification of the local economy as Springfield grows. Station areas are attractive to jobs in several economic sectors, including some of Springfield's target industries.

Affordability

The combined cost of housing and transportation consumes a large percentage of household incomes. Investment in transit and transit-supportive neighborhoods increases affordable housing opportunities and reduces transportation costs by encouraging transit, pedestrian and bicycle trips.

Urban Amenities

Transit-supportive neighborhoods and business districts often support higher quality urban amenities such as attractive streetscapes, parks and trails, schools and a range of neighborhood services. Amenities provide benefits and monetary values to residents, employers and employees.

Public Health

Transit and transit-supportive development is an important strategy for improving public health. Evidence suggests that compact, mixed use districts increase biking and walking, providing all the health benefits of exercise. Reducing automobile trips means reducing emissions that pose both short-term and long-term risks from degraded air quality and unfavorable climate change.

Financial Return on Private Investment

Transit does not create market, but it can help organize and distribute growth, especially when transit planning and real estate development are understood as a single comprehensive process. Mixed use strategies and transit investments allow for flexibility in responding to market cycles.

Transit Goals for Main Street

Improving the convenience and frequency of service, the qualities of the transit experience and access to individual transit stops will address mobility challenges. It will also help maintain household affordability and open up new community development opportunities along and connecting through the corridor. Amenities associated with transit projects can add new vitality to transit stations in the corridor, reinforce existing district identities, and help create community hubs through station design, landscaping, lighting and public art.

Goal 1: Frequent high capacity transit service for Main Street.

Goal 2: Enhancements to the total transit experience which includes cost, convenience, walking or bike access to transit stops and the design qualities of the stops themselves.

Goal 3: Successful leveraging of redevelopment strategies and infrastructure investments between the City and LTD.

Key Implementation Issues

A strong partnership between the City and LTD can leverage funding sources for public realm infrastructure, provide education and information about transit’s contribution to community livability and jointly stimulate new jobs and housing. This partnership is in keeping with the best practices for transit and transit-supportive development.

Potential service enhancements for Main Street include potential Bus Rapid Transit (BRT) service. Regardless of the type of service, increasing transit appeal for “choice riders” (people who chose to use transit rather than drive their car for a given trip) is integral to multiple transportation goals. Since most transit trips begin on foot, improvements in neighborhood walkability will also increase the functional “walkshed” of a station.

If BRT service is implemented, there will be opportunities for collaborative design of transit stations and station environments, incentivizing strategic redevelopment and early outreach to property owners and existing business in order to capture the economic and marketing benefits of the transit investment and to manage potential construction impacts.



Enhanced Transit Service



Transit-Supportive Development

Short-term Strategies (2015 -2020)

Improving the convenience and frequency of service and access to transit will address mobility challenges, help maintain household affordability and open up new economic opportunities along the corridor.

| Strategic Goal | Action |
|--|--|
| <p>Encourage comfortable bicycle and pedestrian access to existing transit stops.</p> | <p>Evaluate the need to install additional pedestrian crossings near transit stops.</p> |
| | <p>Undertake neighborhood walkability assessments that include access to Main Street transit stops.</p> |
| | <p>Assess the need for pedestrian and bicycle way-finding signage.</p> |
| | <p>Assess opportunities for neighborhood bike boulevards that provide connectivity to Main Street transit stops.</p> |

Long-term Strategies Jointly Undertaken with LTD (2015 -2020)

Partnership is a way to leverage funding sources for public realm infrastructure, provide education and information about transit’s contribution to community livability and to jointly pursue opportunities to stimulate new jobs and housing.

| Strategic Goal | Action |
|---|---|
| <p>Encourage comfortable bicycle and pedestrian access to transit.</p> | <p>Coordinate pedestrian crossing improvements and transit stations along Main Street.</p> |
| | <p>Extend, and create pedestrian and bicycle linkages within neighborhoods adjacent to Main Street in order to improve access to transit.</p> |
| <p>Encourage transit- supportive redevelopment.</p> | <p>If BRT is selected for future service on Main Street, the City and LTD can development incentives, infrastructure investments, business recruitment and streetscape improvements with planned transit stations wherever possible.</p> <p>Assess current park-and-ride facilities in the corridor and how existing or future facilities could be more effectively integrated into or coordinated with the City’s vision for Downtown redevelopment and redevelopment scenarios for the corridor consistent with 2030 Plan and TSP policies.</p> |
| <p>Effective businesses outreach and support.</p> | <p>The City and LTD should target local businesses for support of transit through a coordinated framework for communication, early planning, advertising and business retention strategies for the corridor.</p> |
| <p>Continued stakeholder involvement.</p> | <p>A coordinated framework of communication, education and participation in planning efforts that targets Main Street property owners and businesses.</p> |

September 23, 2014

Projects and Programs

In BRT service is planned for Main Street, the following activities could be collaboratively undertaken by the City and LTD.

BRT Station Design Workshops

Engage the community in workshops to explore context-sensitive design opportunities for transit stations. Transit stations can provide transit system identity as well as Main Street identity. High-quality transit stations also provide additional urban design opportunities for a comprehensive streetscape plan for Main Street, particularly a plan that integrates public art and wayfinding.

Station Area Planning

Collaborate with LTD to facilitate station area planning at for the Activity Ngodes along Main Street. Station area plans should address redevelopment feasibility, infrastructure needs, public space and gateway opportunities and infrastructure needs. Require development concepts and specific project implementation strategies consistent with the *Main Street Corridor Vision Plan*.

Business Support Program During Construction

The City should partner with LTD to offer a business support program during constructions. Potential elements of the program include efforts to minimize construction impacts and provide construction timing information. Additional services might include marketing and technical support, free business workshops and low-interest loans to affected businesses.



High-Quality Station Design



Transit and Public Art

Public Realm Enhancements

Main Street is one of Springfield’s most important business corridors. The visual qualities of the public realm can strongly influence the perceptions of the attractiveness of the Main Street. The public realm of the corridor consists of streetscape amenities, gateway features, pedestrian and bicycle facilities and transit stops within the street right-of-way and the land uses, buildings, parking areas and any outdoor plazas visible from the street. The following goals were identified:

Goal 1: Attractive sidewalk corridor as a “front door” for businesses and residents.

Goal 2: Attractive development that is consistent with the vision statements for each segment and uses high-quality, long-lasting materials that complement adjacent buildings.

Goal 3: Unique design features within Activity Nodes as focal points for the corridor.

Key Implementation Issues

An appealing public realm requires public investment in street design and infrastructure and private investments in building design and in site design features such as parking, landscaping and outdoor pedestrian areas. From the City’s perspective, the regulatory context of policies, zoning and design standards can encourage desired private investments that improve the public realm with regard to use, functionality, scale and appearance. The City can also utilize supportive programs that can contribute financial resources and technical expertise to building owners in order to improve Main Street attractiveness and the viability of businesses. From the private perspective, the regulatory context should be mindful of building forms and site designs that are efficient for desired uses, as well as the costs of construction and maintenance.

A “one size fits all” approach will not address the special circumstances of the corridor. Enhancements should reflect the vision statements and individual neighborhood characteristics. For example, the streetscape amenities, pedestrian facilities and outdoor areas surrounding buildings designed to an “Alive after Five” environment will be noticeably different than a public realm suited to an affordable business corridor with an emphasis on vehicle access and visibility.



Pedestrian-Oriented Streetscapes



Functionally Attractive Streetscape

Short-term Strategies (2015-2020)

These strategies are intended to result in relatively low cost design studies and conceptual plans. The plans can be used to identify long-term funding sources and to update the implementation strategy.

| Strategic Goal | Action |
|---|--|
| <p>Attractive sidewalk corridor.</p> | <p>Complete a comprehensive design plan for Main Street and South A Street within the project area.</p> |
| | <p>Update the Wayfinding Action Plan to include all of Segment 1.</p> |
| | <p>Develop a Main Street public art program with an emphasis on identified activity nodes.</p> |
| | <p>Initiate a Pilot Parklet Program for the Main Street in the Downtown District and Segment 1.</p> |
| Strategic Goal | Action |
| <p>Attractive development consistent with the vision statements.</p> | <p>Evaluate zoning and comprehensive plan updates, including innovative codes that emphasis building form and the public realm while providing flexibility for uses.</p> |
| | <p>Utilize a storefront improvement program along Main Street.</p> |
| | <p>Coordinate plans for public realm enhancements with transit station area planning in order to help focus and incent transit-supportive development.</p> |

Long-term Strategies (2020-2035)

These strategies emphasize implementation through construction. They will require long-term efforts to acquire funding based on short-term planning or an on-going source of project funding.

| Strategic Goal | Action |
|---|---|
| <p>Attractive sidewalk corridor.</p> | <p>Undertake demonstration projects in areas of high visibility based on a comprehensive street design plan for the project area (see short-term strategies).</p> |
| Strategic Goal | Action |
| <p>Attractive development consistent with the vision statements.</p> | <p>Actively engage in storefront improvement projects.</p> |
| | <p>Evaluate potential public-private joint development projects with potential for high-quality design.</p> |

Projects and Programs

Initiate conceptual public realm planning through a Request for Proposals process. Upon completion of a plan, update the implementation strategy to reflect to reflect long-term phasing and implementation of the projects. Plans should identify funding sources for construction.

| The “Garden Street” Plan |
|--|
| Determine support for developing a unique sidewalk corridor enhancement plan for Main Street between 10 th Street and 23 rd Street (Segment 1). The plan would emphasize the “greening of Main Street” and the garden history of Springfield. This unique streetscape will be a transition between Downtown and the Mid-Springfield Corridor. Plan elements might include street trees and furnishings, street corner landscaping, wayfinding, public art and showcase stormwater management best practices. |

| Main Street Corridor Streetscape Plan |
|--|
| Engage the community in completing a conceptual design plan for Main Street within Segments 2 and 3 and South A Street within Segment 1. This will be a coordinated effort to bring together businesses, citizens and community organizations in developing design themes, guidelines and concepts for a corridor streetscape. In addition to streetscape and public art features, the plan can address street lighting, potential roadway and intersection reconfigurations and right-of-way impacts. |

| Main Street Public Art Plan |
|--|
| Develop a public art plan for project area with an emphasis on installation opportunities in the Couplet Area and in the activity nodes along Main Street. Include local public artists and the community in developing art themes and guidelines. Establish a proposal and selection process and funding support. Coordinate with public art planning for downtown and future BRT stations. |

| Pilot Parklet Program for Main Street |
|---|
| Parklet programs have been initiated around the world. Parklets temporarily convert on-street parking spaces into public spaces to enjoy. The goal is activate the streets, provide downtown open spaces and support economic vitality of businesses. Develop a Pilot Parklet Program for Main Street that includes the Downtown District and Segment 1 of this plan. Evaluate the success of the pilot program to determine if a permanent parklet program should instituted. ¹ |

¹ Parklets should be initiated in conjunction with traffic calming measures.



A Garden Street



Public Art

Business Activities

As described in the introduction of this document, the City of Springfield has identified five goals that are guiding principles for the different projects engaging in long-term planning for Main Street. One goal is “Encourage economic revitalization and land use redevelopment.” That broad goal helped guide the community dialogue for this project as visions and goals specific to each segment of the Main Street Corridor were identified. This section identifies strategies that will positively affect business activities.

Goals and strategies that address business activity are those that focus on activities directly affecting businesses and the properties they are built on. It is important to note that the strategies that affect transportation, the public realm, and even housing will also affect business activity. For example, improvement to the public realm will enhance the physical appeal for businesses fronting Main Street, which should positively impact those businesses. Improving the aesthetics and functionality of Main Street’s public realm will also support City-wide business and community development activity as the overall image of Springfield is enhanced.

Corridor Segment I – Main Street Couplet Area

Business goals should build on strengths and opportunities created by the economic histories of each leg of the couplet. The mix of uses is complementary to downtown business and helps create a more inviting “Alive after Five” environment for the broader community by bringing more people and positive activities into the neighborhood. The community expressed desires for more diverse shopping opportunities and destinations reachable by walking in this segment.

Goal 1: An appealing pedestrian-oriented environment.

Goal 2: Storefront businesses with multi-story residences or office above.

Goal 3: New jobs through small-scale service businesses and professional offices.

Goal 4: Comfortable access by all modes of travel to jobs, shopping and entertainment.

Key Implementation Issues

The City of Springfield is engaged in a priority effort to increase business activity in the downtown core and the Glenwood area. It has established an Urban Renewal District (URD) that is investing in upgraded infrastructure in the city center. It has other programs that provide financial assistance to businesses in the downtown core. This part of Main Street, east of 10th Street to 23rd Street is outside that core. Although the Urban Renewal District boundary extends east of 10th Street, the planned investments are focused west of 10th Street.

The City will need to evaluate its willingness to expand supportive programs to the east of 10th Street. The City has identified its priorities to be the downtown core west of 10th Street and the Glenwood area. If the City extends programs to the Main Street Couplet area and expands its focus, it risks spreading its resources too thinly.

By focusing on the downtown core in the short term, the City has an improved likelihood of creating a vibrant city center. A more vibrant downtown core will enhance efforts to make this

portion of Main Street more pedestrian friendly. The short-term strategies identified in this plan will not detract from on-going efforts in the downtown core.

Another key implementation issue is the City's ability to provide incentives to encourage business activity. The City has limited financial resources and a staff already committed to other projects. With that in mind, this Plan recommends strategies that minimize cost to the City, yet have the potential to yield positive change in the area.

Short-term Strategies (2015-2020)

Expand the Façade Improvement Program. The City supports a façade-improvement program, implemented by NEDCO. The program is currently limited to the downtown core. Consider expanding the boundary of the program to include the Main Street portion of the Couplet Area.

Evaluate the feasibility of a Business Improvement District. The City can reach out to business owners in the area to assess the viability of a Business Improvement District, or BID.² A BID is a small area where the property owners and business owners agree to tax themselves to fund specific programs. In this case, the funds could be used to ensure the area is kept clean of garbage and graffiti and could fund some streetscape improvements identified in the above section describing the Public Realm. The district's assessment would not be a property tax, based on the property's assessed value, avoiding Oregon's limits on property tax rates. It could be a flat fee or based on lineal frontage. The affected business and property owners would need to actively support such an assessment, and perceive it as a tool to improve their immediate area.

Communicate with property owners. Redeveloping a parcel is a partnership between the developer and the City—the landowner controls the use and condition of the property but the City controls many key entitlements that affect the property. Planning staff can communicate with property owners to ensure they are aware of goals of the *Main Street Corridor Vision Plan* and any plans to revise the Zoning Code and to create a more pedestrian-friendly environment. Keeping owners apprised of planned changes may affect owners' development plans.

Update zoning code and provide clear communication outreach tools. Update zoning to be fully supportive of the visions and goals of the Main Street Corridor Vision Plan. See Concepts for Future Zoning specific recommendations.

Provide expedient development review customer service. The City has a reputation for being responsive to developer requests. The development community considers the City's quick response and level of service to be an incentive.

Long-term Strategies (2020-2035)

Consider waiving or reducing System Development Charge (SDCs) for eligible redevelopment. Reducing or eliminating SDCs can positively affect the financial feasibility of dense redevelopment. If a redevelopment proposal meets criteria (such as vertical mixed use or mixed income housing) the City has the ability to improve the financial viability of the development by

² Such a taxing district can also be called a home improvement district. The two have technical differences but essentially achieve the same goal through self-taxation.

reducing development costs. Although this strategy negatively affects the City’s ability to pay for public improvements, it is one potential tool that it can consider using in the future.

Evaluate priorities of the Downtown Urban Renewal District. Springfield’s Downtown Urban Renewal District extends east to 23rd Street, including the Couplet Area. The Couplet Area has not been, however, a priority for projects funded with the increment generated in URD. In the long term, the City can evaluate the priorities of the URD, and determine if the area east of 10th Street should become a higher priority and be supported by tax increment financing (TIF). If the City determines that the Main Street Couplet Area should be a higher priority, the City can use funds generated from the tax increment for a variety of purposes:

- Improvements identified in the Public Realm portion of this document.
- Purchase underused properties and assemble them. Issue a Request for Qualifications asking for qualified developers for redevelopment proposals. The City could sell the land to a qualified developer at a discount, as an incentive to build a mixed-use development.
- Provide a low-interest loan or other financial subsidy to new development that meets specific criteria that support a more pedestrian-friendly area with a mix of uses.

Expand the Downtown Redevelopment Area. The City has received approval from United States Department of Housing and Urban Development (HUD) to designate the downtown core as “Blighted Area”, as defined by HUD. This gives the City additional options for utilizing Community Development Block Grant Program (CDBG) funds to address “slum and blight” conditions—supporting Downtown revitalization. By expanding the boundary, the Main Street Couplet Area could also be a recipient of those funds.

Identify non-TIF sources. If the City chooses to not make this area a priority of the Downtown Urban Renewal District, it can still support redevelopment of specific sites so the area transforms into a more pedestrian-oriented environment. The City would have to identify a different funding source. Some sources to consider include:

- Infrastructure improvements to support the Physical Realm and Transportation can be added to the City’s **Capital Improvement Program** (CIP). The CIP identifies the City’s priorities for capital improvements and ensures the items in the CIP are eligible for funding. It does not ensure funding, but at a minimum, documents the City’s commitment to a particular improvement. The improvements that emphasize the greening of Main Street can be funded by funds from the City’s Stormwater fees.
- **HUD Section 108** is a loan guarantee provision of the CDBG program. Section 108 provides communities with a source of financing for economic development, housing rehabilitation, public facilities, and large-scale physical development projects. Section 108 loan capacity is determined by the annual CDBG allocation to the City. It allows a City to transform a small portion of their CDBG funds into federally guaranteed loans large enough to pursue physical and economic revitalization projects. Section 108 loans are not risk-free, however; local governments borrowing funds guaranteed by Section 108 must pledge their current and future CDBG allocations to cover the loan amount as security for the loan.
- **EB-5** is a federal program designed to enable foreigners to obtain a US visa leading to citizenship by making a \$500,000 investment, at low interest rates, in American economic

development projects. Each \$500,000 investment must create 10 jobs for US residents; these can be primary jobs (directly part of the business or project), and/or secondary jobs (those that are indirectly associated with the business/project as well as induced by it). Common EB-5 projects include senior housing facilities, hotels, office buildings, industrial facilities, retail, and infrastructure projects (if linked to any of the preceding). The businesses or projects receiving EB-5 funds must be located in a Targeted Employment Area (TEA). TEAs are areas within a state that meet federal unemployment guidelines. Metro areas with populations over 50,000 must have areas within them that meet or exceed 150% of the national unemployment rate to qualify as a TEA. The rules that allow an area to determine its unemployment rate are quite flexible, and it is likely the study area could qualify as a TEA.

- The **New Markets Tax Credit (NMTC)** Program permits high net worth taxpayers or financial institutions to receive a credit against Federal income taxes for making qualified equity investments in designated Community Development Entities (CDEs). Substantially all of the qualified equity investment must in turn be used by the CDE to provide investments in low-income communities (defined for certain census tracts). The CDE invests the cash derived by selling these credits into eligible projects within qualified census tracts; the entire Main Street corridor, with the exception of the Thurston area, is eligible for NMTCs. These NMTC investments are leveraged with other private and public resources for new development projects or significant rehabilitation projects as well as for businesses that create jobs, and encourage economic development. Examples of projects the tax credits can be used for include expansions of small businesses, large mixed-use real estate developments, including industrial, retail or manufacturing, and adaptive reuse of commercial or non-profit buildings. They can also be used to rehabilitate for-sale housing units or construct such community facilities as charter schools, health centers, or museums.

Partner with LTD. The City’s limited financial resources have constrained the City’s ability to direct public funds to private development. The City could partner with LTD to assemble funds for the activities that would typically be funded by TIF (see above items).

Projects and Programs

| Communication Strategy with Businesses and Property Owners |
|---|
| Establish a regular means of communication with the property owners and businesses in the area. An email list serve can be used to quickly and efficiently inform them of plans and expected changes. |
| Identify a staff person at the City who would be the point of contact for these parties if they have a question or a concern. Make it easy for them to contact the City. |

Corridor Segment I — South A Street Couplet

During the public outreach phase of the project, the community expressed a desire that business activity on the South A Street portion of the Couplet Area should build on strengths and opportunities created by its economic history. The mix of commerce and industry should support City goals for job opportunities and be complementary to the retail and pedestrian-oriented environment on Main Street. The following Business Activity goals were identified for the South A Street portion of the Couplet Area.

Goal 1: Retain long-standing and viable businesses and industries.

Goal 2: Create new jobs through commercial and service businesses and light industry.

Goal 3: Support new craft industrial uses that need workshop space or retail space.

Key Implementation Issues

A key implementation issue is the City's limited ability to provide financial incentives to subsidize business activity. The City has limited financial resources. The following strategies are designed to minimize cost to the City while supporting positive change and private investment in this segment.

Strategies

Communicate with property owners. Planning staff can communicate with property owners to ensure they are aware of any changes in the area that may result from adoption and implementation of the *Main Street Corridor Vision Plan*. In the event Main Street is selected for extension of EmX, communications can be coordinated between both efforts. Reach out to these stakeholders early and establish clear lines of communication. Ensure that their concerns are heard and managed.

Promote the City's Enterprise Zone. The 2012 Oregon Legislature designated a new Enterprise Zone (EZ) in the City of Springfield. The EZ covers most of the City of Springfield, and the South A Street portion of the Couplet Area lies fully within its boundary. An enterprise zone encourages business investment through property tax relief. An eligible business (generally non-retail) receives an exemption from property taxes assessed on new plant and equipment for a specified amount of time. The properties on the south side of the South A Street Couplet Area have traditionally been in industrial use—making this an ideal location to encourage new light industrial activity. No information about the EZ is readily available on the City's website. The City could use the website as a low-cost way to inform potential participants of the program.

Corridor Segment 2 – Mid-Springfield Business Corridor

The Mid-Springfield segment of the corridor is envisioned to continue to be an affordable location to start and operate a business. There is potential to intensify uses and jobs near the Activity Nodes, supported by new residential uses near Main Street. Main Street should be safe for pedestrians and bicyclists, but continue to offer visibility and access business for firms that require automobile access. Changes to the area should retain successful existing businesses and services and provide jobs by continuing to diversify services and employment opportunities.

Goal 1: Additional business clusters that require development sites large enough to store and display merchandise.

Goal 2: Affordable start-up space for businesses, flexible office space.

Key Implementation Issues

The Mid-Springfield Corridor is long, connecting the eastern edge of downtown to the Thurston area. The parcels along the Corridor tend to be small, limiting the ability to redevelop a meaningful portion of the Corridor. These two factors make it difficult to focus on a particular area. This plan identifies activity nodes along the Corridor where planning efforts could be focused.

A key implementation issue is the City's limited ability to provide financial incentives to subsidize business activity. As previously noted, the City has limited financial and staff resources. With that in mind, the Plan has identified strategies designed to minimize cost to the City yet support positive change in the area.

Strategies

Evaluate the feasibility of a Business Improvement District. During community outreach, many participants said that the area should be cleaned up and made more attractive. A Business Improvement District, or BID, is one way to fund on-going garbage and graffiti removal.³ A BID is a small area where the property owners and business owners agree to tax themselves to fund specific programs. The City can reach out to business owners in the area to assess the viability of a Business Improvement District, or BID. In this case, the funds could be used to ensure the area is kept clean of garbage and graffiti and could fund some streetscape improvements identified in the above section describing the Public Realm. The district's assessment would not be a property tax, based on the property's assessed value, avoiding Oregon's limits on property tax rates. It could be a flat fee or based on lineal frontage. The affected business and property owners would need to actively support such an assessment, and perceive it as a tool to improve their immediate area.

Promote the City's Enterprise Zone. The 2012 Oregon Legislature designated a new Enterprise Zone in the City of Springfield. The EZ covers most of the City of Springfield, and the north side of the Mid-Springfield Corridor lies fully within its boundary. An enterprise zone encourages business investment through property tax relief. An eligible business (generally non-retail) receives an exemption from property taxes assessed on new plant and equipment for a specified amount of time. The properties in this area have traditionally been in a variety of uses, some industrial and some office. It is a good location to encourage new light industrial activity. Information about this program is not readily available. The City could use the website as a low-cost way to inform potential participants about the program.

Communicate with property owners. Communicate with property owners to ensure they are aware of plans to revise the Zoning Code and keep them informed about planning process associated with the BRT. Keeping owners apprised of planned changes may affect owners' development plans.

Update Zoning Code. Update zoning to be fully supportive of the visions and goals of the Main Street Corridor Vision Plan. See Concepts for Future Zoning for specific recommendations.

Corridor Segment 3 –Thurston Neighborhood Area

During the public outreach phase of the project, the community expressed a desire that business activity in the Thurston Neighborhood should help energize the intersection at Main Street and the Bob Straub Parkway, making the area vibrant. Local and City-wide shopping options should remain available and accessible. This plan identifies the following Business Activity goals for the Thurston Neighborhood segment of the corridor.

³ Such a taxing district can also be called an economic improvement district. The two have technical differences but essentially achieve the same goal through self-taxation.

Goal 1: Small, locally-owned businesses provide essential neighborhood services.

Goal 2: An entertainment cluster with pubs, moderately-priced restaurants and potentially a family-oriented entertainment venue.

Key Implementation Issues

The Thurston Neighborhood area offers a healthy retail environment at this time. Vacancy rates in the retail space are low and rents are higher than in other parts of the Main Street Corridor. Any strategic changes in the area should be careful to avoid detracting from its current success. The retail development is designed to primarily accommodate automobiles, creating large swathes of surface parking between buildings and the street. The area has the potential to become more accommodating to individuals traveling on foot or by bicycle, but retailers located on those sites to take advantage of the automobile traffic passing through the large intersection.

During the outreach phase of this project, the community stated it would like more locally owned restaurants and some entertainment in the area. The retail areas are privately owned and operating, limiting the City's ability to encourage specific tenants in the area.

Strategies

Work with property managers to diversify the retail offerings. The community would like more locally owned restaurants and entertainment. The property managers may be unaware of the interest in more diverse retail offerings. The low vacancy rates make it unlikely that the property managers are actively seeking to make changes to the tenant mix. The current mix is successful. The City's Economic Development staff, as part of its communication strategy with property owners, can bring the desire to the attention of the property manager and work to identify potential new tenants when an opportunity arises.

Communicate with property owners. Communicate with property owners to ensure they are aware of plans to revise the Zoning Code and keep them informed about planning processes associated with LTD's transit project. Keeping owners apprised of planned changes may affect owners' development plans.

Update Zoning Code. Update zoning to be fully supportive of the visions and goals of the Main Street Corridor Vision Plan. See Concepts for Future Zoning for specific recommendations.

Housing Choices

The housing visions and goals that emerged from community outreach support housing choices along the Corridor that will accommodate a mix of incomes and help sustain activity in the evening hours at key nodes. Those goals have guided the development of implementation strategies that will positively affect housing in the three segments along the Main Street Corridor.

The goals and strategies that address housing are those that focus on activities that directly affect residential development. It is important to note that the strategies that affect transportation, transit, the public realm, and business activity will also affect housing.

Corridor Segment I —The Main Street Couplet

During the public outreach phase of the project, the community expressed a desire to increase the number of people living near Downtown and Main Street with housing options attractive to a range of incomes and ages. Residents in this segment can take advantage of excellent public transportation in the corridor. More residents will help energize the street and help build a stronger market for commercial businesses that serve the adjacent neighborhood. As more people move in, awareness of the district will grow as an efficient, functional and desirable place to live and shop. This plan identifies the following Housing goals for in the Main Street Couplet segment.⁴

Goal 1: Housing options for mixed incomes and age groups, including live/work options.

Goal 2: Residential mixed-use development that builds sufficient population to support neighborhood retail and an “Alive after Five” downtown.

Key Implementation Issues

The City of Springfield has plans to increase housing in the downtown core and in the Glenwood area. Some of the funding tools directly controlled by the City (such as tax increment financing) are focused on increasing housing opportunities in those areas. A number of programs support increased activity in the downtown. The eastern boundary of the area is 10th Street, so the Main Street Couplet segment lies just outside the boundary of the downtown program area. The City will need to evaluate its willingness to expand supportive programs to the east of 10th Street. The City has identified its priorities to be the downtown core west of 10th Street and the Glenwood area. If the City extends programs to the Main Street Couplet area and expands its focus, it risks spreading its resources too thinly.

By focusing on the downtown core in the short term, the City has an improved likelihood of creating a vibrant city center. A more vibrant downtown core will enhance the financial viability of housing in the Main Street Couplet area. In the long term, the City can bring the Main Street Couplet area into the existing programs that support increased housing.

The strategies are designed to work within the City’s existing efforts for community development. The short-term strategies are the steps the City can take to remove obstacles to reaching the goals; the long-term strategies are more active steps the City can take when it is ready to expand its resources beyond the downtown core.

⁴ Housing is not a key element of the vision for South A Street.

Short-term Strategies (2015-2020)

Communicate with property owners. Planning staff can communicate with property owners to ensure they are aware of plans and programs to adjust spending priorities, revise the Zoning Code and to create a more pedestrian-friendly environment. Redeveloping a parcel is a partnership between the developer and the City— the landowner controls the use and condition of the property but the City controls many key entitlements that affect the property. Keeping owners apprised of planned changes that may affect owners’ development plans.

Update Zoning Code. Update zoning to be fully supportive of the visions and goals of the Main Street Corridor Vision Plan. See Zoning and Plan Updates for specific recommendations. Provide clear, easy-to-navigate regulations for development that illustrate the City’s requirements and the community’s expectations for development in the Main Street corridor.

Promote the availability of federal programs to support housing. The Department of Housing and Urban Development offers a variety of programs to reduce the cost of developing or rehabilitating housing. Two key programs are the HUD 221(d)(4) program and the HUD 202 program. The 221(d)(4) program provides a financing guarantee for up to 80% of development project costs for new construction or rehabilitation of multi-family housing, which helps reduce the amount of equity a developer needs to raise and helps bring down the overall cost of financing. The 202 program provides interest-free capital advances to private, nonprofit sponsors to finance housing development for low-income seniors. Occupancy in 202 housing is open to any very low-income household comprising at least one person who is at least 62 years old at the time of initial occupancy.

Long-term Strategies (2021-2035)

Expand the Vertical Housing Development Zone. The City has a Vertical Housing Development Zone (VHDZ) in the downtown core that extends from 1st Street to 10th Street. Eligible residential development can receive a partial exemption of property taxes for ten years on the value of the new construction. To qualify, the development must have both residential and commercial components, which is typically in the form of ground-floor retail space. The tax exemption improves the financial viability of new market-rate housing by reducing its operating costs in the first ten years. The City can apply to the State to expand the VHDZ to include the Main Street Couplet area. This would improve the financial viability of market-rate housing.

Evaluate priorities of the Downtown Urban Renewal District. As discussed above in the Business Activity section, Springfield’s Downtown Urban Renewal District extends east to 23rd Street, including the Couplet Area. The Couplet Area has not been, however, a priority for projects funded with the increment generated in URD. In the long term, the City can evaluate the priorities of the Urban Renewal District, and determine if the area east of 10th Street should become a higher priority and be supported by increment funding. If the City determines that the Main Street Couplet Area should be a higher priority, the City can use funds generated from the tax increment for a variety of purposes.

Expand the Downtown Redevelopment Area. The City has received approval from HUD to designate the downtown core as “Blighted Area”, as defined by HUD. This gives the City additional options for utilizing Community Development Block Grant Program (CDBG) funds to address “slum and blight” conditions— supporting Downtown revitalization. By expanding the boundary,

the Main Street Couplet Area could also be a recipient of those funds.

Work with providers of low-income housing. The City has partnered with these agencies to build high-quality housing for low-income households in the downtown core. It can expand its scope to include the area in the Main Street Couplet area. It could use CDBG funds to acquire distressed or undervalued property in the area and then make it available to the low-income housing providers for a new housing development.

Consider waiving or reducing SDCs for eligible redevelopment. Reducing or eliminating SDCs can positively affect the financial feasibility of dense redevelopment. If a redevelopment proposal meets specified criteria to create new, dense housing, the City has the ability to improve the financial viability of the development by reducing development costs. It can be a tool to incent the development of market-rate housing.

Work with private developers and non-profits to combine local and federal sources. The City can help bring different financing and funding tools to single projects to make them financially feasible. The City can work to combine NMTCs or Section 108 (discussed above in the Business Activity section) with HUD tools (e.g., 221(d)(4) and 202, discussed above in Short-term Strategies). The City of Springfield has successfully worked with non-profits to develop quality, low-income housing. A recent example is the Afiya Apartments on Main Street, east of 10th Street that provides housing to low-income individuals with psychiatric disabilities. The City worked with a non-profit organization and combined HUD financing with state funds and the City's HOME funds (a federal grant program that supports low-income housing) to build quality housing in the study area.

Corridor Segment 2 – Mid-Springfield Business Corridor

During the public outreach phase of the project, the community expressed a desire that the Mid-Springfield Corridor would offer quality choices for single-family and multi-family housing near or adjacent to Main Street to complement increased job opportunities. Residential infill will take advantage of transit-service investments. This plan identifies the following goals for Housing in Segment 2 - Mid-Springfield Business Corridor.

Goal 1: Infill development at targeted locations, such as activity nodes and potential BRT transit stations planned for the future.

Goal 2: Mixed income housing choices to support community diversity and affordability.

Key Implementation Issues

This part of Main Street is a patchwork of uses, with industrial, office, retail, and residential uses. The commercial activity along the corridor brings heavy trucks; the retail activity tends to require the customer to haul purchased goods in an automobile. The high level of truck and automobile activity limit the area's appeal for housing. The parcels along the Corridor tend to be small, limiting the ability to redevelop a meaningful portion of the Corridor. These two factors make it difficult to focus on a particular area. Housing developers are likely to find parcels on quieter streets more marketable. Nevertheless, this plan has identified nodes of activity where implementation efforts could be focused.

The City has adopted 2030 Plan policies supporting location of higher density residential development and increasing the density of development near employment or commercial services within transportation-efficient Mixed-Use Nodal Development centers and along corridors served by frequent transit service. The 2030 Plan calls for identifying and evaluating nodal development opportunities along the proposed Main Street transit corridor. The 2030 Plan calls for targeting mixed-use nodal development centers and corridors served by transit to focus City redevelopment incentives and planning efforts; and for matching areas of high infrastructure cost needs (e.g. Glenwood, Main Street) with higher density development opportunity siting.

The City will need to evaluate its willingness to direct staff time and expand supportive programs to the Main Street Corridor area. This plan has identified short-term strategies that are low-cost, in terms of staff time and financial resources. The long-term strategies will require more directed effort from the City.

Short-term Strategies (2015-2020)

Communicate with property owners. Planning staff can communicate with property owners to ensure they are aware of visions and goal of this plan, plans to revise the Zoning Code and the planning process associated with the BRT. Keeping owners apprised of planned changes may affect owners' development plans.

Update Zoning Code. Update zoning to be fully supportive of the visions and goals of the Main Street Corridor Vision Plan. See Zoning and Plan Updates for specific recommendations.

Long-term Strategies (2021-2035)

Work with providers of low-income housing. The City has partnered with these agencies to build high-quality housing for low-income households in the downtown core. It can expand its scope to include the area in the Mid-Springfield Corridor area. It could acquire distressed or undervalued property in the area and then make it available to the low-income housing providers for a new housing development. The City has successfully partnered with providers of low-income housing in the past. For example, it partnered with ShelterCare to construct the Afiya Apartments, which provide housing to low-income individuals with psychiatric disabilities. The City should continue to work with such organizations.

Consider waiving or reducing SDCs for residential development. Reducing or eliminating SDCs can positively affect the financial feasibility of redevelopment. If a redevelopment proposal meets specified criteria to create new, dense housing, the City has the ability to improve the financial viability of the development by reducing development costs. It can be a tool to incent the development of market-rate housing. Sites along the Corridor may have a competitive disadvantage compared to quieter streets, and rents may have to be lower to attract tenants. Lower development costs make lower rents financial viable.

Partner with LTD. The City’s limited financial resources have constrained the City’s ability to direct public funds to private development. It could, however, combine its resources with LTD’s resources to assemble funds that would generate an adequate pool of funds that could be used to fund land assembly of distressed properties near the identified activity nodes. LTD’s primary resource would be federal funds to support the expansion of the BRT.

Corridor Segment 3 —Thurston Neighborhood Area

During the public outreach phase of the project, the community expressed a desire to maintain a Thurston neighborhood that includes a wide range of residential choices, with housing types from different eras and in varying sizes and development patterns. New housing developed adjacent or near to Main Street will help to maintain diversity and workforce housing in the neighborhood. This plan identifies the following Housing goals for the Thurston Neighborhood segment of the corridor.

Goal 1: Mixed income rental options ranging from family apartments to studio apartments.

Goal 2: Affordable home ownership opportunities.

Key Implementation Issues

The Thurston Neighborhood area offers a mix of housing options now. It is dominated by single-family detached units, but they are occupied by a mix of owners and renters. There are few redevelopment opportunities in the area—it is largely built out and the structures have solid values. There are few vacant properties, but they tend to be small. Opportunity areas may require parcel assembly, particularly for mid-density housing. However, housing choices in this segment are within walking distance of Thurston High School and the retail facilities at the intersection of Bob Straub Parkway and Main Street.

Strategies

Updates to the Zoning Code. Updating the Zoning Code is an effective implementation strategy for this area in addition to the strategies already recommended for Transportation, Transit and the Public Realm. See Zoning and Plan Updates for specific recommendations.

Concepts for Future Zoning and Plan Updates

A priority implementation action is an update of the City Zoning and Development Code and the land use designations identified by the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)*. The following pages make recommendations for three alternative zoning concepts as a starting point for discussion. A comprehensive plan and zoning update will follow adoption of the *Main Street Corridor Vision Plan*. The concepts are:

- Apply and Modify Existing Zoning Districts
- Create a New Plan District
- Create a New Form-Based Code

No concept is being recommended over another at this point. Whatever updates are ultimately adopted should bear in mind these common objectives:

- Create a favorable environment for public and private investment.
- Encourage quality development.
- Enhance the public realm as design continuity for the corridor.

Concept A— Update with Existing Zoning Districts

Segment I – Couplet Area

Main Street

The 20-year vision is a transition to a more pedestrian-oriented environment complementary to the Downtown District west of 10th Street. It will offer new storefront retail, vertical mixed use and diverse housing choices. Potential zoning updates to should be linked to zoning updates for the Downtown District. Both areas share opportunities and goals for economic growth, walkability and an attractive public realm. Implementation strategies address the Vertical Housing Development Zone (VHDZ), the Downtown Redevelopment Area and priorities of the Downtown Urban Renewal District (URD) that reflect the shared goals. Key objectives include:

Mixed-Use Commercial (MUC)

The downtown core to the west of 10th Street is currently zoned MUC and is within the URD. If the comprehensive plan and zoning update retains or modifies MUC zoning for downtown, the same zoning could be extended along Main Street to the URD boundary. The vision statement for this portion of Main Street would be well-supported by the purpose statement for the MUC zone:

“The primary development objectives of the MUC District are to expand housing opportunities; allow businesses to locate in a variety of setting; provide options for living, working, and shopping environments...and provide options for pedestrian-oriented lifestyles.”

Mixed Use Buildings. From the real estate market and development perspectives, the entire ground-floor of a vertical mixed use building should not be restricted to retail. It should, however, be focused on creating an active face onto the street. We do not recommend requirements for residential density or a residential use percentage of the gross floor area in a mixed use building as currently required in the Mixed Use Residential District (MUR)). Such requirements are often viewed as too prescriptive and can dissuade development activity supportive of the vision.

Residential Uses. Providing more housing choices is a goal of the *Main Street Corridor Vision Plan*. MUC zoning modification should consider allowing multi-story residential buildings with no commercial use on the ground floor as is currently required by MUC and MUR zones. It may also be beneficial to allow duplexes as a residential use and to reduce the minimum lot size. Keeping uses flexible and potential development increments small will increase the opportunities for different business and housing types to locate in this area. If this flexibility with regard to housing development is perceived as incompatible with development goals for the Downtown District a new and flexible MUR zone could be applied to this area of Main Street.

In applying either a modified MUC or MUR zone, consider extending this zone 1-2 blocks north on Main Street in the Activity Nodes at 10th Street and 2nd Street zoning that increases density or

allows mixed use on properties near to Main Street, in addition to properties fronting onto Main Street, will be supportive of increased transit ridership and new neighborhood retail in areas easily accessible by foot. Encouraging both is consistent with the vision statement for this area.

Segment I – Couplet Area

South A Street

The vision for South A Street is a place that works and will continue to provide good jobs. Within the vision there is room for new and complementary uses such as craft industries, garden stores and other commercial uses with a retail component and walk in customers coming from downtown.

Mixed-Use Employment District (MUE). A zoning change to consider is applying the MUE District but with some exceptions for properties within the *Main Street Corridor Vision Plan*. Any exceptions should be aimed at reducing barriers to market-realistic development. The requirements should be clear and consistent for property owners and developers. Exceptions should include a careful review of the Categories/Uses to make sure uses with a retail component that are appropriate given the proximity to downtown are not excluded. Also, some of the General Development Standards related to building design in the current Mixed-Use District (MUE) may be discouraging for new development otherwise supportive of the vision statement for South A Street.

A MUE zone with appropriate exceptions may provide a better transition to the build-out of the Booth Kelly Mixed Use District, which is somewhat isolated from the Main Street environment of the MUC zoning by current industrial uses.

Mid-Springfield Business Corridor and Thurston Neighborhood Area Segments

Current zoning is primarily Community Commercial, High Density Residential and Medium Density Residential. These segments include four Activity Nodes identified in this project. The locations generally correspond to the Nodal Development Areas identified in *TransPlan* and the *Metro Plan*, as well as Mixed Use properties identified in the *Mid-Springfield Refinement Plan* and the *East Main Street Refinement Plan*. Future population and employment growth and enhanced corridor aesthetics will likely support incremental densification of land uses over the long term.

The recommendation is a zoning approach that addresses these two segment together and separately from the Couplet Area. Zoning should allow a variety of housing types on or near Main Street, particularly in the Activity Nodes. New housing in those areas will take advantage of excellent public transportation and clustering of neighborhood services. Development of more neighborhood services and business clusters with a relatively high intensity of jobs will also be supported by improved transit. While some mixed use developed may occur, and is part of the vision statement for Activity Nodes in these segments, it is likely that horizontal mixing of uses is more market-realistic in the shorter term given current economics of vertical mixing.

Retain Existing Zoning with Nodal Overlay Development Districts

Maintain existing CC, HDR and MDR zoning as it is today with the exception of the identified Activity Nodes:

- **30th Street Activity Node** is centered on the 30th Street intersection just north of the Willamalane Center in the Mid-Springfield Business segment.

- **42nd Activity Street Node** is centered on the 42nd Street intersection in the Mid-Springfield Business segment.
- **54th Activity Street Node** lies just west of the Bob Straub Parkway in the Mid-Springfield Business segment.
- **58th Street Activity Node** lies just east of the Bob Straub Parkway in the Thurston Neighborhood segment.

Within these areas a Nodal Overlay Development District could be applied to better implement aspects of the vision statements and goals. This approach can support the intensification of use in nodal areas and a corresponding enhancement of the public realm. The zoning study will need to determine the exact boundary of each overlay, including how to include properties not directly fronting onto Main Street. Most of these properties are zoned as Low Density Residential. Allowing intensification of development near Main Street, as well as on Main Street, will be supportive of increased transit ridership and a catalyst for transit-supportive development. This will also expand the opportunities for the City and LTD to jointly undertake strategies and projects to catalyze redevelopment at strategic locations and implement high-quality transit station design.

A key element of the visions for these segments is affordability. Caution is recommended with regard to applying design standards or vertical mixed use requirements that create financial challenges for uses that are otherwise supportive of the *Main Street Corridor Vision Plan*.

Residential Update for the Thurston Area

A potential change to base zoning would be to apply Medium Density Residential (MDR) to all parcels currently zoned residential and fronting on Main Street. This would eliminate the patchwork of low and medium density residential parcels along Main Street and would be consistent with the *Metro Plan* for this area. A transition to contiguous MDR development adjacent to Main Street will increase housing opportunities and the customer base for neighborhood businesses, services and transit.

Concept B – Update with Existing Zoning Districts and a Plan District

The Couplet Area

For Concept B, the recommendations for this segment are the same as Concept A with respect to linking zoning updates to the updates for the downtown core, flexibility for housing types and a potential mixed use employment area along South A Street.

Mid-Springfield Business Corridor and Thurston Neighborhood Area

A new plan district for the project area between the eastern boundary of the URD and end of the project at 69th Street would retain the base zones but provide additional regulations intended to implement the visions and goals of the *Main Street Corridor Vision Plan*. Regulation and incentives would be intended to guide new development. A plan district can include special plan area character statements and right-of-way design standards. These statements and standards would influence design review.

Special Plan Area Character Statements might include:

- **Plan Area Character** (visible elements of a project that address the vision statement, neighborhood character and any culturally or historically significant buildings for sites).
- **Strengthening the Character of Activity Nodes** (guidelines for elements such as mix of uses and density of new development, transit station design, unique streetscape design features and public art or wayfinding programs).
- **Pedestrian-Oriented Design** (Public Realm Enhancements recommended in the *Main Street Corridor Vision Plan*, as well as other City policies regarding pedestrian-oriented design)
- **Project Design Features** (building entrances, landscaping, parking areas, architectural design and neighborhood compatibility).

Special Right-of-Way Standards can be a companion tool for the Zoning Code and Design Standards. They can particularly focus on the sidewalk corridor between the curb and the property line. These standards can be more flexible in the event the City of Springfield accepts jurisdiction of Main Street/OR 126B, allowing application of standards unique to different segments or Activity Nodes. The standards and variations can directly reflect community visioning and continuing community participation of developing public realm enhancement plans.

Concept C – Update with a Form-Based Code (FBC)

A third scenario is to apply a new FBC to the entire project area. FBC can be an effective tool for reconciling a community's vision of the built environment and a desire for flexible land use regulations. If FBC is being considered for the Downtown District, then the Main Street Corridor Vision Plan area could be included in that update. Its inclusion would be consistent with the complementary visions of the Downtown District and the Couplet Area and the financing and programs available in the URD.

In contrast to conventional zoning, a FBC does not emphasize the segregation of land uses or the micromanagement of intensity of use through parameters such as floor area ratios and density. It addresses the form and mass of buildings in relationship to one another, as well as the relationship between public and private spaces. Public spaces typically addressed include street and sidewalk design, block sizes and patterns, and open spaces or plazas. Private uses might include building form and massing, building setbacks, how frontage areas are used and the location of on-site parking. FBC is not a set of guidelines, it is regulatory. Common components include:

Regulating Plan showing locations where different building form and public realm standards apply in the three segments of the corridor.

Attractive and Functional Streets that provide functional specifications for sidewalks, travel lanes, street trees and furniture, and open spaces. This will result in the most predictable and attractive public realm.

Building Form Standards that regulate placement, configuration, function and features of buildings especially as they relate to qualities of the public realm.

Building Orientation and Presentation which typically requires that buildings face the street, and may include requirements for the length and design of front facades.

Facilitating Mixed Uses to define the horizontal and vertical mix of uses rather than separating them.

Administration that clearly defines an application and project review process.

Supplemental Components that may include architectural standards for external quality and materials.

Summary of Recommendations

The table below provides a summary of recommendations by corridor segment. (See Figure 1 also)

| Corridor Segment | Concept A | Concept B | Concept C |
|---|---|---|--|
| 10 th Street - 23 rd Street (Main Street) | Mixed Use Commercial (MUC) with flexibility for residential uses | Mixed Use Commercial (MUC) with flexibility for residential only uses | Form-Based Code (FBC) which does not require segregation of uses |
| 10 th Street - 23 rd Street (South A Street) | Mixed Use Employment (MUE) with exceptions to General Development Standards | Mixed Use Employment with limited exceptions to General Development Standards | Form-Based Code (FBC) which does not require segregation of uses |
| 23 rd Street –Bob Straub Parkway | Existing zoning with Nodal Overlay Development Districts | Plan District with Special Plan Area Character guidelines | Form-Based Code (FBC) which does not require segregation of uses |

Main Street Corridor Vision Plan

Our Main Street

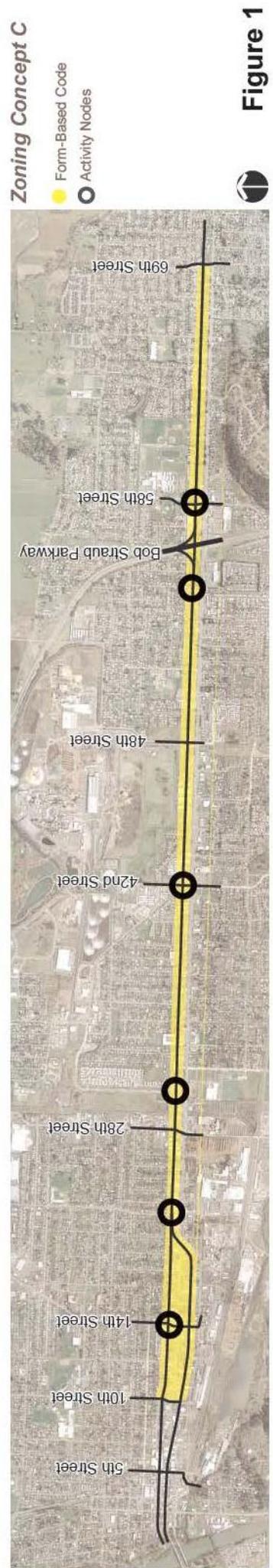


Figure 1

Implementation Strategy Updates

It is recommended that the implementation strategies and actions for Main Street be periodically evaluated and updated as necessary. Completion of specific projects or programs, new funding sources or funding priorities, significant changes in the real estate market or a major infrastructure invest are examples of changing conditions that might warrant an update to the strategy. Continued community engagement in implementing the *Main Street Corridor Vision Plan* may also provide suggestions for updates.

Continuing Community Engagement

Continuing community engagement will build trust between the City and the community and build confidence the visions for Main Street can be achieved. Two specific actions are recommended. First, the City could form a Citizens Working Group (CWG) to act in an advisory role to help refine and apply short-term strategies and to make recommendations for the selection of projects and programs proposed by members of the community (see following page). The CWG can also solicit information from City departments and other public agencies that directly influence the functions and livability of Main Street.

A second recommended action is to create a Project and Program Proposal form that is available to community members on-line and through City offices. This allows community members to become proponents for projects and programs that they believe have community benefit and will meet the goals of the *Main Street Corridor Vision Plan*. Proposals should make reference to specific goals, principles or strategies of the plan. Individuals, neighborhood associations and organizations can apply. Selected city staff and the CWG will review the proposals and make recommendations for selection and implementation. A draft proposal form has been included on the following pages.

Main Street Corridor Vision Plan Project or Program Proposal



Proposals will be considered two times a year

Deadlines for submission:

May 1st

November 1st

An online version of this proposal form may be obtained from the contact below. The form can also be accessed from the Our Main Street website at <http://ourmainstreetspringfield.org/>.

Please direct questions and completed forms to:

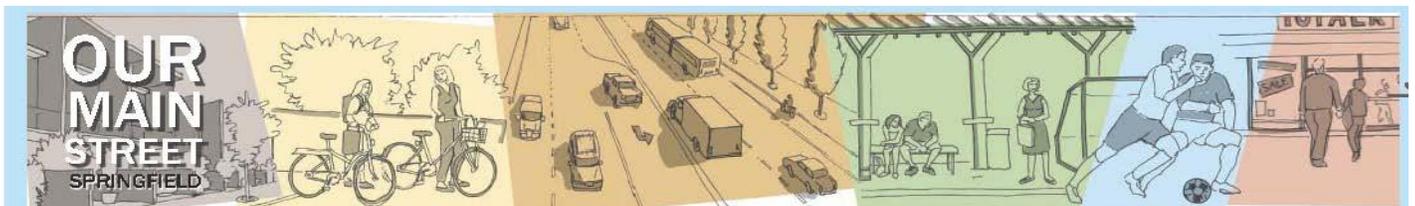
Linda Pauly, Principal Planner

City of Springfield

225 N 5th Street

541.726.4608

lpaul@springfield-or.gov



Proposal Worksheet Description

This worksheet makes reference to specific documents, plans and boundaries for the *Main Street Corridor Vision Plan*. A Project/Program Proposal form was developed as part of an implementation strategy for the project. It is intended to help community proponents put forward ideas for projects or programs within the project area that meet the goals and conform to the principles of the *Main Street Corridor Vision Plan*.



Who Can Apply

Individual community members, neighborhood associations and partner organizations may apply. The City intends to solicit and review proposals twice a year.

Decision Making Process¹

The City of Springfield will review proposals and make the final decisions about project selection. The visions, goals and preferred actions expressed by the community during the development of the *Main Street Corridor Vision Plan* will be used in evaluating proposals. Decision and evaluations will be made publically available in June and December. Ideas for public improvement projects will be reviewed through the annual CIP update process.

¹If a Main Street Advisory Committee is established; they could review proposals and make recommendations to the City.

Eligibility Criteria

To ensure eligibility of your project idea, please make sure you meet the criteria below.

- Is the project located in the *Main Street Corridor Vision Plan* boundary?
- Does the project focus on the roadway functions, aesthetics or infrastructure of Main Street, on public spaces adjacent or landscape or gateway or landscape feature for Main Street?
- Does the project support applicable *Main Street Corridor Vision Plan* goals for safety, transportation choices, business and employment growth or housing choices?
- Does the proposal focus on existing City projects or programs or on projects or programs you believe could be initiated and managed by the City?

If you believe all of these criteria are met, please complete the rest of this form.

Contact Information

Name: _____ Organization: _____

Address: _____

City: _____ State: _____ Zip: _____

Phone: _____ Email: _____

Project or Program Information

Please complete the following. You may attach additional sheets if necessary.

Project/program title and brief description

Project/program location

Proposed timeline

Proposed project partners (agencies, organizations, individuals)

Overall estimate of budget and potential funding sources

How will the project/program be maintained and supported over time?

Coordination with Main Street Corridor Vision Plan

Please complete the following. You may attach additional sheets if necessary.

How will input from residents or business owners be solicited?

How will the project/program meet the goals and principles of the Main Street Corridor Vision Plan?

How does the project/program support goals and principles of related neighborhood plans or City policies?

How will the project/program involve other agencies or organizations?

How will this project/program leverage other sources of funding or create strategic partnerships?

Detailed Project Description

Please describe your ideas or need for you project/program on one page or less.

Naming Our Main Street Neighborhoods

In August we sent out an email to 500+ people on the Our Main Street Projects interested parties list, and the Historic Commission discussed this item at their last meeting and gave some suggestions. Here are the suggestions we have received so far. Names marked with H= Historic Place Names submitted by Historic Commissioner Tim Hilton, HC = suggestions from Historic Commission.

Suggested Place Names along Main Street

As of October 1, 2014

The Couplet Area: 10th Street to 23rd Street

- Avenue A (South A segment)
- Brattain Farm (10th - 14th north side) H
- East Springfield (14th - 20th north side) H
- Railroad Addition (14th - 20th south side) H
- Paramount (20th - 26th north side) H
- Paramount Neighborhood (HC)
- Mill Race District (HC)
- Bridge District

Mid-Springfield Business Corridor - 23rd Street to Bob Straub Parkway

- Something related to the lumber industry – a logging term, whatever lumber workers are called, an equipment nickname HC
- Something related to Douglas Gardens HC
- Old Sawmill District
- Timber District
- Mohawk Junction (26th - 32nd south side) H
- Douglas Gardens (32nd - 40th south side) H
- Frederick (40th - 42nd (south side) H
- Davis Farm (42nd - 48th (north side) H
- Simmons Farm (48th - B. Straub north side) H
- Mt. Vernon (48th - B. Straub (south side) H
- Mid-Island Center (from natural reference, the McKenzie River has several islands within the stretch of river that runs along the middle of Springfield. Second, there are groupings of business “islands” within the Mid-Springfield Business Corridor that could have their own “island” name.)
- Filbert District
- Two Forks District
- Pisgah View District

Thurston Neighborhood segment Straub Parkway to 69th

- Thurston Hills District
- Thurston H
- Mountain District

Original Message:

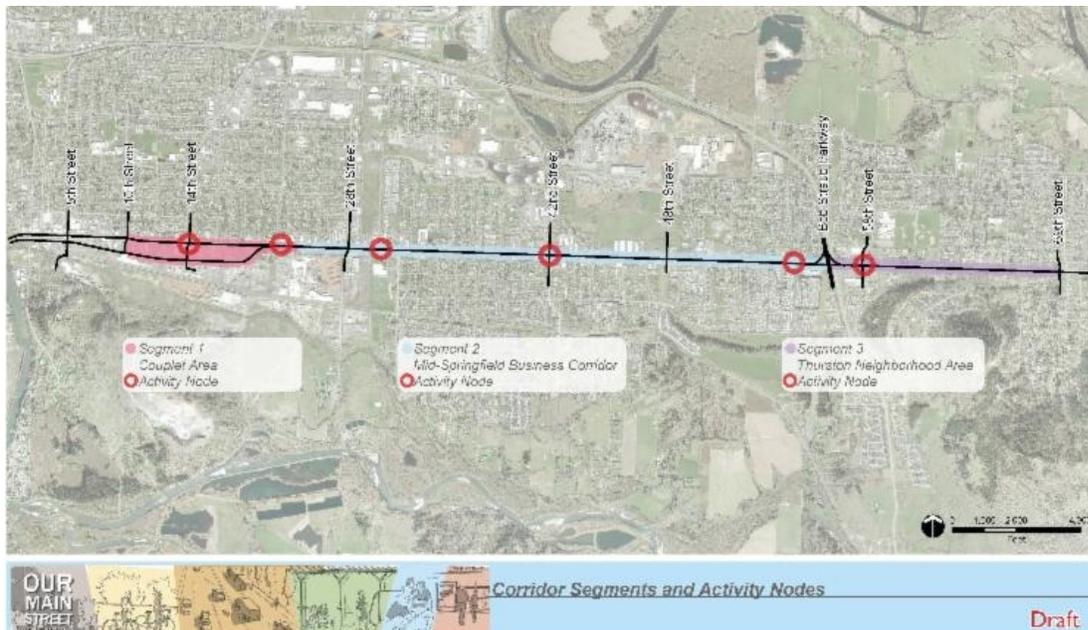
Naming Our Main Street Neighborhoods

The Springfield City Council wants your input on the names to be used in the Main Street Corridor Vision Plan to describe the different segments, places and connection points along the street. Please reply to this email with your suggestions!

- What names reflect Springfield's cultural and natural history, people, new places, and new visions?
- What names describe the neighborhoods along Main Street where you live, work and shop?
- What names best describe the location of your place of business?

Draft Map: Three Distinct Areas Along Main Street

- The Couplet Area: 10th Street to 23rd Street
- Mid-Springfield Business Corridor - 23rd Street to Bob Straub Parkway
- Thurston Neighborhood Area - Bob Straub Parkway to 69th Street



Click Map to Enlarge

AGENDA ITEM SUMMARY

Meeting Date: 11/3/2014
Meeting Type: Work Session
Staff Contact/Dept.: Amy Sowa/ CMO
Mary Bridget Smith/
CAO
Staff Phone No: 541.726.3700
541.746.9621
Estimated Time: 15 Minutes
Council Goals: Foster an Environment
that Values Diversity
and Inclusion

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE: COUNCIL OPERATING POLICIES AND PROCEDURES REVIEW

**ACTION
REQUESTED:** Review the Council Operating Policies and Procedures Section IX regarding Council boards, commissions, committees, and task forces. Provide staff direction on any changes to that section.

**ISSUE
STATEMENT:** How should the Council's Operating Procedures reflect their intent to appoint a diverse range of persons to City Boards, Commissions and Committees while acknowledging incumbent committee members who are being appointed for their second term or have served the City by participating in multiple boards, committees and commissions?

ATTACHMENTS: Attachment 1: Current Council Operating Policies and Procedures Section IX (highlighted)
Attachment 2: Options for Proposed Changes

**DISCUSSION/
FINANCIAL
IMPACT:** On January 21, 2014, Council amended the Council Operating Policies and Procedures, Section IX, subsections 3.10 and 3.11 regarding appointment to Council boards, commissions, committees and task forces. This amendment was to encourage new membership on the many City boards, commissions and committees, opening up the opportunity to a broader range of citizens.

Since adoption of that section in the Council Operating Policies, there have been two processes to fill vacancies on a Board in which the incumbents were also elected officials of other agencies. There was confusion about applying the new policy to those recruitments so Council asked to review Section IX in order to provide clarification.

Options for how that section can be clarified are being presented for Council discussion and consideration.

SECTION IX - COUNCIL BOARDS, COMMISSIONS, COMMITTEES AND TASK FORCES

(1) Establishing City Boards, Commissions, Committees and Task Forces.

1.1) Springfield's boards, commissions, committees and task forces provide an invaluable service to the City. It is because of their detailed study, action and recommendations that many successful City programs exist today. Effective citizen participation is an invaluable tool for local government.

1.2) Boards, commissions, committees and task forces originate from different sources. Some are established by State statute, Charter provision, or ordinance. Others are established by direction of the City Council or the Mayor. It is Council discretion as to whether or not any advisory body should be set forth in the Code by ordinance.

1.3) Springfield's boards, commissions, committees, and task forces bring together citizen viewpoints which might not otherwise be heard. Persons of wide-ranging interests who want to participate in public service but not compete for public office may choose to be involved in advisory boards, commissions, committees and task forces instead. These bodies also serve as a training ground or stepping stone for qualified persons who are interested in seeking elected public office. They also help fulfill the goals of the City's adopted Citizen Involvement Program to have an informed and involved citizenry.

1.4) As Springfield boards, commissions, committees and task forces have been formed and reformed throughout the years, the adoption of uniform rules of procedure has become necessary to assure maximum productivity. The following policies govern the City's boards, commissions, committees and task forces. Some of these advisory groups may have more specific guidelines set forth by ordinance, resolution, by-laws or, at times, State law.

(2) Structuring Boards, Commissions, Committees and Task Forces

2.1) Every board, commission, committee or task force, when it is formed, will have a specific statement of purpose and function, which will be re-examined periodically by the Mayor and City Council to determine its effectiveness. This statement of purpose is made available to all citizen members when they are appointed.

2.2) Unless otherwise provided by state law, the size of each board, commission, committee or task force is determined by the Mayor for Mayor's committees and task forces including those specified by Charter and by the Council for Council boards, commissions and committees. The size is related to its duties and responsibilities. Another determination to be made prior to formation is the cost impact for staffing a proposed board, commission, committee or task force.

2.3) At the first regular meeting in January following a November general election, the Mayor appoints City Councilor liaison members to certain City boards, commissions, committees and task forces. If the Council is in disagreement, however, they may overrule appointment if it is a Council representative. The City Councilor liaison member is responsible for coordinating with the respective City Council liaison designated by the board, commission, committee, or task force to establish a regular communication channel between the City Council and the respective board, commission, committee or task force.

2.4) A complete list of members of the City's various boards, commissions, committees and task forces is available in the City Manager's Office. It will be updated and provided to the Mayor and City Council members upon request.

(3) Appointing Board, Commission, Committee and Task Force Members: Definitions, Nomination and Appointment.

3.1) Council Subcommittees - Three Councilors: Council subcommittees appointed by the Mayor. Consists of three members of the Council and may include other citizen representation. Judiciary
Finance
Legislative

3.2) Council Boards, Commissions, Committee: Boards, commissions and committees of the Council or as required by Federal or State law. Nominated by the Mayor or Council, appointed by the Council.

3.3) Mayor's Committees/Task Forces: Committee or task force nominated and appointed by the Mayor to carry out a particular project or task. The Mayor may request Council to accept as a permanent committee at such time deemed necessary or dissolve the committee or task force. The term would be for the completion of the particular project or task.

3.4) Intergovernmental Committees: Boards, commissions and committees formed as a joint effort of more than one government agency. Many of these committees are through cooperative agreement. Others are by Council or staff choice to represent the City of Springfield. Nominated by the Mayor or Council and appointed by the Council.

3.5) Other Ad Hoc Committees/Task Forces: The Council may nominate and appoint certain ad hoc committees or task forces to carry out a particular project or task. The term would be for the completion of the particular project or task.

3.6) Council- Officially Recognized- Neighborhood Groups: Springfield Code, Section 2.650, sets forth a procedure to be used for formation of neighborhood groups to be officially recognized by the City Council.

3.7) Vacancies on boards, commissions, committees or task forces shall be filled as needed throughout the year as vacancies occur. Notice of vacancies shall be faxed or emailed to media throughout the community and may also be publicized by display ad placed in the local newspapers. [All vacant positions will be publicized as widely as practical throughout the community.] All persons interested in being considered for appointment to any of the City's various boards, commissions, committees and task forces shall submit an application, on a form provided, to the City Manager's Office prior to formal consideration by the Council.

3.8) The Mayor and Council will hold formal interviews of applicants for positions on the Budget Committee, Planning Commission and Metropolitan Wastewater Management Commission. A recommendation from these bodies is not necessary although they may have a representative present to participate in the interview process. For all other positions, the respective board, commission and committee shall present their top one or two candidates to the City Council. The Council will then hold formal interviews for the top candidate(s).

The process for appointments shall be as follows:

- a) For instances when interviews are required, the Mayor and Council will meet for interviews at a work session. The council is provided with an agenda item summary packet that contains standard questions to ask candidates. Prior to interviews, additional questions may be developed by the Mayor and Council at the direction of the Council President or Mayor.
- b) Each candidate will be asked the same set of questions during the interview, however questions may also be asked to follow up on an interview question or to clarify information in the application.
- c) Following the interviews, the Council will discuss the candidates and attempt to arrive at an appointment by consensus. If the Council cannot reach consensus, then a written vote will be taken. If a tie vote occurs, the Mayor will vote to break the tie. If multiple vacancies exist, the appointments will be made one at a time and the vacancy with the longest outstanding term shall be appointed first.
- d) The appointment will be ratified at the following regular meeting.
- e) City staff will call the candidates with the outcome of the appointment and follow-up letters of appointment and thank you will be sent with the Mayor's signature.

3.9) Unless appointees are representatives of other requested Springfield public agencies, or otherwise noted in bylaws for specific expertise or residency requirements, all persons appointed shall be residents or property owners within Springfield. All appointees must also be registered voters, with the exception of student appointees.

3.10) When possible, the Council will not appoint people currently serving on another governing body.

3.11) When possible, the Council will appoint people to serve on one City board, commission or committee only.

3.12) Unless otherwise provided by law or Council approved bylaws, citizen positions on boards, commissions, committees or task forces shall be for four-year, overlapping terms of office with no individual allowed to be appointed to more than two consecutive full terms. One may re-apply after being off a board, commission, committee or task force for one year.

3.13) There shall be no designation or appointment of alternate voting members.

3.14) Newly appointed members will receive a briefing by the board, commission, committee or task force chairperson or staff liaison regarding duties and responsibilities of the members of the body. This will include a review of the conflict of interest laws for members of the Planning Commission or any commission or committee dealing in land use decisions.

(4) Dissolving Boards, Commissions, Committees and Task Forces

4.1) Unless otherwise provided by law, the appointing authority may dissolve any board, commission, committee or task force that, in their opinion, has completed its working function.

(5) Board, Commission, Committee and Task Force Operating Policies

5.1) All meetings of boards, commissions, committees and task forces that are formed to make a recommendation to the Council are subject to public meetings laws of the State of Oregon.

5.2) Unless otherwise provided by law, the number of meetings related to business needs of the board, commission, committee or task force may be set by the individual body. Notices of all meetings, including date, time, place and principal subjects to be discussed will be published in accordance with the public meetings laws of the State of Oregon.

5.3) For those boards, commissions, committees or task forces having bylaws, all by-laws and amendments will be approved by the Mayor and/or Council.

5.4) The chairperson or staff liaison (if assigned) will be responsible for the agenda of all meetings of boards, commissions, committees and task forces. They will also assure that minutes are kept of all meetings in accordance with the public meetings laws of the State of Oregon.

5.5) All appointees serve at the pleasure of the appointing authority. A position shall be vacated by the Council when the appointee has two or more consecutive unexcused absences from the board, commission or committee meetings in any twelve consecutive month period.

5.6) A quorum for conducting business is a simple majority of the membership of the board, commission or committee.

5.7) All members of advisory bodies should be aware of the need to avoid any instance of conflict of interest. No individual should use an official position to gain a personal advantage. Additionally, certain public officials are required to file "Statements of Economic Interest" with the Oregon Government Ethics Commission by April 15 annually (ORS Chapter 244). In Springfield, this currently applies to the following:

Mayor and City Council
Planning Commission
Springfield Community Development Board

Others:
Springfield Utility Board
Municipal Judges
City Manager

Further information about filing requirements may be obtained through the City Recorder.

5.8) Unless specifically directed by the City Council to state the City's official position on federal, state or county legislative matters, no lobbying before other elected bodies or subcommittees thereof will be undertaken by members of boards, commissions, committees or task forces. An individual member is free to voice a position on an issue as long as it is made clear that he/she is not speaking as a representative of the City of Springfield or as a member of his/her board, commission, committee or task force.

(6) Communicating with the Mayor and Council

6.1) Each year, each board, commission, committee or task force shall designate one member to serve as liaison with the City Council. The board member liaison shall coordinate with the City

Councilor liaison to establish regular communication regarding upcoming City Council meeting agenda items and of Council decisions that are of interest to these advisory bodies.

6.2) Board member liaisons, particularly, and members of advisory bodies, in general, are encouraged to attend City Council meetings to keep abreast of Council actions. Board member liaisons are responsible for attending Council meetings when input from the respective board, commission, committee or task force is requested. Such meeting attendance will be coordinated by the City Councilor liaison.

6.3) The Mayor and City Council will transmit referrals for information or action through the City Council liaison member responsible for that particular board, commission, committee or task force. Boards, commissions, committees and task forces transmit findings, reports, etc., to the Mayor and City Council through their board member liaison. Such transmittals of information shall be coordinated between the City Councilor liaison and the board member liaison.

6.4) The board member liaison for the Arts Commission, Historic Commission, Library Board, and Police Planning Task Force shall be responsible for scheduling a joint meeting of the respective board and the City Council every two years. The board member liaison for the Planning Commission shall be responsible for scheduling a joint meeting with the City Council annually.

6.5) Boards, commissions, committees and task forces that do not have City Councilor liaison members will transmit findings, reports, etc. to the Mayor and City Council through the City Manager's Office as needed. These advisory boards, commissions, committees and task forces will be informed of City Council actions that are of interest to them through the City Manager's Office.

6.6) While the City staff's role is one of assisting the boards, commissions, committees or task forces, City staff members are not employees of that body. City staff members are directly responsible to their department director and the City Manager.

6.7) Boards, commissions, committees and task forces will channel any budget request to the City Council through the City Manager consistent with the yearly budget preparation calendar. Boards, commissions and committees will receive copies of the City of Springfield's approved operating budget each year upon request.

** These policies shall supersede contrary provisions of any previous resolutions or adopting by-laws of the various boards, commissions, committees or task forces and shall be controlling policies for any subsequently adopted board, commission, committee, or task force operational documents until such time as expressly repealed, modified, or overruled.

Council Operating Policies and Procedures
Section IX Council Boards, Commissions, Committees and Task Forces

Option for proposed changes:

- 1 Make no changes to the current language
- 2 Edit 3.10 and 3.11

Sample language:

3.10 When possible, the Council will ~~not appoint~~ try to avoid appointing people currently serving on another governing body.

3.11 When possible the Council will ~~appoint people to serve on one City Board, commission or committee only~~ try to avoid appointing people to serve on more than one City board commission or committee.

- 3 Add language giving preference to or acknowledging incumbents:

When appointing people to a City board, commission or committee the Council shall give preference to candidates asking to be reappointed for a subsequent term.

When appointing people to a City board, commission or committee the Council shall take into account candidates asking to be reappointed for a subsequent term.

- 4 New language to address all issues in one section

When appointing people to a particular City board, commission or committee, the Council shall take into account whether that person is being reappointed for a subsequent term, is currently serving on another governing body or currently appointed to another City board, commission or committee.

When appointing people to a particular City board, commission or committee, the Council shall give preference to a candidate that is being reappointed for a subsequent term but avoid appointing a candidate that is currently serving on another governing body or appointed to another City board, commission or committee.

AGENDA ITEM SUMMARY

Meeting Date: 11/3/2014
Meeting Type: Regular Meeting
Staff Contact/Dept.: Amy Sowa
Staff Phone No: 541-726-3700
Estimated Time: Consent Calendar
Council Goals: Mandate

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE:

COUNCIL MINUTES

ACTION

REQUESTED: By motion, approval of the attached minutes.

ISSUE

STATEMENT: The attached minutes are submitted for Council approval.

ATTACHMENTS:

Minutes:

- a) October 20, 2014 – Work Session
 - b) October 20, 2014 – Regular Meeting
 - c) October 27, 2014 – Work Session
-

**DISCUSSION/
FINANCIAL
IMPACT:**

None.

City of Springfield
Work Meeting

MINUTES OF THE WORK SESSION MEETING OF
THE SPRINGFIELD CITY COUNCIL HELD
MONDAY OCTOBER 20, 2014

The City of Springfield Council met in a work session in the Library Meeting Room, 225 Fifth Street, Springfield, Oregon, on Monday October 20 at 6:00 p.m., with Mayor Lundberg presiding.

ATTENDANCE

Present were Mayor Lundberg and Councilors VanGordon, Wylie, Moore, Ralston, and Woodrow. Also present were City Manager Gino Grimaldi, Assistant City Manager Jeff Towery, City Attorney Mary Bridget Smith, City Recorder Amy Sowa and members of the staff.

1. Joint Historic Commission Meeting

City Council Operating Procedures Section IV 6.4 states that Commission member liaisons are responsible for making an annual report of the Commission's activities to the City Council. This meeting fulfills that requirement.

In 2009, the City Council and Springfield Historic Commission established a new schedule for communication to better align Commission activities with Council goals and other City initiatives, resulting in biennial joint work sessions. The Historic Commission applies for Certified Local Government grant funding from the State Historic Preservation Office to support its activities and matches that financial support with in-kind staff and volunteer time.

Every four years, the National Park Service asks that State Historic Preservation Offices (SHPO) visit with its partners to talk about their programs. In September, SHPO conducted its audit of the Springfield Certified Local Government (CLG) program. Attachment 1 outlines SHPO's assessment of the program.

Since the last joint Council/Historic Commission work session (September 2012), the Historic Commission applied for and received \$13,000 in grant funds to support its activities from April 2014-August 2015. The Commission will report to Council on its accomplishments from the last joint meeting to date, present the findings of a community survey on Historic Preservation that the Commission conducted in Summer 2014, and initiate a conversation regarding observed limitations of Springfield's Historic Overlay District in ensuring efficient and effective implementation of the City's historic preservation policies.

Historic Commission member Kuri Gill presented the topic. She thanked the Council for having them here to share what the Historic Commission has been doing over the last year. The Historic Commission received \$13,800 in Certified Local Government (CLG) grant funds which was matched 1 for 1 with staff and volunteer time for the time period between April 1, 2012 and August 31, 2013. During the current year, they received another CLG grant in the amount of \$13,000 for the time period between April 1, 2014 and August 31, 2015.

Ms. Gill noted the following accomplishments between October 2012 and today:

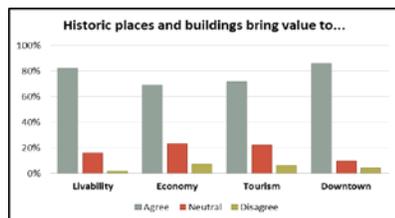
1. Reviewed proposals for modifications to historic properties

2. Completed Reconnaissance Level Survey of Willamette Heights Neighborhood
3. Supported and promoted the Cottage Grove CLG wood window workshop for contractors
4. Completed five Intensive Level Surveys of downtown buildings
5. Updated the Historic Commission website
6. Repaired and replaced Washburne District signs
7. Attend local, regional, national conferences / workshops
8. Continued survey/inventory of Springfield's pre-1915 historic properties
9. Passed CLG Audit
10. Conducted a survey regarding the value of Springfield's historic properties and the historic code

Ms. Gill noted that Historic Commission members took their own personal time to attend the conferences (Item 7 above). Springfield has the highest attendance rate of all of the commissions throughout the state. All survey work has also been done by members using their own personal time. In order to be a Certified Local Government, the Historic Commission is required to be audited every four years to make sure they still meet the required responsibilities (Item 9 above). The review (audit) occurred a little over a month ago. Springfield meets the minimum requirements, but there was a lot of conversation about the design review process and the code that is in place for the historic properties, including enforcement of the code. The CLG recommended some code revisions.

Ms. Gill reviewed the survey results (Item 10 above):

- 215 respondents
- 85% live in or own property in Springfield
- 55% own historic property
- 47% own property in the Washburne Historic District
- 24% have used the design and review process
- 87% agreed or strongly agreed that Springfield's history is important to its future
- 77% agreed that City Council should prioritize preservation
- 24% (38 respondents) had used the process
- 75% agreed or strongly agreed that City staff was helpful
- Only 36% agreed or strongly agreed the process is easy
- Washburne Historic District Process Clarity and Helpfulness Scale
- Only 14% agreed or strongly agreed that design requirements should be more strict
- The value of historic places and buildings is noted below:



There is a clear value of historic places in Springfield and a clear value of the historic nature of the Washburne neighborhood. Based on the response regarding the process, it was suggested the code be revised to make the process clearer and easier. She noted that staff support time for the Historic Commission had been reduced. With less support, the process is slower and communication more challenging. Having a clearer, more streamlined process will be helpful for staff.

Councilor Moore asked if there are ways to help homeowners with the costs to meet the requirements.

Ms. Gill said there are resources available.

Ms. Gill thanks Tara Jones and Molly Markarian for their staff support. Other commissions in the state don't have the support they have in Springfield, so they appreciate the help they do have. The Commission would like to talk to the Council about their Council liaison (vacant since Councilor Brew left office), the survey situation and code revision.

Mayor Lundberg said once they had a full Council, she will re-assign them to the committees near the end of the year. They are waiting for the election results.

Ms. Gill said they would love to have someone with interest or knowledge of the district, and is willing and able to attend the meetings and read through the materials.

Historic Commission member Dannie Helm said she in the three years since she had been on the commission, she had not met the Council liaison. They missed having that connection.

Mayor Lundberg said she wasn't aware the last liaison was not able to attend. It was likely due to scheduling.

Ms. Gill said the next meeting will be on the 4th Tuesday of November. They will meet next in January.

Mayor Lundberg said she would make sure the new liaison attended the next available meeting after assigned, likely in January.

Ms. Gill responded to Councilor Moore's question about comments to the survey. They had 70 respondents provide comments which were very helpful. One of the biggest issues is the materials required on historic homes. There are a lot of pressures and opportunities in the area of energy efficiency, and historic homes can be very energy efficient with the right improvements. The Commission needs to work on education about that topic. They did offer a grant program and no one applied, so they will work on better outreach. They found that people aren't clear who they are in the neighborhood and whether or not they have to go through a process when doing alterations to their buildings. Part of the outreach will include more specific mailings to provide clarity for people about what is expected. They will also engage people if they are able to move forward with a code revision process.

Ms. Helm said the survey was available on the website. They had included on the survey information about the CLG workshop which was well received.

Councilor Woodrow asked how the code revisions took place.

Ms. Gill said staff time is needed to prepare the amendments for review by the Planning Commission and City Council. It will go through the normal City process. The biggest concerns are clarity of the process and ability for staff to make objective decisions. There are three types of review and it is not always clear what review is needed for each project. Type I review should be able to happen with staff and not have to come before the Commission, but the code language is still very objective making it challenging for staff to make those decisions. If the code could be designed so those Type I decisions are much more objective, that provides a quicker process for the homeowner and for staff. Type III

review are more subjective and will come to the Commission. Those are some ideas of how the process might be improved. They also want to make sure enforcement is able to happen with these projects. They would like to open it up to other incentives (i.e. grant programs, etc.) to encourage people to go through the process.

Ms. Helm said there are a lot of educational aspects that can come from the code revisions. Some cities are developing one-page handouts that can be provided at the counter for Type I projects that make it clear and efficient. There is also an opportunity to bring emergency preparedness and disaster planning into the code revisions.

Ms. Gill said they would like to have the Council agree with doing code revisions and support staff to take on that task. They can use grant funds for part of that if it is helpful.

Councilor Ralston asked when that code section was last revised.

Ms. Markarian said that part of the code was established in 1987 and has not been revised since then.

Councilor Ralston said it was time to be updated.

Mayor Lundberg asked the city manager about funding.

Mr. Grimaldi said it was a resource issue as staff is currently full utilized with the work at hand. To add this would mean that something else would take longer to complete or stopped.

Mayor Lundberg asked if there was potential to get a contract with someone with expertise.

Mr. Grimaldi said they could look at that, but it will still use staff time. They can look at this during the budget season. In the coming year, staff will provide the Budget Committee with a list of things they think they should be doing and get feedback. They can add this to that list.

Councilor Moore asked about the review of properties in the Washburne historic district.

Mr. Grimaldi said that review was done and an outline of the preliminary work will be in an upcoming Communication Packet.

Councilor Moore asked if that review had anything to do with the code revisions being requested tonight.

Ms. Gill said it does somewhat relate to it as zoning would be considered in the code revisions.

Councilor Ralston said he would like to keep this in-house rather than contract. He supposed the Historic Commission had already reviewed other codes to see what they want.

Councilor VanGordon asked when the revisions could be done if it was added after other staff work is completed.

Mr. Grimaldi said currently staff is working on Metro Plan issues, Glenwood code amendments, downtown design standards, and several Main Street projects.

Mr. Goodwin said without additional resources, it would be a couple of years before they could

dedicate staff to provide support for the code revisions requested.

Councilor VanGordon asked if they could take the approach of fixing some easy things now to make the process significantly better.

Ms. Gill said they could possibly do a couple of things that could make things easier, but they would not want to do something without involving the neighbors.

Councilor VanGordon said the revisions need to be done, but he would like to hear about simple things that could be done in the meantime.

Councilor Woodrow said she had a concern about doing things now that might have a short-term impact. She feels any changes need to be looked at in context of how they relate with each other. Isolating them might be difficult and not serve the purpose or bring about the desired end result. She was supportive of adding this to the list of projects so they can put it in context with other things during the budget process.

Councilor Moore asked if there is an opportunity to take what other communities have in their code to make it easier. She realizes it takes staff time, but perhaps the Commission could look over other cities' codes and make suggestions.

Councilor Wylie said because the code is failing preservation, and we are dealing with important historic buildings, we may lose aspects of some of those buildings if they can't do something now. It is not a good idea to wait a couple of years. Maybe the Commission could research other codes and find things that could be changed in our code, so we didn't lose those buildings. As Springfield has grown, it's important to preserve our historic district. We need to find a way to get to it sooner.

Ms. Helm said sections of the code were interconnected so they did need to be very careful. They would want to plan their work around this as it would become their primary task. They want to work with the Council to make sure they are on the same page.

Mayor Lundberg said she knew staff would have to take their time to provide information to the Commission. The first task is to create a to-do list outlining what part the Historic Commission can take on, such as getting a list of what other communities are doing, and what part staff will need to take on. It may mean that the Historic Commission starts to meet monthly rather than every other month.

Mr. Grimaldi said it needs to be scoped out. They will do that before presenting to it to the Budget Committee.

Mayor Lundberg said they need to be realistic. The City has very large projects our staff is currently working on including the urban growth boundary (UGB) expansion and Glenwood Refinement Plan. She asked staff to get something lined up for review by the Budget Committee.

Councilor Wylie said they could possibly look into hiring a graduate student to help work on this with minimum staff time; someone knowledgeable and excited about the project.

Mayor Lundberg said currently people (in the Historic District) are doing their own thing. We need to find a way to embrace the historic areas in the community and encourage participation. Everyone has a sense of preservation and it is important to Council. She will get a Council liaison assigned to the

Historic Commission as soon as possible.

Ms. Helm said they appreciate the impact it has on staff. They hope it will alleviate the impact on staff in the long-term.

Mayor Lundberg said they want to be helpful to community members. Council appreciated the Ms. Gill and Ms. Helm for attending tonight.

ADJOURNMENT

The meeting was adjourned at 6:45 p.m.

Minutes Recorder – Amy Sowa

Christine L. Lundberg
Mayor

Attest:

Amy Sowa
City Recorder

City of Springfield
Regular Meeting

MINUTES OF THE REGULAR MEETING OF
THE SPRINGFIELD CITY COUNCIL HELD
MONDAY, OCTOBER 20, 2014

The City of Springfield Council met in regular session in the Council Chambers, 225 Fifth Street, Springfield, Oregon, on Monday October 20, 2014 at 7:00 p.m., with Mayor Lundberg presiding.

ATTENDANCE

Present were Mayor Lundberg and Councilors VanGordon, Wylie, Moore, Ralston, and Woodrow. Also present were City Manager Gino Grimaldi, Assistant City Manager Jeff Towery, City Attorney Lauren King, City Recorder Amy Sowa and members of the staff.

PLEDGE OF ALLEGIANCE

The Pledge of Allegiance was led by Mayor Lundberg.

SPRINGFIELD UPBEAT

1. Mayor's Recognition

a. 2014 Housing America Month Proclamation.

Mayor Lundberg read from the proclamation and declared November as 2014 Housing America Month and encouraged all citizens to commit themselves to meeting the affordable housing and community development needs of the community. She presented the proclamation to Larry Abel, Executive Director of HACSA and Jacob Fox. She noted that she would be attending an event honoring Housing America Month on Tuesday, October 21 at 10:30am.

b. Extra Mile Day Proclamation.

Mayor Lundberg read from the proclamation and declared November 1, 2014 as Extra Mile Day and encouraged citizens to not only go the extra mile in his or her own life, but to acknowledge all those around who are inspirational in their efforts and commitment to make their organizations, families, community, country, or world a better place.

2. Other

a. Employee Recognition: Kevin Sundholm, 20 Years of Service, Fire Department.

City Manager Gino Grimaldi acknowledged Kevin Sundholm for his twenty years of service with the Springfield Fire Department and his many commendations, including his role in assisting with the department going paperless in many areas. He also noted Mr. Sundholm's involvement in the community.

Mr. Sundholm introduced his wife, Melissa, who was in the audience.

- b. Employee Recognition: Jeff Paschall, 10 Years of Service, Development and Public Works Department.

City Manager Gino Grimaldi acknowledged Jeff Paschall for his ten years of service with the Development and Public Works Department and his many accomplishments during that time including the many capital improvement projects. He also noted Mr. Paschall's involvement in the community.

CONSENT CALENDAR

1. Claims

- a. Approval of the September 2014, Disbursements for Approval.

2. Minutes

- a. September 15, 2014 – Regular Meeting
- b. September 22, 2014 – Work Session
- c. October 6, 2014 – Work Session
- d. October 6, 2014 – Regular Meeting
- e. October 13, 2014 – Work Session
- f. October 13, 2014 – Regular Meeting

3. Resolutions

- a. RESOLUTION NO. 2014-29 – A RESOLUTION TO ACCEPT CITY PROJECT P21071; SPRINGFIELD MUSEUM BRICK AND MORTAR REPAIR.
- b. RESOLUTION NO. 2014-30 – A RESOLUTION OF THE CITY OF SPRINGFIELD ADOPTING THE EUGENE-SPRINGFIELD MULTI-JURISDICTIONAL EMERGENCY OPERATIONS PLAN BASIC PLAN AND DIRECTING THE CITY MANAGER, ACTING AS THE DIRECTOR OF EMERGENCY SERVICES, TO DEVELOP, APPROVE, AND IMPLEMENT NEW OR REVISED ANNEXES TO THE EUGENE-SPRINGFIELD MULTI-JURISDICTIONAL EMERGENCY OPERATIONS PLAN.

4. Ordinances

- a. ORDINANCE NO. 6328 – AN ORDINANCE APPROVING THE ANNEXATION OF CERTAIN TERRITORY TO THE CITY OF SPRINGFIELD, AND WILLAMALANE PARK AND RECREATION DISTRICT; AND WITHDRAWING THE SAME TERRITORY FROM THE WILLAKENZIE RURAL FIRE PROTECTION DISTRICT.
- b. ORDINANCE NO. 6329 – AN ORDINANCE ESTABLISHING A GROSS RECEIPTS TAX ON THE SALE OF MARIJUANA IN THE CITY OF SPRINGFIELD.

5. Other Routine Matters

- a. Approval of Liquor License Endorsement for Club 1444, Located at 1444 Main Street, Springfield, OR.
- b. Accept the Offered Grant of \$159,000 under the Federal State Homeland Security Grant Program to Procure New Interoperable Radio Equipment and Authorizing the City Manager to Execute the Associated Grant Agreement with the State of Oregon.

IT WAS MOVED BY MAYOR WYLIE WITH A SECOND BY COUNCILOR WOODROW TO APPROVE THE CONSENT CALENDAR. THE MOTION PASSED WITH A VOTE OF 5 FOR AND 0 AGAINST.

ITEMS REMOVED

PUBLIC HEARINGS - Please limit comments to 3 minutes. Request to speak cards are available at both entrances. Please present cards to City Recorder. Speakers may not yield their time to others.

1. Sanipac Rate Increase Request.

RESOLUTION NO. 2014-31 – A RESOLUTION OF THE COMMON COUNCIL OF THE CITY OF SPRINGFIELD AMENDING THE MASTER SCHEDULE OF MISCELLANEOUS FEES AND CHARGES, RATES, PERMITS AND LICENSES IN ORDER TO AMEND THE AMOUNT OF THE GARBAGE AND REFUSE RATES

Rhonda Rice, Management Analyst, presented the staff report on this item.

Sanipac, the City's franchise hauler for solid waste, has requested an increase of 4.3 percent for residential and commercial hauling rates. This request is in addition to Lane County implementing an increase in the charges imposed for disposal of solid waste at the Short Mountain Landfill (tipping fee) which will pass through to the customer.

The Board of County Commissioners has determined, as part of the County budget process, that the rate imposed on solid waste haulers for disposal of waste at the Short Mountain landfill should be increased, effective September 1, 2014, from \$67 per ton to \$75.55 per ton, an \$8.55/ton increase. This increase will, according to the Board, fund continued operations at current levels.

The user rate collected by Sanipac has two components: an amount designed to allow Sanipac a reasonable rate of return on its costs; and a separate component for the cost of disposal of the waste. Sanipac requests an overall 4.3% increase in residential and commercial rates. This rate increase is based on the Consumer Price Index average for the past two years and will allow for the continued established rate of return. The proposed increase will represent an increase of approximately \$1.10 per month increase on the 35 gallon weekly, the most common residential size used.

Sanipac last increased its rates in January, 2012. Under the current franchise, Sanipac is permitted to request increases annually, but is also permitted to seek supplemental increases when costs increase as a result of governmental action. The franchise expressly allows for the pass through of rates for disposal. Sanipac has requested that the increase be effective November 1, 2014. Staff believe that the request by Sanipac is reasonable and appropriate, and recommends approval.

Mayor Lundberg opened the public hearing.

No one appeared to speak.

Mayor Lundberg closed the public hearing.

IT WAS MOVED BY COUNCILOR WYLIE WITH A SECOND BY COUNCILOR WOODROW TO ADOPT RESOLUTION NO. 2014-31. THE MOTION PASSED WITH A VOTE OF 5 FOR AND 0 AGAINST.

2. Supplemental Budget Resolution.

RESOLUTION NO. 2014-32 – A RESOLUTION ADJUSTING RESOURCES AND REQUIREMENTS IN THE FOLLOWING FUNDS: GENERAL, STREET, JAIL OPERATIONS, SPECIAL REVENUE, TRANSIENT ROOM TAX, COMMUNITY DEVELOPMENT, BUILDING CODE, FIRE LOCAL OPTION LEVY, POLICE LOCAL OPTION LEVY, BANCROFT REDEMPTION, BOND SINKING, REGIONAL WASTEWATER DEBT SERVICE, SANITARY SEWER CAPITAL, REGIONAL WASTEWATER REVENUE BOND CAPITAL PROJECT, DEVELOPMENT ASSESSMENT CAPITAL, DEVELOPMENT PROJECTS, STORM DRAINAGE CAPITAL, POLICE BUILDING BOND CAPITAL PROJECT, REGIONAL WASTEWATER CAPITAL, STREET CAPITAL, STORM DRAINAGE IMPROVEMENT SDC, STORM DRAINAGE REIMBURSEMENT SDC, SANITARY SEWER REIMBURSEMENT SDC, SANITARY SEWER IMPROVEMENT SDC, SDC REGIONAL WASTEWATER REIMBURSEMENT, SDC REGIONAL WASTEWATER IMPROVEMENT, SDC TRANSPORTATION REIMBURSEMENT, SDC TRANSPORTATION IMPROVEMENT, SANITARY SEWER OPERATIONS, REGIONAL WASTEWATER, AMBULANCE, STORM DRAINAGE OPERATIONS, BOOTH-KELLY, REGIONAL FIBER CONSORTIUM, INSURANCE, VEHICLE & EQUIPMENT, AND SDC ADMINISTRATION FUNDS.

Bob Duey, Finance Director, presented the staff report on this item.

At various times during the fiscal year the Council is requested to adjustments the annual budget to reflect needed changes in planned activities, to recognize new revenues, or to make other required changes. These adjustments to resources and requirements change the current budget and are processed through supplemental budget requests scheduled by the Finance Department on an annual basis.

This is the first of three scheduled FY15 supplemental budget requests to come before Council. The supplemental budget being presented includes adjusting resources and requirements in: General, Street, Jail Operations, Special Revenue, Transient Room Tax, Community Development, Building Code, Fire Local Option Levy, Police Local Option Levy, Bancroft Redemption, Bond Sinking, Regional Wastewater Debt Service, Sanitary Sewer Capital, Regional Wastewater Revenue Bond Capital Project, Development Assessment Capital, Development Projects, Storm Drainage Capital, Police Building Bond Capital Project, Regional Wastewater Capital, Street Capital, Storm Drainage Improvement SDC, Storm Drainage Reimbursement SDC, Sanitary Sewer Reimbursement SDC, Sanitary Sewer Improvement SDC, SDC Regional Wastewater Reimbursement, SDC Regional Wastewater Improvement, SDC Transportation Reimbursement, SDC Transportation Improvement, Sanitary Sewer Operations, Regional Wastewater, Ambulance, Storm Drainage Operations, Booth-Kelly, Regional Fiber Consortium, Insurance, Vehicle & Equipment, and SDC Administration Funds.

The City Council is asked to approve the attached Supplemental Budget Resolution.

The overall financial impact of the Supplemental Budget Resolution is to increase Operating Expenditures of \$1,738,345, Capital Projects \$3,628,107, Inter-fund Transfers \$105,571, Reserves \$9,348,916 and increase in Un-appropriated Ending Fund Balance \$111,719. These are offset by beginning cash adjustments \$13,663,453, grants \$947,567, and new revenue \$321,639.

Mr. Duey said they reformatted the council briefing memo in an attempt to integrate priority based budgeting. This new format makes it more transparent to the public. Also, all adjustments that had been approved last year or this year in the budget were listed in the first column. Programmatic changes were listed in the second column. He described the new items listed.

Mayor Lundberg said they are doing the engineering for the Gateway signage and she is very happy to see that as it would be a marker to that entrance and fill that corner that currently has nothing. There is extreme interest, particularly from Gateway business owners, to have that installed. She also noted that artwork for the intersection is part of the budgeted amount. She is also pleased to have the volunteer coordinator position and feels it is very much needed.

Mr. Duey said the volunteer coordinator is a one-year duration position at this time. If they wish to continue that program, the Budget Committee will need to discuss that during the budget process.

Councilor Moore asked about the seismic study of City Hall and if it had been done. It was noted that Request for Proposals (RFP) are just going out. She was happy to see that going forward.

Mayor Lundberg opened the public hearing.

No one appeared to speak

Mayor Lundberg closed the public hearing.

IT WAS MOVED BY COUNCILOR WYLIE WITH A SECOND BY COUNCILOR WOODROW TO ADOPT RESOLUTION NO. 2014-32. THE MOTION PASSED WITH A VOTE OF 5 FOR AND 0 AGAINST.

3. Adoption of Transportation System Development Charge Methodology, Project List, and Charges.

RESOLUTION NO. 5 – A RESOLUTION OF THE CITY OF SPRINGFIELD COMMON COUNCIL MODIFYING A METHODOLOGY FOR THE CALCULATION OF TRANSPORTATION SYSTEM DEVELOPMENT CHARGES AND SETTING AN EFFECTIVE DATE.

RESOLUTION NO. 6 – A RESOLUTION OF THE CITY OF SPRINGFIELD COMMON COUNCIL ADOPTING A LIST OF TRANSPORTATION SYSTEM PROJECTS TO BE FUNDED BY SYSTEM DEVELOPMENT CHARGES AND SETTING AN EFFECTIVE DATE

RESOLUTION NO. 7 – A RESOLUTION OF THE CITY OF SPRINGFIELD COMMON COUNCIL ADOPTING A TRANSPORTATION SYSTEM DEVELOPMENT CHARGE AND SETTING AN EFFECTIVE DATE

Anette Spickard, Deputy DPW Director, presented the staff report on this item.

Staff has completed a proposed modification to the Transportation System Development Charge (SDC) Methodology, and a Project List of activities eligible for funding from SDC's, and a proposed Charge resulting from the application of the Methodology to the Project List. The Methodology and Project List have been available for public review and comment since August 20, 2014.

Staff has completed the process, which commenced in October 2013, of reviewing and updating the Transportation System SDC methodology. A council-appointed Citizen's Advisory Committee (CAC) met six times between October 2013 and April 2014 with city staff and SDC consultant Deb Galardi from the Galardi Rothstein Group to review and make recommendations to Council on updates to the methodology. Council received the CAC's recommendations on June 9, 2014 and gave direction to staff on final changes to incorporate into the methodology on June 16, 2014 along with direction to schedule this Public Hearing. The proposed Methodology was published and made available for public review and comment on August 20, 2014. Interested parties were notified as required under ORS 223-304(7)(a). In a final review of the proposed project list staff discovered some anomalies that suggest that a final review of the project list be conducted to assure that there are no inaccuracies. With Council's concurrence, staff will bring this matter to Council in work session on November 24 and then continue the Public Hearing on December 1. Staff request that the hearing be opened and then continued to eliminate the need to start a new 60 day notice period. Interested parties who were notified on the hearing schedule for this evening have been advised staff will request a continuance to December 1.

Mayor Lundberg opened the public hearing and continued it through December 1, 2014.

No one appeared to speak.

BUSINESS FROM THE AUDIENCE

COUNCIL RESPONSE

CORRESPONDENCE AND PETITIONS

1. Correspondence from Michael Koivula Regarding the Trap/Neuter/Release (TNR) Program in Springfield.
2. Correspondence from Sue Mandeville Regarding the Trap/Neuter/Release (TNR) Program in Springfield.

IT WAS MOVED BY COUNCILOR WYLIE WITH A SECOND BY COUNCILOR WOODROW TO ACCEPT THE CORRESPONDENCE FOR FILING. THE MOTION PASSED WITH A VOTE OF 5 FOR AND 0 AGAINST.

BIDS

ORDINANCES

BUSINESS FROM THE CITY COUNCIL

1. Committee Appointments

a. Historic Commission Appointment.

Jeff Paschall, Senior Engineer, presented the staff report on this item on behalf of Senior Planner Molly Markarian.

The Springfield Historic Commission has one vacancy as a result of Kip Amend's first term expiring and one vacancy as a result of Paula Guthrie's resignation. It is necessary to fill the vacancies at this time.

The City received three applications for the two vacancies. The Council interviewed Kip Amend, Bruce Berg, and Emily Scherrer at the October 13, 2014 Work Session. At the Work Session, the Council favored appointing Emily Scherrer to fill Commissioner Amend's vacancy and Bruce Berg to fill Commissioner Guthrie's vacancy.

Appointments to the Historic Commission must be confirmed during a Regular Session.

IT WAS MOVED BY COUNCILOR WYLIE WITH A SECOND BY COUNCILOR WOODROW TO APPOINT EMILY SCHERRER TO THE HISTORIC COMMISSION WITH A TERM EXPIRING OCTOBER 19, 2018. THE MOTION PASSED WITH A VOTE OF 5 FOR AND 0 AGAINST.

IT WAS MOVED BY COUNCILOR WYLIE WITH A SECOND BY COUNCILOR WOODROW TO APPOINT BRUCE BERG TO THE HISTORIC COMMISSION WITH A TERM EXPIRING MAY 1, 2015. THE MOTION PASSED WITH A VOTE OF 5 FOR AND 0 AGAINST.

2. Other Business.

- a. Councilor Moore thanked Niel Laudati and Karlynn Akins for their work on the Nick Symmonds 800M Event. The rain did limit participation, but those that attended had a great time.

Councilor Moore attended a Solidarity Rally held on Saturday, October 18 called by Community Alliance of Lane County (CALC). A proclamation was read from Mayor Lundberg regarding a hate incident that occurred last week near the public schools. A large number of people showed up at the rally to support Springfield to say we would not allow hate statements.

- b. Mayor Lundberg said she attended the Oregon Department of Transportation (ODOT) Road User Fee Listening Tour this morning. The Road User Fee is Senate Bill 810 which passed both houses and goes into effect July 1, 2015. They are using volunteers to track their mileage using a variety of methods. She would encourage everyone to pay attention to how this plays out because it has many variations and layers. They tossed out the idea of tolls, tire fees, and many other things she would have been glad to consider. The Federal Government has run out of transportation dollars and the State is trying to figure out what to do regarding transportation dollars. She is not as pleased as ODOT about this idea. This will be mandatory in order to replace lost revenue.

Councilor Ralston said he understood more money is needed to be raised, and he feels the gas tax is the best way to raise those funds. He will not be tracked and there will be others that will not want to be tracked. This infringed on people's rights.

Mayor Lundberg said there are a number of ways to track. The Oregon Transportation Forum came up with an increase in the gas tax, but the Road User Fee is the one the legislature passed. Other things are being considered, so it would be wise to follow what is coming along in upcoming legislature so they can consider what they would like to support by sending letters to legislators to influence their decisions. She discussed using value engineering on our streets to keep our costs down.

BUSINESS FROM THE CITY MANAGER

1. Right of Way Vacation Affecting a Portion of Commercial Avenue and A Street.

RESOLUTION NO. 2014-33 – A RESOLUTION OF THE COUNCIL OF THE CITY OF SPRINGFIELD TO INITIATE A VACATION OF PUBLIC RIGHT OF WAY OF A PORTION OF COMMERCIAL AVENUE AND “A” STREET.

Chris Moorhead, City Surveyor, presented the staff report on this item.

Property owners adjacent to this right of way have approached the City with concerns regarding limited or restrained access to Commercial Avenue, and public nuisances in the right of way. Nuisances have been a historic issue, and in the past, as a partial remedy the City informally allowed one property owner, who had the majority of frontage on the dead end street, to fence the right of way. Unfortunately this also blocked access to other properties adjacent to the right of way. In order to create the safest, most feasible and most equitable use of the public right of way, a partial right of way vacation is proposed, along with termination of the informal right of way use, which will allow equal access and give owners the ability to jointly mitigate security risks.

Many years ago, in response to significant nuisance activity, an agreement between the City and an adjacent property owner allowed the property owner to fence off part of a right of way segment of Commercial Avenue, in order to protect their business that backed onto the dead end. Presently, another adjacent property owner requires right of access to the right of way, but is blocked by the closed off right of way.

Staff proposes to remedy the situation by vacating a small additional segment of right of way to assure that each property owner has unrestricted access to the existing right of way. In accordance with provisions of SDC 5.20-120.A, and Springfield Municipal Code section 3.200-3.206, the City Council can adopt a resolution to initiate a vacation of public right-of-way. In such a case, the property reverts equally to the abutting property owners.

If Council initiates the vacation, staff will prepare a vacation application, process the application, and present a vacation ordinance to Council for adoption. Additionally, it is staff's recommendation that payment to the City by the applicant of "special benefit fee", resulting or inuring to the abutting property that results from the vacation and disposition of property to the benefited property owners per SMC 3.204, be waived in the public interest.

IT WAS MOVED BY COUNCILOR WYLIE WITH A SECOND BY COUNCILOR WOODROW TO ADOPT RESOLUTION NO 2014-33. THE MOTION PASSED WITH A VOTE OF 5 FOR AND 0 AGAINST.

Mr. Grimaldi commended Mr. Moorhead on the work he had done in working with the neighbors to get this resolved.

BUSINESS FROM THE CITY ATTORNEY

ADJOURNMENT

The meeting was adjourned 7:37 p.m.

Minutes Recorder Amy Sowa

Christine L. Lundberg
Mayor

Attest:

City Recorder

MINUTES OF THE WORK SESSION MEETING OF
THE SPRINGFIELD CITY COUNCIL HELD
MONDAY OCTOBER 27, 2014

The City of Springfield Council met in a work session in the Jesse Maine Meeting Room, 225 Fifth Street, Springfield, Oregon, on Monday, October 27, 2014 at 5:30 p.m., with Mayor Lundberg presiding.

ATTENDANCE

Present were Mayor Lundberg and Councilors VanGordon, Moore, Ralston, and Woodrow. Also present were City Manager Gino Grimaldi, Assistant City Manager Jeff Towery, City Attorney Mary Bridget Smith, City Recorder Amy Sowa and members of the staff.

Councilor Wylie was absent (excused).

1. Main-McVay Transit Study Progress Update.

Senior Transportation Planner David Reesor presented the staff report on this item.

Lane Transit District (LTD) was awarded federal funds to prepare a transit services study for the Main Street and McVay Highway corridors. Over the past several months, the City of Springfield and LTD have worked closely together with the Project's Stakeholder Advisory Committee (SAC) and Governance Team (GT) to develop potential transit solutions for the corridor. Final recommendations are expected from the SAC and GT in February 2015.

The purpose of the Main-McVay Transit Study is to analyze if Main Street and McVay Highway transit improvements are needed, technically viable, and have general public support. Existing transit service on Main Street is hindered by overcrowded buses. Both Main Street and McVay transit service also have safety and security issues for passengers accessing buses at transit stops that are poorly lit and not located at signalized street crossings. If not addressed, these issues will worsen in the future as the corridor's population, employment, and transit ridership increase.

In July 2014, the Main-McVay Transit Study Purpose, Goals and Objectives were reviewed by the Springfield City Council and LTD Board. Since that time, the Project Team has worked closely with elected and appointed officials from City of Springfield and LTD on the Project's Governance Team and with the SAC to develop potential transit solutions, and has completed the Tier I screening process. Attachment 1 of the agenda packet includes a brief summary of the process to-date, graphics illustrating potential transit options, and the Tier I screening results for these options.

In the Tier II screening-level evaluation, the study's evaluation criteria, along with the results of high-level data analyses of the remaining solutions, will be used to determine how well each of the proposed transit solutions would meet the project's goals and objectives. Each of the transit solutions will be scored based on the evaluation criteria – the higher the point total, the better the option is in meeting the study's goals and objectives. The resulting data and scoring will be used to assist in comparing and contrasting transit solutions.

Over the course of the next several months, the SAC will further screen down the number of transit options through the Tier II screening based on a determination of the consistency of the various options with the project's evaluation criteria. The SAC's recommendations will be reviewed and accepted or revised by the GT and forwarded to the Springfield City Council and the LTD Board of Directors for final review and approval in spring 2015.

The SAC and GT recommendations regarding which transit solutions hold the most promise for resolving transportation problems in the Corridor are anticipated in February 2015.

Mr. Reesor said the purpose of the study was to research and evaluate the need, technical viability and public support for potential Main Street transit improvements. He referred to a map of the project study area from Thurston to downtown to the McVay Highway. Main Street is divided into three sub-segments (Main-Downtown, Main-Central; and Main-East), and McVay Highway into two segments (McVay-North, and McVay South). There are currently five Main Street projects occurring on Main Street: Main/McVay Transit Study; Main Street Visioning; Pedestrian Crossings on Main Street; Downtown Lighting; and SmartTrips. All projects are being coordinated and are tied together when doing public outreach to avoid confusion. He reviewed the decision making structure with the Springfield City Council and Lane Transit District as the main decision makers.

Community input included written comments, website input, email correspondences, Main Street interested parties list updates and community outreach. This project and the Main Street Visioning project have been coordinated in their outreach efforts. He provided an update of what had occurred to date on this project including meetings and design workshops. The Study Problem Statement, Needs Statement and Evaluation Criteria had been refined over the summer and fall. The project team evaluated 25 transit solution options against 19 criteria. Tier II screening would be next. He introduced John Evans, Project Manager from LTD.

Mr. Evans said he and Mr. Reesor were co-managing the project. The first tier of screening looked at high level alternatives, and the goals and objectives for transit needs for the corridor. As they went through the Tier I screening, they looked at each option to see if it had reasonable potential to solve identified transportation problems. To determine whether an option should be eliminated, they considered the following: not cost effective – increases costs; doesn't provide connectivity; doesn't improve ridership; and potential significant adverse impacts. After going through the process, each option received a "pass" or "fail". Once the committee identified the possible solutions, the project team did a high level study and recommended options for the SAC to consider. The SAC then made recommendations and took a smaller list of options to the GT. The GT concurred with the SAC's recommendations and advanced 18 options forward for the Tier II study. The SAC will meet tomorrow to evaluate the options in Tier II. The intent is to develop the most promising alternatives for GT to forward to the City Council and LTD Board.

Mr. Reesor discussed the next steps. On October 29, Mr. Evans will give a progress update to the EmX Steering Committee. On November 18, the GT will review the SAC recommendations and send them back to the SAC to determine a preliminary draft range of options. On December 4, the GT and SAC will receive a package of the preliminary draft range of most promising solutions. In January, they will be finalizing the process to bring the draft solutions to the City Council and LTD Board. They are scheduled to bring them to the Council on March 2, and to the LTD Board on March 9 for review and discussion with final action occurring in later March and April. The website for this project is www.ourmainstreetspringfield.org.

Councilor VanGordon said he likes what he is seeing so far, but would like to see a description of what LTD will be doing to improve their services without addition funding or investment. That may include improvements internally or other measures that will improve their services.

Councilor Moore asked about the celebration of the decisions by the GT.

Mr. Reesor said the celebration was to celebrate the end of the SAC. Members include a large number of volunteers from the community and this will be their celebration for the work done.

Councilor Moore asked Council would just see the end product.

Mr. Reesor said they are seeing progress as they move through the process. Tonight's packet provides information for Council to review and provide feedback. The Council could take this opportunity to provide comment now or follow-up with staff later after further review.

Mayor Lundberg said this is the highest level with many options. During the second phase (Tier II), the options will be analyzed. She appreciated having the maps of the routes on the same page as the chart showing the SAC recommendations. It is important that every option is there: the BRT route, the enhanced bus route (not BRT); and no build. The details of each option would be analyzed through the Tier II process.

Councilor Moore confirmed that all of this information was available online. She wants to be able to direct people to a place they can provide comment if they choose.

Mr. Reesor said it is all online on their website at www.ourmainstreetspringfield.org

Mayor Lundberg complimented staff for their hard work on this project. They deserve a celebration to recognize the work done.

Councilor Ralston said he is concerned because he does not see how any of the options affect vehicle traffic. He would like to see those impacts.

Mr. Reesor said one of the criteria was how it affects traffic.

Mayor Lundberg asked staff to send the Council a separate memo with the 19 criteria. She said the SAC is made up of a good cross section of representatives and she thanked them for their hard work.

Mr. Reesor said he is always available to Council if they have any questions or comments.

ADJOURNMENT

The meeting was adjourned at 5:55 p.m.

Minutes Recorder – Amy Sowa

Christine L. Lundberg
Mayor

Attest:

Amy Sowa
City Recorder

AGENDA ITEM SUMMARY

Meeting Date: 11/3/2014
Meeting Type: Regular Meeting
Staff Contact/Dept.: Jeff Paschall/DPW
Paul von Rotz/DPW
Staff Phone No: 541-726-1674
541-736-1017
Estimated Time: Consent Calendar
Council Goals: Maintain and Improve
Infrastructure and
Facilities

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE: ACCEPTANCE OF PROJECT P21048; SANITARY SEWER
REHABILITATION 2011 BASIN 22A

ACTION Adopt or reject the following resolution:

REQUESTED:

A RESOLUTION TO ACCEPT CITY PROJECT P21048; SANITARY SEWER
REHABILITATION 2011 BASIN 22A

ISSUE The work on this project has been completed by H & J Construction, Inc. and final
STATEMENT: inspection, paperwork, and approval has been completed by City Staff. The Project
is now ready for City Council to formally accept the work.

ATTACHMENTS: 1. Resolution

**DISCUSSION/
FINANCIAL
IMPACT:** The project included the following:

- Rehabilitation or replacement of 11,762 linear feet of sanitary sewer mains
- Installation of 14 new sanitary sewer manholes
- Surface restoration in streets and private property

The 2009 wastewater bond provided funding for this project in account 409-62252-850216. The total cost to complete the project was \$1,179,582.47, with \$959,294.79 in construction costs, \$213,734.91 in staff time to design, administer, and inspect the project, and \$6,552.77 in advertising and fees.

All work done under this contract has been completed and inspected by the City Engineer and found to be satisfactory.

RESOLUTION NO. _____

Acceptance

WHEREAS, work on the improvement described below has been fully completed and has been duly inspected by the City Engineer of the City of Springfield:

P21048; SANITARY SEWER REHABILITATION 2011 BASIN 22A

WHEREAS, said work was found to be in conformance with the terms of the contract now on file in the City Recorder's office; and,

WHEREAS, it is the recommendation of the City Engineer that this improvement project be accepted and permanently included in the improvement maintenance program of the City of Springfield.

NOW THEREFORE BE IT RESOLVED as follows:

- 1) The Common Council of the City of Springfield does hereby accept for future maintenance the above-described project and accepts said improvement from the contractor involved.
- 2) This resolution shall take effect upon adoption by the Council and approval by the Mayor.

Adopted by the Common Council of the City of Springfield, Oregon, this 3rd day of November, 2014.

Adopted by a vote of ____ for and ____ against.

Mayor

ATTEST:

City Recorder

REVIEWED & APPROVED AS
TO FORM

Joseph J. Leahy
DATE: January 1, 2008
OFFICE OF CITY ATTORNEY
CITY OF SPRINGFIELD

AGENDA ITEM SUMMARY

Meeting Date: 11/3/2014
Meeting Type: Regular Meeting
Staff Contact/Dept.: Molly Markarian/DPW
Staff Phone No: 541-726-4611
Estimated Time: Consent Calendar
Council Goals: Encourage Economic Development and Revitalization through Community Partnerships

**SPRINGFIELD
CITY COUNCIL**

| | |
|--|---|
| ITEM TITLE: | GLENWOOD REFINEMENT PLAN PHASE I AMENDMENT (Springfield File Nos. TYP414-00002 & TYP414-00004, Lane County File No. 509-PA14-05471) |
| ACTION REQUESTED: | Conduct a second reading with the option to adopt/not adopt the following: AN ORDINANCE AMENDING: THE GLENWOOD REFINEMENT PLAN (PHASE 1) TRANSPORTATION CHAPTER TEXT AND FIGURES TO ADJUST THE FRANKLIN BOULEVARD PROJECT CONCEPT CURRENTLY IN THE PLAN TO MATCH THE PROPOSED PROJECT DRAFT DESIGN SO THAT IT IS GENERALLY CENTERED ALONG THE EXISTING FRANKLIN BOULEVARD CENTERLINE; THE PROJECT ENVELOPE TO EXTEND FIVE FEET TO THE NORTH AND FIVE FEET TO THE SOUTH OF THE PROPOSED DRAFT DESIGN; AND THE SPRINGFIELD DEVELOPMENT CODE, APPENDIX 3, GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES – PHASE 1, AND ADOPTING A SEVERABILITY CLAUSE. |
| ISSUE STATEMENT: | The City of Springfield and Lane County propose to amend: <ol style="list-style-type: none">1) The figures and text of the Transportation Chapter of the Glenwood Refinement Plan, Phase 1 Update to: adjust the Franklin Boulevard Project concept currently in the Plan to match the proposed Project draft design; align the proposed Project draft design so that its generally centered along the existing Franklin Boulevard centerline; amend the Project envelope to extend five feet to the north and five feet to the south of the proposed draft design; and2) Springfield Development Code, Appendix 3, Glenwood Refinement Plan Policies and Implementation Strategies – Phase 1. |
| ATTACHMENTS: | Attachment 1: Ordinance & Exhibits |
| DISCUSSION/ FINANCIAL IMPACT: | <p>At the time Council reviewed and adopted the 2012 Glenwood Refinement Plan amendments to implement the Glenwood Riverfront District, the Franklin Boulevard project concept had not been refined through the NEPA process. Since that time, staff and the consultant team have been through several design iterations to avoid impacts as practical, while maintaining the integrity and purpose of the planned improvements. At the February 24, 2014 work session, Council reviewed the final proposed Franklin Boulevard design and directed staff to develop and deliver a Franklin Boulevard improvement project based on that refined design.</p> <p>On June 16, 2014, the Springfield City Council initiated an amendment to the Glenwood Refinement Plan to more accurately reflect the Project that the City plans to deliver. These amendments will provide transparency to citizens, businesses and agency partners regarding planned improvements, while assisting all parties in the coordinated development of the Glenwood Riverfront District. The Springfield Planning Commission held a Public Hearing on September 2, 2014; based on the record and the public testimony received, the Springfield Planning Commission voted unanimously to recommend that the Springfield City Council and Lane County Board of Commissioners co-adopt the land use policy package that includes these amendments. The City Council and Lane County Board of Commissioners held a joint Public Hearing on the proposed amendment package on October 27, 2014; both bodies closed the record, and based on the record and the public testimony received, the Lane County Board of Commissioners voted unanimously to adopt the amendment.</p> |

ORDINANCE NO. _____ (General)

AN ORDINANCE AMENDING: THE GLENWOOD REFINEMENT PLAN (PHASE 1) TRANSPORTATION CHAPTER TEXT AND FIGURES TO ADJUST THE FRANKLIN BOULEVARD PROJECT CONCEPT CURRENTLY IN THE PLAN TO MATCH THE PROPOSED PROJECT DRAFT DESIGN SO THAT IT IS GENERALLY CENTERED ALONG THE EXISTING FRANKLIN BOULEVARD CENTERLINE; THE PROJECT ENVELOPE TO EXTEND FIVE FEET TO THE NORTH AND FIVE FEET TO THE SOUTH OF THE PROPOSED DRAFT DESIGN; AND THE SPRINGFIELD DEVELOPMENT CODE, APPENDIX 3, GLENWOOD REFINEMENT PLAN POLICIES AND IMPLEMENTATION STRATEGIES – PHASE 1, AND ADOPTING A SEVERABILITY CLAUSE.

THE CITY COUNCIL OF THE CITY OF SPRINGFIELD FINDS THAT:

WHEREAS, The Glenwood Refinement Plan Phase I was adopted by Springfield on June 18, 2012 (Ordinance No. 6279) and by Lane County on September 5, 2012 (Ordinance No. PA1288 and Ordinance No. 3-12); and

WHEREAS, At the time the Springfield City Council reviewed the 2012 Glenwood Refinement Plan Phase 1 amendments to implement the Glenwood Riverfront Plan District, the Franklin Boulevard project concept had not been refined through the NEPA (National Environmental Policy Act) process; and

WHEREAS, A refined NEPA design was completed in February 2014 that contained the proposed project draft design alignment described in this Ordinance; and

WHEREAS, The Glenwood Refinement Plan Phase 1 and the Springfield Development Code (“SDC”) was previously amended by Springfield on April 7, 2014 (Ordinance 6316) and Lane County on April 14, 2014 (Ordinances PA 1306 and No. 13-7) and acknowledged by DLCD (Department of Land Conservation and Development) on May 9, 2014; and

WHEREAS, timely and sufficient notice of the public hearings regarding these amendments have been provided in accordance with SDC Section 5.2-115; and

WHEREAS, Springfield Development Code Section 5.6-100 sets forth procedures for the amendment of the Glenwood Refinement Plan diagram and text and the SDC; and

WHEREAS: The Springfield File Numbers TYP414-00002 (Glenwood Refinement Plan diagram and text amendment) and TYP 414-00004 (Springfield Development Code text amendment) and Lane County File Number 509-PA14-05471 contain findings in support of the amendments; and

WHEREAS, On September 2, 2012, the Springfield Planning Commission held a public hearing regarding the realignment the Franklin Boulevard project draft design and the criteria of approval, findings and recommendations as set forth in Exhibit A, together with the testimony and submittals of those persons testifying at the public hearing or in writing are part of the public record, and the Springfield Planning Commission voted 7 to 0 to recommend adoption of Glenwood Refinement Plan Phase 1 and the Springfield Development Code amendments to the Springfield City Council and the Lane County Board of Commissioners; and

WHEREAS, on October 7, 2014, the Lane County Board of Commissioners held a first reading on the amendments; and

WHEREAS, on October 27, 2014 the Springfield City Council and the Lane County Board of Commissioners held a public hearing on the amendments; and

WHEREAS, on November 3, 2014, the Springfield City Council held a second reading on the amendments and substantial evidence exists within the public record as set forth in Exhibit A; and

WHEREAS, the Springfield City Council has thoroughly reviewed, considered, and evaluated all of the evidence in the record, including the testimony and submittals of those persons testifying at the public hearing or in writing and are part of the public record and the Springfield City Council is now ready to take action on the amendments.

NOW THEREFORE, THE CITY OF SPRINGFIELD ORDAINS AS FOLLOWS:

SECTION 1: The above Findings and the Findings set forth in Exhibit A are hereby adopted and incorporated herein.

SECTION 2: The Glenwood Refinement Plan (Phase 1) Transportation Chapter text and figures as set forth in Exhibit A, Attachment 1 is hereby amended as follows:

“Franklin Boulevard

From 2007-2008, Springfield worked with its transportation partners, stakeholders, and consultants on the Franklin Boulevard Study. The project team analyzed an array of possible improvements to Franklin Boulevard to support redevelopment and new investment in the Glenwood Riverfront. In early 2008, staff reviewed the preferred alternative -- a hybrid multi-way boulevard -- with the Springfield Economic Development Agency, the Planning Commission, and the City Council. On March 17, 2008, the City Council endorsed the hybrid multi-way boulevard conceptual design and directed staff to refine the concept and integrate it into this Plan. A hybrid multi-way boulevard incorporates a blend of street design concepts to accomplish the fundamental goal of vehicular movement and also creates a pedestrian-friendly environment through on-street parking, slower traffic, transit opportunities, multi-modal applications, and enabling buildings closer to or at the right-of-way line.

Since the Council’s endorsement in 2008, Springfield has sought project funding through several grants and other local and Federal funding sources. At the time this Plan was written, Springfield had successfully secured funding for NEPA analysis and was in the process of procuring contract services for the NEPA process. A full NEPA documentation process and preliminary and final design are needed before the conceptual design is further refined and construction can begin on the upgraded boulevard. Once the NEPA documentation is complete, a phased construction schedule may be possible given the scope, size, and potential impacts along Franklin Boulevard. Potential construction phases and access to existing businesses may be outlined during the NEPA analysis to help mitigate potential impacts to adjacent businesses and property owners. One example of construction phasing could include starting reconstruction near the intersection of Franklin Boulevard and McVay Highway, and then moving west as funding becomes available. Another example may be to first reconstruct the northern portion of Franklin Boulevard followed by the southern portion at a later date.

At the time of development, boulevard designs must comply with Springfield's *Engineering Design Standards and Procedures Manual* (EDSPM). The Introduction to the EDSPM states that Springfield "reserves the right to impose more restrictive or different design standards than those contained in this manual, on a case-by-case basis, to any public works' design..." Therefore, in the event that a corresponding boulevard design cannot be found in this document, developers must collaborate with Springfield so that the design of the boulevard complies with the policies and implementation strategies in this section and the corresponding Franklin Boulevard concept, preliminary design developed through the NEPA process, or final design by a project design and delivery team.

The conceptual plans for the hybrid Franklin Multi-Way Boulevard, as well as the configuration of streets off Franklin Boulevard as described in the Local Street Network section below, were completed with participation by ODOT. In July of 2014 the City and ODOT reached agreement on terms specifying the jurisdictional transfer of the Franklin Boulevard facility and associated right of way from ODOT to the City. The approved Jurisdictional Transfer Agreement is expected to be recorded with the deed records at Lane County by September 2014. Once the transfer is recorded, Franklin Boulevard will be owned and operated by the City of Springfield, subject to the terms of the Transfer Agreement.

Objective:

Re-design and re-construct Franklin Boulevard as a multi-modal transportation facility to support the redevelopment of Glenwood as envisioned in the Land Use Chapter and to provide an improved arterial connection between Springfield and Eugene.

Policies & Implementation Strategies:

- Partner with ODOT, Lane Transit District (LTD), property owners, and private developers to fund, dedicate right-of-way, design, and construct the upgraded Franklin Boulevard.
 - During the land use review and approval process for properties fronting Franklin Boulevard, establish design and right-of-way obligations, and require dedication of right-of-way necessary to construct the hybrid multi-way boulevard.
 - Use a blend of hybrid multi-way boulevard designs as shown in Figure 1 Conceptual Project Design, to allow for flexibility in phasing design and construction as funding becomes available.
 - Locate the right-of-way for the Franklin Boulevard improvements within the Corridor Envelope shown in Figure 2. The Corridor Envelope extends five feet to the north and five feet to the south of the Conceptual Project Design.
 - Design the upgraded Franklin Boulevard such that the maximum necessary width does not exceed: two eastbound and two westbound through lanes; dedicated bus rapid transit facilities between Glenwood Boulevard and McVay Highway; left turn lanes; a continuous and safe bicycle facility along both sides of the boulevard; access lanes in specified locations separated by a landscaped median adjacent to the through lanes; continuous, wide setback sidewalks buffered from traffic flow; on-street parking on the north and south access lanes; and potential alternative bicycle/pedestrian amenities or on-street parking on both the north and south side of the arterial sections.

- Establish a Corridor Envelope that extends five feet to the north and five feet to the south of the Conceptual Project Design to provide a measure of flexibility in project delivery of the Franklin Boulevard improvement project. Within this Corridor Envelope, the maximum width of the hybrid multi-way boulevard is approximately 175 feet, except where bump-outs may be required for transit stations or intersections.
- Enhance the safety, comfort, and convenience of pedestrians and bicyclists along and across the boulevard, as conceptually depicted in Figure 3.
 - Establish continuous, wide setback sidewalks on both sides of the boulevard that are buffered from traffic flow and that consider the adjacent land use context pertinent to development.
 - Reduce crossing distances and provide pedestrian refuges by utilizing two-stage crossings, curb extensions, stop controls, or other appropriate traffic control devices at intersections.
 - Provide enhanced pedestrian crossings to transit stations in the vicinity of intersections.
 - Enhance the urban design of the area and differentiate the building/frontage zone, the travel/throughway zone, the furnishing zone, and the curb/edge zone of the sidewalks by incorporating distinct elements, patterns, and/or materials such as pavement treatments, street trees, landscaping, water quality facilities, street furniture, bicycle parking, street lights, and pedestrian scale lighting.
 - Provide a continuous and safe bicycle facility along both sides of the boulevard from the Springfield Bridges to the eastern edge of the south bank bicycle and pedestrian viaduct.
- Increase the safety, mobility, and efficiency of bus rapid transit service, automobiles, and trucks.
 - Separate through traffic from local traffic by using a combination of direct through lanes and low-speed access lanes with on-street parking.
 - Preserve capacity that may be used for dedicated bus rapid transit facilities.
 - Construct multi-lane roundabouts at the Franklin Boulevard/McVay Highway intersection, Franklin Boulevard/Mississippi Avenue intersection, Franklin Boulevard/Henderson Avenue intersection, and the Franklin Boulevard/Glenwood Boulevard intersection that incorporate bicycle and pedestrian treatments that calm traffic and support pedestrian and bicycle mobility and safety.
 - Coordinate with appropriate State and local agencies (depending on the jurisdictional responsibilities in effect) to close, consolidate, realign, and relocate street intersections and curb cuts along the length of Franklin Boulevard to improve facility operations and reduce safety conflicts.
- Locate transit stations to provide optimal, safe pedestrian access between stations and adjacent areas planned for mixed-use development.

- Construct three curbside stations along Franklin Boulevard, preferably at the Franklin Boulevard/Glenwood Boulevard intersection, Franklin Boulevard/Mississippi Avenue intersection, and the Franklin Boulevard/McVay Highway intersection.
- Seek opportunities, partnerships, and funding to incorporate public art features into the design and construction of street improvements and to establish distinctive, iconic gateway features that help create a sense of place and orient travelers along the corridor.”

■ ■ ■

No text changes are proposed from “Local Street Network” on page 62 (April 2014 version) to “Riverfront Multi-Use Path” on page 77 (April 2014 version).

■ ■ ■

“Riverfront Multi-Use Path

Extension of the regional riverside multi-use path system through Glenwood has been a community transportation and open space planning goal for many years. Plans prepared by Springfield and its partners have set forth visions for connecting Glenwood to Eugene, downtown Springfield, Dorris Ranch, Buford Park, and beyond. A conceptual multi-use path alignment is identified in the 2002 TransPlan, the 2004 Willamalane Park and Recreation Comprehensive Plan, the 2007 Regional Transportation Plan, and the 2014 Springfield Transportation System Plan.”

No text changes are proposed from “The 2011 Draft” on page 77 (April 2014 version) through the end of the Transportation Chapter on page 79 (April 2014 version).

“Figure 1”



“Figure 2”



SECTION 3: The Springfield Development Code, Appendix 3, Glenwood Refinement Plan Policies and Implementation Strategies is hereby amended as follows:

« **B.** Transportation Chapter.

B.1. Franklin Boulevard.

B.1.a. Partner with ODOT, Lane Transit District (LTD), property owners, and private developers to fund, dedicate right-of-way, design, and construct the upgraded Franklin Boulevard.

B.1.a.1. During the land use review and approval process for properties fronting Franklin Boulevard, establish design and right-of-way obligations, and require dedication of right-of-way necessary to construct the hybrid multi-way boulevard.

B.1.b. Use a blend of hybrid multi-way boulevard designs as shown in Figure 1, Conceptual Project Design to allow for flexibility in phasing design and construction as funding becomes available.

B.1.b.1. Locate the right-of-way for the Franklin Boulevard improvements within the Corridor Envelope shown in Figure 2. The Corridor Envelope extends five feet to the north and five feet to the south of the Conceptual Project Design.

B.1.b.2. Design the upgraded Franklin Boulevard such that the maximum necessary width does not exceed: two eastbound and two westbound through lanes; dedicated bus rapid transit facilities between Glenwood Boulevard and McVay Highway; left turn lanes; a continuous and safe bicycle facility along both sides of the boulevard; access lanes in specified locations separated by a landscaped median

adjacent to the through lanes; continuous, wide setback sidewalks buffered from traffic flow; on-street parking on the north and south access lanes; and potential alternative bicycle/pedestrian amenities or on-street parking on both the north and south side of the arterial sections.

- B.1.c.** Establish a Corridor Envelope that extends five feet to the north and five feet to the south of the Conceptual Project Design to provide a measure of flexibility in project delivery of the Franklin Boulevard improvement project. Within this Corridor Envelope, the maximum width of the hybrid multi-way boulevard is approximately 175 feet, except where bump-outs may be required for transit stations or intersections.
- B.1.d.** Enhance the safety, comfort, and convenience of pedestrians and bicyclists along and across the boulevard, as conceptually depicted in Figure 3.
 - B.1.d.1.** Establish continuous, wide setback sidewalks on both sides of the boulevard that are buffered from traffic flow and that consider the adjacent land use context pertinent to development.
 - B.1.d.2.** Reduce crossing distances and provide pedestrian refuges by utilizing two-stage crossings, curb extensions, stop controls, or other appropriate traffic control devices at intersections.
 - B.1.d.3.** Provide enhanced pedestrian crossings to transit stations in the vicinity of intersections.
 - B.1.d.4.** Enhance the urban design of the area and differentiate the building/frontage zone, the travel/throughway zone, the furnishing zone, and the curb/edge zone of the sidewalks by incorporating distinct elements, patterns, and/or materials such as pavement treatments, street trees, landscaping, water quality facilities, street furniture, bicycle parking, street lights, and pedestrian scale lighting.
 - B.1.d.5.** Provide a continuous and safe bicycle facility along both sides of the boulevard from the Springfield Bridges to the eastern edge of the south bank bicycle and pedestrian viaduct.
- B.1.e.** Increase the safety, mobility, and efficiency of bus rapid transit service, automobiles, and trucks.
 - B.1.e.1.** Separate through traffic from local traffic by using a combination of direct through lanes and low-speed access lanes with on-street parking.
 - B.1.e.2.** Preserve capacity that may be used for dedicated bus rapid transit facilities.
 - B.1.e.3.** Construct multi-lane roundabouts at the Franklin Boulevard/McVay Highway intersection, Franklin Boulevard/Mississippi Avenue

intersection, Franklin Boulevard/Henderson Avenue intersection, and the Franklin Boulevard/Glenwood Boulevard intersection that incorporate bicycle and pedestrian treatments that calm traffic and support pedestrian and bicycle mobility and safety.

B.1.e.4. Coordinate with appropriate State and local agencies (depending on the jurisdictional responsibilities in effect) to close, consolidate, realign, and relocate street intersections and curb cuts along the length of Franklin Boulevard to improve facility operations and reduce safety conflicts.

B.1.f. Locate transit stations to provide optimal, safe pedestrian access between stations and adjacent areas planned for mixed-use development.

B.1.f.1. Construct three curbside stations along Franklin Boulevard, preferably at the Franklin Boulevard/Glenwood Boulevard intersection, Franklin Boulevard/Mississippi Avenue intersection and the Franklin Boulevard/McVay Highway intersection.

B.1.g. Seek opportunities, partnerships, and funding to incorporate public art features into the design and construction of street improvements and to establish distinctive, iconic gateway features that help create a sense of place and orient travelers along the corridor.”

SECTION 4: Severability Clause. If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and individual provision and such holding shall not affect the validity of the remaining portions of this Ordinance.

ADOPTED by the Common Council of the City of Springfield by a vote of ____ for and ____ against, this ____ day of _____, 2014.

APPROVED by the Mayor of the City of Springfield, this ____ day of _____, 2014.

ATTEST:

Mayor

City Recorder

EXHIBIT A

STAFF REPORT and FINDINGS

CITY OF SPRINGFIELD, DEVELOPMENT AND PUBLIC WORKS DEPARTMENT

| | |
|--|--|
| <p style="text-align: center;">City of Springfield and Lane County Proposed Glenwood Refinement Plan Amendment</p> <p>Nature of Request: Staff is requesting that the Springfield Planning Commission forward a recommendation of approval to the Springfield City Council and the Lane County Board of Commissioners regarding proposed amendments to:</p> <p>1) The figures and text of the Transportation Chapter of the Glenwood Refinement Plan, Phase 1 Update (See Attachment 1) to: adjust the Franklin Boulevard Project concept currently in the Plan to match the proposed Project draft design; align the proposed Project draft design so that it's generally centered along the existing Franklin Boulevard centerline; amend the Project envelope to extend five feet to the north and five feet to the south of the proposed draft design; and</p> <p>2) Springfield Development Code, Appendix 3, Glenwood Refinement Plan Policies and Implementation Strategies – Phase 1 (See Attachment 3). Both applications address the same policies and implementation strategies and have the same criteria of approval under Section 5.6-100; therefore, these applications will be reviewed concurrently.</p> | <p>Springfield File Number: TYP414-00002 TYP414-00004</p> <p>Lane County File Number: 509-PA14-05471</p> |
|--|--|

BRIEF HISTORY OF THE GLENWOOD REFINEMENT PLAN (PHASE 1 UPDATE)

- On February 25, 2008, the Springfield City Council directed staff to proceed with updating the Glenwood Refinement Plan in phases.
- The Phase 1 Update involved amendment of: the Eugene Springfield Metropolitan Area General Plan (Metro Plan) diagram: the Glenwood Refinement Plan diagram and text; the Springfield Development Code (SDC); and the Springfield Zoning Map.
- Ballot Measure 56 notice of the public hearings regarding the Phase 1 Update was provided.
- The public record contained complete documentation of the Phase 1 Update: Springfield file numbers - LRP 2008-0017, TYP411-00006, TYP411-00005, TYP411-00007 and TYP311-00001 and Lane County file number PA 11-5489.
- On June 18, 2012, the Phase 1 Update was adopted by the Springfield City Council, Ordinance 6279.
- On September 5, 2012, the Phase 1 Update was co-adopted by the Lane County Board of Commissioners, Ordinances PA 1288 and No. 3-12.
- On September 28, 2012, Shamrock Homes, LLC filed a Notice of Intent to Appeal Springfield Ordinance 6279 and Lane County Ordinances PA 12888 and 3-12 to the Land Use Board of Appeals (LUBA).
- On July 12, 2013, LUBA rendered its decision (LUBA 2012/077/078/079). LUBA required Springfield and Lane County to take additional action with regards to Goal 9 (Economic Development); Goal 10 (Housing); Goal 12 (Transportation); and Goal 15 (Willamette River Greenway).
- Notice of the public hearings regarding the LUBA Remand for the Phase 1 Update was provided.
- Springfield File Numbers TYP411-0005, TYP411 00007, and TYP311-00001 and Lane County File Number PA 11 -5489 contained supplemental findings and studies regarding Goals 9, 10, 12 and 15

that addressed the LUBA Remand, as well as additional findings in order to change the land use designation and zoning of 14.29 acres of land from Employment Mixed-Use to Commercial Mixed-Use on Assessor's Maps and Tax Lots 18-03-03-11 01401, 17-03-34-440 3300, and 17-03-34-44 00301.

- The public record contained complete documentation of the LUBA Remand.
- On April 7, 2014, the response to the LUBA Remand by Springfield was adopted by the Springfield City Council, Ordinance 6316.
- On April 14, 2014, the response to the LUBA Remand by Lane County was adopted by the Lane County Board of Commissioners, Ordinances PA 1306 and No. 13-07.
- On May 9, 2014, the Phase 1 Update, including all adopted Ordinances, was acknowledged by the Oregon Department of Land Conservation and Development (DLCD).

FRANKLIN BOULEVARD PROJECT DESCRIPTION/DESIGN HISTORY

Franklin Boulevard is the main arterial street connecting downtown Eugene, the University of Oregon, and downtown Springfield. The EmX bus rapid transit (BRT), which connects downtown Eugene and downtown Springfield, travels along Franklin Boulevard, serving the Glenwood area. As stated above, the Phase 1 Update has been acknowledged by DLCD and includes a discussion of future improvements to Franklin Boulevard and existing and proposed connecting local streets. Specifically, the Transportation Chapter of the Glenwood Refinement Plan discusses modernization of Franklin Boulevard by converting the existing roadway into a multi-modal boulevard with provisions for both local and through traffic, pedestrians, bicycles and transit. The Franklin Boulevard Project will include wide sidewalks well separated from through traffic; improved spacing for pedestrian crossings; pedestrian refuges; calmed and slowed traffic; improved access to transit; and buffered bike lanes. These Project features will improve the safety and attractiveness of the corridor for all users and improve mobility for the population that lives and works in the corridor.

- 2002 – A “square about” or “double couplet” intersection for Franklin/McVay Hwy is approved as proposed in the Glenwood Specific Area Plan. Four traffic lights and separation between each direction both north/south and east/west. Long-term Franklin cross section identified at over twice existing right of way.
- 2005 – STP-U Funding secured to further explore Franklin Boulevard improvement options.
- 2007/2008 – Conducted Franklin Boulevard Study with stakeholder involvement.
- 2009 – Council endorsement of Franklin Boulevard Study recommendation, directs staff to pursue funding and Project development.
- 2010 – Franklin jurisdictional transfer dialogue begins.
- 2010 – Joint City of Springfield, City of Eugene, LTD and ODOT Franklin TIGER II grant submitted (not awarded).
- 2010/2011 – \$1.2 million NEPA funding package secured: STP-U, SEDA, Transportation SDCs, LTD.
- 2012 – ODOT IGA for Project NEPA documentation approved, consultant selected.
- 2012 – Council direction to pursue Categorical Exclusion (CE) with design refinements.
- 2012 – Glenwood Refinement Plan Phase 1 update approved, contains the Franklin Project concept from the 2008 Study, and a larger Project ‘envelope’.
- 2013 – Franklin Boulevard right of way annexed to the city limits, facility remains ODOT.
- April 2013 – NEPA Phase 1 Scan complete, issues reported in white paper. Decision to move into Phase 2 and work to reduce impacts with further design refinements, complete draft environmental baseline reports, prepare for meeting with FHWA on NEPA classification as a Categorical Exclusion or Environmental Assessment.

- September 2013 – ODOT Region 2 ‘SuperACT’ agrees to fund phase 1 construction with \$6 million in STIP Enhance dollars, City agrees to match with \$3.6 million local dollars. Project construction now in draft STIP.
- October 2013 – NEPA Phase 2 issues reported to Council: alignment on existing centerline, intersection design and EmX, how to reduce Project impacts. Initiated Project outreach to businesses and property owners along corridor and within Project area of influence per NEPA.
- February 2014 – NEPA Phase 2 sketch design and draft environmental baseline reports complete. Council check-in on Project footprint and designs prior to meeting with FHWA and ODOT in March for direction on possible Categorical Exclusion (CE).
- March 2014 – Staff began a focused public outreach with NEPA design concept. The City is in the process of procuring a contract for design, right-of-way and construction engineering services.
- June 2014 – the Springfield City Council approved Resolution 2014-21 for the jurisdictional transfer of Franklin Boulevard from ODOT to the City. The document has been signed by ODOT and will be recorded at Lane County in early August.

PROCEDURAL REQUIREMENTS

SDC Section 5.6-100 Refinement Plans, Plan Districts and the Development Code-Adoption or Amendment.

This Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendment applications were initiated as specified in SDC Section 5.6-105B. by the Springfield City Council on June 16, 2014.

These applications are a Type IV procedure as defined in Section 5.1-140 of the Springfield Development Code and will require:

- 1) Review and a recommendation by the Springfield Planning Commission (also acting on behalf of the Lane County Planning Commission); and
- 2) Adoption of Ordinances by the Springfield City Council and the Lane County Board of Commissioners.

SDC Section 5.2-115 Notice.

These Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendment applications are legislative land use decisions that require:

- 1) Mailed notice as specified in SDC Section 5.2-115A (a Ballot Measure 56 mailed notice has been prepared similar to the notice utilized for the Phase 1 Update – see Goal 1 findings); and
- 2) Newspaper notice as specified in SDC Section 5.2-115B (see Goal 1 findings).

REFINEMENT PLAN AND SDC AMENDMENT REVIEW CRITERIA (Section 5.6-115)

“A. In reaching a decision on the adoption or amendment of refinement plans and this Code’s text, the City Council shall adopt findings that demonstrate conformance to the following:”

Note: This Glenwood Refinement Plan (GRP) Transportation Chapter amendment application involves only the realignment of the Franklin Boulevard Project envelope as described in the Revised Conceptual Design 2014 discussed above and the revised description of the envelope. The concurrent SDC Appendix 3 amendment application also involves only those GRP Transportation Chapter policies and implementation strategies regarding the realignment of the Franklin Boulevard envelope.

“1. The Metro Plan;”

Findings

The Metro Plan:

- Is the official long-range comprehensive policy document for metropolitan Lane County and the cities of Eugene and Springfield;
- Establishes general planning policies and land use allocations and serves as the basis of the coordination of programs concerning the use and conservation of physical resources, furtherance of assets, and development and redevelopment of the metropolitan area; and
- Addresses all applicable Statewide Planning Goals either in the Plan itself, or through supporting facility plans such as TransPlan, local TSPs, etc.

However, the Metro Plan diagram was amended as part of the adoption of the Phase 1 Update (Springfield Ordinance 6279 and Lane County Ordinances PA 1288 and No. 3-12) to depict the changes in the land use designations resulting from the update process. Metro Plan Transportation Policies F. 1, 3, 4, 7, 8, 10, 11, 13, 14, 17, 18, 19, 20, 22, 23, 24, 26, 27, 28, 29 and 37 were addressed as part of the Phase 1 Update; the diagram designation changes are consistent with, and serve to implement these policies.

While no amendment of the Metro Plan diagram or Glenwood Refinement Plan diagram is proposed as part of these applications, the staff report for the Phase 1 Update Ordinance 6279, (EXHIBIT A-126-132) specifically addressed (**Metro Plan Transportation Policy F. 10 “Protect and manage existing and future transportation infrastructure” Page III –F -7**) as follows: *“The proposed Glenwood Refinement Plan Transportation Chapter discusses “Franklin Boulevard: From 2007-2008, Springfield worked with its transportation partners, stakeholders, and consultants on the Franklin Boulevard Study. The Project team analyzed an array of possible improvements to Franklin Boulevard to support redevelopment and new investment in the Glenwood Riverfront. In early 2008, staff reviewed the preferred alternative, a hybrid multi –way boulevard, with the Springfield Economic Development Agency, the Planning Commission, and the City Council. On March 17, 2008, the City Council endorsed the hybrid multi –way boulevard conceptual design and directed staff to refine the concept and integrate it into this Plan. A hybrid multi –way boulevard is a street design that incorporates a blend of multi –way boulevard concepts. A multi –way boulevard is a street design that accomplishes the fundamental goal of vehicular movement and also creates a pedestrian friendly environment through on- street parking, slower traffic, transit opportunities, multi –modal applications, and enabling buildings closer to or at the right –of –way line. Since the Council’s endorsement in 2008, Springfield has sought Project funding through several grants and other local and Federal funding sources. At the time this Plan was written, Springfield had successfully secured funding for National Environmental Policy Act (NEPA) analysis and was in the process of procuring contract services for the NEPA process. A full NEPA documentation process and preliminary and final design are needed before the conceptual design is further refined and construction can begin on the upgraded boulevard. Once the NEPA documentation is complete, a phased construction*

schedule may be possible given the scope, size, and potential impacts along Franklin Boulevard. Potential construction phases and access to existing businesses may be outlined during the NEPA analysis to help mitigate potential impacts to adjacent businesses and property owners.” See also the Franklin Boulevard Design Project history cited above.

However, because the Metro Plan itself and the referenced Metro Plan Transportation Policies contain “general policies” they are not intended to be used to determine the specific location of the Franklin Boulevard Project envelope that was included in the Glenwood Refinement Transportation Chapter. That determination was based upon the Franklin Boulevard Conceptual Design (2012) that was developed from the first phase of the NEPA process and which was based on Project #839 in TransPlan – Franklin Boulevard, Jenkins Drive to Mill Street, Upgrade to urban facility – see also the discussion under the Franklin Boulevard Design Project history cited above.

The adopted and acknowledged Glenwood Refinement Plan Transportation Chapter (pp. 59-61) is where the specific Franklin Boulevard Project envelope language is stated:

“Objective:

Re- design and re- construct Franklin Boulevard as a multi -modal transportation facility to support the redevelopment of Glenwood as envisioned in the Land Use Chapter and to provide an improved arterial connection between Springfield and Eugene.

Policies & Implementation Strategies:

- *Partner with ODOT, Lane Transit District (LTD), property owners, and private developers to fund, dedicate right -of -way, design, and construct the upgraded Franklin Boulevard.*
 - *During the land use review and approval process for properties fronting Franklin Boulevard, establish design and exact right -of -way obligations, and require dedication of right -of -way necessary to construct the hybrid multi -way boulevard.*
- *Use a blend of hybrid multi -way boulevard designs as conceptually depicted in Figures 1 and 2 to allow for flexibility in phasing design and construction as funding becomes available.*
 - *Locate the right -of -way for the Franklin Boulevard improvements within the Corridor Envelope described below to maximize the developable area between the upgraded facility and the Willamette River, while also working to minimize impacts on existing buildings on the south side of the upgraded facility.*
 - *For the purpose of determining maximum necessary width, design the upgraded Franklin Boulevard such that the maximum necessary width does not exceed: two eastbound and two westbound through lanes; dedicated bus rapid transit facilities between Glenwood Boulevard and McVay Highway; left turn lanes; a continuous and safe bicycle facility along both sides of the boulevard; access lanes in specified locations separated by a landscaped median adjacent to the through lanes; continuous, wide setback sidewalks buffered from traffic flow; on- street parking on the north and south access lanes; and potential alternative bicycle /pedestrian amenities or on- street parking on both the north and south side of the arterial sections.*
- *Establish a Corridor Envelope, the approximate maximum width of which is 197 feet, and the northern boundary of which is generally 20 feet. north of the northern right - of -way of Franklin Boulevard (McKenzie Highway) as documented by ODOT right -of -way files as of October 18, 2011. Within this Corridor Envelope, the maximum width of the hybrid multi -way boulevard is approximately 172 feet, except where bump - outs may be required for transit stations or proposed intersections. The corridor design envelope for the hybrid multi -way boulevard provides for alignment flexibility during final design to address any geometric roadway design issues, and also*

to provide design flexibility to minimize right-of-way impacts. The corridor design envelope and planned upgraded Franklin Boulevard are described in more detail below and are graphically approximated in Figure 3.

- o Franklin Boulevard / Glenwood Boulevard Intersection and Franklin Boulevard/McVay Highway Intersection: Preserve the area shown on Figure 3 for future intersection improvements to provide corridor mobility and roadway access to the Glenwood Riverfront at both intersection locations.*
- o Jenkins Drive to Glenwood Boulevard: The Corridor Envelope will narrow to approximately 110 feet west of the Glenwood Boulevard intersection, tapering to meet the facility cross-section within the 1-5 right-of-way. This section of the facility is planned as a modern urban arterial.*
- o Glenwood Boulevard to Henderson Avenue: The Corridor Envelope will narrow to approximately 151 feet between the intersections, flaring to accommodate the intersection geometry at Glenwood Boulevard and matching the width of the facility at the Henderson Avenue intersection. This section of the facility is planned as a modern urban arterial.*
- o Henderson Avenue to Mississippi Avenue: The Corridor Envelope is 197 feet wide. This section of the facility is expected to include multi-way boulevard treatments on both the north and south sides.*
- o Mississippi Avenue to McVay Highway: The Corridor Envelope Flares to match the facility at Henderson and intersection geometry at McVay Highway. Between these two match lines the Corridor Envelope is approximately .184 feet wide. This section of the facility is expected to include multi-way treatments on the north side and modern urban arterial design on the south side”....*

Neither the Metro Plan diagram, the Metro Plan text, nor the Glenwood Refinement Plan diagram need to be amended in order to adopt these proposals into the GRP.

Conclusion

All applicable sections of the Metro Plan were addressed in the applications comprising the Phase 1 Update that were acknowledged by DLCD on May 9, 2014. This proposal and its outcome do not require Metro Plan amendments as the classification, description and purpose of the road project is unchanged; the alignment of this project appears on the Metro Plan diagram as a general location in response to the Plan's 1"=7,000' scale; therefore a five foot adjustment north and south is inconsequential and impracticable to show at this scale; and no changes to Metro Plan land use designations are proposed. No further discussion of Metro Plan policies is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter amendment, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Criterion 5.6-115A.1. has been met.

“2. Applicable State statutes; and”

Findings and Conclusion

All applicable Phase 1 Update State statutes were addressed in the applications comprising the approved and acknowledged Phase 1 Update. There are no additional State statutes that apply to these applications. No further discussion of applicable State statutes is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter amendment, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Criterion 5.6-115A.2. has been met.

“3. Applicable State-wide Planning Goals and Administrative Rules”.

STATEWIDE PLANNING GOAL 1 CITIZEN INVOLVEMENT

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

Findings

The adopted and acknowledged Phase 1 Update had an extensive citizen involvement process over the course of the 6½-year work task that included the formation of a Citizen Advisory Committee, mailed (Ballot Measure 56) and newspaper notice; and numerous public hearings at the Planning Commission and Elected Official (Springfield City Council and Lane County Board of Commissioners) level. During the public hearing process, there was no testimony specifically regarding the location of the Franklin Boulevard Project envelope.

For these applications:

- 1) DLCD was notified on July 30, 2014.
- 2) Mailed notice as specified in SDC Section 5.2-115A (Ballot Measure 56) was sent on August 22, 2014.
- 3) Newspaper notice as specified in SDC Section 5.2-115B. was published on August 22, 2014.

As discussed under the Franklin Boulevard Project history at the beginning of this staff report, design options for this project have been proposed since 2002, within the context of the Phase 1 Update and through the other public processes (See also Attachment 2).

Specifically, since 2008, several iterations of the Franklin Boulevard improvement design have been reviewed and refined through the National Environmental Policy Act (NEPA) process to minimize Project impacts.

The development of the Project’s design spanned three consecutive phases and resulted in three conceptual designs for the proposed Project:

- 1) Glenwood Refinement Plan Phase 1 (Initial Conceptual Design): **This is the design that was developed as part of the approved and acknowledged Phase 1 Update.**

The Initial Conceptual Design for Franklin Boulevard would have resulted in the following:

- Two through traffic lanes on Franklin Boulevard in each direction (same as existing).
- Intermittent local access roadways with parking paralleling Franklin Boulevard on both sides.
- Landscaped medians separating the local access roadways from the through traffic lanes.
- Widened sidewalks throughout the corridor.
- Bike lanes in segments on Franklin Boulevard that would not include the local access roadways.
- One exclusive BRT lane on Franklin Boulevard in each direction, located in the median.
- Roundabouts at Glenwood Boulevard and McVay Highway.
- Signalized intersections at Henderson Avenue and Mississippi Avenue.

The following summarizes the key right of way-related impacts that would have occurred under the Initial Conceptual Design:

- 28 business relocations or displacements
- 5 residential relocations or displacements

- Would require city acquisition of a portion of a parcel on which 1 eligible historic resource is located.

2) Workshop Conceptual Design Phase: A workshop held in November 2012 resulted in a modified design that was developed during 2013.

The Workshop Conceptual Design 2013 included the following general changes to the Initial Conceptual Design:

- Widening equally to the north and south sides of the existing Franklin Boulevard;
- Reductions in the widths of various cross-sections to their minimum acceptable widths;
- Inclusion of buffered bicycle lanes throughout the Project corridor;
- Elimination of the median exclusive transit lanes;
- Inclusion of a landscaped central median;
- Inclusion of landscaped medians between the local access roadways and the through traffic lanes; and
- Roundabouts located at the following four intersections:
 - Glenwood Boulevard;
 - Henderson Avenue;
 - Mississippi Avenue; and
 - McVay Highway.

Environmental baseline work was used to identify potential impacts that would result from the Workshop Conceptual Design 2013. The following summarizes the right of way-related impacts that would occur under the Workshop Conceptual Design 2013:

- 31 business relocations or displacements
- 0 residential relocations or displacements
- Would require city acquisition of a portion of a parcel on which 1 eligible historic resource is located

3) Revised Conceptual Design Phase: In 2014, the revised Conceptual Design Phase focused on avoiding or minimizing adverse impacts remaining within the Workshop Conceptual Design 2013. Once baseline environmental impacts that would result from the Workshop Conceptual Design 2013 were identified, each potentially impacted parcel was evaluated to determine possible refinements that could avoid, minimize, or mitigate those impacts. Following are the key changes in the Revised Conceptual Design 2014, compared to the Workshop Conceptual Design 2013:

- shifting to the south in the vicinity of the Myrmo and Sons property to avoid use of any of the parcel;
- further reduction of business displacements due to shifting to the south in the vicinity of the Myrmo and Sons property; and
- parking and access changes.

The following summarizes the right of way-related impacts that would occur under the Revised Conceptual Design 2014:

- 20 business relocations or displacements
- 0 residential relocations or displacements
- 0 impacts to eligible historic resources

These design changes have resulted in a Project footprint and Project envelope that differ from those contained in the approved and acknowledged Phase 1 Update; will cause less right-of-way related impacts to abutting properties; and form the basis for this proposed Glenwood Refinement Plan Transportation Chapter amendment. The revised Conceptual Design (2014) is the Franklin Boulevard

final approved design and is the basis for this Glenwood Refinement Plan Transportation Chapter amendment application. See Attachment 1.

The Franklin Boulevard Redevelopment Project, based upon the Revised Conceptual Design 2014 is currently underway. City and consultant staff has met with affected property owners and tenants in October 2013 and again in March 2014. Staff reviewed the draft Project Boundary with affected property owners and tenants, spoke about overall Project details, and offered to add each individual to the Project's Interested Parties List. See Attachment 2 for the public involvement process for this Project.

Conclusion

All applicable sections of Goal 1 were addressed in the applications comprising the Phase 1 Update that were acknowledged by DLCD on May 9, 2014. Staff has also demonstrated how Goal 1 has/will be addressed as part of this proposed Glenwood Refinement Plan Transportation Chapter amendment and the Franklin Boulevard Redevelopment Project. Therefore, the proposed amendments of the Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 are consistent with Goal 1.

STATEWIDE PLANNING GOAL 2 LAND USE PLANNING

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

Findings

Goal 2 requires that local comprehensive plans be consistent with Statewide Planning Goals and that implementing ordinances be consistent with acknowledged comprehensive plans. The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the policy document (local comprehensive plan) that provides a basis for all decisions and actions related to land use in the Eugene-Springfield metropolitan area, and for Springfield in particular. The Metro Plan was acknowledged by the State on August 23, 1982 to be in compliance with Statewide Planning Goals pursuant to ORS 197.245 and 197.250. The Metro Plan underwent Periodic Review and subsequent State acknowledgement in 1986 and again in 1994-2007. In all cases, the Metro Plan is the guiding comprehensive planning and land use policy document, and refinement plans must be consistent with the Metro Plan. The SDC also implements the policies and direction of the Metro Plan and adopted refinement plans and specifies the procedures and criteria that are necessary for development approval.

The Phase 1 Update required a Type II Metro Plan diagram amendment that was ultimately acknowledged by DLCD on May 9, 2014. In the present case, only the Franklin Boulevard Project envelope is proposed to be realigned and the accompanying text descriptions of the Project envelope revised. These applications will not affect any acknowledged Metro Plan or Glenwood Refinement Plan designation. Because portions of Glenwood are still outside of Springfield's city limits, but within its UGB, Lane County co-adopted the Phase 1 Update and must co-adopt this Glenwood Refinement Plan Transportation Chapter amendment application.

Goal 2 also requires that land use decisions be coordinated with affected jurisdictions and that they be supported by an adequate factual base.

ORS 197.610 requires the City to forward notice of proposed refinement plan amendments to the Department of Land Conservation and Development (DLCD) a minimum of 35 days prior to the first

evidentiary hearing on adoption. Notice was provided to DLCD on July 30, 2014; the first evidentiary hearing is scheduled for September 2, 2014. ODOT and LTD are considered affected agencies.

Goal 2 provides procedures for Statewide Goal exceptions. An exception is a decision to exclude certain land from the requirements of one or more applicable Statewide Planning Goals. No Statewide Planning Goal exceptions are proposed or are necessary for the proposed amendments to be adopted.

Conclusion

The Goal 2 coordination requirement is met when Springfield engages in an exchange, or invites such an exchange, between the City and any affected governmental unit. To comply with the Goal 2 coordination requirement, the City engaged in inviting an exchange of information about the proposed amendment with all of the affected governmental units. Specifically, the City provided notice of the proposed action and opportunity to comment to DLCD, ODOT, LTD. There are no Goal 2 exceptions required for the proposed amendments. Therefore, the proposed amendments of the Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 are consistent with Goal 2.

STATEWIDE PLANNING GOAL 3 AGRICULTURAL LAND

"To preserve and maintain agricultural lands."

Findings

Goal 3 defines "agricultural lands" by stating, in part, that they: "...do not include land within acknowledged urban growth boundaries...."

The Phase 1 Update and the proposed amendments apply to property located completely within Springfield's acknowledged Urban Growth Boundary (UGB), both in and outside of the city limits. All land in Springfield's UGB has City zoning. Springfield has the authority to apply City zoning between the city limits and UGB through an Intergovernmental Agreement signed with Lane County in 1986. Land in Glenwood is currently planned and zoned for urban use and will continue to be upon adoption of the proposed amendments. No UGB expansion is proposed as part of the proposed amendments. The proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments do not affect land designated for agricultural use outside of Springfield's UGB.

Conclusion

Goal 3 is not applicable to the proposed amendments because no agricultural plan designation or use is affected and Goal 3 excludes lands inside an acknowledged urban growth boundary from the definition of agricultural lands.

STATEWIDE PLANNING GOAL 4 FOREST LAND

"To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture."

Findings

OAR 660-006-0020 states: "Goal 4 does not apply within urban growth boundaries and therefore, the designation of forest lands is not required."

The Phase 1 Update and the proposed amendments apply to property located completely within Springfield's acknowledged Urban Growth Boundary (UGB), both in and outside of the city limits. All land in Springfield's UGB has City zoning. Springfield has the authority to apply City zoning between the city limits and UGB through an Intergovernmental Agreement signed with Lane County in 1986. Land in Glenwood is currently planned and zoned for urban use and will continue to be upon adoption of the proposed amendments. No UGB expansion is proposed as part of the proposed amendment. The proposed Glenwood Refinement Plan Transportation Chapter amendment does not affect land designated for forest use outside of Springfield's UGB.

Conclusion

All land comprising the Phase 1 Update area is within Springfield's UGB; therefore, as specified in OAR 660-006-20, Goal 4 does not apply.

STATEWIDE PLANNING GOAL 5 NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACE

"To protect natural resources and conserve scenic and historic areas and open spaces."

Findings

Goal 5 requires communities to inventory the following natural resources: Riparian corridors, including Water and Riparian Areas and Fish Habitat; Wetlands; Wildlife Habitat; Federal Wild and Scenic Rivers; State Scenic Waterways; Groundwater Resources; Approved Oregon Recreation Trails; Natural Areas; Wilderness Areas; Mineral and Aggregate Resources; Energy Sources; and Cultural Areas. Goal 5 encourages communities to maintain existing inventories of the following resources: Historic Resources; Open Space; and Scenic Views and Sites.

The Phase 1 Update was found to be consistent with Goal 5 because all applicable OARs implementing the Goal were addressed and riparian and wetland inventories within the Phase 1 Update boundaries were updated. The NEPA review and Categorical Exclusion discussed above and as part of Goal 12 have determined that the proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 5 resource.

Conclusion

All applicable sections of Goal 5 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCD on May 9, 2014. No further discussion of Goal 5 resources is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 5 is maintained by these applications.

STATEWIDE PLANNING GOAL 6 AIR, WATER AND LAND RESOURCES QUALITY

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

Findings

Goal 6 addresses waste and process discharges from development and is aimed at protecting air, water and land from impacts from those discharges. All land comprising the Phase 1 Update area is located within Springfield's Urban Growth Boundary. Any development in Glenwood must also comply with applicable state and federal air and water quality standards. Future development and redevelopment in

the Phase 1 Update will be reviewed under Springfield's land use standards contained in the Springfield Development Code to ensure that the integrity of the air, water, and land resources are preserved.

The Phase 1 Update was found to be consistent with Goal 6 because all applicable state and federal air and water quality standards were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any air, water or land resources described in Goal 6.

Conclusion

All applicable sections of Goal 6 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCDC on May 9, 2014. No further discussion of the resources described in Goal 6 is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 6 is maintained by these applications.

STATEWIDE PLANNING GOAL 7 AREAS SUBJECT TO NATURAL HAZARDS

"To protect life and property from natural disasters and hazards."

Findings

Goal 7 requires comprehensive plans to include provisions to protect life and property based on an inventory of known areas of natural hazards including, but not limited to, floods, landslides and earthquakes. Goal 7 prohibits development in natural hazard areas without appropriate safeguards.

The Phase 1 Update was found to be consistent with Goal 7 because all applicable state and federal natural hazard regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 7 area subject to natural hazards.

Conclusion

All applicable sections of Goal 7 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCDC on May 9, 2014. No further discussion of Goal 7 resources is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 7 is maintained by these applications.

STATEWIDE PLANNING GOAL 8 RECREATIONAL NEEDS

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

Findings

Goal 8 requires local governments to plan and provide for the siting of necessary recreational facilities to ***"satisfy the recreational needs of the citizens of the state and visitors."***

The Phase 1 Update was found to be consistent with Goal 8 because all applicable state and local park regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 8 recreational park siting regulations or future park sites shown in the Willamalane Park and Open Space Plan, a refinement plan adopted by the City of Springfield and Lane County.

Conclusion

All applicable sections of Goal 8 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCDC on May 9, 2014. No further discussion of Goal 8 recreational needs is necessary as part of the Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 8 is maintained by these applications.

STATEWIDE PLANNING GOAL 9 ECONOMIC DEVELOPMENT

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

Findings

Economic Development requires cities to maintain adequate supplies of buildable lands for projected commercial and industrial use.

The Phase 1 Update, as amended, was found to be consistent with Goal 9 because all applicable economic development regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 9 economic development regulations.

Conclusion

All applicable sections of Goal 9 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCDC on May 9, 2014. No further discussion of Goal 9 economic development regulations is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 9 is maintained by these applications.

STATEWIDE PLANNING GOAL 10 HOUSING

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

Findings

Goal 10 requires buildable lands for residential use to be inventoried and requires plans to encourage the availability of adequate numbers of needed housing units at price ranges and rent levels commensurate with the financial capabilities of Oregon households.

The Phase 1 Update, as amended, was found to be consistent with Goal 10 because all applicable housing need regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 10 housing need regulations.

Conclusion

All applicable sections of Goal 10 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCDC on May 9, 2014. No further discussion of Goal 10 housing need regulations is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 10 is maintained by these applications.

STATEWIDE PLANNING GOAL 11 PUBLIC FACILITIES AND SERVICES

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

Findings

Goal 11 requires local jurisdictions to adopt policy documents and regulations regarding the provision of public facilities and services.

The Phase 1 Update was found to be consistent with Goal 11 because all applicable public facility policy documents and regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 11 public facility policy documents and regulations.

Conclusion

All sections of Goal 11 applicable to Phase 1 Update were addressed in the applications comprising Phase 1 Update that was acknowledged by DLCD on May 9, 2014. No further discussion of Goal 11 public facility policy documents and regulations is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 11 is maintained by these applications.

STATEWIDE PLANNING GOAL 12 TRANSPORTATION

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

Findings

Goal 12 requires local jurisdictions to adopt policy documents and regulations regarding the provision of a multi-modal public transportation system. Specific Transportation Planning Rule (TPR) and Oregon Administrative Rule (OAR) 660, Division 12 were addressed in the original Glenwood Phase I staff report. Specific details regarding future improvements to Franklin Boulevard, including the description of a Project envelope, were contained in the adopted Glenwood Refinement Plan Transportation Chapter. The intent of the Franklin Boulevard Project conceptual envelope was to provide potential developers guidance for the location of proposed buildings until the Revised Conceptual Design 2014 was approved.

The level of detail regarding the approved Phase 1 Update Franklin Boulevard Project conceptual envelope was never explicitly addressed in the Goal 12 findings for that application, which were primarily focused on capacity and trip generation issues because the design for Franklin Boulevard at that time was considered conceptual (see also Staff’s response to Goal 1). In addition, the cited transportation documents that referenced future Franklin Boulevard Projects in the Phase 1 Update consisted of “general Project descriptions” that were cited in the original Phase 1 Update staff report. The only specific reference to the Franklin Boulevard Project envelope is found in the Glenwood Refinement Plan Transportation Chapter. **These are the figures and text proposed to be amended as part of these applications.** See Attachment 1.

The following transportation documents with their “general” project descriptions to future Franklin Boulevard Projects were cited in the original Phase 1 Update staff report and are cited again below:

- **The Statewide Transportation Improvement Program (STIP) 2010-2013**
Franklin Boulevard from the I-5 Bridges to McVay Highway – NEPA Analysis – was listed under Key 17217.
- **The Regional Transportation Plan and TransPlan**
Both documents referred to Project 839 – Upgrade Franklin Boulevard to urban facility from Jenkins Drive to Mill Street.
- **Springfield Capital Improvement Program (CIP) - 2012-2016**
 - **Franklin Boulevard Planning.** Complete Project refinement, including National Environmental Policy Act (NEPA) documentation for future improvements to Franklin Boulevard, the Franklin/Glenwood intersection and the Franklin/McVay intersections to support Glenwood redevelopment and regional mobility for transit, bicycles/pedestrians, and autos. Contribute to the required local match for any federal funding received.
 - **Franklin Boulevard Reconstruction Project.** The Franklin Boulevard Reconstruction Project will construct modern urban standards improvements on the old Hwy 99 alignment in Glenwood called Franklin Boulevard, between the Franklin/Glenwood intersection and the Franklin/McVay intersection to support Glenwood redevelopment and regional safety and mobility for transit, bicycles/pedestrians, and autos.

The Phase 1 Update was adopted by the Springfield City Council on June 18, 2012 (Ordinance No. 6279) and by the Lane County Board of Commissioners on September 5, 2012 (Ordinance No. PA1288 and Ordinance No. 3-12).

On September 28, 2012, Shamrock Homes, LLC filed a Notice of Intent to Appeal Ordinances 6279, PA12888 and 3-12.

On July 12, 2013, LUBA rendered its decision (LUBA nos. 2012-077/078/079). LUBA’s decision required Springfield to take additional action to address the following Goals: Goal 9 (Economic Development); Goal 10 (Housing); Goal 12 (Transportation); and Goal 15 (Willamette River Greenway).

The LUBA Remand topic applicable to these applications applies to Goal 12. To comply with the Transportation Planning Rule (TPR), staff prepared additional findings to address the LUBA Remand as part of an amendment to the Glenwood Refinement Plan Transportation Chapter and Springfield Development Code (SDC) Section 3.4-245 and Appendix 3 to reflect the establishment of the Multimodal Mixed -Use Area (MMA) designation for all of the Phase 1 Update, as allowed under OAR 660-012-0060(10). Adoption of the MMA designation eliminated any further requirement by staff to address a finding of “no significant effect” on existing or planned transportation facilities in the Phase 1 Update.

In April 2014, the MMA designation was established by Springfield Ordinance 6316 and Lane County Ordinance PA1308. Both Ordinances addressed all of the LUBA Remand topics, including those relating to Goal 12. Both Ordinances were acknowledged by DLCD on May 9, 2014.

In addressing Goal 12 as part of these applications, staff is reaffirming the “general” descriptions of the future Franklin Boulevard Projects in the transportation documents cited in the approved and acknowledged Phase 1 Update staff report. Also, since the adoption of the Phase 1 Update LUBA Remand Ordinances, the following transportation related documents have been updated/amended/

adopted but still do not reference a specific Franklin Boulevard envelope in any of the Project descriptions:

- **The Statewide Transportation Improvement Program (STIP) 2010-2013**
Franklin Boulevard from the I-5 Bridges to McVay Highway – NEPA Analysis – listed under Key 17217. This Project qualified for a Categorical Exclusion. Staff is awaiting the “official” correspondence from FHWA.
- **The Springfield 2035 Transportation System Plan (TSP)**
The Springfield 2035 TSP provides a 20-year blueprint for how Springfield should maintain and improve the transportation network to meet growth demands within Springfield's Urban Growth Boundary (UGB). The TSP was adopted in March 2014 by the Springfield City Council, Ordinance 6314 and by the Lane County Board of Commissioners, Ordinance PA1303 in a process that included coordination with community members and affected public agencies.

Until adoption of Springfield 2035 TSP, the 2002 Metro Area TransPlan served as both the adopted local TSPs for Eugene and Springfield and as the Regional Transportation System Plan (RTSP) for the Central Lane MPO area. In 2006, House Bill 3337 was passed by the Oregon Legislature and required Eugene and Springfield to develop separate UGBs and separate buildable lands inventories. With separate UGBs and land inventories, the cities of Springfield and Eugene determined that it was preferable to develop city-specific local TSPs.

The Springfield 2035 TSP now supersedes TransPlan as the City's specific refinement of the Metro Plan insofar as it affects transportation system issues within Springfield and Springfield's UGB. Staff prepared findings confirming that the TSP is consistent with the Metro Plan. However, it should be noted that the 2002 TransPlan continues to serve as the region's Transportation Planning Rule (TPR) required RTSP until such time as a new RTSP is adopted.

The performance measures by which progress towards meeting TPR requirements over the TransPlan planning horizon that were evaluated for the Central Lane MPO area also remain in effect until:

- (1) Both Eugene and Springfield have completed updates to their land use and transportation plans
- (2) A new assessment (based on analysis from both new local TSPs) of how well the region is addressing TPR requirements is completed;
- (3) A determination of how, or if the current performance measures need to be updated is completed; and
- (4) A new RTSP is completed and adopted.

Because it is important that the local TSP for Springfield continues to support the policies and general objectives of the 2002 TransPlan until a new RTSP is adopted, Staff prepared findings confirming that the Springfield TSP is consistent with the 2002 TransPlan. The 2035 Springfield TSP ensures the vision for the transportation system meets community needs, communicates the City's aspirations, and conforms to state and regional policies. Improvements to Franklin Boulevard are reflected in the Springfield 2035 TSP as follows:

| | | |
|------|---|--------------|
| R-13 | Franklin Boulevard Multi-modal Improvements (Construct multi-modal improvements on Franklin Boulevard, from I-5 to the railroad tracks south of the Franklin Boulevard/McVay Highway intersection, and construct a roundabout at the Franklin Boulevard/Glenwood Boulevard intersection) | \$35,000,000 |
| R-14 | Franklin Boulevard/McVay Highway Multi-lane Roundabout (Construct a multi-lane roundabout) | \$7,000,000 |

- **The Regional Transportation Plan (RTP) and TransPlan**
Both documents still refer to Project 839 – Upgrade Franklin Boulevard to urban facility from Jenkins Drive to Mill Street.
- **Springfield Capital Improvement Program (CIP) - 2014-2018**
 - **Franklin Boulevard NEPA.** No Map. Complete Project refinement, including National Environmental Policy Act (NEPA) documentation for future improvements to Franklin Boulevard, the Franklin/Glenwood, Franklin/Henderson, Franklin/Mississippi and Franklin/McVay intersections to support Glenwood redevelopment and regional mobility for transit, bicycles/pedestrians and autos.
 - **Franklin Boulevard Phase 1 Reconstruction.** Map ID-TS 32. Due to the pending jurisdictional transfer of Franklin Boulevard in Glenwood from ODOT to Springfield, Franklin Phase 1 construction will absorb the currently programmed ODOT intersection upgrade at Franklin/Brooklyn in order to provide a complete and permanent intersection solution and to insure seamless Project design and delivery for the overall corridor.
 - **Franklin Boulevard Reconstruction Project.** Map ID-TS 33. The Franklin Boulevard Reconstruction Project will construct modern standards and improvements on the old Hwy 99 alignment in Glenwood called Franklin Boulevard between the Franklin/Glenwood intersection and the Franklin/McVay intersection to support Glenwood redevelopment and regional safety and mobility for transit, bicycles/pedestrians and autos.

Still, the only specific reference to the Franklin Boulevard Project envelope is found in the Glenwood Refinement Plan Transportation Chapter (Phase 1) and the Springfield Development Code, Appendix 3. The Franklin Boulevard envelope figures and text proposed to be amended for the Franklin Boulevard Project envelope are those specified in Attachments 1 and 3. No further amendment of the above cited updated/amended/adopted documents is required in order to realign the Franklin Boulevard Project envelope in the Glenwood Refinement Plan Transportation Chapter and the Springfield Development Code, Appendix 3.

The Franklin Boulevard Project is listed in the recently adopted Springfield 2035 Transportation System Plan (TSP) discussed above. The Franklin Boulevard Project is in compliance with the TSP.

Conclusion

All applicable sections of Goal 12 were addressed in the applications comprising the Phase 1 Update, as amended that was acknowledged by DLCD on May 9, 2014. The intent of these applications is to amend the Transportation Chapter of the Glenwood Refinement Plan and Springfield Development Code, Appendix 3 amendments in order to realign the Franklin Boulevard Project envelope. These applications do not necessitate additional Goal 12 findings because:

- 1) The LUBA Remand resulted in the establishment of an MMA for all of Phase 1 Update and the proposed amendments do not have an impact on the MMA; and
- 2) There is no need to amend the transportation documents cited either in the original Phase 1 Update staff report, or as currently updated, amended or adopted as cited in this staff report because there never was a reference to the Franklin Boulevard Project envelope in these transportation documents.

Therefore, compliance with Goal 12 is maintained by these applications.

STATEWIDE PLANNING GOAL 13 ENERGY CONSERVATION

“To conserve energy. Land and uses developed on the land shall be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles.”

Findings

Goal 13 requires local jurisdictions to adopt policy documents and regulations regarding energy conservation.

The Phase 1 Update was found to be consistent with Goal 13 because all applicable energy conservation policy documents and regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 13 Energy Conservation policy documents and regulations.

Conclusion

All applicable sections of Goal 13 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCD on May 9, 2014. No further discussion of Goal 13 Energy Conservation policy documents and regulations is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 13 is maintained by these applications.

STATEWIDE PLANNING GOAL 14 URBANIZATION

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

Findings:

Goal 14 requires cities to estimate future growth and needs for land and then plan and zone enough land to meet those needs.

The Phase 1 Update was found to be consistent with Goal 14 because all applicable urbanization policy documents and regulations were addressed. The proposed realignment of the Franklin Boulevard

Project envelope does not have an impact on any Goal 14 Urbanization policy documents and regulations.

Conclusion

All applicable sections of Goal 14 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCD on May 9, 2014. No further discussion of Goal 14 Urbanization policy documents and regulations is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 14 is maintained by these applications.

GOAL 15: WILLAMETTE RIVER GREENWAY

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

Findings

Goal 15 requires cities to protect the various qualities of the Willamette River.

The Phase 1 Update, as amended, was found to be consistent with Goal 15 because all applicable Willamette River protection policy documents and regulations were addressed. The proposed realignment of the Franklin Boulevard Project envelope does not have an impact on any Goal 15 Willamette River Greenway protection policy documents and regulations.

Conclusion

All applicable sections of Goal 15 were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCD on May 9, 2014. No further discussion of Goal 15 Willamette River Greenway protection policy documents and regulations is necessary as part of the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope. Therefore, compliance with Goal 15 is maintained by these applications.

GOAL 16: ESTUARINE RESOURCES

“To recognize and protect the unique environmental, economic, and social values of each estuary and associated wetlands; and

To protect, maintain, where appropriate develop, and where appropriate restore the long-term environmental, economic, and social values, diversity and benefits of Oregon's estuaries.”

GOAL 17: COASTAL SHORELANDS

“To conserve, protect, where appropriate, develop and where appropriate restore the resources and benefits of all coastal shorelands, recognizing their value for protection and maintenance of water quality, fish and wildlife habitat, water-dependent uses, economic resources and recreation and aesthetics. The management of these shoreland areas shall be compatible with the characteristics of the adjacent coastal waters; and

To reduce the hazard to human life and property, and the adverse effects upon water quality and fish and wildlife habitat, resulting from the use and enjoyment of Oregon's coastal shorelands.”

GOAL 18: BEACHES AND DUNES

**“To conserve, protect, where appropriate develop, and where appropriate restore the resources and benefits of coastal beach and dune areas; and
To reduce the hazard to human life and property from natural or man-induced actions associated with these areas.”**

GOAL 19: OCEAN RESOURCES

“To conserve marine resources and ecological functions for the purpose of providing long-term ecological, economic, and social value and benefits to future generations.

Findings

Goals 16-19. These goals apply only to cities and portions of counties at the land – ocean interface; they do not apply to any area within Springfield jurisdiction.

Conclusion

All applicable Statewide Planning Goals were addressed in the applications comprising the Phase 1 Update that was acknowledged by DLCD on May 9, 2014. Goals 1, 2 and 12 have been addressed as part of these applications regarding the proposed Glenwood Refinement Plan Transportation Chapter and Springfield Development Code, Appendix 3 amendments, the intent of which is only to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope and the Springfield Development Code, Appendix 3. Criterion 5.6-115A.3. has been met.

“B. Applications specified in Section 5.6-105 may require co-adoption by the Lane County Board of Commissioners.”

Findings

Portions of Phase 1 are both within and outside of Springfield’s city limits; amendments that apply outside the city limits must be co-adopted by Lane County. Phase 1 was co-adopted by Lane County; these applications also will be co-adopted by Lane County.

Conclusion

The Phase 1 Update acknowledged by DLCD on May 9, 2014, included: Springfield Ordinance 6279, co-adopted by Lane County Ordinances PA 1288 and No. 3-12; and the response to the LUBA Remand Springfield Ordinance 6316, co-adopted by Lane County Ordinances PA 1306 and No. 13-07. Upon approval of the adopting Ordinance for these applications by Lane County, criterion 5.6-115B. will be met.

STAFF REPORT CONCLUSION AND RECOMMENDATION

Based on the findings and conclusions in this staff report, the amendments of the Glenwood Refinement Plan, Transportation Chapter and Springfield Development Code, Appendix 3 to realign the Franklin Boulevard Project envelope and to revise the applicable text descriptions of the Project envelope are consistent with SDC Section 5.6-100 Refinement Plans, Plan Districts and the Development Code-Adoption or Amendment.

Staff requests the Springfield Planning Commission to: adopt the findings of fact contained in this report; add or amend as necessary, additional findings and conclusions determined by the Commission to support the proposed applications amending the Glenwood Refinement Plan, Transportation Chapter and Springfield Development Code, Appendix 3 to realign the Franklin Boulevard Project envelope and

to revise the applicable text descriptions of the Project envelope; and forward this report, findings and applications to the Springfield City Council and the Lane County Board of Commissioners with the recommendation that the elected officials approve these applications at their public hearing scheduled for October 27, 2014.

ATTACHMENT 1

Underline is used for proposed text. ~~Strike out~~ is used for deleted text.

Phase 1 Update - Glenwood Refinement Plan, Transportation Chapter

Franklin Boulevard

From 2007-2008, Springfield worked with its transportation partners, stakeholders, and consultants on the Franklin Boulevard Study. The project team analyzed an array of possible improvements to Franklin Boulevard to support redevelopment and new investment in the Glenwood Riverfront. In early 2008, staff reviewed the preferred alternative -- a hybrid multi-way boulevard -- with the Springfield Economic Development Agency, the Planning Commission, and the City Council. On March 17, 2008, the City Council endorsed the hybrid multi-way boulevard conceptual design and directed staff to refine the concept and integrate it into this Plan. A hybrid multi-way boulevard incorporates a blend of street design concepts to accomplish the fundamental goal of vehicular movement and also creates a pedestrian-friendly environment through on-street parking, slower traffic, transit opportunities, multi-modal applications, and enabling buildings closer to or at the right-of-way line.

Since the Council's endorsement in 2008, Springfield has sought project funding through several grants and other local and Federal funding sources. At the time this Plan was written, Springfield had successfully secured funding for NEPA analysis and was in the process of procuring contract services for the NEPA process. A full NEPA documentation process and preliminary and final design are needed before the conceptual design is further refined and construction can begin on the upgraded boulevard. Once the NEPA documentation is complete, a phased construction schedule may be possible given the scope, size, and potential impacts along Franklin Boulevard. Potential construction phases and access to existing businesses may be outlined during the NEPA analysis to help mitigate potential impacts to adjacent businesses and property owners. One example of construction phasing could include starting reconstruction near the intersection of Franklin Boulevard and McVay Highway, and then moving west as funding becomes available. Another example may be to first reconstruct the northern portion of Franklin Boulevard followed by the southern portion at a later date.

At the time of development, boulevard designs must comply with Springfield's *Engineering Design Standards and Procedures Manual* (EDSPM). The Introduction to the EDSPM states that Springfield "reserves the right to impose more restrictive or different design standards than those contained in this manual, on a case-by-case basis, to any public works' design..." Therefore, in the event that a corresponding boulevard design cannot be found in this document, developers must collaborate with Springfield so that the design of the boulevard complies with the policies and implementation strategies in this section and the corresponding Franklin Boulevard concept, preliminary design developed through the NEPA process, or final design by a project design and delivery team.

The conceptual plans for the hybrid Franklin Multi-Way Boulevard, as well as the configuration of streets off Franklin Boulevard as described in the Local Street Network section below, were completed with participation by ODOT. ~~[At the time this Plan was written, Franklin Boulevard was a State facility, and Springfield and ODOT were in the process of negotiating a jurisdictional transfer]~~ In July of 2014 the City and ODOT reached agreement on terms specifying the jurisdictional transfer of the Franklin Boulevard facility and associated right of way from ODOT to the City. The approved Jurisdictional Transfer Agreement is expected to be recorded with the deed records at Lane County by September 2014. Once the transfer is recorded, Franklin Boulevard will be owned and operated by the City of Springfield, subject to the terms of the Transfer Agreement.

Objective:

Re-design and re-construct Franklin Boulevard as a multi-modal transportation facility to support the redevelopment of Glenwood as envisioned in the Land Use Chapter and to provide an improved arterial connection between Springfield and Eugene.

Policies & Implementation Strategies:

- Partner with ODOT, Lane Transit District (LTD), property owners, and private developers to fund, dedicate right-of-way, design, and construct the upgraded Franklin Boulevard.
 - During the land use review and approval process for properties fronting Franklin Boulevard, establish design and ~~[exact]~~ right-of-way obligations, and require dedication of right-of-way necessary to construct the hybrid multi-way boulevard.
 - Use a blend of hybrid multi-way boulevard designs as ~~[conceptually depicted]~~ shown in Figure[s] 1[, and 2] Conceptual Project Design, to allow for flexibility in phasing design and construction as funding becomes available.
 - Locate the right-of-way for the Franklin Boulevard improvements within the Corridor Envelope ~~[described below to maximize the developable area between the upgraded facility and the Willamette River, while also working to minimize impacts on existing buildings on the south side of the upgraded facility]~~ shown in Figure 2. The Corridor Envelope extends five feet to the north and five feet to the south of the Conceptual Project Design.
 - ~~[For the purpose of determining maximum necessary width, d]~~ Design the upgraded Franklin Boulevard such that the maximum necessary width does not exceed: two eastbound and two westbound through lanes; dedicated bus rapid transit facilities between Glenwood Boulevard and McVay Highway; left turn lanes; a continuous and safe bicycle facility along both sides of the boulevard; access lanes in specified locations separated by a landscaped median adjacent to the through lanes; continuous, wide setback sidewalks buffered from traffic flow; on-street parking on the north and south access lanes; and potential alternative bicycle/pedestrian amenities or on-street parking on both the north and south side of the arterial sections.
- Establish a Corridor Envelope that extends five feet to the north and five feet to the south of the Conceptual Project Design to provide a measure of flexibility in project delivery of the Franklin

Boulevard improvement project. [~~the approximate maximum width of which is 197 feet, and the northern boundary of which is generally 20 feet north of the northern right-of-way of Franklin Boulevard (McKenzie Highway) as documented by ODOT right-of-way files as of October 18, 2011.~~] Within this Corridor Envelope, the maximum width of the hybrid multi-way boulevard is approximately [~~172~~] 175 feet, except where bump-outs may be required for transit stations or intersections. [~~The corridor design envelope for the hybrid multi-way boulevard provides for alignment flexibility during final design to address any geometric roadway design issues, and also to provide design flexibility to minimize right-of-way impacts. The corridor design envelope and planned upgraded Franklin Boulevard are described in more detail below and are graphically approximated in Figure 3.~~

- ~~Franklin Boulevard/Glenwood Boulevard Intersection and Franklin Boulevard/McVay Highway Intersection: Preserve the area shown on Figure 3 for future intersection improvements to provide corridor mobility and roadway access to the Glenwood Riverfront at both intersection locations.~~
- ~~Jenkins Drive to Glenwood Boulevard: The Corridor Envelope will narrow to approximately 110 feet west of the Glenwood Boulevard intersection, tapering to meet the facility cross-section within the I-5 right-of-way. This section of the facility is planned as a modern urban arterial.~~
- ~~Glenwood Boulevard to Henderson Avenue: The Corridor Envelope will narrow to approximately 151 feet between the intersections, flaring to accommodate the intersection geometry at Glenwood Boulevard and matching the width of the facility at the Henderson Avenue intersection. This section of the facility is planned as a modern urban arterial.~~
- ~~Henderson Avenue to Mississippi Avenue: The Corridor Envelope is 197 feet wide. This section of the facility is expected to include multi-way boulevard treatments on both the north and south sides.~~
- ~~Mississippi Avenue to McVay Highway: The Corridor Envelope flares to match the facility at Henderson and intersection geometry at McVay Highway. Between these two match lines the Corridor Envelope is approximately 184 feet wide. This section of the facility is expected to include multi-way treatments on the north side and modern urban arterial design on the south side.]~~
- Enhance the safety, comfort, and convenience of pedestrians and bicyclists along and across the boulevard, as conceptually depicted in Figure 3.
 - Establish continuous, wide setback sidewalks on both sides of the boulevard that are buffered from traffic flow and that consider the adjacent land use context pertinent to development.

- Reduce crossing distances and provide pedestrian refuges by utilizing two-stage crossings, curb extensions, stop controls, or other appropriate traffic control devices at intersections.
- Provide enhanced pedestrian crossings to transit stations in the vicinity of intersections.
- Enhance the urban design of the area and differentiate the building/frontage zone, the travel/throughway zone, the furnishing zone, and the curb/edge zone of the sidewalks by incorporating distinct elements, patterns, and/or materials such as pavement treatments, street trees, landscaping, water quality facilities, street furniture, bicycle parking, street lights, and pedestrian scale lighting.
- Provide a continuous and safe bicycle facility along both sides of the boulevard from the Springfield Bridges to ~~[I-5]~~ the eastern edge of the south bank bicycle and pedestrian viaduct.
- Increase the safety, mobility, and efficiency of bus rapid transit service, automobiles, and trucks.
 - Separate through traffic from local traffic by using a combination of direct through lanes and low-speed access lanes with on-street parking.
 - ~~[Establish dedicated bi-directional]~~ Preserve capacity that may be used for dedicated bus rapid transit facilities.
 - Construct multi-lane roundabouts at the Franklin Boulevard/McVay Highway intersection, Franklin Boulevard/Mississippi Avenue intersection, Franklin Boulevard/Henderson Avenue intersection, and the Franklin Boulevard/Glenwood Boulevard intersection that incorporate bicycle and pedestrian treatments that calm traffic and support pedestrian and bicycle mobility and safety.
 - Coordinate with appropriate State and local agencies (depending on the jurisdictional responsibilities in effect) to close, consolidate, realign, and relocate street intersections and curb cuts along the length of Franklin Boulevard to improve facility operations and reduce safety conflicts.
- Locate transit stations to provide optimal, safe pedestrian access between stations and adjacent areas planned for mixed-use development.
 - Construct ~~[two median transit stations between the Franklin Boulevard/Glenwood Boulevard intersection and the Franklin Boulevard/McVay Highway intersection. Consider two additional]~~ three curbside stations [at]along [the] Franklin Boulevard, preferably at the Franklin Boulevard/Glenwood Boulevard intersection, Franklin Boulevard/Mississippi Avenue intersection, and the Franklin Boulevard/McVay Highway intersection.
- Seek opportunities, partnerships, and funding to incorporate public art features into the design and construction of street improvements and to establish distinctive, iconic gateway features that help create a sense of place and orient travelers along the corridor.

...

Riverfront Multi-Use Path

...A conceptual multi-use path alignment is identified in the 2002 TransPlan, the 2004 Willamalane Park and Recreation Comprehensive Plan, [and] the 2007 Regional Transportation Plan, and the 2014 Springfield Transportation System Plan...

ATTACHMENT 1 CON'T

Figure 1



Figure 2



ATTACHMENT 2



Public Outreach & Communication Plan

INTRODUCTION

In Glenwood, Franklin Boulevard is an aging highway with very little to no provision for safe biking or walking. The roadway is a gateway to both Springfield and Eugene, serves as a central link between the two downtowns, and provides the main access to the Glenwood Riverfront District.

The purpose of the Project is to change Franklin Boulevard between I-5 and McVay Highway into a modern, urban, multi-way boulevard that safely meets the needs of pedestrians, bikes, buses, and motor vehicles, and helps the Glenwood Riverfront District redevelop.

Glenwood's residents, businesses and surrounding communities have been thinking and talking for more than a decade about improving Franklin Blvd. Thoughtful and outreaching conversations, research, committees, and public meetings bring us to today, where Springfield is guiding a revised Franklin Blvd "footprint" through approvals required for accountability and funding.

Community members donated many hours of time over the years serving on the Glenwood Citizen Advisory Committee, the Glenwood Redevelopment Advisory Committee, and LTD's Glenwood Advisory Group. Others offered testimony at council decision points.

The objective of this public outreach process is to keep the people informed as the project moves forward, particularly those directly affected. The following values will guide the public involvement:

Meaningful: information must be accurate, timely and easily accessible

Inclusive: it is incumbent on the project to reach out to everyone, including those who don't use computers or have barriers to meeting attendance

Transparent: decisions are public and materials are available on the website

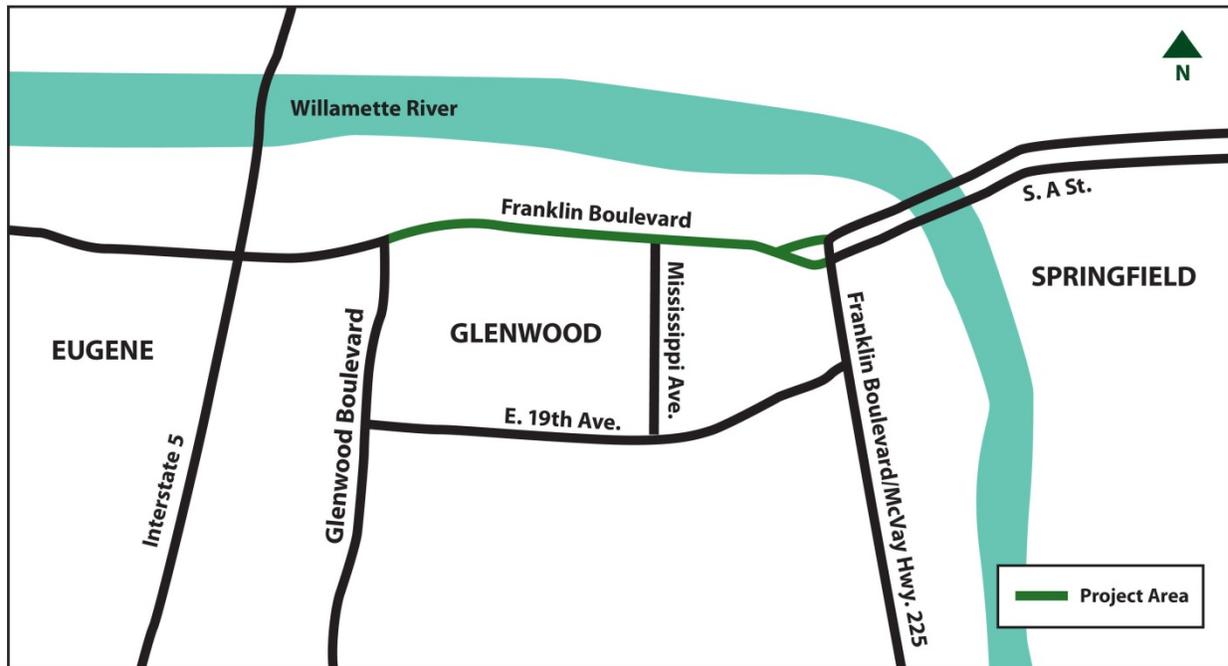
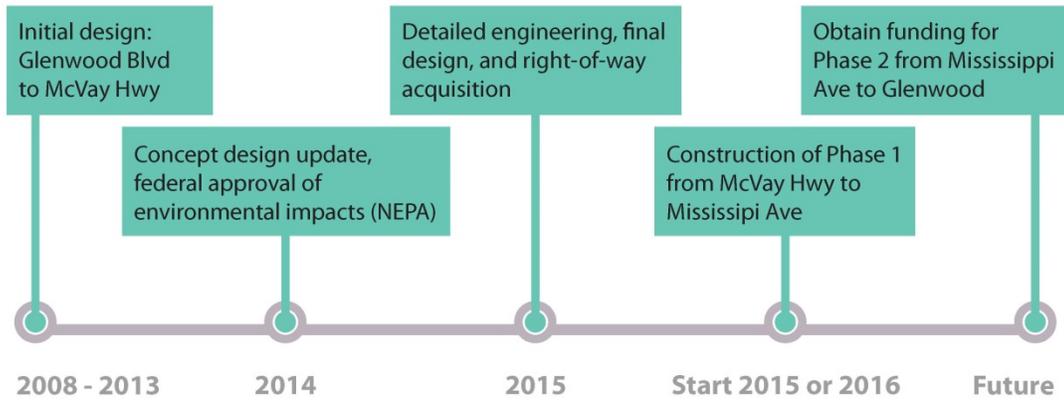
Realistic: clear about the project constraints, objectives, and parameters

Decisions and Roles

The project design will move through the National Environmental Policy Act (NEPA) approval process on its path to receiving funding. As part of the process, the Oregon Department of Transportation (ODOT)

and the Federal Highway Administration (FHWA) will review, as will the Lane Transit District (LTD) and the Federal Transit Administration (FTA). The project will be monitored and approved by the Springfield City Council.

Project Timeline and Map



KEY S OF PUBLIC OUTREACH PLAN

- Consistent reliable information and city contact person
- Mailings, e-mailings, phone calls to property/business owners
- Comprehensive support services for 19 businesses to be displaced
- Multiple in-person meetings with each and all corridor property/business owners
- In-person meetings with residents of 12 dwelling units adjacent to Franklin Blvd
- Small issue-focused meetings, such as bicycle/pedestrian concerns
- Up to two Open Houses held on corridor to share design
- Non-traditional outreach targeted to low-income, disabled and elderly people
- E-Updates to Interested Parties List
- Timely response to all submitted comments & questions
- Project information posters at high visibility locations
- Select speaking engagements at civic organizations
- Updates to Glenwood Redevelopment Advisory Committee & Glenwood Water District's elected Board of Directors
- New Franklin Boulevard website with comment function
- Media (print, radio, TV)

TARGETED COMMUNICATIONS STRATEGIES

Displaced Businesses and Property Owners

The project seeks to communicate directly and regularly with all affected business and property owners about the Franklin Boulevard design and impacts. City staff will continue to work one-to-one with the 19 businesses and property owners that will be displaced or relocated. These owners have been notified in-person; a direct city contact assigned to them for any questions or concerns, and received an explanation of the upcoming process to support them through displacement or relocation. Ongoing, Springfield Economic Development Agency (SEDA) staff from the City Manager's Office (CMO) will work with these business and property owners in an effort to find win-win solutions for the project and the enterprise, including potential financial compensation, relocation assistance, assistance in evaluating prospective relocation sites, help navigating the development process and more. Level of relocation assistance will occur based on the particulars of each relocation case.

Actions:

SEDA staff from CMO will be assigned as the direct personal contact for businesses and property owners that will be relocated or displaced.

SEDA staff from CMO will develop materials that outline process, options, resources and support services available to displaced business and property owners.

SEDA staff from CMO will meet individually with any businesses and property owners that will be displaced or relocated to discuss their options, clearly outline the process for settlement and assist in navigation, leave descriptive materials for consideration, and give contact information for ongoing

conversation. Project staff will discuss potential financial assistance, including grant and loan programs, relocation site's initial environmental studies, and help to find a suitable site for relocation, if desired. Staff will be available to assist businesses to understand and navigate the process in an effort to achieve win-win solutions for the business and the project.

Non-Displaced Businesses and Property Owners

Business and property owners that will not be displaced by the project will potentially be affected by changes in access, road configuration and during construction. These business and property owners will continue to receive accurate information in a timely way provided by mail, email, phone, and multiple in-person visits. City of Springfield Development and Public Works (DPW) staff has also been assigned as a direct personal contact for these businesses. The City seeks to limit anxiety and business impacts by getting information regarding project status, timing, and construction information to these business and property owners as soon as feasible.

Business and property owners will be included in discussions and small focus groups during future design, especially regarding roundabouts and business access.

Through interviews, the project will develop an understanding of the best ways to communicate with businesses during construction to lessen any disruption, such as blocked accesses and prevent unnecessary hardships. These direct efforts build on the relationships and knowledge gained from conducting the door-door Employer Questionnaire in October 2013 and the Revised Concept Design Outreach of March 2014 to business and property owners.

Actions:

DPW staff will be assigned as direct personal contact for non-displaced businesses and property owners on the corridor to ensure access to consistent information, inclusion in relevant design issues, and to convey information regarding construction work.

Deliver project information to Franklin Boulevard businesses that will not be displaced by mail, email, phone calls and multiple in-person visits at major milestones.

Connect all businesses with ongoing information sources, such as the project's Interest Parties List, the website URL, and relevant media outlets.

Make phone or in-person calls to businesses that do not use computers to ensure they have updated information.

Incorporate local business perspective on future design through one-one meeting and small focus groups.

Interview corridor businesses regarding construction-related concerns, such as accesses, and maintain a record of these issues for use during construction.

Glenwood Residents

Though no residents will be displaced by the road project, neighbors will be informed and aware of the project's progress. It will be particularly important to communicate with disabled and senior Glenwood residents about any construction-related disruption to ensure meals and medicine needs are met.

The project will reach out to formal and informal network leaders who will help to connect the project and the neighborhood by co-hosting informal gatherings. In addition, Project staff will share information with Glenwood community leaders via updates to the Glenwood Water District Board, Glenwood Redevelopment Advisory Committee, and Glenwood Community Church. Information posters about the project will be placed in higher volume community locations, such as Dari Mart and Roaring Rapids Pizza, to reach area residents. Open Houses will be held within walking distance. In addition to specialized outreach outlined above, these invested community members will also receive information via an e-update, phone calls, the project website, and the local media.

During future design residents will be included in small focus groups to understand their needs, particularly as area pedestrians.

Actions:

Hold up to two Open Houses on corridor to share design.

Co-host small social events with residents targeted to low-income, disabled and elderly people.

Place project information posters at high visibility locations.

Communicate with residents via email, phone, website and media.

Provide Updates to Glenwood Redevelopment Advisory Committee, Glenwood Water District's elected Board of Directors, and Glenwood Community Church.

Include Glenwood residents in focus group pertaining to pedestrian and transit issues.

Environmental Justice Populations

The Glenwood area is home to a significant percent of low-income, disabled and elderly residents who require low-technology based communication, such as phone calls, home visits, and door-door leaflets. Project staff will reach out through non-conventional methods, including networking with agencies that provide services to these populations and arranging informal community social functions with food and entertainment as a way to connect with these residents. Project staff will also make direct personal contact with occupants of 12 identified dwelling units directly adjacent to Franklin Boulevard. Project staff will be persistent in efforts to ensure that these people are informed and involved as the project progresses.

Actions:

Meet in-person with occupants of 12 identified dwelling units immediately adjacent to Franklin Boulevard to provide information on the project, seek concerns regarding it, and gather input on its design.

Co-host up to 4 “Coffee & Conversation” gatherings at Glenwood neighborhood homes, mobile home parks, and the Glenwood Community Church with food and entertainment to provide a socially inviting forum to share project information. Recruit to these informal social gatherings through leaflets delivered door-door and phone calls to ensure reaching these constituents.

Up to 40 in person site-visits to residents, including identifying informal leaders and potential co-hosts of Coffee & Conversations.

Provide information at informal community functions, such as an annual Halloween party and Winter Solstice gathering hosted by residents.

In addition to mailings, use door-door leaflets for critical information at major milestones.

Phone calls as needed to reach residents.

Information placed in Glenwood Gazette at major milestones.

Investigate sharing information through Ride Source, LCOG’s Senior & Disabled Services, Meals on Wheels, and home health care providers.

Create a dedicated phone line with recorded information message.

Franklin Boulevard Users

Franklin Boulevard is an important highway with average daily traffic (ADT) of 15,000, including freight haulers. The EmX system serves this stretch of road, and thousands use this major inter-city arterial to connect locally and regionally. The project must widely share design and timeline information to keep Springfield and Eugene area residents, commuters and freight haulers well informed.

After the project moves through approvals and a detailed design nears construction, Springfield will partner with local organizations that specialize in construction and congestion mitigation, such as LCOG’s KeepUsMoving.Info, to develop an effective plan that keeps the public informed and disruption to a minimum.

The design concept proposes four new roundabouts in this corridor, an intersection treatment with which the community has limited familiarity. At the recommendation of local residents, the project will share information about the benefits of roundabouts and how to navigate them to begin the acclimation process early.

Actions:

Host up to two widely publicized Open Houses located on the corridor for any interested party to see the proposed design and discuss with staff.

Use media news releases to major and local media at major milestones, including Springfield Times and Glenwood Gazette.

Place informative posters at high-volume venues, such as City Hall, Springfield Library, Planned Parenthood, Bring Recycling, and Lane County Refuse Center. Include contact information and how to sign up for project information.

Continually develop Interested Parties List. Send e-updates at Project Milestones including appropriate contacts in area agencies.

Update Project Website.

Springfield Civic Leaders

Every community has leaders who connect with a variety of constituencies. Regularly updating those who serve on relevant Springfield committees, local service organizations and community non-profits is a good way to use social networks as conduits for accurate information.

Actions:

Network with organizations to place information in their newsletters and links to project website at major milestones.

Update citizen committees through email and provide information to appropriate Springfield staff to share at committee meetings.

Arrange speaking engagements at civic committee and club meetings with the dual goal of sharing information and signing people up to receive future updates. (Up to 8 venues)

Update Project Website.

Issue Focused Groups

Franklin Boulevard will continue to serve multiple transportation needs. The project will organize discussions with specific types of users about the aspects of design most relevant to them to help achieve the most functional outcome.

Actions:

Organize, recruit, and facilitate small meetings for freight haulers, bicycle and pedestrian users, and transit riders, including low-income, elderly and disabled people.

COMMUNICATIONS MATERIALS

- Project description
- Project orientation map (shows corridor in bigger picture)
- Franklin Blvd design
- Project estimated timeline through construction
- City of Springfield contact name and number
- Poster in multiple sizes for different uses
- Leaflets for door-door outreach for neighborhood social and information events
- Frequently Asked Questions (updated as needed)
- Mailing to Property Owners with design, and directions for how to respond, if desired.
- Mailing to Business Owners with design, and directions for how to respond, if desired.
- Website
- Business Assistance Package of materials for displaced businesses
- Construction concerns questionnaire for corridor businesses
- Roundabout education: General facts about benefits, and how to navigate brochure
- Dedicated phone line with recorded message

ATTACHMENT 3

Underline is used for proposed text. ~~Strike out~~ is used for deleted text.

Appendix 3 – Glenwood Refinement Plan Policies and Implementation Strategies – Phase I

B. Transportation Chapter.

B.1. Franklin Boulevard.

- B.1.a.** Partner with ODOT, Lane Transit District (LTD), property owners, and private developers to fund, dedicate right-of-way, design, and construct the upgraded Franklin Boulevard.
- B.1.a.1.** During the land use review and approval process for properties fronting Franklin Boulevard, establish design and ~~[exact]~~ right-of-way obligations, and require dedication of right-of-way necessary to construct the hybrid multi-way boulevard.
- B.1.b.** Use a blend of hybrid multi-way boulevard designs as ~~[conceptually depicted]~~ shown in Figure[s] 1 [and 2] Conceptual Project Design to allow for flexibility in phasing design and construction as funding becomes available.
- B.1.b.1.** Locate the right-of-way for the Franklin Boulevard improvements within the Corridor Envelope ~~[described below to maximize the developable area between the upgraded facility and the Willamette River, while also working to minimize impacts on existing buildings on the south side of the upgraded facility]~~ shown in Figure 2. The Corridor Envelope extends five feet to the north and five feet to the south of the Conceptual Project Design.
- B.1.b.2.** ~~{For the purpose of determining maximum necessary width, d}~~ Design the upgraded Franklin Boulevard such that the maximum necessary width does not exceed: two eastbound and two westbound through lanes; dedicated bus rapid transit facilities between Glenwood Boulevard and McVay Highway; left turn lanes; a continuous and safe bicycle facility along both sides of the boulevard; access lanes in specified locations separated by a landscaped median adjacent to the through lanes; continuous, wide setback sidewalks buffered from traffic flow; on-street parking on the north and south access lanes; and potential alternative bicycle/pedestrian amenities or on-street parking on both the north and south side of the arterial sections.
- B.1.c.** Establish a Corridor Envelope that extends five feet to the north and five feet to the south of the Conceptual Project Design to provide a measure of flexibility in project delivery of the Franklin Boulevard improvement project. [the approximate maximum width of which is 197 feet, and the northern boundary of which is generally 20 feet north of the northern right-of-way of Franklin Boulevard (McKenzie Highway) as documented by ODOT right-of-way files as of

~~October 18, 2011.] Within this Corridor Envelope, the maximum width of the hybrid multi-way boulevard is approximately [172] 175 feet, except where bump-outs may be required for transit stations or intersections. [The corridor design envelope for the hybrid multi-way boulevard provides for alignment flexibility during final design to address any geometric roadway design issues, and also to provide design flexibility to minimize right-of-way impacts. The corridor design envelope and planned upgraded Franklin Boulevard are described in more detail below and are graphically approximated in Figure 3.~~

~~**B.1.c.1.** Franklin Boulevard/Glenwood Boulevard Intersection and Franklin Boulevard/McVay Highway Intersection: Preserve the area shown on Figure 3 for future intersection improvements to provide corridor mobility and roadway access to the Glenwood Riverfront at both intersection locations.~~

~~**B.1.c.2.** Jenkins Drive to Glenwood Boulevard: The Corridor Envelope will narrow to approximately 110 feet west of the Glenwood Boulevard intersection, tapering to meet the facility cross-section within the I-5 right-of-way. This section of the facility is planned as a modern urban arterial.~~

~~**B.1.c.3.** Glenwood Boulevard to Henderson Avenue: The Corridor Envelope will narrow to approximately 151 feet between the intersections, flaring to accommodate the intersection geometry at Glenwood Boulevard and matching the width of the facility at the Henderson Avenue intersection. This section of the facility is planned as a modern urban arterial.~~

~~**B.1.c.4.** Henderson Avenue to Mississippi Avenue: The Corridor Envelope is 197 feet wide. This section of the facility is expected to include multi-way boulevard treatments on both the north and south sides.~~

~~**B.1.c.5.** Mississippi Avenue to McVay Highway: The Corridor Envelope flares to match the facility at Henderson and intersection geometry at McVay Highway. Between these two match lines the Corridor Envelope is approximately 184 feet wide. This section of the facility is expected to include multi-way treatments on the north side and modern urban arterial design on the south side.~~

B.1.d. Enhance the safety, comfort, and convenience of pedestrians and bicyclists along and across the boulevard, as conceptually depicted in Figure 3.

B.1.d.1. Establish continuous, wide setback sidewalks on both sides of the boulevard that are buffered from traffic flow and that consider the adjacent land use context pertinent to development.

B.1.d.2. Reduce crossing distances and provide pedestrian refuges by utilizing two-stage crossings, curb extensions, stop controls, or other appropriate traffic control devices at intersections.

- B.1.d.3.** Provide enhanced pedestrian crossings to transit stations in the vicinity of intersections.
- B.1.d.4.** Enhance the urban design of the area and differentiate the building/frontage zone, the travel/throughway zone, the furnishing zone, and the curb/edge zone of the sidewalks by incorporating distinct elements, patterns, and/or materials such as pavement treatments, street trees, landscaping, water quality facilities, street furniture, bicycle parking, street lights, and pedestrian scale lighting.
- B.1.d.5.** Provide a continuous and safe bicycle facility along both sides of the boulevard from the Springfield Bridges to ~~[I-5]~~ the eastern edge of the south bank bicycle and pedestrian viaduct.
- B.1.e.** Increase the safety, mobility, and efficiency of bus rapid transit service, automobiles, and trucks.
 - B.1.e.1.** Separate through traffic from local traffic by using a combination of direct through lanes and low-speed access lanes with on-street parking.
 - B.1.e.2.** ~~[Establish dedicated bi-directional]~~ Preserve capacity that may be used for dedicated bus rapid transit facilities.
 - B.1.e.3.** Construct multi-lane roundabouts at the Franklin Boulevard/McVay Highway intersection, Franklin Boulevard/Mississippi Avenue intersection, Franklin Boulevard/Henderson Avenue intersection, and the Franklin Boulevard/Glenwood Boulevard intersection that incorporate bicycle and pedestrian treatments that calm traffic and support pedestrian and bicycle mobility and safety.
 - B.1.e.4.** Coordinate with appropriate State and local agencies (depending on the jurisdictional responsibilities in effect) to close, consolidate, realign, and relocate street intersections and curb cuts along the length of Franklin Boulevard to improve facility operations and reduce safety conflicts.
- B.1.f.** Locate transit stations to provide optimal, safe pedestrian access between stations and adjacent areas planned for mixed-use development.
 - B.1.f.1.** Construct ~~[two median transit stations between the Franklin Boulevard/Glenwood Boulevard intersection and the Franklin Boulevard/McVay Highway intersection. Consider two additional]~~ three curbside stations ~~[at]~~ along [the] Franklin Boulevard, preferably at the Franklin Boulevard/Glenwood Boulevard intersection, Franklin Boulevard/Mississippi Avenue intersection and the Franklin Boulevard/McVay Highway intersection.

- B.1.g.** Seek opportunities, partnerships, and funding to incorporate public art features into the design and construction of street improvements and to establish distinctive, iconic gateway features that help create a sense of place and orient travelers along the corridor.

AGENDA ITEM SUMMARY

Meeting Date: 11/3/2014
Meeting Type: Regular Meeting
Staff Contact/Dept.: Jeff Paschall/DPW
Jesse Jones/DPW
Staff Phone No: 541-726-1674
541-726-3720
Estimated Time: Consent Calendar
Council Goals: Maintain and Improve
Infrastructure and
Facilities

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE: INTERGOVERNMENTAL AGREEMENT (IGA) WITH SPRINGFIELD UTILITY BOARD (SUB) FOR WATER TRANSMISSION LINE

ACTION REQUESTED: Approve or reject the following motion:

AUTHORIZE AND DIRECT THE CITY MANAGER TO EXECUTE AN IGA WITH SUB FOR CONSTRUCTION AND MAINTENANCE OF AN UNDERGROUND WATER TRANSMISSION LINE FROM S 28TH STREET TO S 7TH AND B STREET

ISSUE STATEMENT: In discussions with the City of Springfield, SUB learned of potential efficiencies by constructing an underground water transmission line across City owned property.

ATTACHMENTS: 1. IGA with referenced exhibits.

**DISCUSSION/
FINANCIAL
IMPACT:** SUB desires an easement over a portion of City of Springfield property in order to construct and maintain an underground water transmission line. The use of City property would reduce the cost of the SUB facility and would benefit Springfield residents. This project is also being coordinated with Willamalane Park and Recreation District, since the SUB construction will provide a subgrade for a portion of the Mill Race path they intend to construct. Efficient and effective water services are high priorities for the City and SUB. Approval and completion of this project will maintain Springfield water quality standards and ensure consistent availability of water.

The City Attorney's Office has approved the attached IGA and staff recommends the City Council authorize the City Manager to execute the IGA.

**INTERGOVERNMENTAL AGREEMENT FOR CONSTRUCTION
AND MAINTENANCE OF A SPRINGFIELD UTILITY BOARD UNDERGROUND
WATER TRANSMISSION LINE FROM S 28TH STREET TO S 7TH AND B STREET**

BETWEEN: **CITY OF SPRINGFIELD**, acting by and through Springfield Utility Board (hereinafter SUB)

AND: **CITY OF SPRINGFIELD** (hereinafter CITY)

EFFECTIVE DATE: _____, 2014

- A. ORS 190.010 provides that units of local government may enter into agreements for the performance of any and all functions and activities that any party to the agreement, its officers, or agents have authority to perform.
- B. The consideration rendered by each party to this agreement will mutually benefit the parties.
- C. SUB desires an easement over a portion of CITY property in order to construct and maintain an Underground Water Transmission Waterline.
- D. Use of the CITY property would reduce the cost of the SUB facility and would benefit Springfield residents.
- E. Efficient and effective water services are high priorities for both CITY and SUB.
- F. CITY and SUB desire to enter into this agreement wherein each will provide the property and services as described in Exhibits A, B and C. For the purposes of maintaining Springfield water quality standards and ensure consistent availability of water.

AGREEMENT

- 1. **Duration.** The agreement term shall take effect on the Effective Date and shall continue in place until the recording of the permanent easement (see Exhibit A/City of Springfield Item No. 3).
- 2. **Services to be Provided.** CITY and SUB each agree to provide property and services as described in Exhibits A, B and C.
- 3. **Compensation.** Compensation shall be as set forth in Exhibit A.
- 4. **Amendments.** This agreement may be modified or extended by written amendment signed by both parties.

5. Administration. Each party designates the following person as its representative for purposes of administering this agreement. Either party may change its designated representative by giving written notice to the other as provided in Paragraph 13.

For CITY:

Jesse Jones, Civil Engineer
City of Springfield (Public Works)
225 Fifth Street
Springfield, OR 97477
Tel: 541-726-3720
Fax: 541-726-2309
jjones@springfield-or.gov

For SUB:

Steven Wages, Water Division Project Coordinator
Springfield Utility Board
PO Box 300
Springfield, OR 97477
Tel: 541-744-3728
Fax: 541-747-7348
stevenw@subutil.com

6. Records/Inspection. CITY and SUB shall each maintain records of its costs and expenses under this agreement for a period of not less than three full fiscal years following completion of this agreement. Upon reasonable advance notice, either party or its authorized representatives may from time to time inspect, audit, and make copies of the other party's records related to this agreement.

7. Indemnification. To the extent allowed by Oregon Constitution and the Oregon Revised Statutes, each of the parties hereto agrees to indemnify, defend and save the other harmless from any claims, liability or damages including attorney fees, at trial and on appeal, arising out of any error, omission or act of negligence on the part of the indemnifying party, its officers, agents, or employees in the performance of this agreement.

8. Status. In providing the services specified in this agreement, each party is a public body and maintains its public body status as specified in ORS 30.260. The parties understand and acknowledge that each party retains immunities, privileges and limitations granted by the Oregon Tort Claims Act (ORS 30.260 through 30.295) and any and all other statutory rights granted as a result of their status as a local public body.

9. Dispute Resolution. The parties shall exert every effort to cooperatively resolve any disagreement they may have under this agreement. In the event that the parties alone are unable to resolve any conflict under this agreement, they agree to present their disagreements to a mutually agreeable mediator for mediation. Each party shall bear its own costs for mediation and the parties shall share the cost of the mediator. This mediation procedure shall be followed to its conclusion prior to either party seeking relief from the court, except in the case of an emergency.

10. Insurance. Each party working under this agreement is either a subject employer under the Oregon Worker's Compensation Law and shall comply with ORS 656.017, which requires each to provide Worker's Compensation coverage for all its subject workers, or is an employer that is exempt under ORS 656.126.

11. **Assignment.** Neither party shall assign this agreement in whole or in part, or any right or obligation hereunder, without the other party's written approval.

12. **Compliance with Laws.** Each party shall comply with all applicable federal, state, and local laws, rules, ordinances, and regulations at all times in the performance of the Work, including all applicable State and local public contracting provisions.

13. **Notices.** Any notices permitted or required by this agreement shall be deemed given when personally delivered or upon deposit in the United States mail, postage fully prepaid, certified, return receipt requested, addressed to the representative designated in paragraph 6. Either party may change its address by notice given to the other in accordance with this paragraph.

14. **Integration.** This agreement embodies the entire agreement of the parties. There are no promises, terms, conditions or obligations other than those contained herein. This agreement shall supersede all prior communications, representations or agreements, either oral or written, between the parties.

15. **Interpretation.** This agreement shall be governed by and interpreted in accordance with the laws of the State of Oregon.

16. **Collaboration/Cooperation.** It is anticipated that CITY and SUB will have further projects and issues with respect to the Mill Race Project area. These further projects and issues will be addressed collaboratively and cooperatively.

17. **Modification.** This agreement may be modified at any time by mutual consent of the parties. No change or modification is valid or binding upon a party unless such change is in writing signed by all parties hereto.

**CITY OF SPRINGFIELD, acting by and
Springfield Utility Board (SUB)**

By: 
By: Jeff Nelson
Its: General Manager
Date: 10/22/14

CITY OF SPRINGFIELD (CITY)

By: _____
Its: _____
Date: _____

REVIEWED & APPROVED
AS TO FORM
Joan J. Lamy
DATE: 10/14/14
LEGAL COUNSEL

EXHIBIT A

SPRINGFIELD UTILITY BOARD will:

1. Construct and maintain an underground water transmission line (UWTL) generally from S. 28th Street to South 7th and B Street on real property owned by the City of Springfield more particularly described and set forth as follows – See Exhibit B attached hereto and incorporated herein by reference.
2. Procure all permits necessary for SUB to perform UWTL construction activities within the delineated right of way as set forth in the Temporary Construction Easement, Exhibit C.
3. Provide any required wetland mitigation resulting from proposed UWTL construction activities conducted by SUB.
4. Meet with CITY's designated representatives as may be necessary to discuss issues and improvements as needed.
5. Conduct all operations on CITY property consistent with standard operating procedures and requirements of the CITY as applied to the construction and repair of UWTL.
6. Work cooperatively with the CITY to develop preliminary design alternatives for the UWTL so as to minimize the risk of future relocation of SUB facilities.
7. Allow the installation of other utilities in the trench open for the UWTL as long as this secondary use does not conflict with the use of the water transmission line purposes and does not cause SUB additional expense.
8. Comply with all federal, state and local regulations and codes in the construction, operation and maintenance of the SUB UWTL.
9. Agree that once in place the SUB facility shall be subject to CITY codes and ordinances relating to location, relocation and access as if in CITY right of way.
10. Supply as built facility information showing horizontal and vertical grade for the UWTL to CITY in electronic format acceptable to the City Engineer as required, SUB will provide location information for the UWTL, including any underground excavation needed for location information whenever location requests are submitted to SUB.
11. Work cooperatively with the CITY to develop a construction schedule for the UWTL that coordinates with the CITY as to not degrade or adversely impact the use of other public infrastructure or facilities placed on the property by the CITY.

12. Provide for placement of hydrants along the easement as mutually agreed with CITY.

CITY OF SPRINGFIELD will:

1. Permit the construction of the UWTL on its real property particularly described and set forth as follows – See Exhibit B attached hereto and incorporated herein by reference.
2. Grant SUB the right to access and use the CITY's property as described in Exhibit C, (Temporary Construction Easement) for the purpose of constructing the UWTL subject to conditions of this agreement.
3. Grant SUB a permanent easement for recording documenting the siting of the UWTL and maintenance thereof after actual construction and receipt of the information of the location information from SUB.
4. Provide for placement of hydrants along the easement as mutually agreed with SUB.
5. Meet with SUB's designated representatives to discuss issues and improvements as needed.

EXHIBIT " B "

APPROXIMATE LOCATION OF PROPOSED WATERLINE AND
TEMPORARY CONSTRUCTION EASEMENT
FROM S 7TH STREET TO S 28TH STREET



Exhibit C

TEMPORARY CONSTRUCTION EASEMENT

Tax Map & Lot Numbers TL 307, Map 17033500 & TL 200,400, Map 18030100 (on the date of execution)

THIS INDENTURE MADE and entered into this _____ day of _____, 20 14, by and between CITY OF SPRINGFIELD, a municipal corporation, hereinafter referred to as the Grantor(s), and the City of Springfield, acting by and through SPRINGFIELD UTILITY BOARD, a municipal corporation, in Lane County, Oregon, hereinafter referred to as Grantee.

WITNESSETH: In Consideration of the acceptance by the Grantee, Grantor(s) hereby grants, bargains, sells and conveys unto the said Grantee, a temporary construction easement for the purpose of giving a work area during the construction of: WATER LINE, the easement being described as follows, to wit:

SEE EXHIBIT "A"
ATTACHED HERETO AND INCORPORATED HEREIN BY REFERENCE

TO HAVE AND TO HOLD said temporary construction easement unto said Grantee and Grantee's heirs, successors and assigns during the construction of: WATER LINE UPON COMPLETION OF THE CONSTRUCTION PROJECT AND ITS ACCEPTANCE FOR PUBLIC USE, THE TEMPORARY CONSTRUCTION EASEMENT HEREIN NAMED SHALL BECOME VOID.

THE CONSIDERATION for this conveyance is other than monetary.

IN WITNESS WHEREOF, the Grantors above named have hereunto set their hands and seals on _____, 20 14.

Signature(s): _____
PRINT NAME(S): _____

STATE OF OREGON }
COUNTY OF LANE } SS

This instrument was acknowledged before me on _____, 20 14 by _____, as _____ of the City of Springfield.

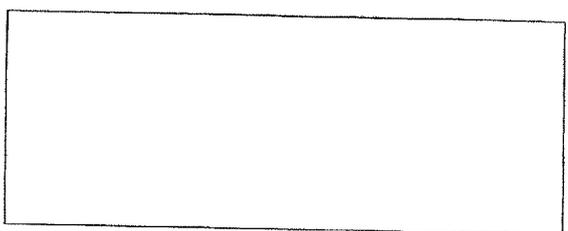
Notary Public for Oregon

THE CONVEYANCE set forth in this instrument conveying title or interest to the City of Springfield, acting by and through SPRINGFIELD UTILITY BOARD, a Municipal Corporation, is hereby approved, and the title or interest conveyed therein is hereby accepted.

SPRINGFIELD UTILITY BOARD

By: Jeff Nelson
Print name: _____

10/22/14
Date



RETURN TO: CITY OF SPRINGFIELD
PUBLIC WORKS DEPT. - 225 FIFTH ST.
SPRINGFIELD, OREGON 97477

Temporary Construction Easement
affecting Tax Lots 200 and 400, Tax Map 18030100
and
affecting Tax Lot 307, Tax Map 17033500

A temporary construction easement thirty (30) feet in width over, across, and through the following described areas of the above referenced Tax Lots:

Tax Lot 307:

Being a strip thirty (30) feet in width, bounded on the north by the northerly line of that land described per the Property Line Adjustment Deed recorded as Instrument number 2005-069390, Lane County Oregon Deed Records (described per "Exhibit B" of said document), said strip beginning at a point on said northerly line, said point being due north of the northeast corner of a parcel described per a Deed recorded June 30, 1975, at Reel 749, Instrument 26496, Lane County Oregon Deed Records, said parcel being also known as Tax Lot 302, Map 17033500; said strip being the entirety of said north thirty (30) feet, easterly of this point of beginning.

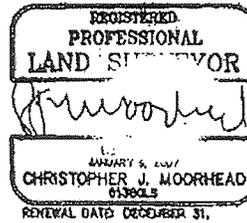
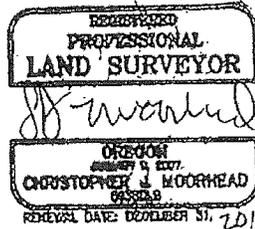
Tax Lot 400:

Being a strip thirty (30) feet in width, bounded on the north by the northerly line of that land described as "Parcel 3" per the Deed recorded as Instrument number 2005-069389, Lane County Oregon Deed Records.

Tax Lot 200:

Being a strip thirty (30) feet in width, bounded on the south by the southerly line of that land described as "Parcel 2" per the Deed recorded as Instrument number 2005-069389, Lane County Oregon Deed Records, said southerly line being described per said Deed as having a bearing of "South 79° 41' West", and said strip following this line and it's westerly extension, terminating at the west line of said "Parcel 2".

Tax Lot and Tax Map numbers referred to are current as of the date of this document and are subject to change.



AGENDA ITEM SUMMARY

Meeting Date: 11/3/2014
Meeting Type: Regular Meeting
Staff Contact/Dept.: Sophia Seban - DPW
Staff Phone No: 541-726-2295
Estimated Time: Consent Calendar
Council Goals: Mandate

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE: CHANGE OF OWNERSHIP LIQUOR LICENSE APPLICATION FOR THE GRIDIRON GRILL AND TAP HOUSE INC, DBA: THE GRIDIRON GRILL AND TAP HOUSE

ACTION REQUESTED: Endorsement of OLCC Liquor License Application for The Gridiron Grill and Tap House an entertainment style restaurant, located at 2816 Main Street, Springfield, OR 97477.

ISSUE STATEMENT: The owners of The Gridiron Grill and Tap House Inc, DBA: The Gridiron Grill and Tap House has requested the City Council to endorse its OLCC Liquor License Application.

ATTACHMENTS: Attachment 1. OLCC Liquor License Application

**DISCUSSION/
FINANCIAL
IMPACT:** The license endorsement for The Gridiron Grill and Tap House is for a change of ownership with Full On-Premises Sales and applying as a Corporation. The new license application has been reviewed and approved by the appropriate City Departments.



OREGON LIQUOR CONTROL COMMISSION LIQUOR LICENSE APPLICATION

Application is being made for:

LICENSE TYPES

- Full On-Premises Sales (\$402.60/yr)
 - Commercial Establishment
 - Caterer
 - Passenger Carrier
 - Other Public Location
 - Private Club
- Limited On-Premises Sales (\$202.60/yr)
- Off-Premises Sales (\$100/yr)
 - with Fuel Pumps
- Brewery Public House (\$252.60)
- Winery (\$250/yr)
- Other: _____

ACTIONS

- Change Ownership
 - New Outlet
 - Greater Privilege
 - Additional Privilege
 - Other _____

90-DAY AUTHORITY

Check here if you are applying for a change of ownership at a business that has a current liquor license, or if you are applying for an Off-Premises Sales license and are requesting a 90-Day Temporary Authority

APPLYING AS:

- Limited Partnership
- Corporation
- Limited Liability Company
- Individuals

CITY AND COUNTY USE ONLY

Date application received: Oct-21, 2014

The City Council or County Commission:

City of Springfield
(name of city or county)

recommends that this license be:

- Granted
- Denied

By: _____
(signature) (date)

Name: _____

Title: _____

OLCC USE ONLY

Application Rec'd by: J. Brothert

Date: 10/14/14

90-day authority: Yes No

1. Entity or Individuals applying for the license: [See SECTION 1 of the Guide]

- ① Chris Craig The Gridiron Grill and Tap House, Inc.
- ② Erin L. Freeman ④ _____

2. Trade Name (dba): Gridiron grill and Taphouse

3. Business Location: 2816 Main St. Springfield Lane OR. 97477
(number, street, rural route) (city) (county) (state) (ZIP code)

4. Business Mailing Address: P.O. box 2043 Eugene OR. 97402
(PO box, number, street, rural route) (city) (state) (ZIP code)

5. Business Numbers: _____
(phone) (fax)

6. Is the business at this location currently licensed by OLCC? Yes No

7. If yes to whom: Ralph & Marilee Brown Type of License: full on Premises

8. Former Business Name: Harleys and Horses

9. Will you have a manager? Yes No Name: Erin L. Freeman
(manager must fill out an Individual History form)

10. What is the local governing body where your business is located? Lane County, Springfield
(name of city or county)

11. Contact person for this application: Erin Freeman 541-543-5055
(name) (phone number(s))

6010 Rombauer Rd. Eugene OR 97402 erin.smith.freeman@yahoo.com
(address) (fax number) (e-mail address)

I understand that if my answers are not true and complete, the OLCC may deny my license application.

Applicant(s) Signature(s) and Date:

① Christina Allen Date 10-6-14 ③ _____ Date _____

② Erin L. Freeman Date 10-6-14 ④ _____ Date _____



OREGON LIQUOR CONTROL COMMISSION
BUSINESS INFORMATION

Please Print or Type

Applicant Name: Erin L. Freeman Phone: 541-543-5255

Trade Name (dba): The Gridiron Grill and Taphouse

Business Location Address: 2816 Main St.

City: Springfield ZIP Code: 97477

DAYS AND HOURS OF OPERATION

Business Hours:

Sunday 10:00 Am to 12:00 Am
Monday 10:00 Am to 12:00 Am
Tuesday 10:00 to 2:30
Wednesday 10:00 to 2:30
Thursday 10:00 to 2:30
Friday 10:00 to 2:30
Saturday 10:00 to 2:30

Outdoor Area Hours:

Sunday to
Monday to
Tuesday to
Wednesday to
Thursday to
Friday to
Saturday to

The outdoor area is used for:

- Food service Hours: to
Alcohol service Hours: to
Enclosed, how

The exterior area is adequately viewed and/or supervised by Service Permittees.

(Investigator's Initials)

Seasonal Variations: Yes No If yes, explain:

ENTERTAINMENT

- Live Music
Recorded Music
DJ Music
Dancing
Nude Entertainers

Check all that apply:

- Karaoke
Coin-operated Games
Video Lottery Machines
Social Gaming
Pool Tables
Other:

DAYS & HOURS OF LIVE OR DJ MUSIC

Sunday to
Monday to
Tuesday to
Wednesday to
Thursday to
Friday 8:00 pm to 2:00 am
Saturday 8:00 pm to 2:00 am

SEATING COUNT

Restaurant: 35 Outdoor:
Lounge: 35 Other (explain):
Banquet: Total Seating: 70

OLCC USE ONLY
Investigator Verified Seating: (Y) (N)
Investigator Initials:
Date:

I understand if my answers are not true and complete, the OLCC may deny my license application.

Applicant Signature: Erin L. Freeman Date: 10-6-2014

1-800-452-OLCC (6522)
www.oregon.gov/olcc

(rev. 12/07)

Paul E. Fooks
2431 15th Street
Springfield, OR 97477

October 21, 2014

Dear Mayor Lundberg and City Councilors:

I am writing in response to the notification that the city council will be discussing incentives for Hayden Bridge area residents to consider for annexation into the city. I object to our property and neighborhood being annexed.

The reasons for my objection are:

- Extremely high first cost: Costs of incorporation fee alone of \$1000 is hardly palatable. Sanitary sewer installation and connection charges are horrendously expensive.
- On-going monthly costs: Monthly costs alone of sewer, storm water fee, and increased property taxes would alone cost approximately \$200 a month.
- Undesirable side effects of incorporation with new imposed infrastructure requirements.
- Property taxes would increase a minimum of \$1000 a year

While I am adamantly opposed to any potential annexation plan, there are many questions raised that need to be addressed. Please answer the following:

- 1) How could I justify the loss in standard of living for our family of five? What benefits could justify this costs imposed?
- 2) Would street lights be installed? Is there a voice for installation, or are they required infrastructure? What cost would be incurred? Who pays that cost?
- 3) Our storm drainage is mostly above surface, with more than 500 feet to the closest catch basin.
 - a. If the city decides that surface storm water discharge is not meeting clean water standards, and requires installing buried piping, where will that be installed?
 - b. Who will bear the costs of new piping and catch basins?
 - c. Where would this infrastructure be installed, since there is no utility easement on the front of our property, and no willingness on my part to grant one?
- 4) Does the city require sidewalk installation where there currently are none?
 - a. Since there is no easement or right of way on our property adjacent to the street, how would the city go about obtaining the right to use the private property?
 - b. Who pays for the sidewalk installation?
 - c. What would happen with the extensive mature landscaping and trees? Would trees in the pathway destroyed, and replaced with sapling street trees?
- 5) How is a working family supposed to pay annexation and sanitary sewer fees? If we simply cannot afford the fees, do you foreclose on our home?

In short, I encourage the city council to abandon any notion for annexing Hayden Bridge area within the urban growth boundary not currently incorporated. Whatever benefit is being sought for the city is lost by the costs required.

Sincerely,



Paul E Fooks
541-232-8311