

# **Downtown District Urban Design Plan and Implementation Strategy**

Downtown Citizen Advisory Committee • City of Springfield, Oregon



# Acknowledgements

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## **Executive Summary**

# Project Overview

*The Springfield Downtown District Urban Design Plan provides an innovative yet realistic vision and strategy for strengthening downtown Springfield's role as the economic and cultural heart of the community.*

## Study Area

The project study area is identified to the right. The plan includes consideration of both downtown Springfield and the Glenwood Riverfront District.

## Stakeholder Meetings

A citizen advisory committee comprised of local neighborhood representatives, citizens, property owners and business representatives provided input and direction for the development of all plan concepts and implementing actions. A technical advisory committee (TAC), consisting of representatives from transportation, planning, public works, and economic development reviewed all plan materials and provided input.

## Project Objectives

The following stakeholder-created objectives served as touchstones for the development and evaluation of the plan.

### Land Use

- Provide for a community plaza or gathering space
- Identify opportunities for retail and entertainment uses
- Provide for safe and convenient parking
- Preserve and expand downtown employment
- Revitalize underutilized sites
- Increase density and mix of uses

### Circulation

- Identify safe, direct connections to neighborhoods
- Promote pedestrian-friendly streets
- Improve access to the river, parks and open space
- Reduce the impact of truck traffic downtown



Downtown-Glenwood District Study Area

## Implementation

- Encourage investment in public infrastructure
- Create standards and guidelines for development
- Identify incentives for new and existing businesses

## Other

- Maintain and enhance historic character
- Create a family-friendly downtown
- Improve downtown image and increase safety

# Mobility Oriented Downtown

*Downtown Springfield is envisioned as a destination rather than a thoroughfare. Within a five-minute walk or a five-minute bike ride, residents will be able to access a concentration of retail, employment, and services.*

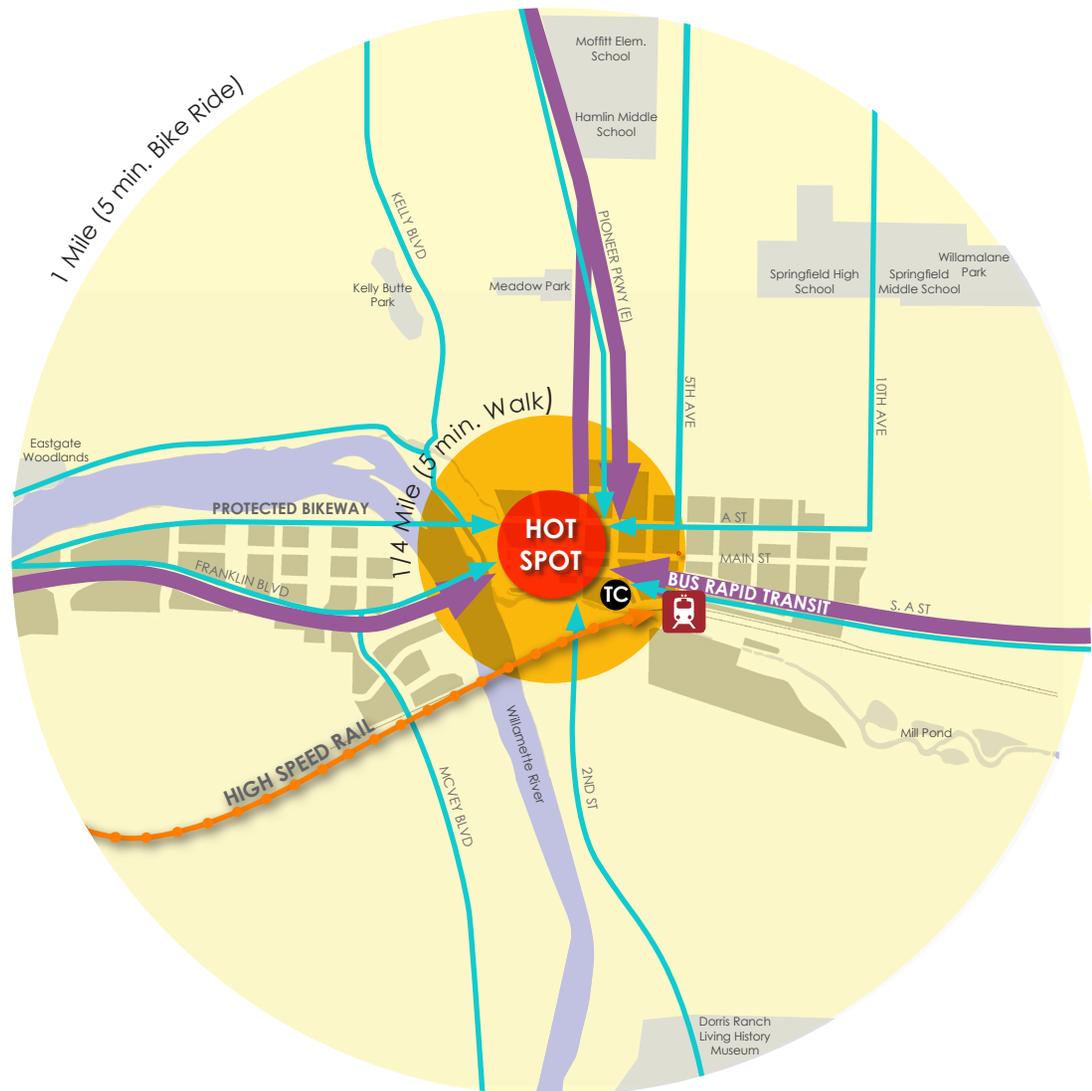
## What is a Mobility Oriented Downtown (MOD)?

A MOD's one-mile radius includes:

- **A Hot Spot.** The center or 'Hot Spot' contains a concentration of the community's residential, retail, employment, business, and service uses and a civic plaza
- **Pedestrian-Friendly Sidewalks.** The sidewalks leading to the Hot Spot are comfortable, safe and vibrant
- **Protected Bikeways.** Bicyclists are separated from auto traffic
- **Transit Supportive.** Bus rapid transit will connect to neighborhoods and other centers in the region. High-speed rail will provide premium transit access between Springfield, Portland, Seattle and Vancouver, B.C.

## What are the benefits of a Springfield MOD?

- **Auto Travel Distances are Reduced.** Most residents do not have to travel outside of the MOD to shop, work or conduct business. Most auto travel is to the commercial core, reducing typical auto travel distances
- **Auto trips are Reduced.** Protected bike lanes allow residents—young and old alike—to substitute safe bicycle travel for auto travel within the downtown
- **Homeowners' Fuel Costs are Reduced.** The average U.S. household drives 22,000 miles per year. Households within the MOD could drive 50 percent fewer miles for an annual savings of approximately \$2,500
- **Fuel Savings Provide a Local Economic Stimulus.** If MOD households spend their energy savings locally—instead of sending the money overseas to multi-national companies—the annual local economic stimulus would likely be \$80 million annually in Springfield's MOD

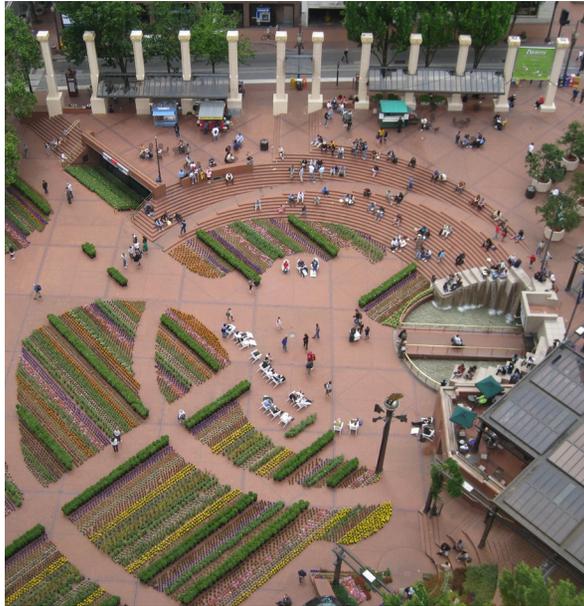


# Fundamental Concept

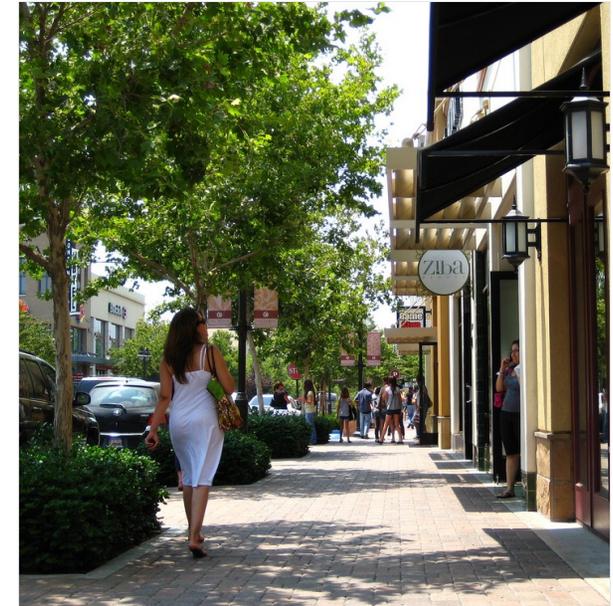
*Revitalization of downtown Springfield is dependent on the implementation of a few essential actions.*

A focused and coordinated effort will be required. Once these projects are implemented, other projects may be considered.

- **Mill Plaza**—the city's 'living room' hosts the community's day-to-day gatherings. This paved multi-use space is intended to be active 18 hours a day
- **Retail Hot Spot**—oriented around and near the plaza, a variety of local shops and anchor national tenants are envisioned as the main shopping destination and the heart of downtown. A critical mass of at least 150,000 square feet of ground-floor retail is necessary
- **Neighborhood Retail**—Glenwood will have a neighborhood retail hub. To preclude development of a center that competes with the Hot Spot, ground-floor retail should be limited to 50,000 square feet
- **Two-Way Main Street**—one-way street is converted to two-way, providing pedestrian-friendly direct access to downtown retail and providing visibility for Main Street businesses
- **Mobility Corridors**—provide more efficient auto access through downtown and support Bus Rapid Transit (BRT) to the metro area
- **Protected Bikeways**—separate bicycles from auto traffic, providing a safe and direct five-minute or less bike ride from neighborhoods to all downtown destinations
- **Glenwood Riverfront Housing District**—2,000 new residences surrounded by parks and oriented to the riverfront are located within a short walk or bike ride to downtown retail, employment and services



Plaza



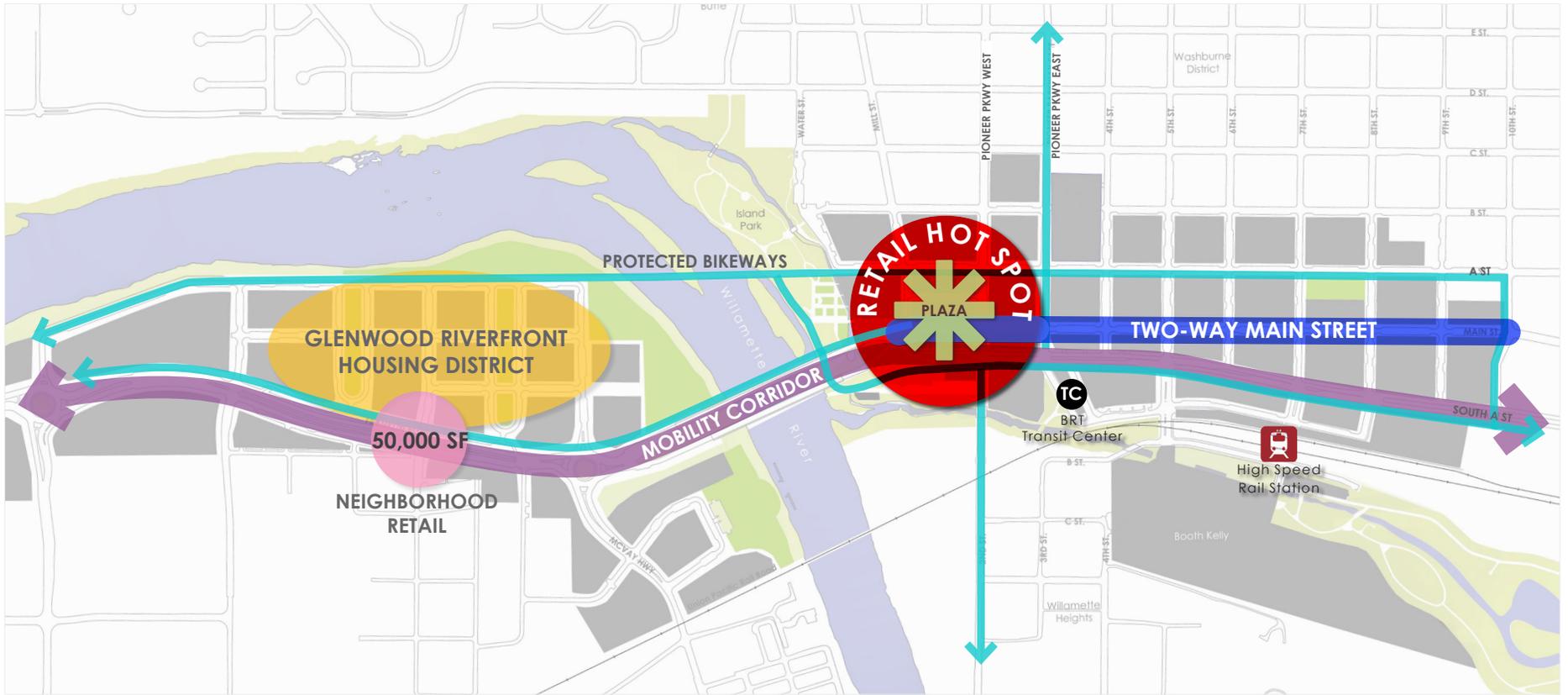
Retail Hot Spot



Protected Bikeway



Mobility Corridor



Downtown Springfield Fundamental Concept Diagram

# Downtown Springfield/Glenwood Vision

*Downtown Springfield and the Glenwood Riverfront District combined have the capacity to absorb significant amounts of growth over the next 30 years. The build-out plan illustrates the character, location and intensity of new development that may be achieved through implementation of the Downtown Urban Design Plan and the Glenwood North Riverfront Corridor Plan.*

The Glenwood North Riverfront Corridor Plan and the Downtown Urban Design Plan were separate parallel planning efforts that provide specific recommendations within their respective study areas; but they, collectively addressed the relationship of managing growth and development between downtown and the Glenwood riverfront. The purpose of the Springfield/Glenwood Vision is to illustrate the context and relationship of future development between downtown and the Glenwood Riverfront Corridor instead of as isolated planning efforts.





# Downtown Build-Out

The build-out diagram provides a summary of the potential amount and type of new downtown development and public infrastructure projects. Most new development is located on vacant or underutilized sites.

## NEW DEVELOPMENT POTENTIAL

Retail	210,000 sf
Commercial	110,000 sf
Employment (Office)	990,000 sf
Cultural/Education	110,000 sf
Housing	1,080 units
Parking	3,900 sp
New Library	60,000 sf

## PUBLIC INFRASTRUCTURE PROJECTS

Two-Way Main Street	3200 lin. ft
Mill Plaza Streets	1265 lin. ft
Mill Plaza	.75 ac
Post Office Park/Island Park	2.3 ac
Protected Pedestrian/Bikeway Loop	9125 lin. ft
Public Parking Structures	1,145 sp
Park and Ride Lot	255 sp
Transit Street & Rail Platform	1,585 lin.ft

### Legend

	New Buildings		Transit Center
	Existing Buildings		Public Parking
	Parks and Open Space		High Speed Rail Station
			Park and Ride



Downtown Build-Out

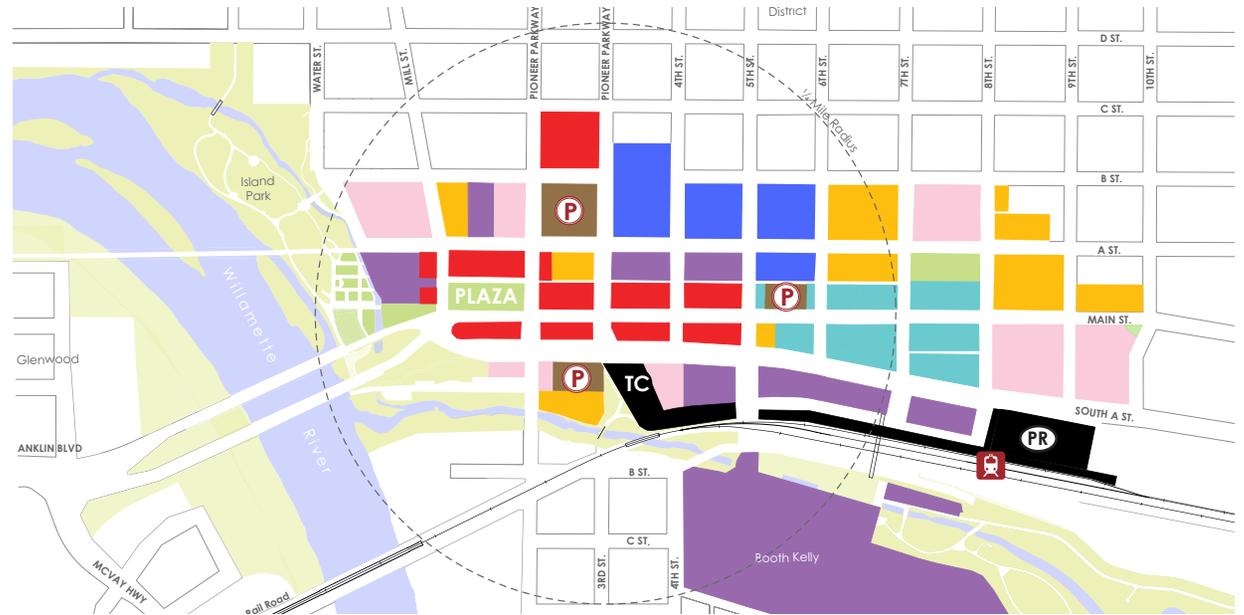
# Land Use

The land use framework identifies a mix of essential uses in locations deliberately selected to maximize development potential and ensure long-term viability. Based upon fundamental real estate siting requirements, the land use framework has the capacity to attract a significant portion of anticipated future region-wide development to the downtown.

The land use framework:

- Identifies primary land uses; a vertical mix of uses along with the identified primary uses is encouraged
- Identifies areas most likely to be developed or redeveloped over time
- Builds upon and strengthens existing retail and commercial districts
- Builds upon existing employment districts and creates new employment opportunities

Existing private property shown as a public use would operate as is until acquired by a public entity.



Primary Land Use Diagram

### Legend

- |                     |                             |                         |
|---------------------|-----------------------------|-------------------------|
| Ground Floor Retail | Housing                     | Public Parking          |
| Commercial          | Transit                     | High Speed Rail Tracks  |
| Employment          | New Parks                   | BRT/Bus Transit Center  |
| Civic/Government    | Existing Parks & Open Space | High Speed Rail Station |
| Cultural/Education  |                             | Park and Ride           |

# Circulation

The circulation framework supports regional and local access, providing for a wide range of current and future circulation needs. While efficient access to and mobility through the downtown is maintained, there is an increased emphasis on the design of streets to serve pedestrians and bicycles.

The circulation framework includes two types of streets.

## Mobility Framework

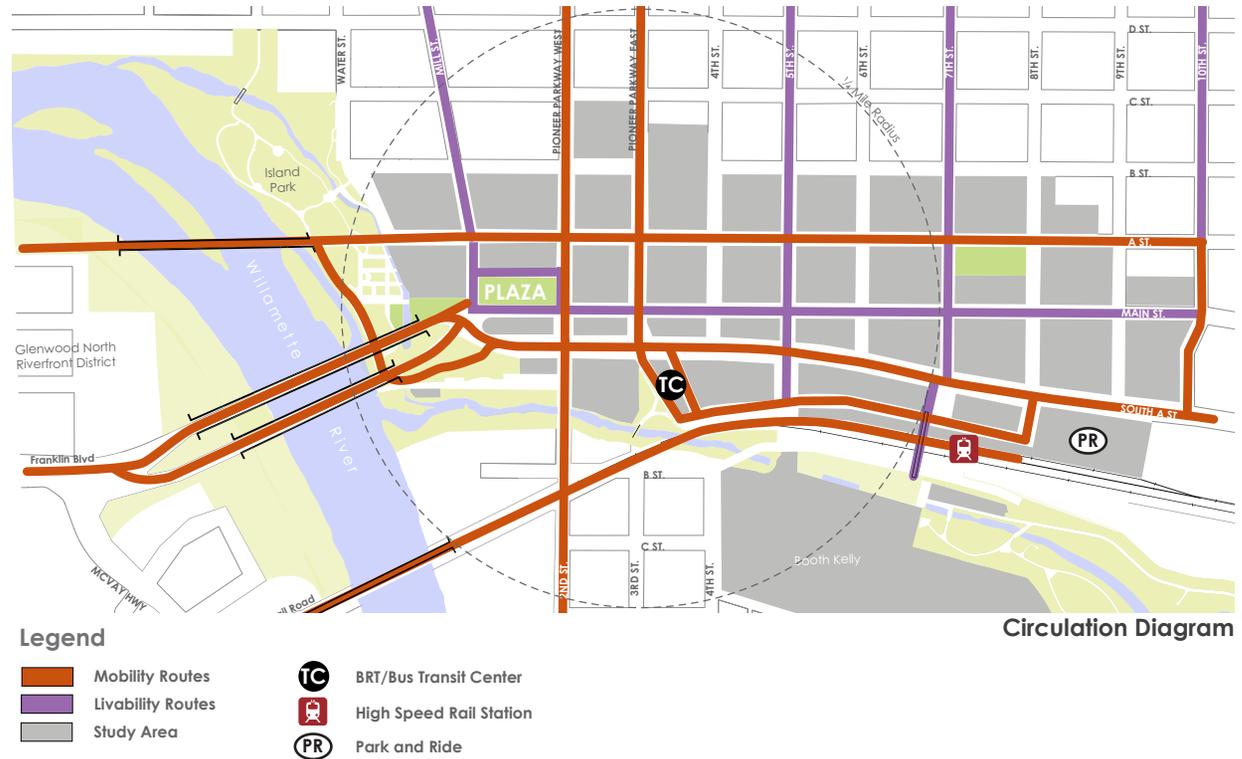
Essential auto, truck, transit and protected bikeway routes serving downtown and the metro region:

- Pioneer Parkway
- South A Street
- Downtown Bikeway Loop
- Main Street and Garden Bridge Crossings
- New Transit Access Street and High-Speed Rail

## Livability Framework

Key pedestrian, bicycle, and auto routes within downtown and safe routes to neighborhood destinations such as schools and parks:

- Retail Main Street
- Neighborhood Connections (Mill Street, 5th Street, 7th Street, and 10th Street)



**Land Use**

# Overview

The land-use framework provides a vision for unified and coherent growth in which new uses are fostered and existing desirable uses are strengthened.

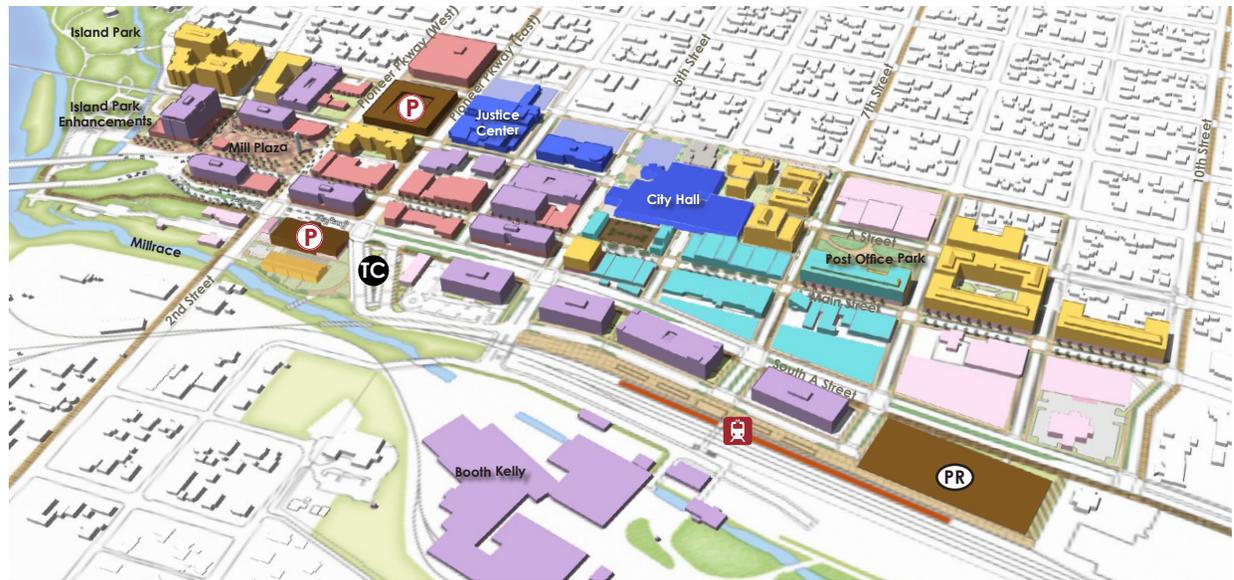
The framework responds to the following essential requirements:

- Development sites meet proven fundamental real estate needs for housing, employment, retail and parking
- Development builds upon and strengthens downtown Springfield's greatest assets—its historic buildings, close-in neighborhoods, network of streets and the Willamette River

## Long-Range Plan

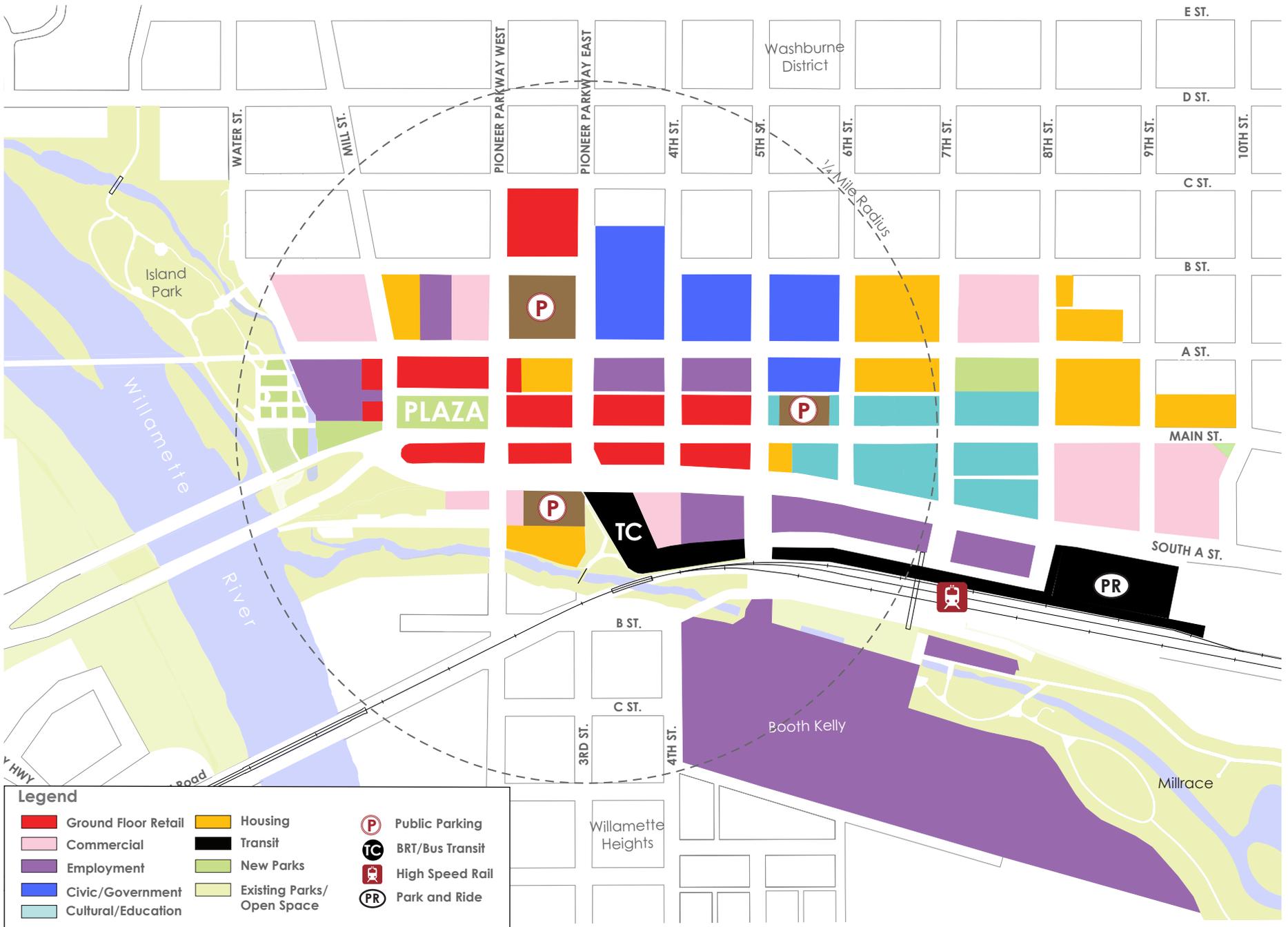
In some situations, new uses are identified for parcels that are already occupied by a viable use. In these special cases the framework:

- Keeps existing neighborhood plans, other policies and regulations intact
- Serves as a guide for a potential new overlay of zoning regulations for the study area
- Recognizes that regardless of any future regulatory changes, existing uses should remain and operate as long as property owners wish
- Assumes that green space or other public use areas suggested for parcels currently under private ownership will be acquired or dedicated to the City or other government agency



Build-Out Land Use

Build-Out Summary			
Land Use	New	Existing	Total
Retail	210,000 SF	40,000 SF	250,000 SF
Commercial	110,000 SF	143,000 SF	253,000 SF
Employment	990,000 SF	32,000 SF	1,022,000 SF
Civic	60,000 SF	234,500 SF	294,500 SF
Arts/Cultural	122,000 SF	44,000 SF	166,000 SF
Housing	1,080 DU	NA	1,080 DU
Parking	3,900 SP	2,466 SP	6,366 SF
Public Plaza	56,600 SF	----	56,600 SF
Public Parks/Open Space	63,000 SF	2,537,000 SF	2,600,000 SF



Primary Land Use Diagram

# Ground-Floor Retail

New and existing storefronts reestablish downtown as the premier pedestrian-oriented shopping destination in Springfield.

## Retail Hot Spot Elements

- 150,000 sf of new ground-floor street-oriented retail on parcels surrounding Mill Plaza
- Sites that serve the needs of large-format anchor retailers that draw shoppers to the downtown
- Retail-friendly parking located between Pioneer Parkway West and Pioneer Parkway East

## Main Street Retail Elements

- 40,000 sf of street-oriented retail along Main Street, including existing storefronts and new infill sites from Pioneer Parkway West to 5th Street
- Storefront spaces ideally suited to specialty and local-serving retail businesses
- Parking provided at near-by city-owned Main Street facility

## Downtown Grocery Elements

- 60,000-sf site that accommodates a new 'urban style' full-service grocery store
- Parking provided behind, above, below or within a new adjacent parking structure

## Retail Recipe for Success

Successful retail development requires following a basic formula for success. The key elements include:

- The Right Retail Configuration**—approximately 1/4 mile in length which is equal to a five-minute walk
- Attractive Retail Presentation**—buildings provide retail friendly storefronts with large openings and views of retail displays
- High Quality Pedestrian Environment**—incorporating wide sidewalks, safe crossings, pedestrian-scaled lighting, and street furniture
- Shopper Friendly Parking**—no further than a block away from retail
- Convenient Auto Access**—with direct and easy two-way auto access to storefronts and parking



Ground-Floor Retail Diagram



Retail Recipe for Success

# Commercial

Commercial uses support and complement the Retail Hot Spot.

The commercial framework:

- Includes businesses that sell services such as banks or dry cleaners
- Preserves sites of existing viable uses such as Lithia Motors
- May include other upper-floor uses such as housing or employment

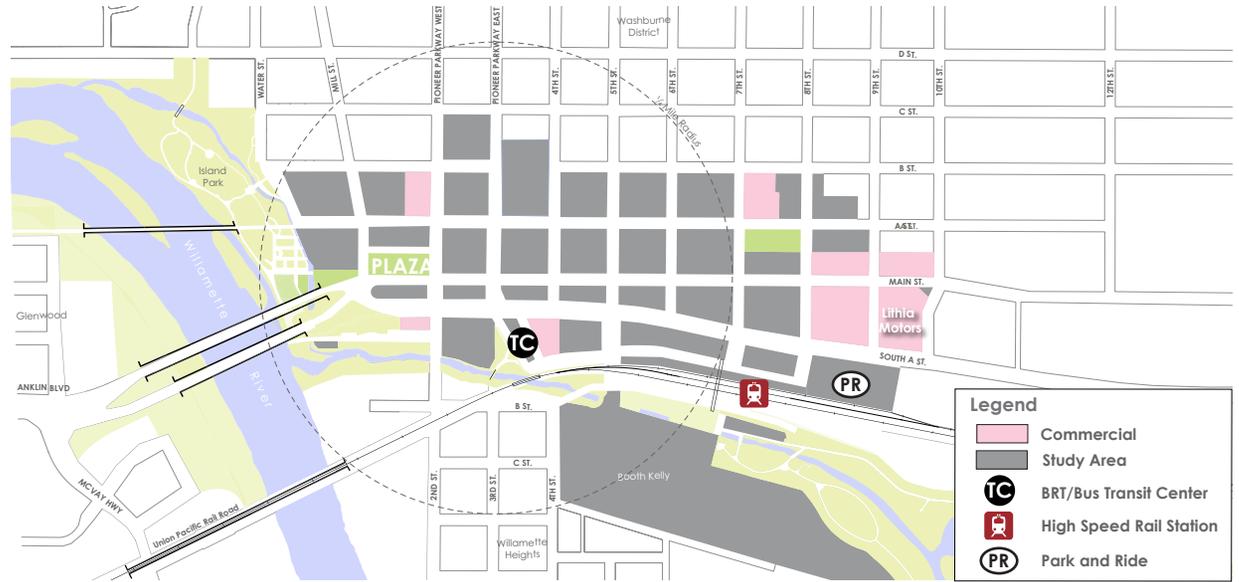
# Employment

The employment framework:

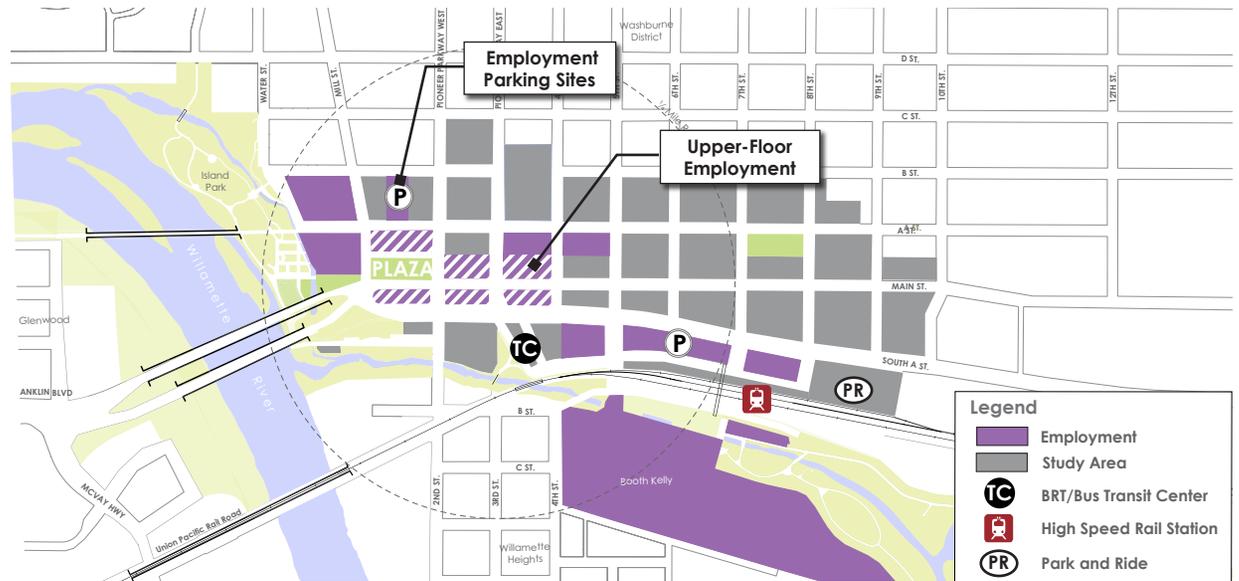
- Provides new highly desirable sites with 'prominent addresses' along major roadways
- Includes parcels large enough to accommodate Class-A office buildings
- Preserves the Booth Kelly site for a future large employment campus

Elements of the employment district include:

- **Variety**—provides opportunities for both new construction and/or renovated offices above existing ground-floor uses
- **Flexibility**—provides attractive sites for both major employers and small businesses
- **Access to services**—located close to retail, dining, civic and other services
- **Access to amenities**—including Mill Plaza, riverfront parks and the Millrace open space
- **Easy access**—access to arterial roadways and transit



Commercial Diagram



Employment Diagram

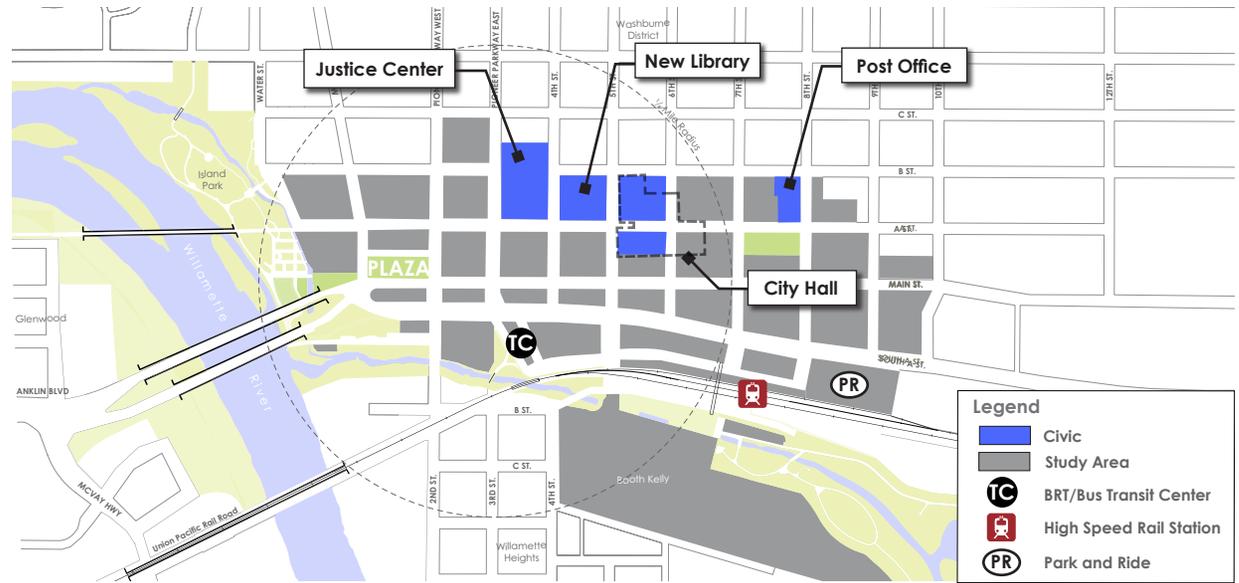
# Civic

Government uses improve downtown vitality. Downtown businesses benefit from government employees and patrons.

The civic framework:

- Integrates the Justice Center with City Hall
- Provides a location for a future new library and other government services between 5th and 6th streets
- Preserves 234,500 sf of existing centrally located public and government services
- Maintains City Hall in its current location

Should City Hall be reconstructed in the future, the framework identifies a new location north of A Street; relocating City Hall would free up three city blocks for redevelopment and future parking to support Main Street.

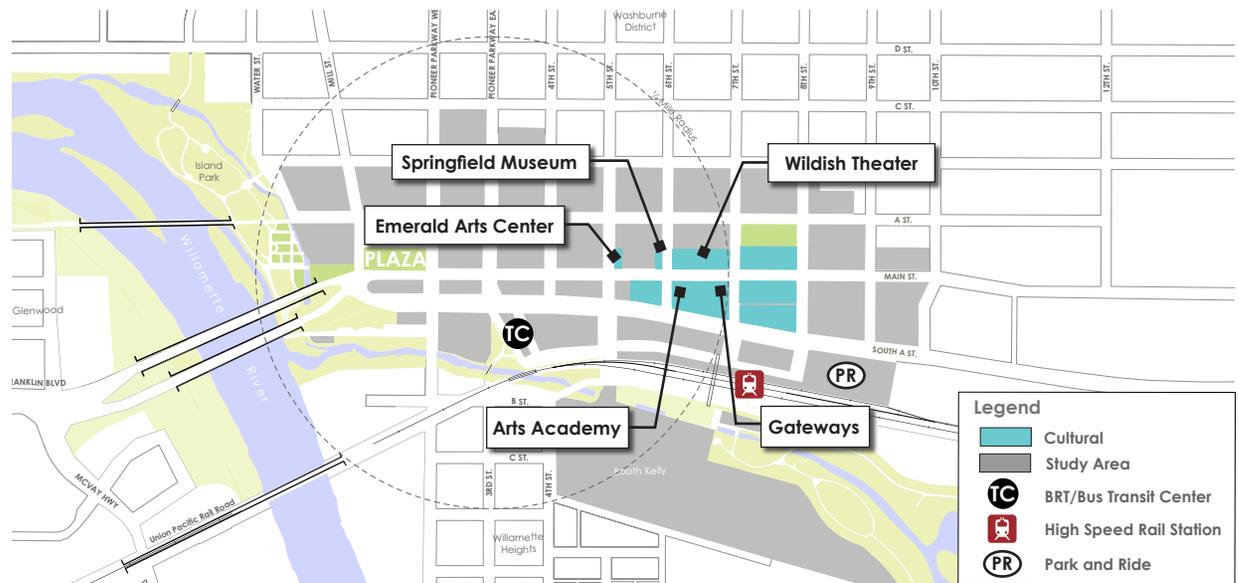


Civic Diagram

# Cultural

The cultural framework:

- Builds upon existing assets
- Provides locations for art galleries, dining and lodging
- Encourages art studios and work-live housing
- Encourages upgrades to existing storefronts and new infill



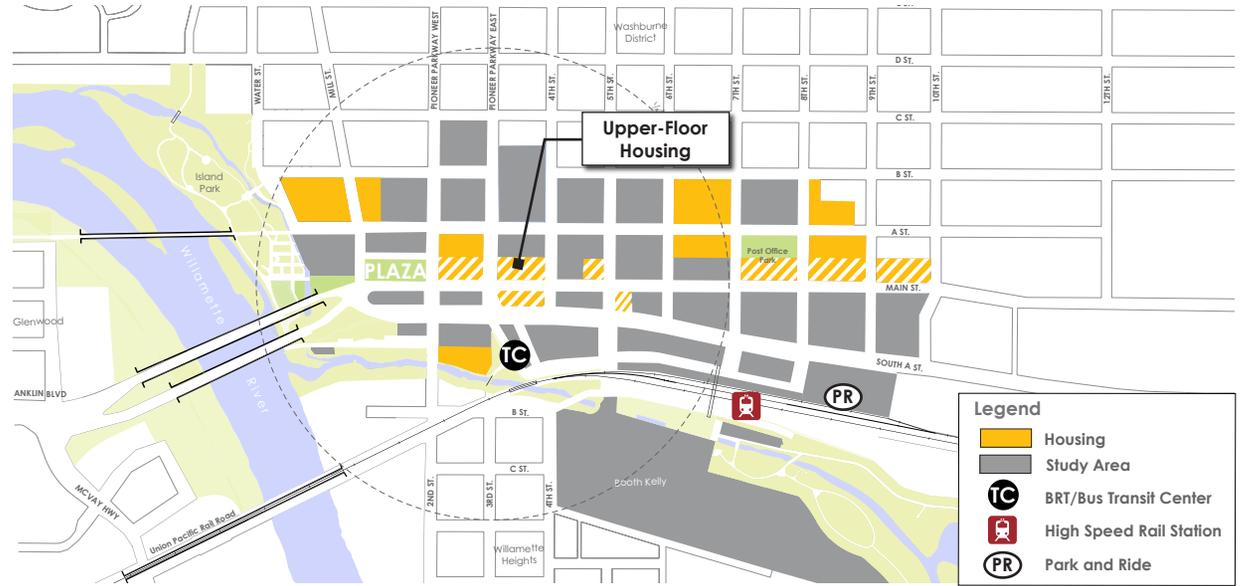
Cultural Diagram

# Housing

*Downtown housing helps to create an active and economically successful downtown. Downtown residents are attracted to the services, shopping, cultural activities and employment opportunities.*

The housing framework:

- Accommodates over 1,000 dwelling units
- Provides opportunities for a variety of housing types for residents of all incomes and ages
- Locates residential development in desirable areas adjacent to existing or planned plazas, parks, and open spaces
- Transitions the building height and massing down to complement the adjacent historic Washburne neighborhood
- Locates housing within a five-minute walk to transit
- Encourages upper-floor housing along Main Street
- Includes parking located on site



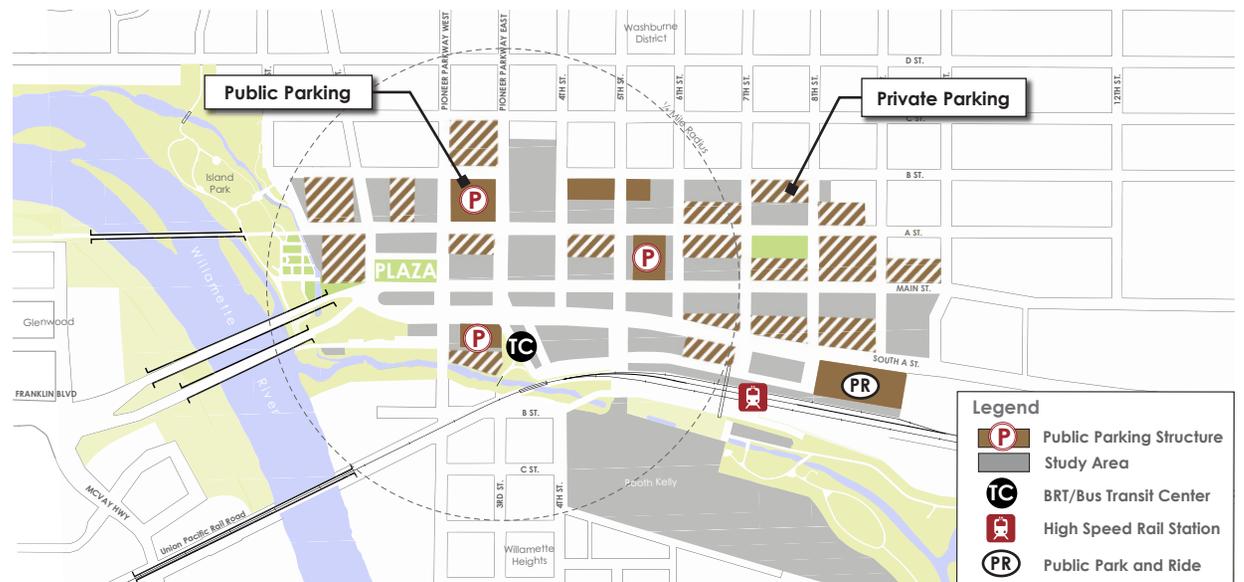
Housing Diagram

# Parking

*While a reduction in parking is encouraged, the parking framework ensures that adequate public and private parking is provided.*

The parking framework:

- Is consistent with the downtown parking study
- Supports the transition of public parking from lots to structures as demand warrants
- Includes private parking provided in either structures or lots; unless accommodated within public facilities, or other parking arrangement, private parking must be provided on site
- Ensures parking lots are located behind buildings or screened from public view
- Maximizes on-street parking along Main Street and surrounding Mill Plaza
- Limits loading zones and parking access on streets with ground-floor retail frontages



Parking Diagram

# Plaza, Parks and Open Spaces

The Mill Plaza, park and open space enhancements serve as downtown organizing elements and amenities, support natural storage of downtown stormwater, and provide community access to ecologically restored public waterways.

New, existing and enhanced plazas, parks and open spaces create a variety of active and passive places in the following locations:

- Mill Plaza
- Island Park Enhancements
- Post Office Park
- Millrace Enhancements

## Mill Plaza

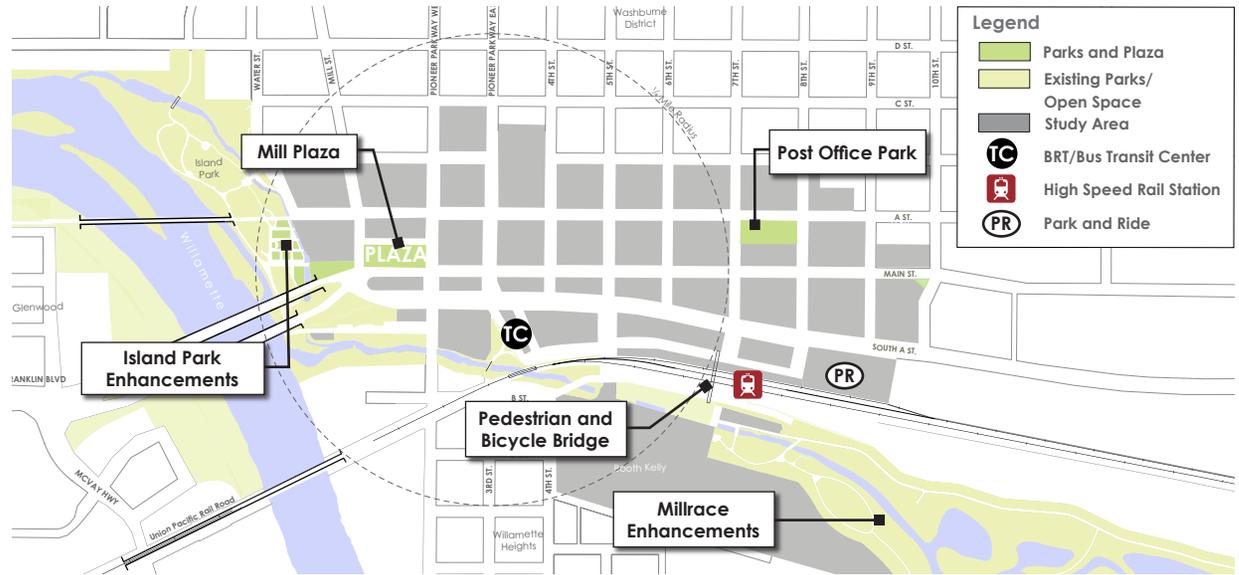
The 1.3-acre Mill Plaza located on the west end of Main Street is a focus for creating a downtown retail destination and central gathering space for the community. The design of the plaza includes mostly hardscape elements and is flexible enough to accommodate large downtown events as well as everyday uses.

Design elements include:

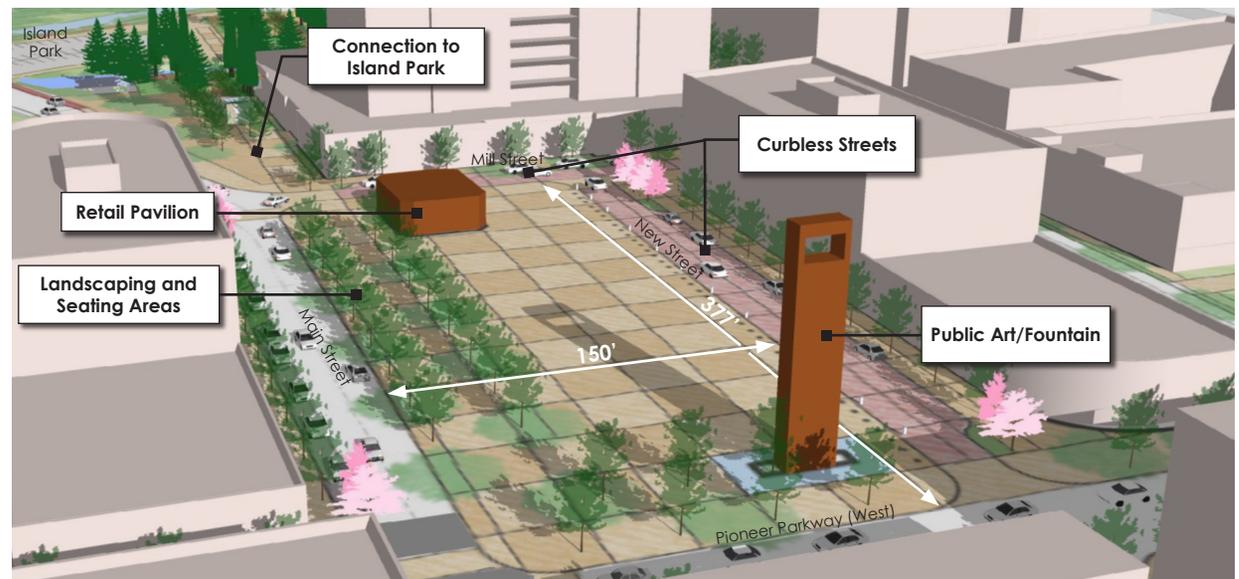
- A direct pedestrian and bicycle connection from the plaza to Island Park
- Special brick or concrete pavers
- Curbless streets surrounding the plaza that expand the usable space and perceived visual dimensions of the assembly area
- A retail pavilion with a bike station, cafe and restrooms
- Street trees and landscaping
- Lighting and street furniture such as benches and trash receptacles
- Public art

## Island Park Enhancements

Island Park, a passive park and public assembly area, continues to draw residents and visitors to downtown. Proposed enhancements to 1.45 acres of the existing park will create a formal garden for strolling, sitting, and viewing the Willamette River.



Plaza and Parks Diagram



Mill Plaza- Looking West

Design elements include:

- A direct connection from the park to Mill Plaza
- The slough as a natural water feature that showcases sustainable stormwater management
- Paved or crushed rock pathways
- A variety of landscape beds, trees, shrubs and perennials
- Planting beds and pervious paving that incorporate sustainable stormwater management
- Pedestrian-scale lighting, benches and bike parking

### Post Office Park

Located along A Street opposite of the existing Springfield Post Office, this one-acre neighborhood park is centrally located to serve high-density housing on adjacent blocks and the Washburne Historic District.

Design elements include:

- Primarily lawn, street trees and planting beds
- Paved walkways, an assembly area and a possible water feature
- Informal sport and game areas
- Children's play areas and structures
- Pedestrian-scale lighting, benches and bike parking

### Millrace Enhancements

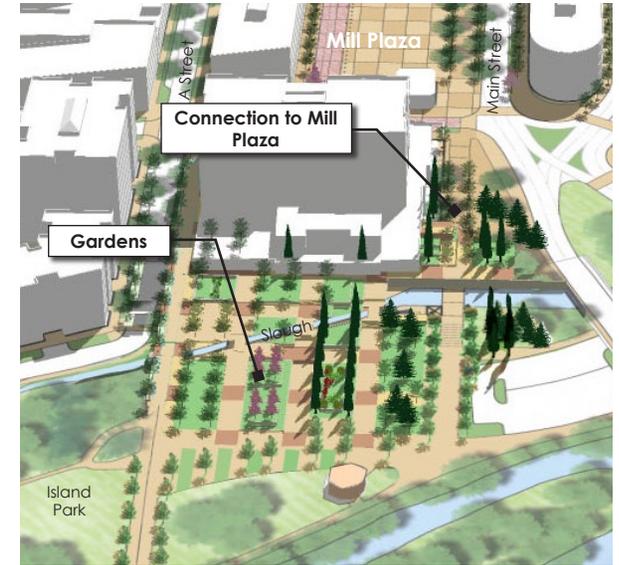
The 44-acre former Mill Pond will be transformed into a natural citywide stormwater park, reducing the impact on and extending the life of existing stormwater infrastructure. Enhancements will provide for fish, wildlife and riparian areas with public trail access for viewing the restored habitat.

Design elements include:

- Trails and view points
- Historic steam plant interpretative information center and restrooms
- Natural and historical interpretation sites
- Picnic pavilion
- Parking
- A new pedestrian and bicycle rail crossing, providing safe and direct access to and from downtown



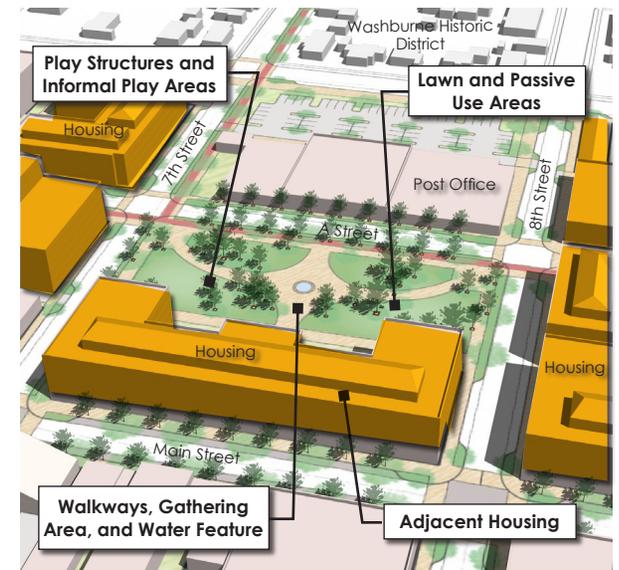
Formal Garden



Island Park Enhancements- Looking East



Neighborhood Park



Post Office Park- Looking North



**Circulation**

# Overview

The circulation framework supports downtown's role as a destination rather than a place to pass through. The framework provides regional access for autos, trucks and transit and significantly improves pedestrian and bicycle access within a five-minute walk or bike ride to and from downtown. Main Street is reestablished as a pedestrian-friendly destination.

The circulation framework establishes a hierarchy of transportation routes. The diagram on the opposite page identifies the location of Livability and Mobility routes.

### Livability Framework

- **A Retail Main Street**—Details Main Street improvements that strengthen the retail environment by reestablishing two-way auto travel and identifying pedestrian-friendly improvements to sidewalks and intersections
- **Neighborhood Connections**—Provide safe routes to schools, parks and civic facilities. Improvements include both pedestrian and bicycle enhancements

### Mobility Framework

- **Protected Bikeways**—Identify safe routes separated from auto traffic that will significantly increase bicycle ridership up to a mile from downtown
- **Bus Rapid Transit and High Speed Rail Routes**—Expand the current bus rapid transit east along South A and identify a future high-speed rail and station adjacent to the Union Pacific rail corridor that will reduce auto dependency and help to provide access within the Springfield and Eugene metro area and the Pacific Northwest region
- **Regional Truck and Auto Access Corridors**—Provide for through auto and truck traffic along South A Street, Pioneer Parkway West, and Pioneer Parkway East



Pedestrians



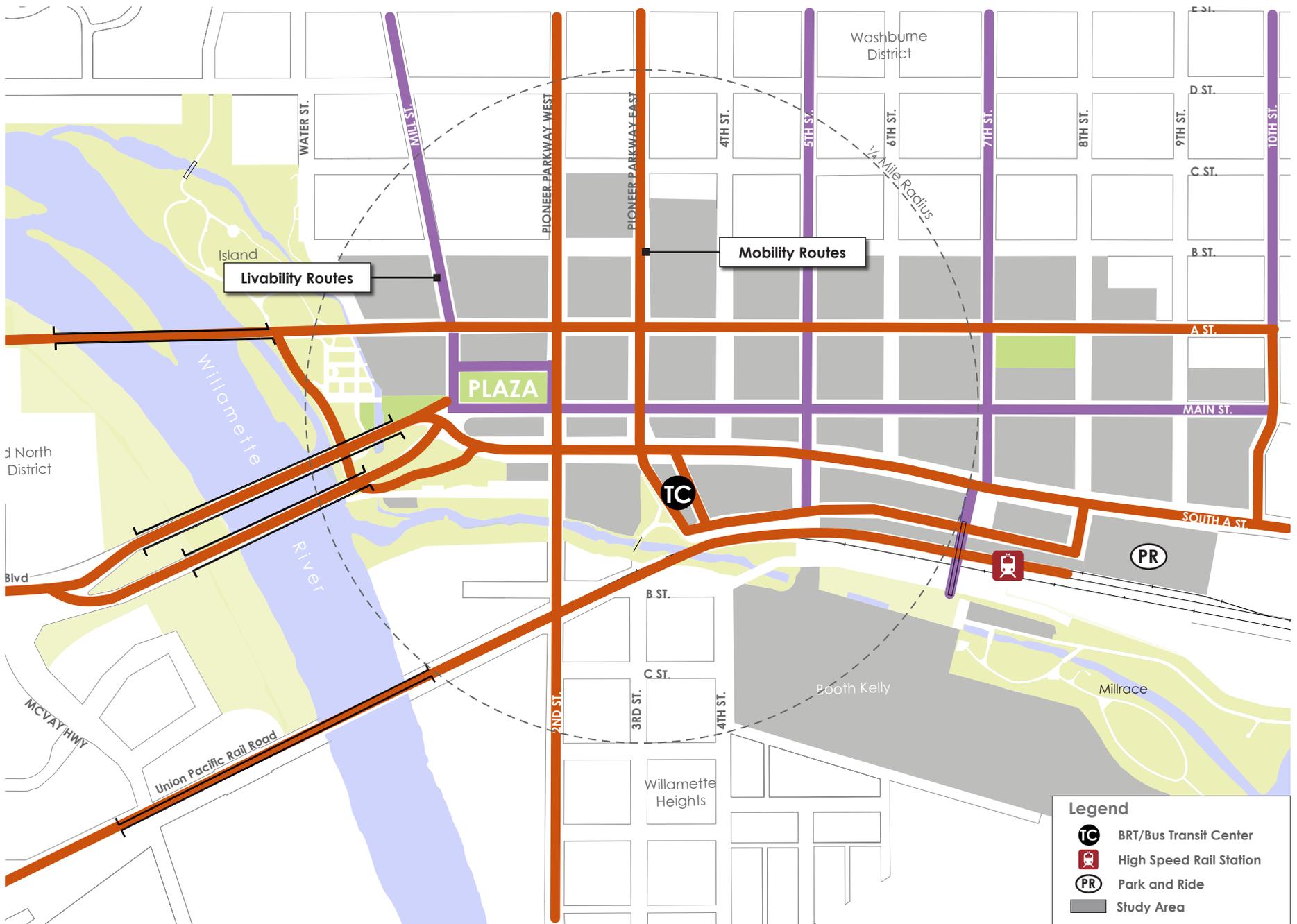
Bicyclists



Transit



Automobiles and Trucks



**Legend**

- BRT/Bus Transit Center
- High Speed Rail Station
- Park and Ride
- Study Area

Circulation Diagram

# Livability Framework

Streets and sidewalks make up more than 40 percent of the land area within downtown. Well-designed pedestrian- and bicycle-friendly streets contribute to a successful and vibrant downtown.

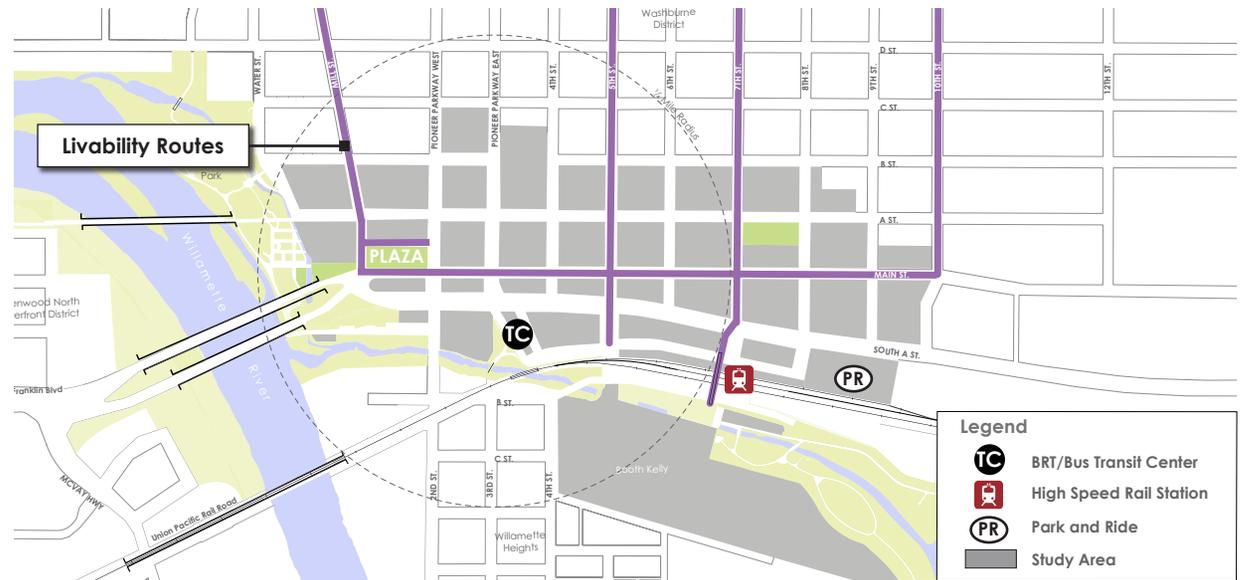
## Retail Main Street

Projected regional growth and new planned downtown development will exacerbate the current degraded retail environment along Main Street. To reverse this trend and make Main Street attractive for retail businesses, the framework:

- Creates two-way traffic movement at least from Mill Street to 10th Street
- Preserves on-street curbside parking
- Redesigns intersections to reduce pedestrian crossing distances
- Improves the pedestrian environment by incorporating pedestrian-scaled lighting, street trees and street furniture
- Includes curbside streetscape elements around Mill Plaza
- Redirects east/west truck and automobile commuter traffic to South A Street

## Neighborhood Connections

The framework identifies key pedestrian and bicycle improvement routes that link neighborhoods, schools and parks with downtown.



Livability Diagram

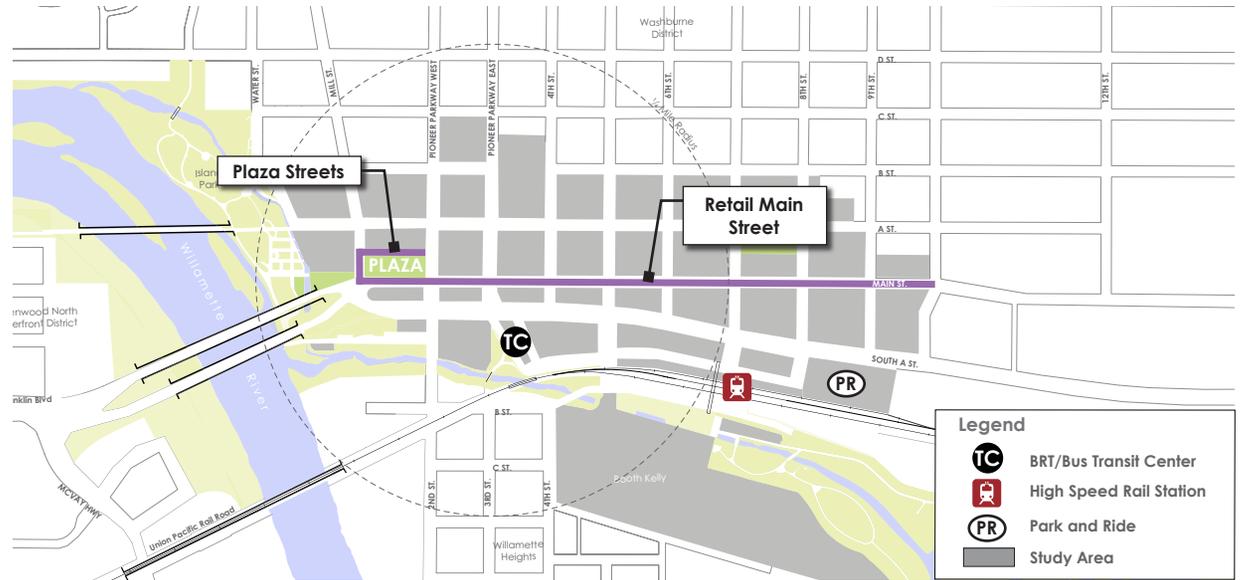
## Retail Main Street

The following improvements will reestablish Main Street as a pedestrian-oriented retail destination. Improvements include:

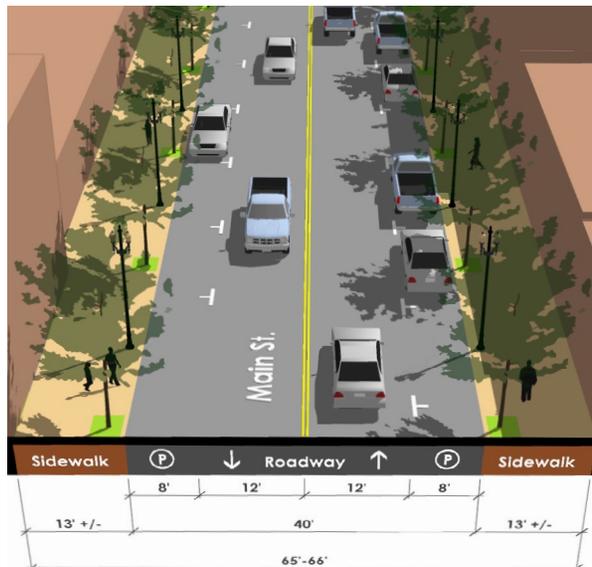
- Reorienting traffic signals for two-way travel
- Constructing new 25' radius curb extensions with landscaping
- Painting new crosswalks with ladder stripping
- Constructing tabled intersections to calm traffic and improve ADA accessibility
- Designing a consistent 'family of elements' for street, furniture, including signal poles, pedestrian-scale lighting, planters, benches, trash receptacles, bicycle racks, bollards, and newspaper corrals that create a cohesive pedestrian environment

The following existing elements will not change:

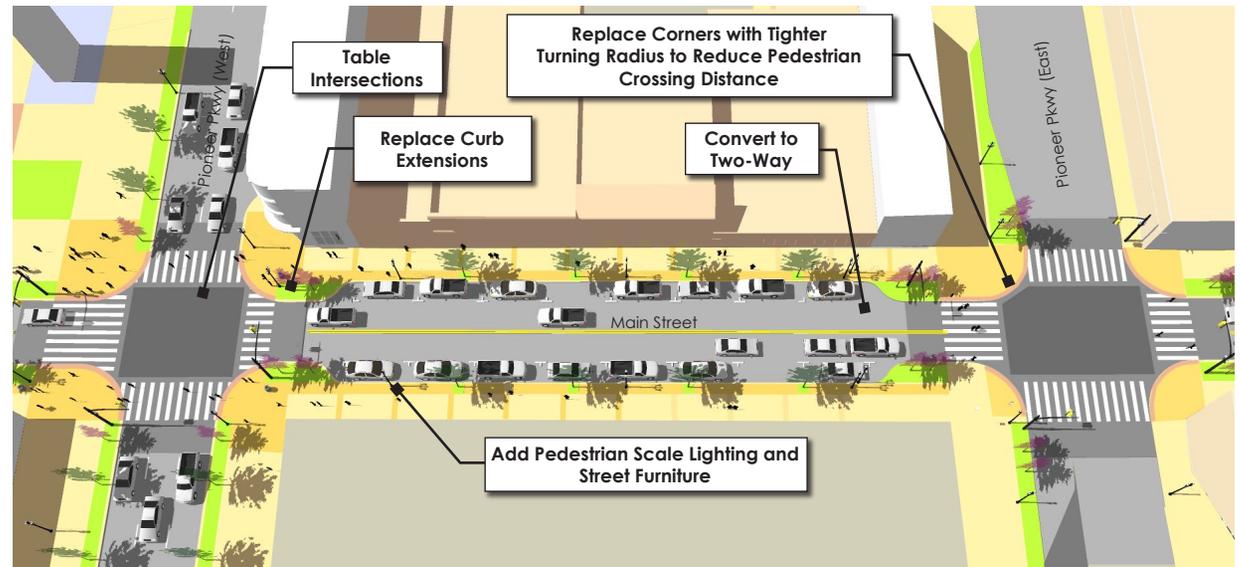
- The number or width of travel and parking lanes
- Existing sidewalks



Retail Main Street Diagram



Typical Section



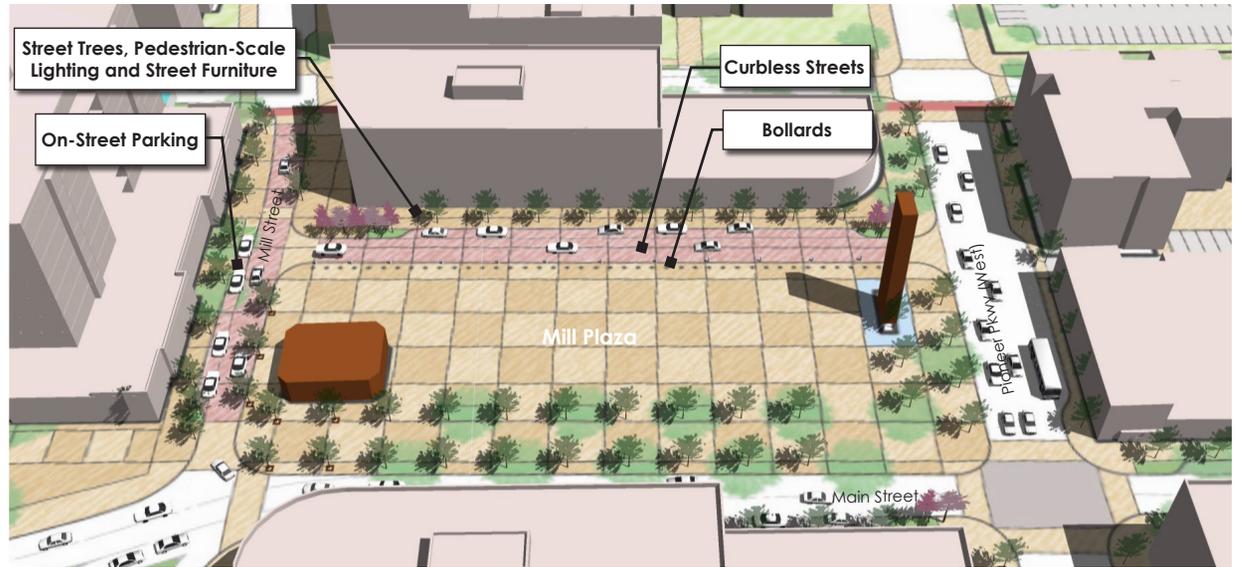
Typical Block-Looking North

## Plaza Streets

Plaza streets are located along Mill Street and a new street fronting the north side of Mill Plaza.

Design elements include:

- Two-way auto travel on curbless streets that can be closed to traffic to enlarge the overall plaza area for special events
- Bollards along the plaza side of the street that provide access for maintenance vehicles
- Curb extensions with ornamental trees
- Canopy street trees
- On-street parking along building frontages separating pedestrians from auto travel and supporting needed parking for retail
- A consistent 'family of elements' for street furniture, including signal poles, pedestrian-scale lighting, planters, benches, trash receptacles, bicycle racks, bollards, and newspaper corrals that create a cohesive pedestrian environment



Plaza Streets- Looking North



Typical Curbless Street

## Neighborhood Connections

The neighborhood connections include:

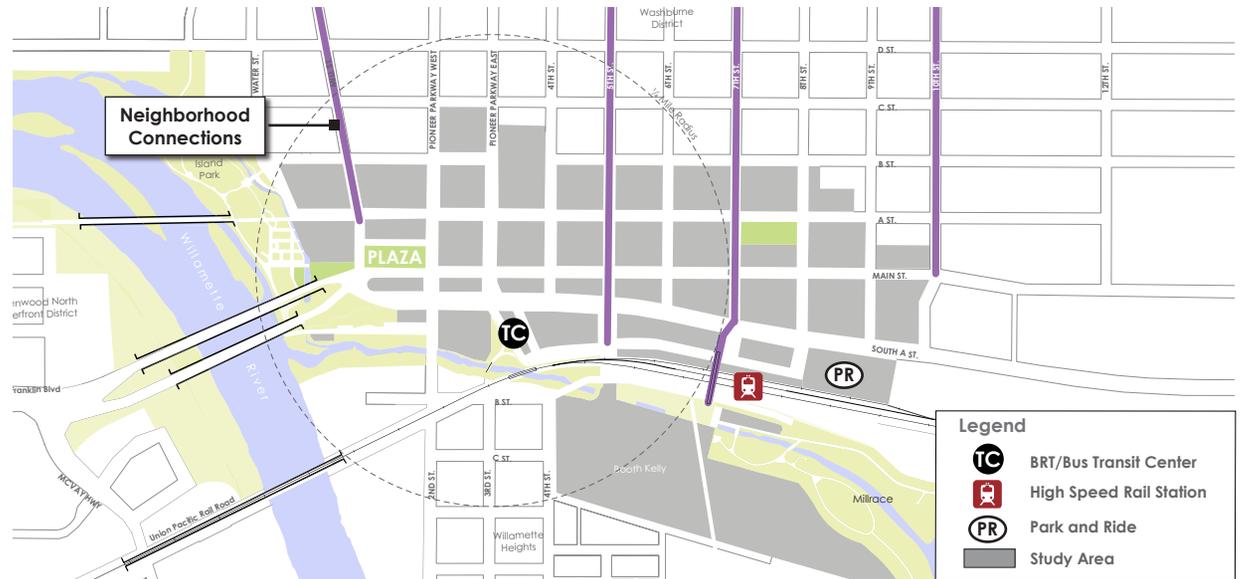
- **Mill Street**—Connects the Kelly Butte neighborhood to downtown and provides a direct link between Meadow Park and the Mill Plaza
- **5th Street**—Connects the Washburne District to downtown and provides a direct link between the public library and the Hamlin Sports Complex
- **7th Street**—Provides a safe route to school with a direct link between Springfield High School, Gateway Learning Center, the future high-speed rail station and the Millrace
- **10th Street**—Provides a safe route to school with a direct link between Springfield Middle School/Willamalane Park, and the South A Street protected bikeway

Minimum pedestrian design elements include:

- 6' wide continuous sidewalks
- Ladder-striped crosswalks
- Stop signs or signalized intersections

Bicycle design elements may include:

- Protected bikeways (preferred)
- Bike lanes
- Bike boulevards on 7th Street north of B Street (outside of the downtown plan study area)
- Biking for children on the sidewalk along routes to schools where space is constrained



Neighborhood Connections Diagram



Routes to Schools



Protected Bikeway

# Mobility Framework

The mobility framework identifies key routes that provide access to the region and enable the revitalization of Main Street.

## Protected Bikeways

Protected bikeways include:

- A downtown loop along A Street, 10th Street, South A and Island Park
- New river crossings between Glenwood and downtown along the existing Main Street bridge and a new pedestrian and bicycle bridge that extends westerly from A Street

## Bus Rapid Transit (BRT) and High-Speed Rail

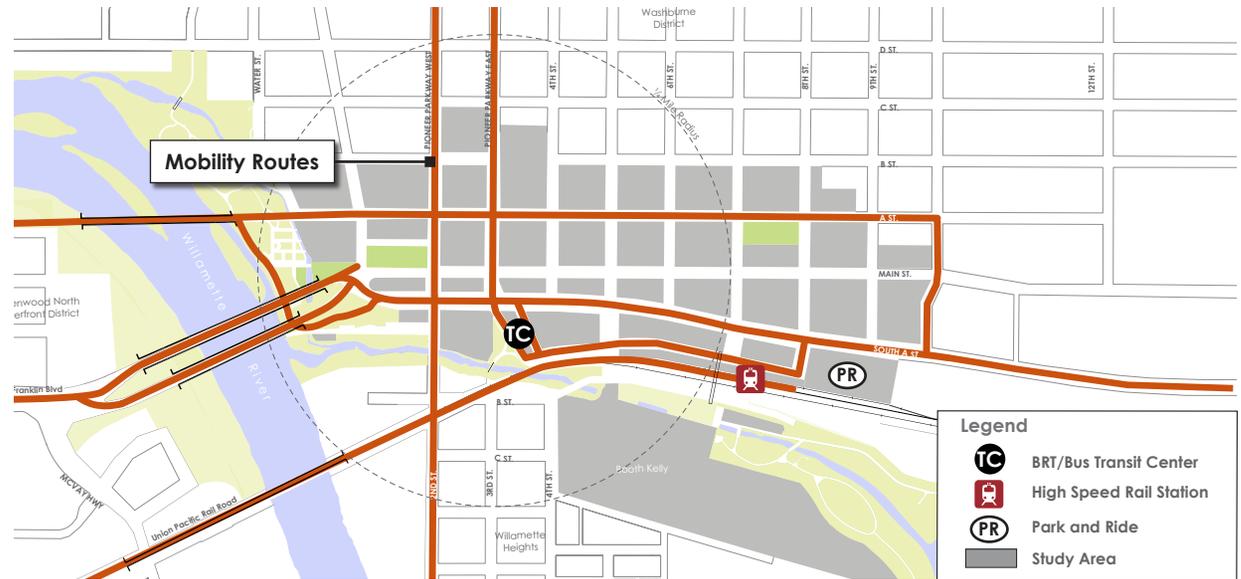
BRT and High-speed rail include:

- Routes along South A, Pioneer Parkway West and Pioneer Parkway East, serving current and future bus rapid transit
- A new high-speed rail and station located within the existing rail right-of-way, providing premium access between Springfield, Portland, Seattle and Vancouver B.C.
- A new bus and BRT transit street, integrating the existing transit center with a new high-speed rail station

## Automobile and Truck Mobility Streets

Auto and truck streets include:

- A route along South A Street, serving as the primary east/west auto and truck route for the metro area
- Routes along Pioneer Parkway West and Pioneer Parkway East, serving as the primary north/south auto route, connecting downtown with the Gateway/Riverbend District and providing regional access to I-5



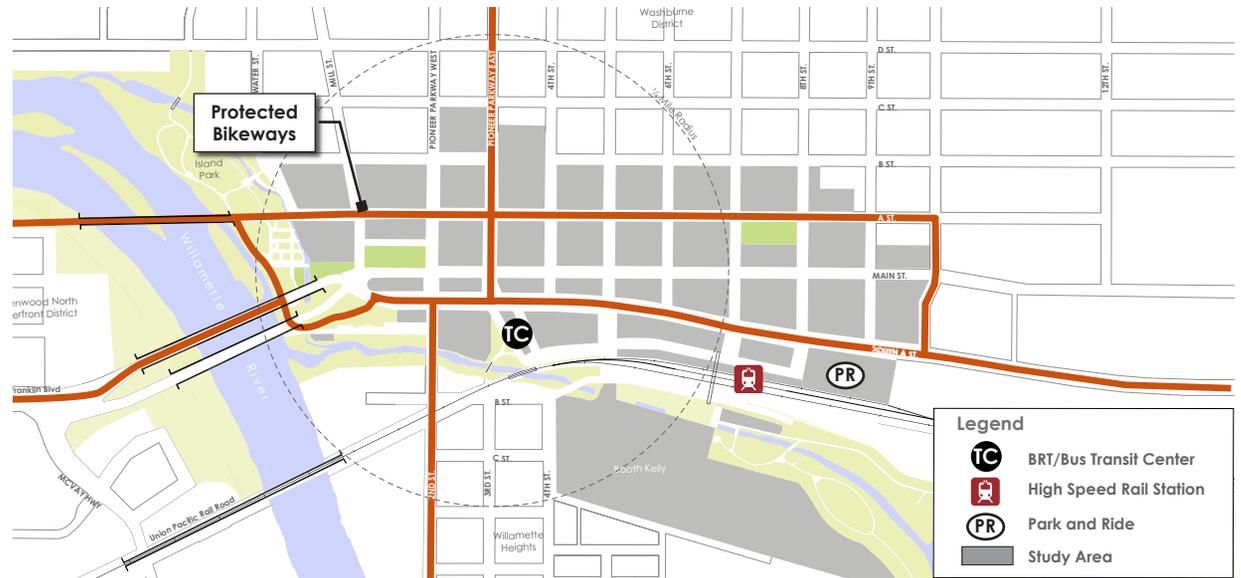
Mobility Diagram

## Protected Bikeways

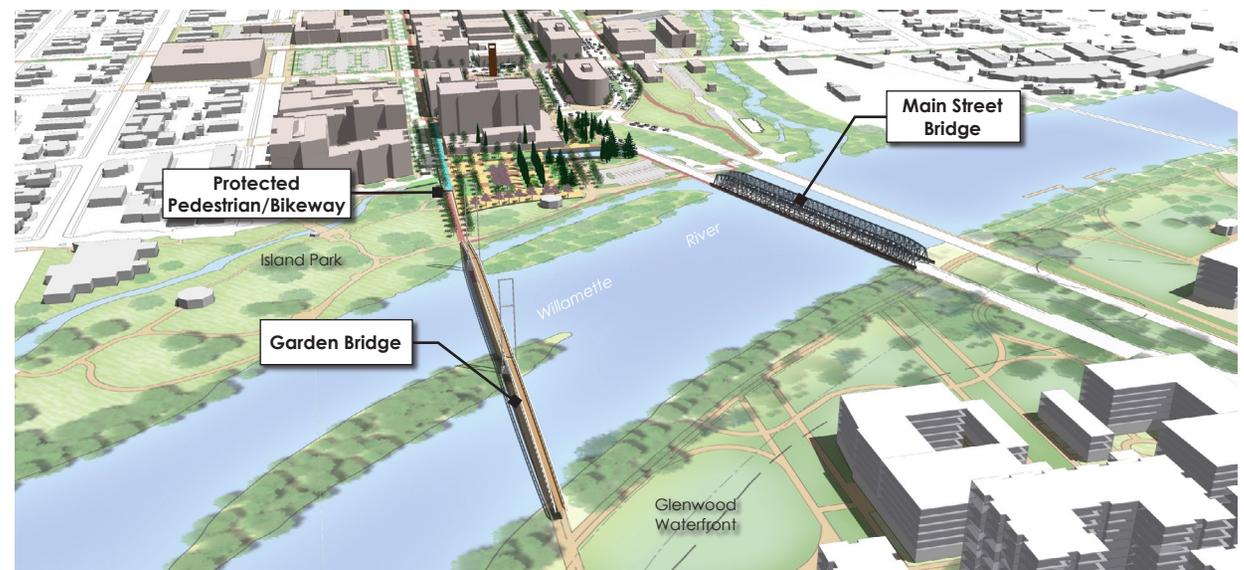
Protected bikeways provide safe, direct and convenient access to downtown within a five-minute ride from surrounding neighborhoods and connect to the Springfield/Eugene regional bicycle network.

Protected bikeways include:

- **Glenwood Connections**—Provide a direct connection from A Street to the Glenwood Riverfront District and from Main Street to the regional trail network along Franklin Boulevard
- **Downtown Loop**—Creates a continuous loop from A Street to 10th Street and along South A Street to Island Park
- **Other Connections**—Include access to key destinations along Pioneer Parkway to the north, 2nd Street to the south and South A Street to the east



Protected Bikeways Diagram



Glenwood Connections

## Glenwood Connections

Two bridge crossings offer distinct opportunities to:

- Support an active waterfront on both sides of the river by linking the Glenwood Riverfront District to Island Park and downtown.
- Extend the primary east/west bicycle commuter route from downtown along South A and across the Main Street Bridge to Franklin Boulevard

These include:

**Garden Bridge**—A pedestrian- and bicycle-only bridge that connects Island Park to the Glenwood waterfront and provides Glenwood residents direct downtown access

Minimum bicycle design elements include:

- A direct bridge alignment that continues the A Street protected bikeway across the river to the future Glenwood waterfront trail
- A minimum 10' bi-directional bikeway separated from pedestrian traffic by striping or barrier
- Bridge ramps that transition directly to existing grade on both sides of the river; corkscrew or switch-back ramps are not appropriate

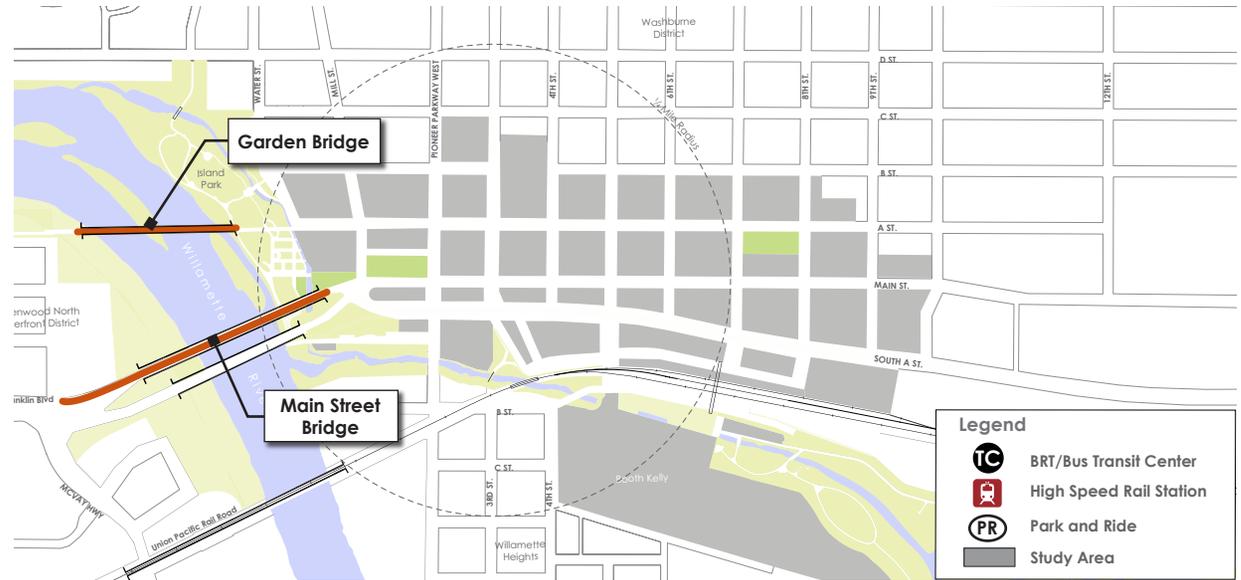
The image below right identifies a typical pedestrian and bicycle bridge in Eugene.

**Main Street Bridge**—A possible cantilevered or under-bridge crossing along the Main Street bridge to Franklin Boulevard, providing a regional bicycle connection between downtown Springfield and Eugene

Minimum bicycle design elements include:

- A minimum 10' bi-directional bikeway separated from pedestrian traffic by striping or barrier
- Bridge ramps that transition directly to existing grade on each side of the river are preferred over corkscrew or switch-back ramps

The image below left illustrates a potential under-bridge crossing on the Main Street Bridge.



Glenwood Connections Diagram



Main Street Bridge Option- Looking West



Pedestrian and Bicycle Bridge- Eugene

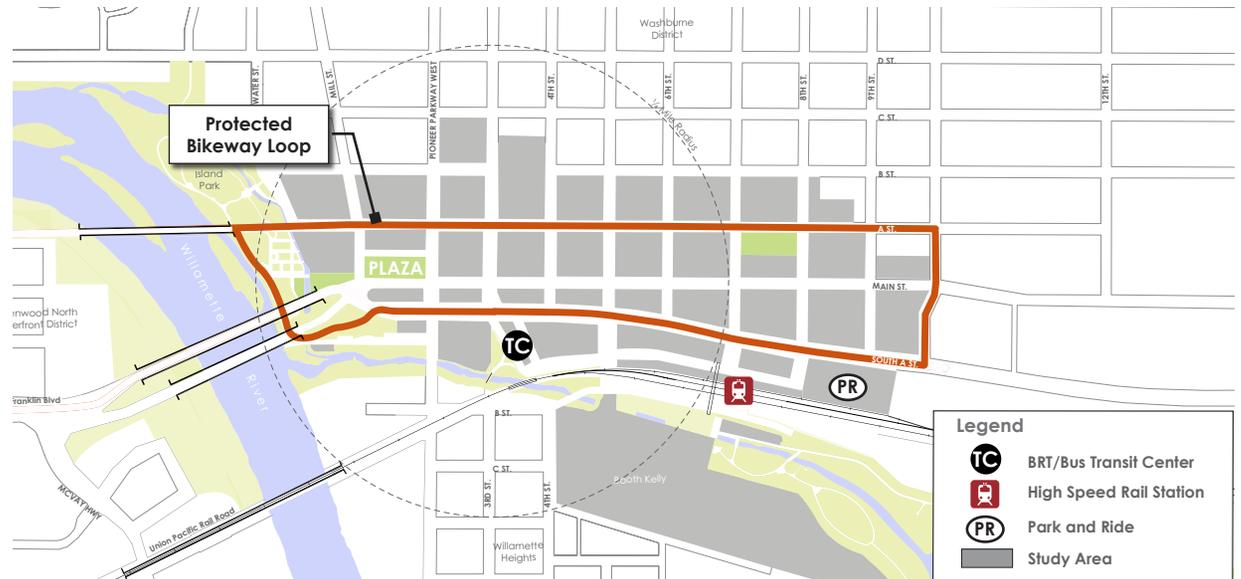
## Downtown Protected Bikeway Loop

The bicycle loop provides safe and convenient access to downtown attractions. The loop includes.

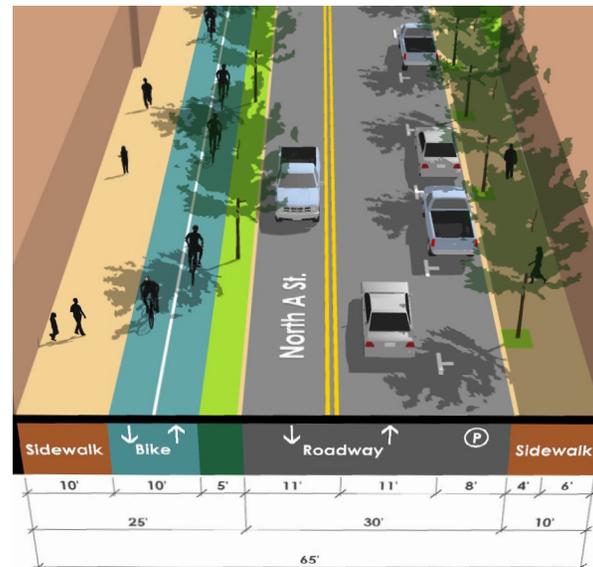
- **A Street** from 10th Street to the existing Island Park pedestrian and bicycle trail
- **10th Street** from A Street to South A Street
- **South A Street** from 10th Street to the existing Island Park pedestrian and bicycle trail
- **Existing Island Park Trail** from South A Street under the bridge to A Street

Design elements include:

- A protected bikeway separated from auto traffic by a landscape buffer, curb-side parking or a grade separation
- Colored pavement indicating the bike route; colored pavement should continue through intersections
- Secured bike parking at key destinations and transit centers
- A bike station at Mill Plaza, including changing rooms, showers, and storage and rental facilities



Downtown Protected Bikeway Loop Diagram



Typical Bikeway Section



Bike Station

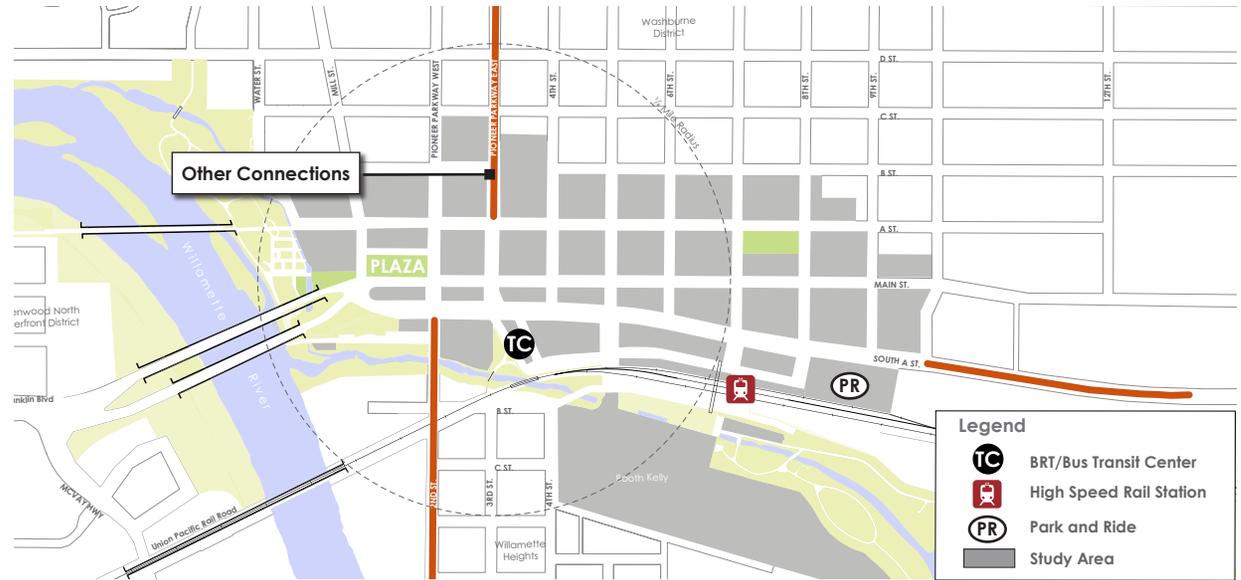
## Other Connections

Other connections provide an essential link between key destinations and downtown. The connections include:

- **Pioneer Parkway**—Links Gateway and the Sacred Heart Medical Center to downtown
- **2nd Street**—Links the Willamette Heights neighborhood and Dorris Ranch to downtown
- **South A Street**—Links the Regional Sports Center to downtown

Design elements include:

- A protected bikeway separated from auto traffic by a landscape buffer, curb-side parking or grade separation
- Colored pavement indicating the bike route; colored pavement should continue through intersections
- Secured bike parking at key destinations and transit facilities



Other Connections Diagram



Sacred Heart Medical Center



Dorris Ranch Living History Farm

## Bus Rapid Transit and High-Speed Rail

The BRT and high-speed rail framework builds off of Lane Transit District's (LTD) investment in existing BRT and provides for possible high-speed rail in downtown Springfield.

### Bus Rapid Transit

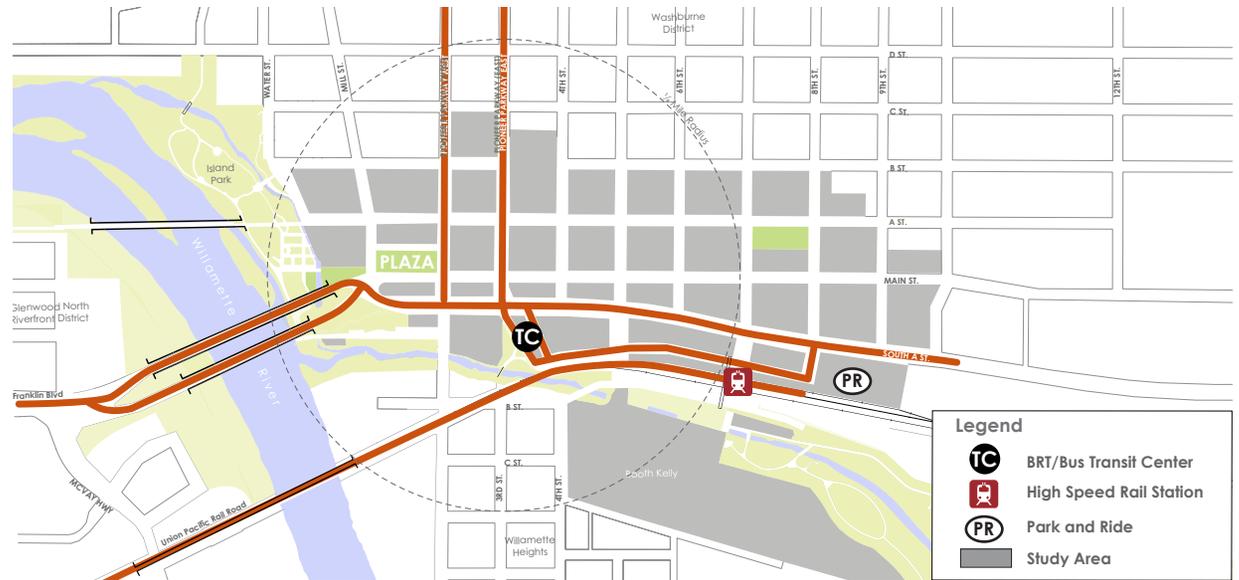
- Is accommodated to support planned LTD expansion of the BRT route east of downtown

### High-Speed Rail

- Provides a terminus station and park-and-ride facility
- Locates a platform and trackway within the existing Union Pacific right-of-way

### New Transit Access Street

- Extends the existing LTD bus-only street
- Links BRT transit center, high-speed rail and park-and-ride lot



Transit and High Speed Rail



Existing Transit Center

## Bus Rapid Transit

The Regional Transportation Plan calls for the Planned EmX BRT (see image lower right) route to run as a couplet system along Main and South A Streets. The City should work in conjunction with LTD to coordinate and accommodate a refinement to the EmX BRT alignment running east from the transit center.

Further refinement and analysis should consider and support:

- Two-way traffic on Main Street
- Possible two-way traffic on South A Street
- Rerouting the east/west alignment along the proposed transit street and South A Street as indicated
- Design of South A Street to accommodate either an exclusive BRT guideway or shared lanes



Transit Street



Bus Rapid Transit System- Regional Transportation Plan

## High-Speed Rail

High-speed rail provides a unique opportunity for economic development, reduced roadway congestion and improved air quality in downtown Springfield. Further study of high-speed rail would identify:

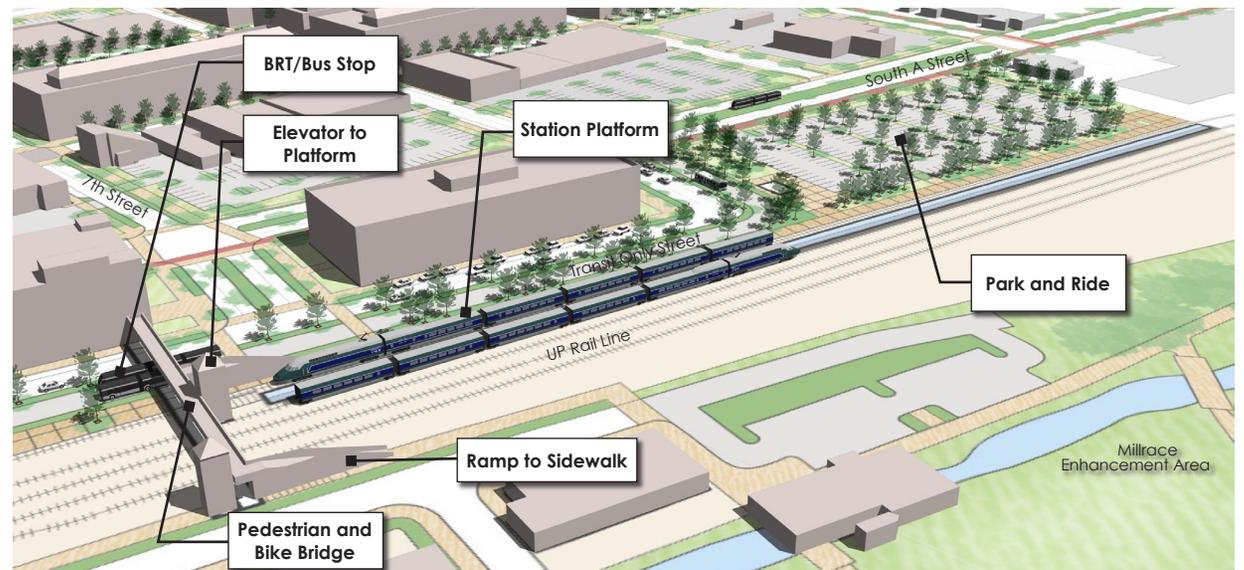
- Trackway and station platform needs
- Park-and-ride needs
- Acquisition requirements of properties east of the study area for maintenance and other facilities

Design elements include:

- A 1,000' station platform with shelters and ticketing facilities
- Wide walkways with benches connecting the platform to the park-and-ride lot
- A pedestrian and bike bridge with access over the trackway to the station platform
- A drop-off area on the new transit access street



High Speed Rail Diagram



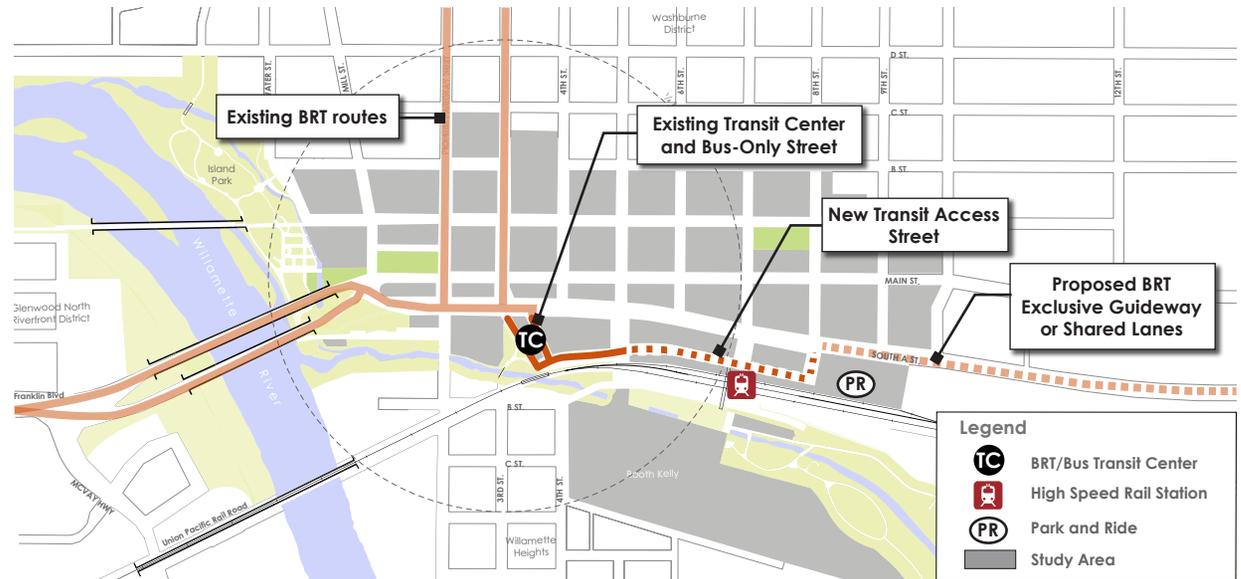
High Speed Rail Station/Park and Ride

## New Transit Access Street

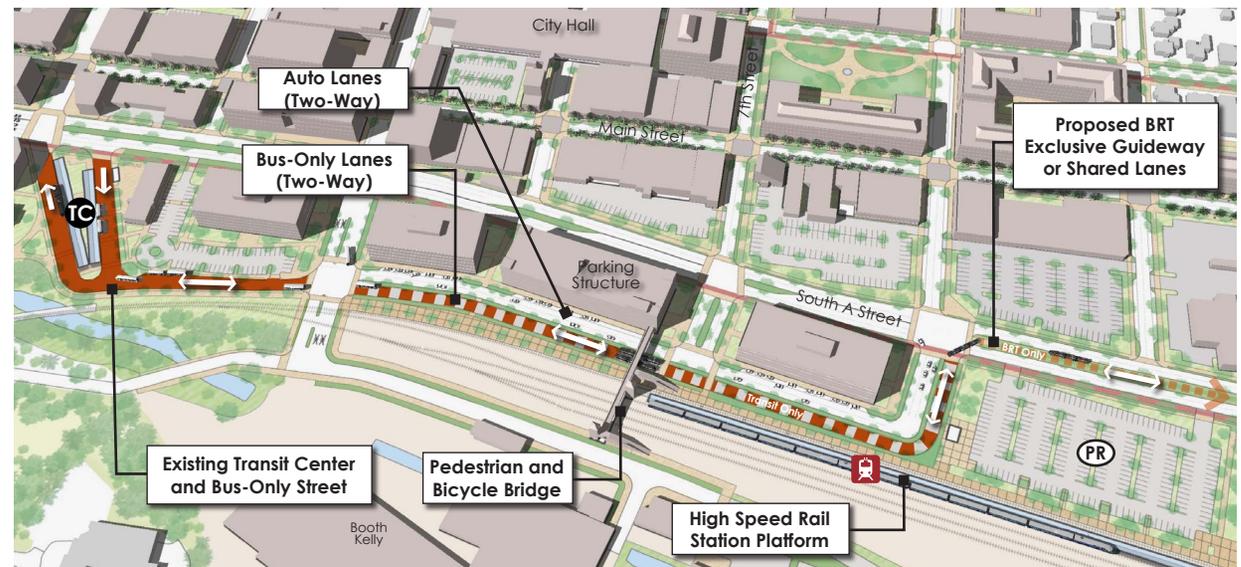
The new transit access street begins at Pioneer Parkway East and ends at 8th Street, avoiding the need to locate BRT lanes along South A Street where the right-of-way is constrained.

The design of the new transit street includes:

- Exclusive two-way transit-only lanes serving BRT and buses
- Two-way office and parking access lanes
- A parking lane for short-term transit drop off and office loading/service
- A walkway connecting the high-speed rail park-and-ride lot to the transit center



New Transit Access Street Diagram



New Transit Access Street

## Automobile and Truck Mobility Streets

The automobile and truck framework includes a network of streets that ensure the efficient travel of freight and commuter traffic through downtown.

### Downtown Mobility Streets

Provide downtown routes for regional through traffic and enable the conversion of Main Street to two-way. Downtown Mobility Streets include:

#### South A Mobility Street Elements

- Two-way travel from the eastern bridgehead through downtown
- A BRT guideway or shared lane from the eastern bridgehead to the transit center and an exclusive guideway or shared lane from 8th Street east
- Turn lanes for northbound access to Pioneer Parkway
- The designated truck route that replaces the current Main Street route

#### Pioneer Parkway Mobility Streets Elements

- Removal of right turn-lane to Main Street along Pioneer Parkway West

### Special Traffic Study Area

An additional traffic study is required to determine the feasibility of converting Main Street from a one-way to a two-way street and to relocate through traffic to South A. Options to resolve congestion and traffic issues between the eastern bridgehead and Pioneer Parkway should be explored. Options may consider:

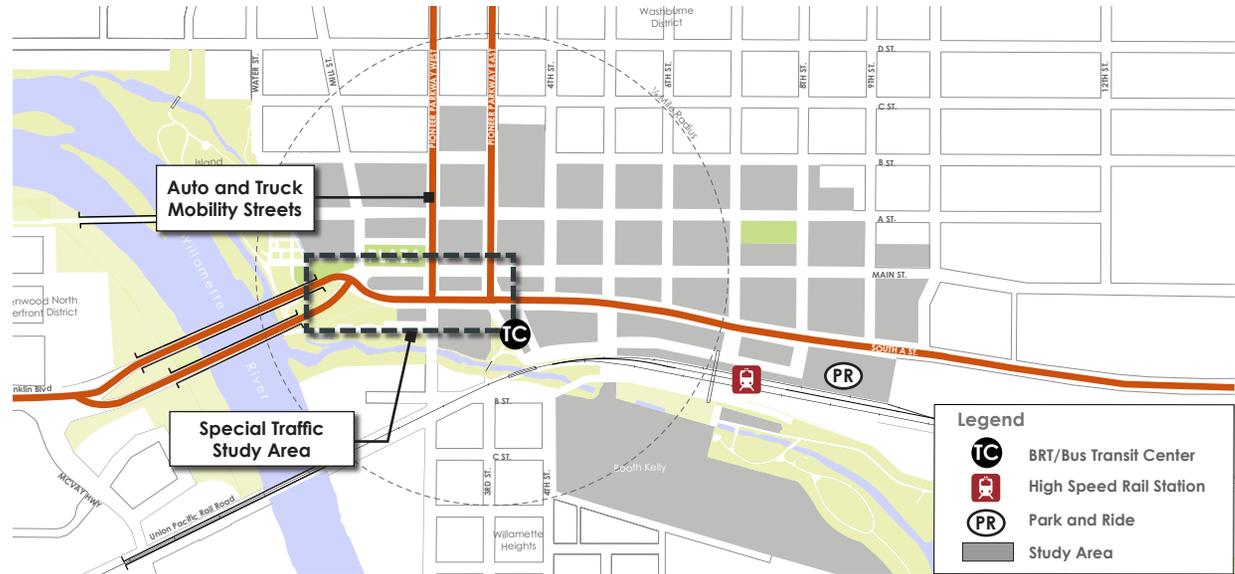
- A new intersection at the eastern bridgehead
- A roundabout at the eastern bridgehead
- Two-way bridges
- Other

The image on the right identifies a possible conceptual mobility option within the special traffic study area.

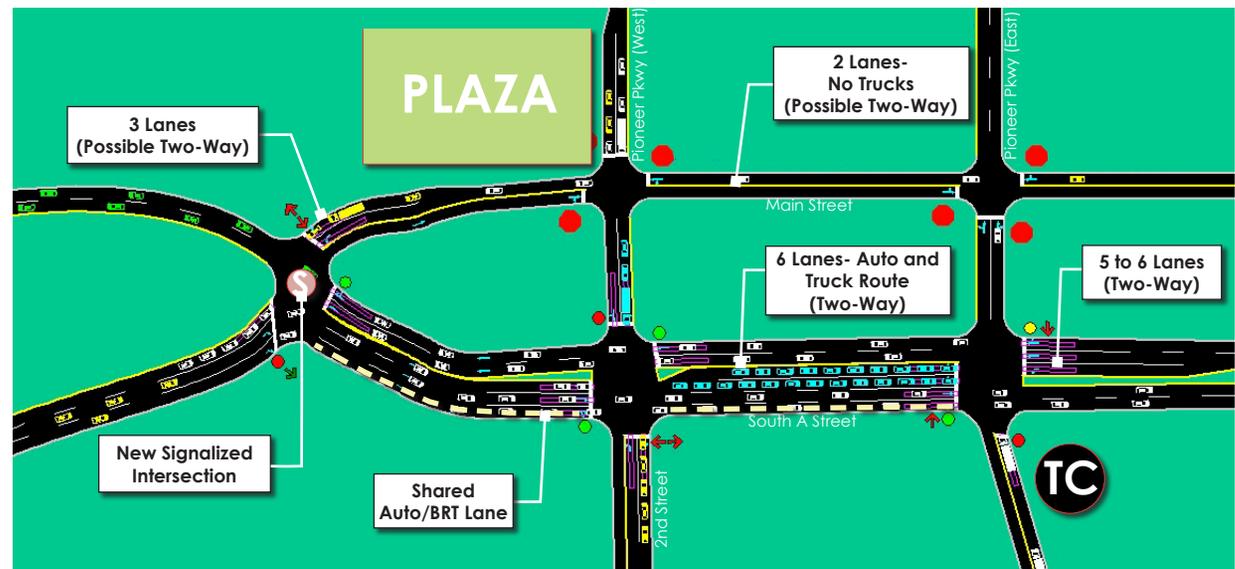
### Main Street

Main Street should not serve as a regional mobility street. An additional traffic study may be needed to:

- Convert Main Street to a two-way street between at least Mill and 10th streets
- Remove the Main Street truck route designation between, at a minimum, Mill and 10th streets



Automobile and Truck Diagram



Conceptual Mobility Option for Special Traffic Study Area



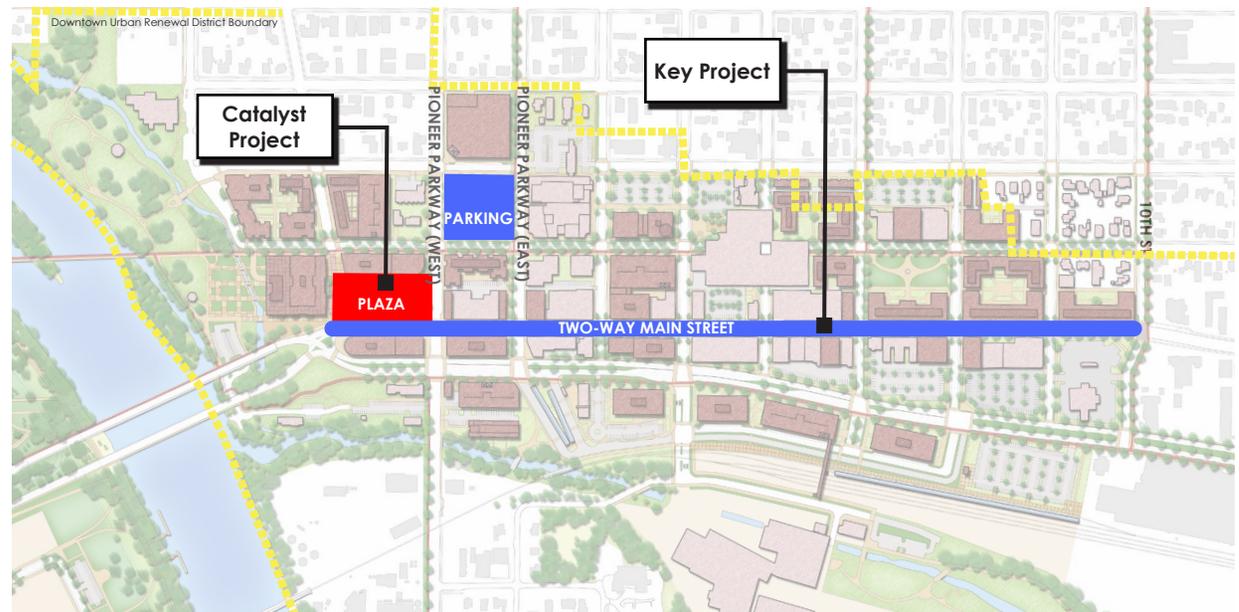
**Implementation Strategy**

# Overview

*The implementation strategy prescribes a program for creating positive change and stimulating development momentum in downtown Springfield.*

The implementation strategy is founded on the principle that public dollars must be spent on projects that stimulate significant private investment in the downtown. The strategy includes:

- **Catalyst and Key Projects**—Essential projects and actions that stimulate downtown investment and support revitalization efforts over time
- **Other Actions**—Actions that demonstrate momentum and establish the regulatory framework needed to implement the plan
- **Schedule**—A schedule for implementing the downtown plan's projects and actions
- **Responsibilities**—Identifies a comprehensive, consistent and coordinated effort



Implementation Projects

# Funding

Public investment in infrastructure and open space will be necessary to improve the private investment environment within the Downtown Springfield study area. The area currently lacks fundamental components of a vibrant downtown such as a public plaza, a significant retail presence and a pedestrian-friendly shopping street. Therefore, the Implementation Strategy suggests focusing on the catalyst and key public projects as the initial step required to stimulate adjacent private development.

## Public Investment

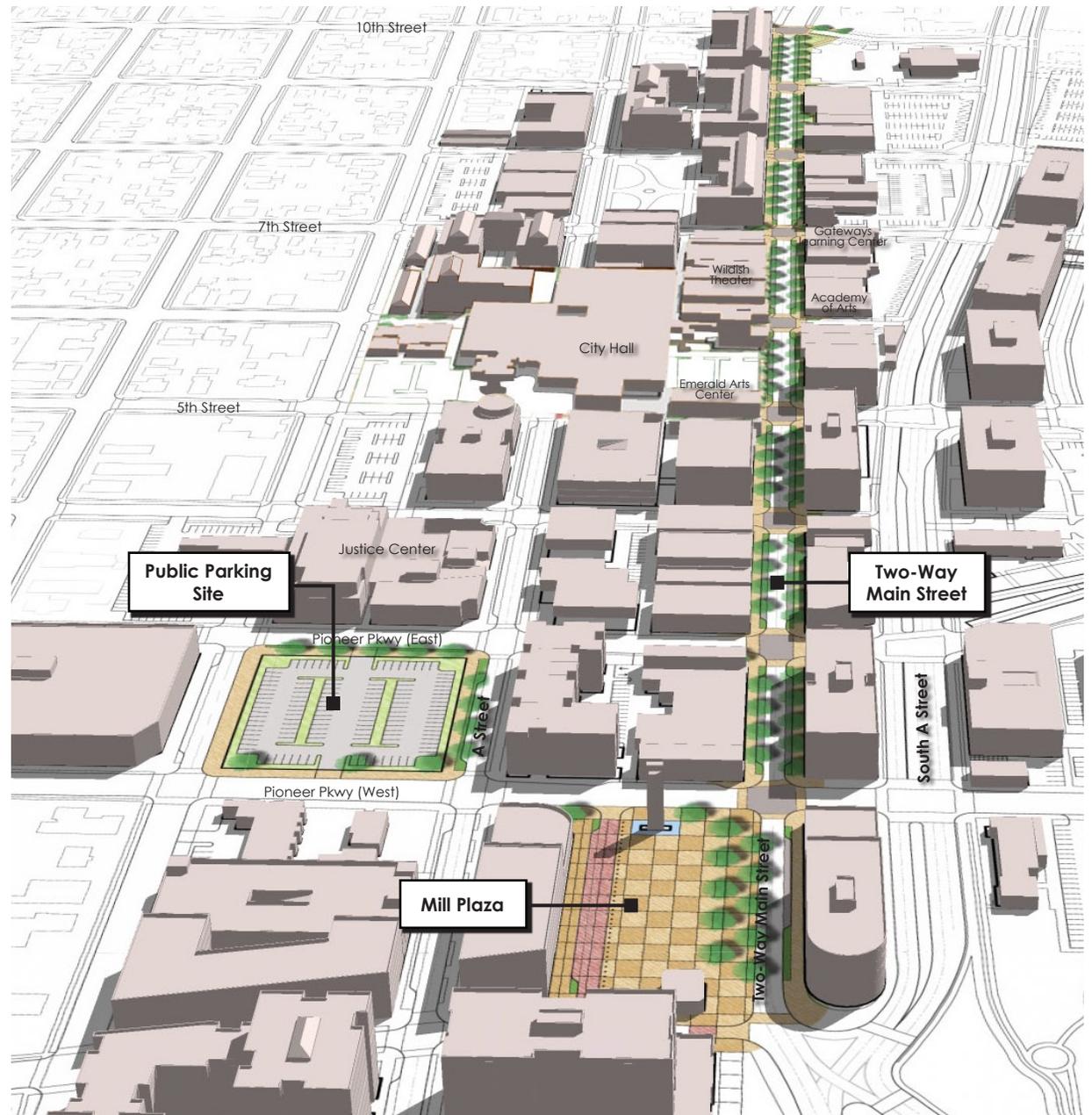
With limited public funds available, it will take time to build out all of the public actions identified in the plan. To limit public costs, catalyst and key projects such as the Mill Plaza and development of public parking facilities can be phased to limit public financial exposure in the early stages of implementation. The figure to the right illustrates the location and relationship of catalyst and key public infrastructure projects.

## Public Investment Tools

It is important to keep in mind what Springfield “wants to be when it grows up” and to devise an implementation strategy around that notion rather than simply crafting a strategy based upon limited available funds. For Downtown Springfield to be revitalized and the community’s vision to be realized, a concerted and disciplined adherence to the strategies and elements of the plan will be required.

Funding of downtown public projects will likely come from various sources. Some of these sources, such as Tax Increment Financing (TIF) or the City’s Capital Improvements Program (CIP), are currently in place. Additional funding from local, state and national sources should be explored.

Nationwide, tax increment financing of public projects has proven the most effective tool for funding downtown infrastructure. The Downtown Urban Renewal District has produced a limited amount of increment; however, over time, it will be an invaluable source of financing implementation projects.



Catalyst and Key Projects

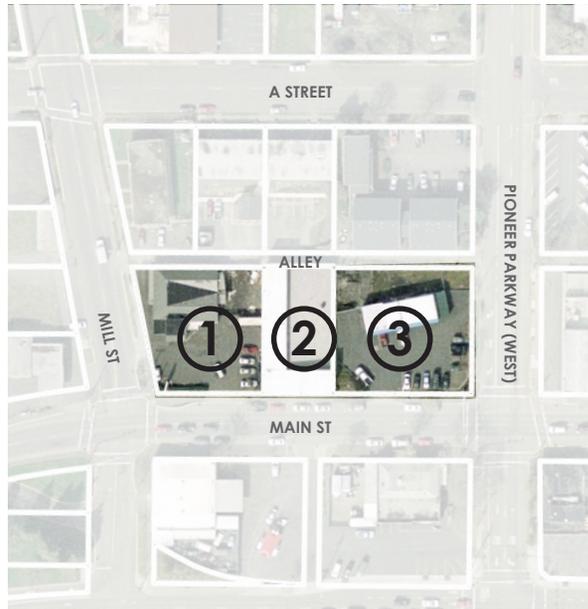
# Catalyst Project

*Mill Plaza is a public catalyst project that is essential to creating a positive downtown atmosphere and triggering significant private development surrounding the plaza.*

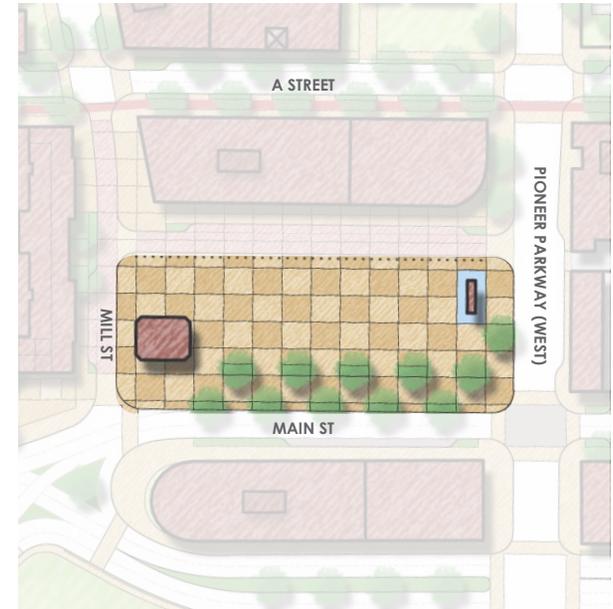
The project will serve as an amenity and focus for downtown development. It will help to create a downtown identity that will add value to surrounding parcels.

## Mill Plaza

Acquisition of the Mill Plaza site should occur immediately. The Mill Plaza site is comprised of three parcels under separate ownership. The diagram to the right identifies the parcels that must be assembled.



Required Land Assembly



Mill Plaza Project Concept

## Public Investment

A conceptual estimate of the public cost to acquire and build the plaza is approximately \$3.7 million.

MILL PLAZA	
Acquire Site (Estimated Value)	\$1.1 mil
Construct Plaza (56,600 sf @ \$45.00/sf)	\$2.6mil
<b>Total:</b>	<b>\$3.7 mil</b>

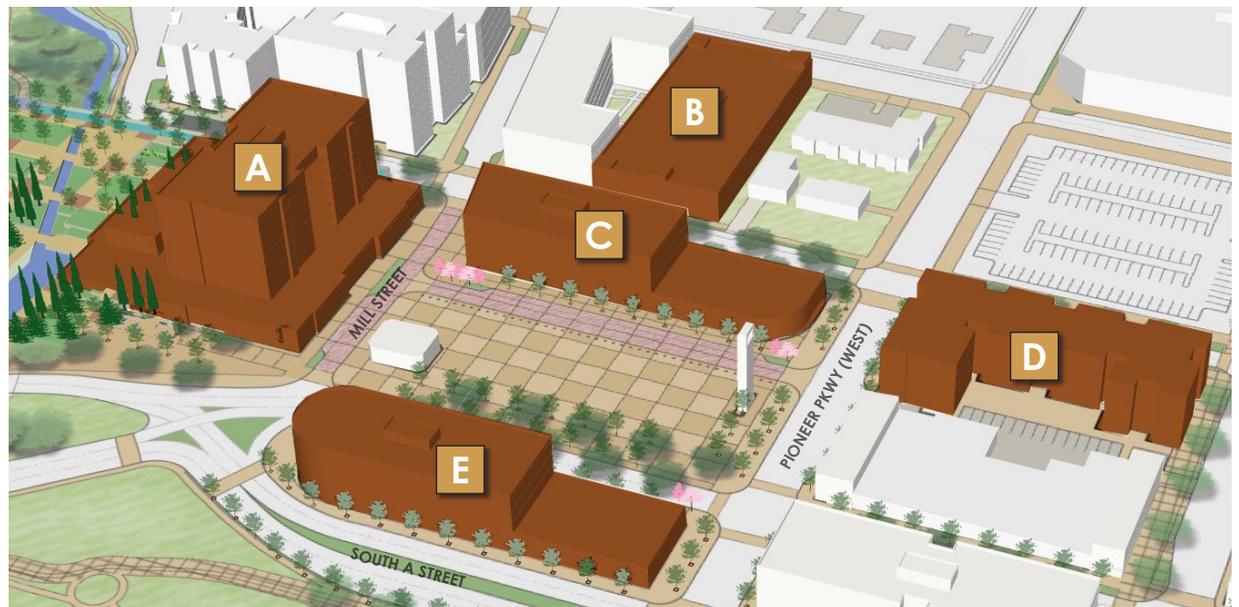


Mill Plaza (Looking Northwest)

## Private Investment

The potential for private investment adjacent to the plaza is approximately \$81 million.

PRIVATE INVESTMENT	
<b>A</b> Mill Street Office and Retail	\$35.0 mil
<b>B</b> A Street Parking Structure	\$6.7 mil
<b>C</b> Plaza Office and Retail	\$11.6 mil
<b>D</b> A Street Housing and Retail	\$16.0 mil
<b>E</b> Main and Mill Office and Retail	\$11.5 mil
<b>Total:</b>	<b>\$80.8 mil</b>



Stimulated Private Investment

# Key Projects

After the Mill Plaza site is secured, key projects must be implemented to support retail revitalization.

The two key projects are:

- Converting Main Street from one-way to two-way travel
- Securing a significant public parking site

## Two-Way Main Street

Currently, Main Street's one-way travel limits business accessibility and visibility and reduces pedestrian safety. Returning Main Street to its historic two-way travel pattern will create an environment in which businesses can thrive. The following actions should be implemented over time.

- At a minimum, Main Street should include two-way travel between Mill Street and 10th Street
- Curbside on-street parking should be maintained
- Traffic signals should be reconfigured along with roadway striping

No changes are required to Main Street's existing sidewalks, curb extensions or crosswalks to implement two-way travel.



Existing Conditions



Two-Way Main Street Limits

## Public Parking Site

Public parking will be needed to serve customers who frequent ground-floor retail uses surrounding Mill Plaza. Parking can be built in phases as shown below.

### Phase I

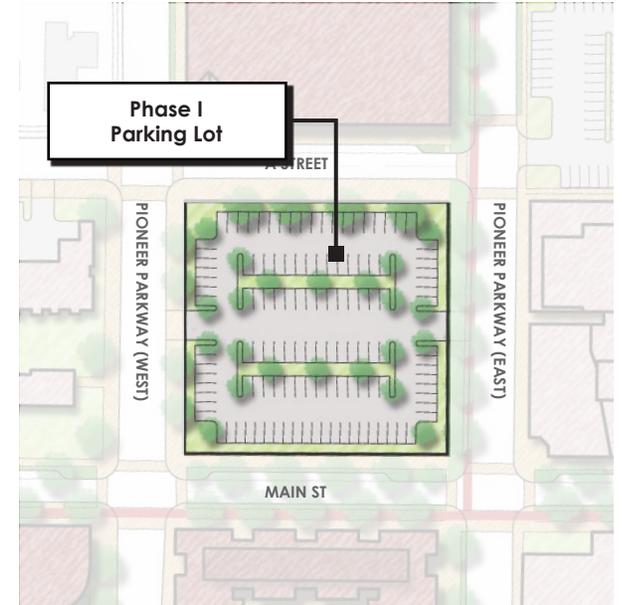
- Acquire sites: 1) the north side of the block currently under private ownership and occupied by County services 2) the south side of the block currently occupied by the Springfield Utility Board
- Design and build a surface lot with approximately 135 parking stalls

### Phase II

Design and build the parking structure to serve primarily ground-floor 'hot spot' retail uses. At full retail build-out, approximately 475 spaces would be required.



Public Parking Site—Required Land Assembly



Public Parking Site—Phase I



Public Parking Site—Phase II



## Other Actions

*Other actions are necessary to ensure that projects are implemented as envisioned by the plan.*

The other actions are:

- Plan adoption
- Updates to existing policy and regulatory documents
- Additional planning efforts
- A Main Street demonstration block project

### Plan Adoption

The following plans should be adopted by city council.

#### Downtown Urban Design Plan and Implementation Strategy Adoption

Plan adoption is the first step in providing a clear commitment to Springfield's future and a tool for decision makers to use to prioritize public investment that will generate significant and sustained private investment. The plan should be reviewed by the Planning Commission with recommendations presented to the City Council. The plan should be adopted by City Council as a subarea plan or other policy-guiding resolution as an amendment to the Downtown Refinement Plan, the Eugene-Springfield Metro Plan, and the Springfield 2030–Comprehensive Plan.

#### Parking Management Plan Adoption

Adoption of the Parking Management Plan will strategically support development identified in the 30-year build-out plan.

#### Policy and Regulatory Updates

Plan recommendations generally comply with existing and updated plans, policies and regulations. Where recommendations do not comply or additional regulations are needed, updates to the existing policies and regulations should be made to ensure that the intent of the Urban Design Plan is realized.

#### Springfield Development Code Update

The current Mixed-Use Zoning Districts (3.2-600) and Mixed-Use Development Standards (3.2-615) identified in the Springfield Development Code are not consistent

with the plan. Staff and Council should consider the modification of existing zones/standards and the addition of mixed-use zones/standards as needed to support development consistent with the Urban Design Plan. Recommended code modifications are identified in the appendix to this report.

#### Downtown Design Guidelines

The City should initiate a process for the creation of design guidelines and a design review process as an essential tool for review of downtown projects. Typically, more extensive (major) projects could be reviewed by a review committee, while less extensive (minor) projects could be reviewed by planning staff.

#### Downtown Street Standards

Design standards and details that are consistent with the circulation framework should be developed for the downtown streets, sidewalks, intersections and public spaces. These standards must address roadway safety requirements and have an emphasis on pedestrians and bicycles.

#### Additional Planning Efforts

The following planning efforts are necessary to ensure that the implementation strategy is executed in a timely manner and is consistent with the Urban Design Plan's recommendations.

#### Develop a Retail Strategy and Implementation Plan

The City needs to fund a retail strategy that identifies retail development sites, recruitment, management and financial incentives to ensure a critical mass of retail in the downtown. The strategy should incorporate:

- A comprehensive database as a leasing and information tool
- A recruitment brochure and information on downtown sites and opportunities
- Formation of a representative retail recruitment team
- Development incentives for retailers and public/private partnerships to encourage retail development

#### Initiate a Two-Way Main Street Transportation Study

A two-way Main Street will ensure successful development of future retail along Main Street. The study should include a plan for:

- Converting Main Street to two-way from Mill Street to 10th Avenue at a minimum.
- Including the two-way conversion as a priority project in the update to the Transportation System Plan
- Funding improvements and a schedule for implementation

To enable conversion of Main Street, the study should also develop a design concept for converting South A Street to a mobility corridor for autos, trucks and transit traffic through downtown. The design should consider:

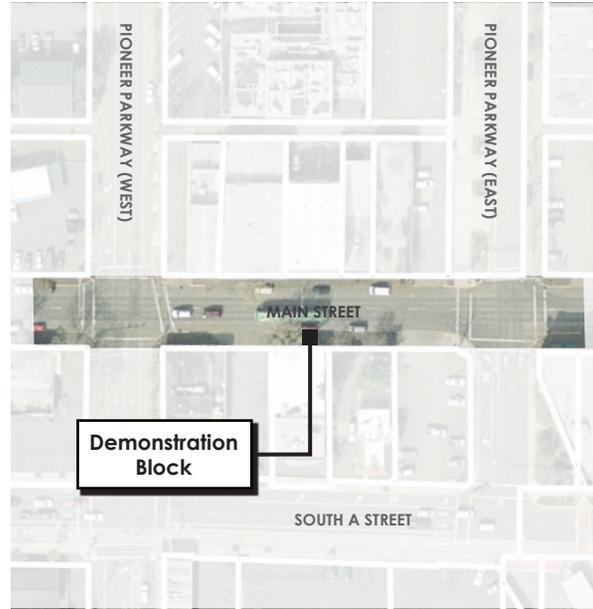
- Two-way conversion of South A Street
- Potential impacts of two-way streets (South A and Main) accessing or exiting from a one-way bridge crossing on the eastside of the Willamette River
- The impacts and need for additional road widening and new signalization
- An east/west truck route along South A Street or other streets
- Protected bikeways on the south side of the street
- Pedestrian-friendly and safe crossings at key intersections

#### Develop a High-Speed Rail Plan

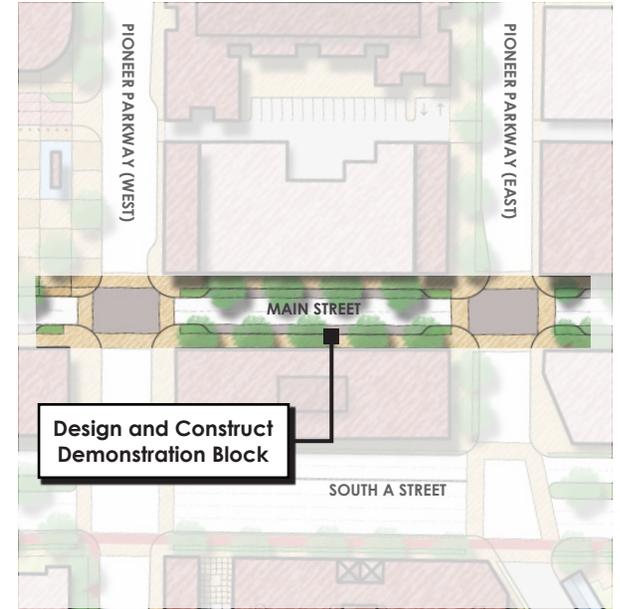
The Urban Design Plan proposes a “multi-modal hub” that maximizes current investment in transit by locating a High-Speed Rail (HSR) station and a park-and-ride lot/structure in close proximity to the current BRT station. Additionally, the proposed station location is adjacent to properties outside the downtown study area that are ideally located and large enough to serve as maintenance facilities needed for HSR system operations. Efforts should be made by the City to include the proposed station and related transit facilities as part of ODOT's ongoing HSR environmental analysis or any subsequent supplemental environmental analysis, engineering and design studies.

## Main Street Demonstration Block

The demonstration block would showcase improvements that would eventually be made to nine blocks of Main Street between Mill Street and 10th Street. The approximate cost for improvements to one block and two intersections would range from \$0.5 to \$0.9 million.



Existing Conditions

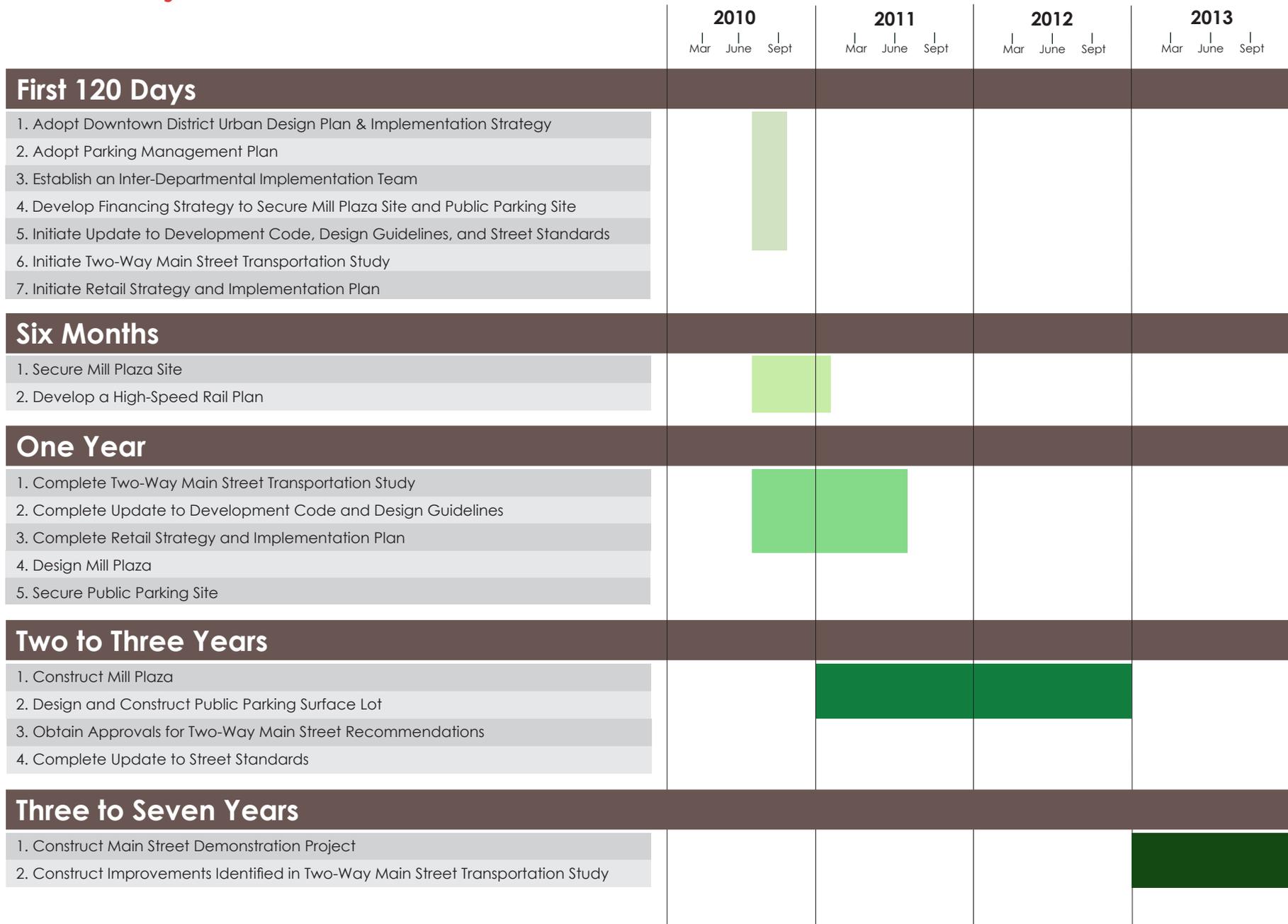


Proposed Construction Limits



Main Street Demonstration Block (Looking East)

# Public Projects Schedule



# Responsibilities

*Implementation of this plan will require focused, aggressive efforts by the public and private sectors over the coming years. For this plan to be successful, a comprehensive, consistent and coordinated effort will be necessary.*

Plan success depends upon establishing implementation momentum.

## Managing Implementation

The key entities below will be responsible for managing aspects of plan implementation:

### City of Springfield

- *Convene Downtown Citizen Advisory Committee meetings every six months or more frequently if needed to review plan implementation progress*
- Establish an inter-departmental implementation team to coordinate public and private sector efforts
- Create a Parking Manager position and Parking Advisory Committee to assist in the parking program implementation
- Coordinate design and construction of public infrastructure and amenities such as the Main Street Demonstration Project and Mill Plaza
- Administer loan and grant programs contributing to downtown revitalization and affordable housing
- Encourage creation of a downtown business association

### City of Springfield, Development Services Planning Division

- Coordinate a public process for amending code and development standards and new downtown design guidelines consistent with the recommendations identified in the Downtown Urban Design Plan
- Support adoption of the Downtown Urban Design Plan as an amendment to the Downtown Refinement Plan

### City of Springfield, City Manager's Office

- Develop and implement urban redevelopment activities, such as attracting developers and assisting in site assembly

### City of Springfield, Public Works

- Manage study of two-way conversion of Main Street and additional South A traffic analysis
- Coordinate a public process for amendments to downtown street standards consistent with the recommendations identified in the downtown plan
- Coordinate a public process for design and construction of the Main Street Demonstration Project

### Downtown Citizen Advisory Committee

- Meet on a regular basis to review and provide recommendations to the City and Council on implementation progress
- Provide updates to constituent groups for downtown revitalization and implementation progress

### Willamalane Parks and Recreation District

- Coordinate with the City on design, construction, funding and management of park improvement projects, such as Mill Plaza and the Island Park enhancements

### Oregon Department of Transportation

- Coordinate with the City for the study of two-way conversion of Main Street and additional South A traffic analysis

### Springfield Chamber of Commerce

- Promote tourism marketing
- Identify planning strategies for attracting visitors, meetings and events

### Property Owners and Business Owners

- Organize a downtown business association and coordinate planning efforts and needs with the City interdepartmental team responsible for the downtown plan implementation
- Focus on building renovations and tenant upgrades by taking advantage of available loan and grant programs
- Provide the information required to create an effective leasing strategy and marketing materials for the downtown
- Participate in retail and office recruitment outreach and marketing programs

### Other Implementors

- Local and national foundations
- Other governmental entities



*Crandall Arambula*



*Revitalizing America's Cities*