



# 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  
Bob Brew, 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](http://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.

June 24, 2013

---

5:30 p.m. Work Session  
Jesse Maine Room

---

## CALL TO ORDER

ROLL CALL - Mayor Lundberg \_\_\_\_, Councilors VanGordon \_\_\_\_, Wylie \_\_\_\_, Moore \_\_\_\_, Ralston \_\_\_\_, Woodrow \_\_\_\_, and Brew \_\_\_\_.

1. NEDCO Main Street Program Management Partnership Funding.  
[Courtney Griesel] (30 Minutes)
2. Downtown Demonstration Lighting.  
[John Tamulonis] (20 Minutes)
3. City Manager Compensation.  
[Greta Utecht] (30 Minutes)
4. Review Interpretation of Municipal Code to Restrict Signs on Undeveloped Property within Springfield.  
[David Bowlsby] (20 Minutes)

## ADJOURNMENT

---

**AGENDA ITEM SUMMARY****SPRINGFIELD  
CITY COUNCIL****Meeting Date:** 6/24/2013  
**Meeting Type:** Work Session  
**Staff Contact/Dept.:** Courtney Griesel  
**Staff Phone No:** 541-736-7132  
**Estimated Time:** 30 Minutes  
**Council Goals:** Encourage Economic Development and Revitalization through Community Partnerships

---

**ITEM TITLE:** NEDCO MAIN STREET PROGRAM MANAGEMENT PARTNERSHIP FUNDING**ACTION REQUESTED:** Review goals and expectations for the City's partnership in the upcoming year with the Neighborhood Economic Development Corporation (NEDCO).**ISSUE STATEMENT:** The City of Springfield will be providing funds to NEDCO for the management of the Downtown Main Street Program in the amount of \$30,000. These funds will be used to support the coordination of the Main Street committees and the management of the Main Street Program generally.**ATTACHMENTS:**  
1 – Retrospective Summary & Timeline of Activities  
2 – Transforming and Performing Main Street Descriptions  
3 – Springfield Main Street Committee Membership Roster**DISCUSSION/  
FINANCIAL  
IMPACT:** In 2010, downtown Springfield was approved as a *Transforming* downtown community under the National Main Street Program. NEDCO was the lead organization in acquiring this status and has remained in the lead role of managing organization since. Beginning in FY13, the City of Springfield provided funding to NEDCO to assist in Main Street Program management. As part of the approved FY14 budget, the City will again be looking to provide funding to NEDCO in the amount \$30,000.

During the upcoming year, NEDCO and City staff have identified several broad program goals and work tasks. These goals and tasks will be discussed further during the Council Work Session.

**GOALS:**

- Begin moving downtown Springfield from the Main Street Program category of *Transforming to Performing*. This work is likely to occur over the next two years.
- Work to diversify program funding sources.
- Increase community involvement on committees.

**TASKS:**

- Create a website for downtown activities, events, building vacancies, and promotional opportunities.
  - Develop downtown welcome & information packages for new and existing businesses.
  - Develop a merchant alert system for timely notification of road work, new businesses, special events, etc.
  - Regularly generate property vacancy/availability reports; including special features and build outs.
  - Fully operational, well utilized and effectively managed Façade Improvement Program for merchants in need of storefront improvements and enhancements.
  - Support community involvement for city's design standards project.
  - Work to ensure compatible aesthetics and principles across the Façade Improvement Program and the city's design standards.
  - Volunteer management strategy and recruitment plan is created.
-

## Retrospective Summary & Timeline of Activities

### 2010

The interest in downtown revitalization in Springfield spurred the launch of the Main Street Program in 2010. The efforts to create a vibrant downtown community group were spearheaded through relationship-building, volunteer participation, and partnerships with various local non-profit organizations and the City of Springfield. Some key highlights from the year were:

- NEDCO was able to recruit interested stakeholders in Main Street through the efforts of an AmeriCorps VISTA volunteer and staff support.
- A partnership was forged with the Eugene Storefront Art Project to connect local artists with downtown business and property owners.
- The Four Main Street Committees were formed and began to meet regularly, Economic Restructuring, Design, Promotions, and Organization.
- “Discover Downtown Springfield” social media outlet was launched.
- The Oregon Main Street Program accepted the Whitaker Neighborhood district in its “Exploring Downtown Program”
- NEDCO applies for and receives a “Transforming Downtown” designation through the Oregon Main Street Program
- The first Second Friday Art Walk was held with increased success over the course of each month.
- Frontdoor Back Retail consulting Services conducted an assessment and offered business assistance to six downtown businesses.

### 2011

In 2011 the Main Street Program continued to gain momentum and experience successes with the help of well-established committees and volunteers. Some of the highlights from the year were:

- A Design Committee façade and streetscape charrette was facilitated by local design organizations
- The Second Friday Art Walk continued to gain recognition and draw people to the downtown district for the event.
- Ten new businesses opened downtown creating over 15 new positions.
- Trainings were held for Main Street committees that focused on strategies for increasing program awareness and promotion.

## Retrospective Summary & Timeline of Activities

- Economic Restructuring Committee conducted a Building Inventory of Main Street.

### 2012

In 2012 The Main Street Program formed innovative partnerships between the City of Springfield, TEAM Springfield, and the Chamber of Commerce which translated into more support, participation, and funding for program activities. Key highlights from this year included:

- A full-time Main Street coordinator was hired in August to build on program success.
- The Façade Improvement Program was developed with the City of Springfield and the Design Committee.
- The Economic Restructuring committee conducted its first ever business survey to Main Street merchants and business owners.
- Educational workshops focusing on business ownership and operations were held for downtown business owners.

### 2013

At the start of 2013 the Downtown Façade Improvement was underway. The Main Street Program experienced staffing changes and continued to increase capacity in program delivery. Key highlights to date have been:

- Continued success and increased publicity of the Second Friday Art walk through increased capacity on the Promotions committee.
- Two awardees of Façade Improvement funds to date.
- Continued progress towards receiving a “Performing Downtown” designation through the Oregon Main Street Network.
- Increased capacity through the hiring of a full-time program administrator.
- Strengthening of existing partnerships with the City of Springfield, TEAM Springfield, and the Chamber of Commerce
- Increased success and strategies to fill vacancies downtown with new viable businesses.

## Transforming and Performing Main Street Level Comparison

### What Are the Main Street Operating Levels?

The Oregon Main Street Network provides various assistance, tools and services to downtown business districts. Each level of support and programmatic access is defined through four levels of operation with various guidelines attached. The four levels include Affiliate, Exploring, Transforming, and Performing. NEDCO's program is currently operating at the Transforming Level. This level is for communities who are committed to the Main Street Approach and downtown revitalization but are in need of technical assistance to get to the next level. NEDCO's goal is for the Springfield Main Street Program to operate at the Performing Level and become an independent nonprofit organization which uses the Main Street Approach as the basis for downtown revitalization. There are 10 performance standards required to operate at the Performing Level. The following table shows the standards that the program has currently met in comparison to the standards for the Performing Level.

<b>Transforming Main Street Standards</b>	<b>Performing Main Street Standards</b>	<b>Standards Met</b>
A city population of 50,000 or under	A city population of 50,000 or under	Program Requirement
The boundaries/primary focus of the organization must be that of a traditional downtown or neighborhood commercial district	1. Has broad-based community support for the commercial district revitalization process, with strong support from both the public and private sectors.	X
Has active committee participation from focus area stakeholders	2. Have active committees.	X
Committees have adopted and developed work plans	3. Has a comprehensive Main Street work plan.	X
Staff attends ongoing training provided by Oregon Main Street	4. Conducts program of ongoing training for staff and volunteers.	X
Uses Data software to record key statistics	5. Reports key statistics	X
Has a paid, Local Program Representative	6. Has a paid, Executive Director	X
Adopts design guidelines with a historical preservation focus	7. Possesses historic preservation ethic	X
	8. Has an active board of directors	Not met
	9. Has an adequate operating budget	Not met
	10. Has developed a vision and mission statement relevant to community conditions	Not met



# Springfield Main Street Committee Membership Historical Roster

## Organizational Committee Membership:

*\*The names in bold represent the committee Chair and/or Co-chair*

### 2010-2011

<i>Name</i>	<i>Affiliation</i>
<b>Dan Egan*</b>	<b>Springfield Chamber</b>
Debbie Sutch	Siuslaw Bank
Glenn Myers	Trash 'n' Treasures
Jack Koehler	Sweety's
Karlene Clark	Riverside Community Church
Melinda Handy	Focus 4 CPA
<b>Leslie Benz*</b>	<b>Springfield Citizen/Holiday Inn</b>
Marilee Woodrow	Springfield City Counselor/Christmas Parade

### 2012

<i>Name</i>	<i>Affiliation</i>
<b>Jeff Heriot*</b>	Washburne Café
Nick Nelson	ReMax
Marilee Woodrow	Springfield City Counselor/Christmas Parade

### 2013

<i>Name</i>	<i>Affiliation</i>
Beth Hayes	NEDCO Board
<b>Tom Draggoo*</b>	<b>Siuslaw Bank</b>
Karen Hageman	Haven
Ted Corbin*	NEDCO Board

## Promotions Committee Membership:

*\*The names in bold represent the committee Chair and/or Co-chair*

### 2010-2011

<i>Name</i>	<i>Affiliation</i>
AlethaLou Harmon	The Mercantile
Bethe Hayes	Branch Manager, US Bank
Denise Pohrman	Bright Oak Meats
Emily Hamil	Wildish Theater (Willamalane)
Eric Breitenstein	The Duck Store
Frank Clark	Springfield Times
Josh Clark	Riverside Community Church/The Gathering Place
Judy Clark	Springfield Chamber
<b>Karen Hageman*</b>	<b>Washburne Café (former owner)</b>



# Springfield Main Street Committee Membership Historical Roster

Mikayle Anderson	Seen Eugene
Niel Laudati	City of Springfield

## 2012

<i>Name</i>	<i>Affiliation</i>
<b>Karen Hageman*</b>	<b>Washburne Café (former owner)</b>
Mikayle Anderson (cochair)	Springfield Chamber of Commerce
Josh Clark	Riverside Community Church/The Gathering Place
Katie Griffin	Kaleidoscope Clothing
Niel Laudati	City of Springfield

## 2013

<i>Name</i>	<i>Affiliation</i>
Karen Hageman	Haven
Michelle Bixler	Willamalane
Roka Walsh	Arts Commission
Paula Goodbar	ESAP
Niles Schartz	Arts Commission
Jim Cupples	Springfield Museum

## **Design Committee Membership:**

*\*The names in bold represent the committee Chair and/or Co-chair*

## 2010-2011

<i>Name</i>	<i>Affiliation</i>
Alaina Payne	MotherShip Salon
Allison Van Wey	Goodwill Industries, NEDCO Board
Bill Grile	Springfield Citizen, former city Development Director
Brian Conlon	Public Works Supervisor, City of Springfield
David Bowsby	Permit Review Tech, City of Springfield
Denise Bean	Bean Counter Tax Service
Denise Schoonhoven	Freelancer, Springfield Citizen
Jack Koehler	Sweety's
James Yarnall	Springfield Citizen
Jay Pezzotti	UO Student
<b>John Lively*</b>	<b>Cawood</b>
Karen Hageman	Washburne Café
Kip Amend	Historic Commission, Nagao Pacific Architects
Linda Pauly	Planning Supervisor, City of Springfield



# Springfield Main Street Committee Membership Historical Roster

Peter Herley	ESAP
Ted Corbin	Eric Hall Architects
Trudy Logan	Pump Café

## 2012

<b>Name</b>	<b>Affiliation</b>
<b>Allison Van Wey</b>	<b>Goodwill Industries, NEDCO Board</b>
Brian Conlon	Public Works Supervisor, City of Springfield
David Bowsby	Permit Review, City of Springfield
Denise Bean	Bean Counter Tax Service
<b>John Lively*</b>	<b>Cawood</b>
Karen Hageman	Washburne Café
Kip Amend	Historic Commission, Nagao Pacific Architects
Linda Pauly	Planning Supervisor, City of Springfield
Peter Herley	ESAP
Ted Corbin	Eric Hall Architects, NEDCO Board

## 2013

<b>Name</b>	<b>Affiliation</b>
Karen Hageman*	Haven
Kip Amend	Historic Commission, Nagao Pacific Architects
Linda Pauly	Planning Supervisor, City of Springfield
Ted Corbin*	NEDCO Board

## **Economic Restructuring Committee Membership:**

*\*The names in bold represent the committee Chair and/or Co-chair*

### 2010-2011

<b>Name</b>	<b>Affiliation</b>
<b>Courtney Griesel*</b>	<b>City Manager's Office, City of Springfield</b>
James Yarnall	Springfield Citizen
Karen Hageman	Former Owner - Washburne Café
John Tamulonis	City of Springfield
Lisa Sprague	Springfield Jazzercise
Maddie Phillips	UO Planning Masters Student
Nancy Bigley	Springfield School District, Owner, Outback Steakhouse
Rick Dunaven	Wheelburro LLC
Karen Hageman	Washburne Café (former owner)



# Springfield Main Street Committee Membership Historical Roster

Tom Draggoo	Siuslaw Bank
-------------	--------------

## 2012

<i>Name</i>	<i>Affiliation</i>
<b>Tom Draggoo*</b>	<b>Siuslaw Bank</b>
Courtney Griesel	City Manager's Office, City of Springfield
John Tamulonis	City of Springfield
Christopher Gergen	Financial Advisor
John Klinzmann	WreckTech Computing
Nancy Bigley	Springfield School District, Owner, Outback Steakhouse
Rick Dunaven	Wheelburro LLC
Chris Kline	Citizens Bank

## 2013

<i>Name</i>	<i>Affiliation</i>
<b>Tom Draggoo*</b>	<b>Siuslaw Bank</b>
Courtney Griesel*	City Manager's Office, City of Springfield
John Tamulonis	City of Springfield
Rick Dunaven	Wheelburro LLC
Chris Kline	Citizens Bank

---

**AGENDA ITEM SUMMARY**

**Meeting Date:** 6/24/2013  
**Meeting Type:** Work Session  
**Staff Contact/Dept.:** John Tamulonis, CMO  
**Staff Phone No:** 541-726-3656  
**Estimated Time:** 20 Minutes  
**Council Goals:** Promote and Enhance our Hometown Feel while Focusing on Livability and Environmental Quality

**SPRINGFIELD  
CITY COUNCIL**

---

**ITEM TITLE:** DOWNTOWN DEMONSTRATION LIGHTING

---

**ACTION REQUESTED:** Staff seeks to provide Council with an update on efforts to scope a demonstration lighting project in Downtown. No specific action is requested at this time.

---

**ISSUE STATEMENT:** During an April work session with the City Council, staff provided an update of the 2010 *Downtown District Urban Design Plan*. One activity identified in the Plan is improvements to the downtown pedestrian environment, including improved lighting. Lighting needs in downtown have been identified as a top priority by Council, citizens, and consultants responsible for the *Downtown Circulation Study*. Over the past months, staff has worked with downtown stakeholder groups to identify an ideal location to pilot a lighting improvement project.

---

**ATTACHMENTS:**

1. Proposed Downtown Demonstration Lighting Project Location and Scale
2. Pedestrian Scale Light Fixture Image

---

**DISCUSSION/  
FINANCIAL  
IMPACT:** In May, City staff met with downtown stakeholders including the members of the Downtown Citizen Advisory Committee and Main Street Committees. During this meeting, staff and citizens walked downtown during evening hours to assess areas perceived to be deficient in pedestrian level lighting. This walk-about was used to assist the City Traffic Engineer in identifying the proposed demonstration project location (Attachment 1). Considered project options included;

- Installation of lighting on the north side of Main Street from Pioneer Pkwy East to the east side of 5<sup>th</sup> Street (current proposed project)
- Installation of lighting on both block faces along Main Street from 5<sup>th</sup> Street to 6<sup>th</sup> Street
- Installation of bollards and raised crosswalks
- Installation of sidewalk furniture including, benches, bike corrals, planters, and trash receptacles

---

The proposed project location includes eight new fixtures along the north side of Main Street between Pioneer Parkway East and the east side of 5<sup>th</sup> Street. Funds have been identified in the Downtown Urban Renewal budget to support the installation of the lighting as well as possible installation of several sidewalk furniture-type improvements.

This project was identified based on input from downtown stakeholders directing staff to focus on lighting, installing fixtures quickly. While stakeholders expressed interest and value in other proposed options, they advised staff to focus first on the installation of light fixtures.

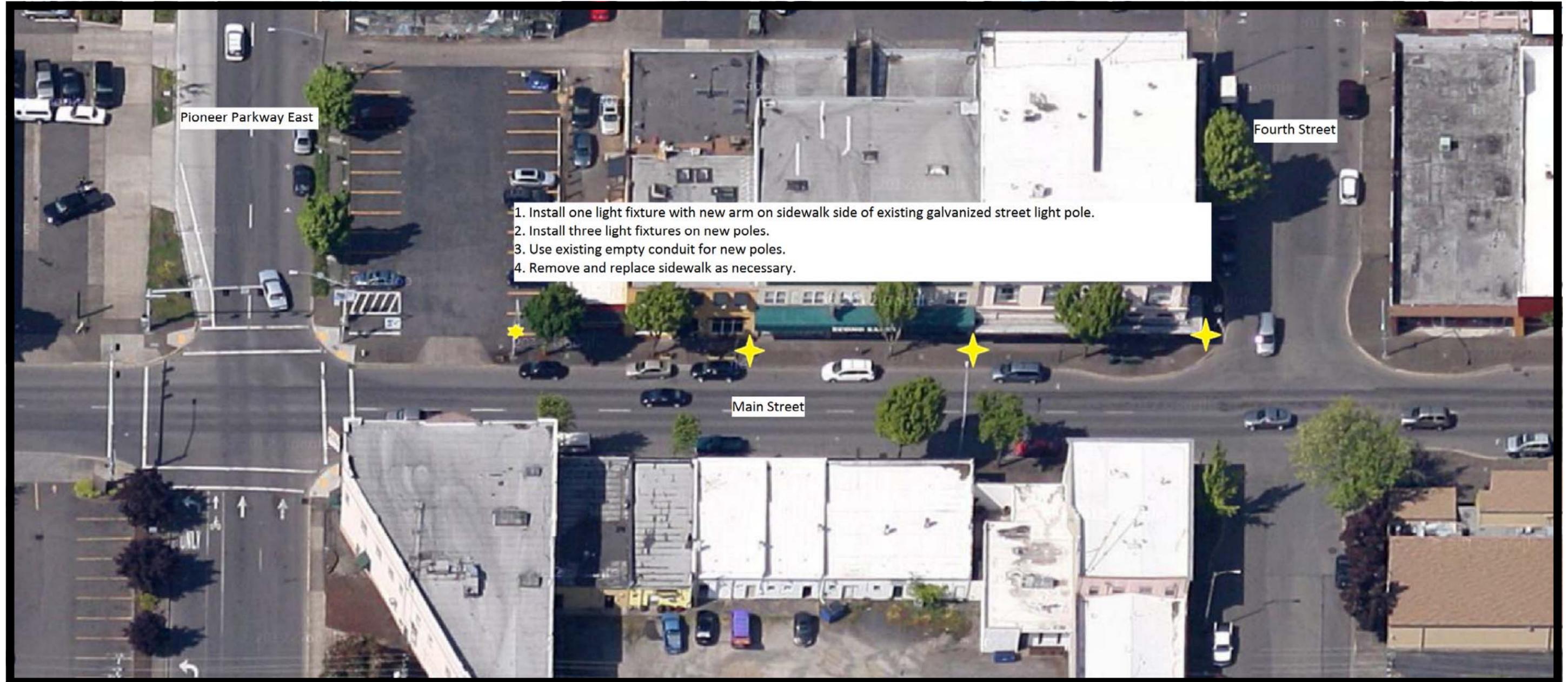
Total cost for the project is expected not to exceed \$150,000.

Next steps would include complete design, engineering estimates, and bidding of the project beginning July 1<sup>st</sup> with award likely some time late fall.

---

# Demonstration Lighting Project

Pioneer Parkway East to 4th Street



# Demonstration Lighting Project

4th Street to 5th Street





#### LIGHTING FIXTURE DETAIL

- 14 foot to top of finial
- Powder coated black aluminum
- LED fixture
- Receptacles in fixture to connect seasonal lights



---

**AGENDA ITEM SUMMARY**

**Meeting Date:** 6/24/2013  
**Meeting Type:** Work Session  
**Staff Contact/Dept.:** Greta Utecht,  
Human Resources  
**Staff Phone No:** 541-726-3787  
**Estimated Time:** 30 minutes  
**Council Goals:** Provide Financially  
Responsible and  
Innovative Government  
Services

**SPRINGFIELD  
CITY COUNCIL**

---

**ITEM TITLE:** CITY MANAGER COMPENSATION

---

**ACTION  
REQUESTED:** Review recommendation of Finance & Judiciary Committee regarding  
compensation changes for City Manager.

---

**ISSUE  
STATEMENT:** Following the Council's positive review of City Manager Gino Grimaldi's  
performance in May 2013, the Finance & Judiciary Committee met to review  
whether a change in his compensation should be considered. The Committee's  
recommendation is presented, along with other options for consideration by the  
Council.

---

**ATTACHMENTS:** 1. Council Briefing Memorandum of May 16, 2013 addressed to the Finance &  
Judiciary Committee  
2. City Manager Compensation Survey 2013

---

**DISCUSSION/  
FINANCIAL  
IMPACT:** The attached Council Briefing Memorandum describes how four different cost-of-  
living adjustment indices are to be averaged to come up with a percentage that may  
be used to determine what, if any, changes might be made the City Manager's  
compensation package. Also attached is an updated survey of how other cities  
compensate their city managers.

The Committee asked about what changes were being made to other non-  
represented employee compensation packages, and staff reported that an additional  
\$250 will be deposited in the non-union employees' Health Reimbursement  
Accounts (HRA) effective July 1, 2013, for this year only. After considerable  
discussion, the Committee voted to recommend that Mr. Grimaldi be given a bonus  
of \$500, to be paid in cash or in deferred compensation, in addition to the \$250  
dollars added to his HRA account.

For purposes of discussion, the following chart provides a list of percentage  
increases and what the applicable cost to the City would be, depending on how  
applied:

	Cost if % Applied to Base Salary & One Time Payout	Cost if % Applied to Base as COLA	Cost if % Applied to Total & One Time Payout
1%	\$1,622	\$1,678	\$3,871
1.5%	\$2,432	\$2,517	\$4,824
2%	\$3,243	\$3,356	\$5,776
2.2%	\$3,568	\$3,692	\$6,158

It should be noted that even with one-time pay out options, the increase impacts the  
employee's PERS and deferred compensation contributions. The advantage to the  
City of granting a one-time lump sum bonus is that it doesn't increase the base  
compensation for future years.

---

**MEMORANDUM**

**City of Springfield**

**Date:** 5/16/2013

**To:** Finance & Judiciary Committee

**COUNCIL**

**From:** Greta Utecht, Human Resources Director

**BRIEFING**

**Subject:** City Manager Compensation

**MEMORANDUM**

**ISSUE:** As a result of the Council’s May 6, 2013 highly favorable performance review of the City Manager, Council has directed staff to convene the Finance & Judiciary Committee in order to review Gino Grimaldi’s compensation.

**COUNCIL GOALS/**

**MANDATE:**

Provide Financially Responsible and Innovative Government Services

Prior to 2012 when Mr. Grimaldi’s contract was changed, his salary was indexed to increases received by other employees. By removing that link, the Council is able to evaluate the City Manager’s compensation package independently and not be influenced by what has been bargained or agreed to for other employees.

**BACKGROUND:** According to Gino Grimaldi’s employment contract, each February the City’s Human Resources Department will average the percentages from four different index sources to determine what, if any, amount of salary or cost of living adjustment to recommend to the City Council.

The four indices that will be averaged are: The CPI-W index for Portland-Salem; the cost of living index for Social Security benefits, the national salary index for public administrators and the Western Region officer/exempt executive index. The following table lists those indices, and the overall average.

Portland-Salem CPI-W for 2012	1.8
Social Security Cost of Living Adjustment 2012	1.7
Public Administrators National Index 2012	2.2
Western & Oregon Officers/Executives	3.1
<b>Average:</b>	<b>2.2%</b>

Attached is also the most recent compensation survey of other City Managers in similar sized Oregon cities. Despite the fact that his salary has not been adjusted since 2008, it remains well within the market.

**RECOMMENDED ACTION:** Staff recommends that the Finance & Judiciary Committee review the attached information, as well as considering the very high review Mr. Grimaldi received earlier this month. If the committee believes that a compensation adjustment is warranted, staff recommends that a one-time, lump sum bonus be forwarded to the Council for consideration.

**CITY MANAGER  
COMPENSATION SURVEY 2013**

	Population	Salary as of 5/2013	DeferredComp	Auto/IT Stipend	Other	PERS Pickup	TOTAL	
Albany	50,710	\$127,956	\$12,796	\$4,320		\$7,677	\$152,749	No salary increase in 2011, \$300/month car \$60/month cell, 10% to deferred comp, 6% PERS
Bend	77,455	\$155,298		\$4,560		\$9,318	\$169,176	The City covers the deductible, \$2000/individual \$4000/family. If deductible not met, unused amount deposited in VEBA. \$300 per/month car allowance \$80 per/month cell phone: severance inc to 9 mths with 9 mths COBRA
Corvallis	55,055	\$140,004	\$5,000				\$145,004	
Eugene	158,335	\$182,561	\$14,000	\$6,480	\$7,022	\$11,342	\$221,405	\$500 /month car allowance \$40 /month cell phone; Other= ability to cash out 2 wks vacation
Grants Pass	34,740	\$118,000		\$6,600		\$7,080	\$131,680	VEBA - if chosen, \$234/mo
Gresham	105,970	\$136,944		\$6,000	\$1,368	\$8,217	\$152,529	Waived VEBA - gets 1% of annual salary (\$114/month) as an additional allowance
Hillsboro	92,550	\$164,875	\$11,760	\$4,500			\$181,135	\$375 /month car allowance. VEBA is 2% of base salary. Deferred Comp contribution instead of PERS. Medical is Kaiser composite rates. 10 paid days of Administrative leave + 2 personal days to be used as manager deems appropriate during the calendar year
Oregon City	32,211	\$163,800	\$5,733	\$1,250		\$9,903	\$180,686	Salary linked to other department director COLAs & has merit pay component. Def comp = 3.5% w/ EE match. Full cost of smart phone & monthly svc.
Lake Oswego	36,770	\$180,000			\$10		\$180,010	Data for interim- later changed upon Council vote. \$10/Cell phone per month. \$15k/mo
Medford	75,545	\$145,008		\$5,580		\$8,700	\$159,288	Sick leave above 960 hrs contributed at 50% to HRA-VEBA acct. Severance provides one month of salary for each year of service, up to 6 months
Tigard	48,695	\$134,030	\$6,702		\$22,445		\$163,177	No PERS: City contributes 11% of salary (14,743/year), employee contributes \$0. \$1000 allowance provided for purchase of addit life ins or long term care or both
<b>Springfield**</b>	<b>59,840</b>	<b>\$147,110</b>	<b>\$5,884</b>	<b>\$5,100</b>	<b>\$5,658</b>	<b>\$9,472</b>	<b>\$173,225</b>	Includes \$1300 tech stipend, \$4800 mileage and \$5658 for 80 hrs floating holiday that can be sold or used as vacation time each year. Does not accrue.
Average		\$149,861	\$9,332	\$4,911	\$7,711	\$8,891	\$166,985	
Median		\$145,008	\$9,231	\$5,070	\$4,195	\$8,700	\$163,177	

\*\*Springfield City's Manager has received total of 3% increase since 5/1/2006, while CPI\_W Portland-Salem has increased by 16.5% in same period. Last increase was 7/1/2008. CPI-W Portland increase since 7/1/2008 = 9.6%.

---

**AGENDA ITEM SUMMARY**

**Meeting Date:** 6/24/2013  
**Meeting Type:** Work Session  
**Staff Contact/Dept.:** David Bowlsby / DPW  
**Staff Phone No:** 541-736-1029  
**Estimated Time:** 20 minutes  
**Council Goals:** Encourage Economic Development and Revitalization through Community Partnerships

---

**SPRINGFIELD  
CITY COUNCIL**

---

**ITEM TITLE:** REVIEW INTERPRETATION OF MUNICIPAL CODE TO RESTRICT SIGNS ON UNDEVELOPED PROPERTY WITHIN SPRINGFIELD.

---

**ACTION REQUESTED:** Staff seeks Council direction on the regulation of sign placement on undeveloped property.

---

**ISSUE STATEMENT:** The City has consistently interpreted language in the City Sign Code to constitute a prohibition on the placement of signs relating to off premises activity on undeveloped properties. The City has recently been challenged regarding the appropriateness of this interpretation as a result of the denial of sign placement on undeveloped property.

---

**ATTACHMENTS:** 1. District Sign Standards

---

**DISCUSSION/  
FINANCIAL  
IMPACT:** Staff has historically interpreted the City's existing Sign Code language (Springfield Municipal Code Sections 8.240 through 8.268) as a prohibiting the placement of signs relating to off premises activity on undeveloped property.

Freestanding and wall signs are permitted onsite for businesses in various zoning districts. The definitions in the Sign Code refer to areas where signs may be placed as a "*Development Area*" and define development area as "*The area of a commercial, industrial or residential development that is contained within a single tax lot.*" Certain signs which are defined as exempt signs may be placed on vacant property.

The City interpretation has been that while a vacant parcel may be considered developable it is not a development area without a previously established regulated structure (building) appropriate for the zoning of the parcel. Additionally, where no development exists, there can be no business present. While the sign code allows placement of signs for businesses, if there is no business, there is no allowance for signs. This interpretation has been the basis for denial of placing signs on vacant property relating to off premises activity.

If the Council wishes to permit placement of signs relating to off premises activity on undeveloped properties that otherwise meet the restrictions set forth in the existing sign code, they could do so by directing staff to clarify the definition of development area to include property which, though developable, is not yet developed.

If Council does not wish to allow placement of signs relating to off premises activity on undeveloped property, they could direct staff to add clarifying language to the existing Sign Code to specifically state that signs are not allowed on vacant property and avoid the ambiguous language of development area vs. developable area.

---

**District Sign Standards**

**8.240 Residential District Sign Standards.** The following sign standards have been established for residential districts.

(1) Home Occupation. Each single family or duplex dwelling unit that has received development approval for home occupation shall be allowed one (1) non-illuminated wall sign of not more than 1.5 square feet.

(2) Multi-Family, Mobile Home Parks, Day Care Facilities, Subdivisions and Group Living Facilities, Bed and Breakfast Facilities. **Each group living situation, multiple family dwelling complex, bed and breakfast facilities, and, including a mobile home park or subdivision, shall be allowed one (1) wall sign or free standing sign at each public vehicular entrance of not more than eight (8) square feet for one face, or 16 square feet for two or more faces.** The maximum height for free standing signs shall be five feet above grade. The maximum height for wall signs shall be 20 feet above grade, provided that in no case shall a wall sign extend above the building wall. Internally illuminated signs shall be prohibited.

(3) **Non-Residential Professional Offices. Each approved development area shall be limited to one (1) free standing sign and one (1) wall sign.** The free standing sign shall be a maximum of 16 square feet for one face and 32 square feet for two or more faces. The wall sign shall be a maximum of 16 square feet. Free standing signs or wall signs shall not be more than eight (8) feet above grade. Each detached building shall be permitted one (1) additional wall sign not to exceed eight (8) square feet. Internally lighted signs shall be prohibited.

(4) **Churches. Each approved development area shall be limited to two (2) free standing signs and one (1) wall sign.** The signs shall be a maximum of 32 square feet for one face and 64 square feet for two or more faces. Free standing signs or wall signs shall not be more than eight (8) feet above grade. Each detached building shall be permitted one (1) additional wall sign not to exceed eight (8) square feet. Neon signs are prohibited.

**8.242 H-Historic Overlay District.** The size, color, design, material, and location of all signs within the H Overlay District shall comply with the standards in Article 30 of the Springfield Development Code. The addition or alteration of a sign shall be reviewed by the Historic Commission at the time of any major or minor alteration to a historic landmark structure.

(1) Historic House Plaques. Standards for the design, size, material, placement and content of historic house plaques shall be approved by the Historic Commission and kept on file with the Development Services Director.

(2) **Special Use Signage. For special uses identified in the Springfield Development Code, Article 30, one of the following shall be permitted:**

(a) **One (1) free standing or wall sign of not more than eight (8) square feet for one face and 16 square feet for two or more faces where frontage exists on a collector or an arterial street.**

One (1) free standing or wall sign of not more than four (4) square feet for one face and 16 square feet for two faces where frontage exists along a local street.

(b) A free standing sign shall not exceed five (5) feet in height and a wall sign shall be no more than 20 feet above grade.

(c) In addition, an entrance identification sign of not more than one and one-half square feet shall be permitted.

45 **8.244 General Office Sign Standards.**

46 (1) Single Businesses. Each business shall be permitted a maximum number of four (4) wall signs  
47 totaling 64 square feet for all faces.

48 (2) Multiple Businesses. Multiple businesses occupying one building shall be allowed one (1) overall  
49 wall or free standing sign of not more than 32 square feet for one face, or 64 square feet for two or  
50 more faces. The maximum height for this free standing sign shall be eight feet. This overall sign shall  
51 be in lieu of the wall signs permitted in subsection (1).

52 (3) Development Area Signage. In addition to the signs named above, each approved development  
53 area shall be allowed one (1) free standing sign of not more than 100 square feet for one face, or 200  
54 square feet for two or more faces. The maximum height for this sign shall be 12 feet above grade.

55 (4) Illumination from Signs on Non Residential Property. External illumination shall be shielded so  
56 that the light source elements are not directly visible from property in a residential zone which is  
57 adjacent to or across a street from the property in the non-residential zone.

58 **8.246 Neighborhood Commercial.** Each approved development area in a NC District shall be  
59 allowed one (1) free standing sign not to exceed 40 square feet per sign face, with a maximum size of  
60 80 square feet for two or more faces. This sign cannot exceed eight (8) feet in height above grade and  
61 shall not be internally illuminated. In addition, each business in the NC District shall be limited to  
62 two (2) wall signs, with a maximum combined area of 40 square feet and cannot exceed 20 feet in  
63 total height above grade. Wall signs are also prohibited from being internally illuminated.

64 (1) Illumination from Signs on Non Residential Property. External illumination shall be shielded so  
65 that the light source elements are not directly visible from property in a residential zone which is  
66 adjacent to or across a street from the property in the non-residential zone.

67 **8.248 Community Commercial and Major Retail Commercial District.** These standards apply for  
68 all property located in CC or MRC Districts except those located in the Downtown Sign District, I-5  
69 Mall Sign District and the I-5 Commercial Sign District:

70 (1) Single Businesses. Each business shall be permitted a maximum number of four (4) wall signs  
71 totaling 350 square feet for all faces.

72 (2) **Free Standing, Roof and Projecting Signs.** In addition to wall signs permitted above, one (1) sign  
73 from this group shall be permitted for each approved development area. The total area permitted for a  
74 free standing sign, roof or projecting sign shall be 100 square feet for one face or 200 square feet for  
75 two or more faces at a maximum of 20 feet above grade.

76 (3) Second Story Businesses and Above. Two (2) wall signs per business shall be permitted with a  
77 maximum sign display area of 175 square feet for all faces.

78 (4) Illumination from Signs on Non Residential Property. External illumination shall be shielded so  
79 that the light source elements are not directly visible from property in a residential zone which is  
80 adjacent to or across a street from the property in the non-residential zone.

81 **8.250 Downtown Sign District.**

82 The Downtown Sign District is shown on Map No.1. Each business in this district shall be limited to  
83 three (3) signs.

84 (1) Wall Signs. Each business shall be allowed the following:

85 (a) First Story Businesses. First story businesses facing a public street shall be permitted  
86 signage of three (3) square feet per lineal foot of building wall.

87 (b) Second Story Businesses and Above. Second story businesses facing a public street shall  
88 be permitted signage of 1 ½ square feet per lineal foot of building wall.

89 (2) **Free Standing, Projecting or Roof Signs.** Each building shall be permitted one (1) free standing  
90 sign, projecting sign or roof sign which shall be limited to a maximum area of 80 square feet for one  
91 face and 160 square feet for two or more faces. The maximum height for free standing signs shall be  
92 20 feet above grade.

93 (3) Encroachment. The minimum height for all signs encroaching in the public right of way shall be  
94 eight feet above grade. The maximum encroachment into the public right of way shall be six (6) feet,  
95 provided that no sign shall encroach within two (2) feet of any curb or driveway line.

96 (4) Illumination From Signs on Non Residential Property. External illumination shall be shielded so  
97 that the light source elements are not directly visible from property in a residential zone which is  
98 adjacent to or across a street from the property in the non-residential zone.

99 **8.252 Booth Kelly Sign District.** The area containing the Booth Kelly District is defined in Article  
100 19 of the Springfield Development Code. The following combination of signs shall be permitted for  
101 this approved development area because of its unique size:

102 (1) Wall Signs. One (1) wall sign of up to 200 square feet per business is permitted. The maximum  
103 height for all wall signs is 20 feet from grade.

104 (2) **Free standing Signs.** One (1) directional sign of up to 200 square feet for one face and 400 square  
105 feet for two faces shall be permitted for the entire site. In addition, each approved development area  
106 of at least 10 acres shall be permitted one (1) free standing sign of 200 square feet for one face and  
107 400 square feet for two faces. All free standing signs shall be installed at a maximum of 30 feet in  
108 height from grade to the bottom of the sign.

109 (3) Illumination from Signs on Non Residential Property. External illumination shall be shielded so  
110 that the light source elements are not directly visible from property in a residential zone which is  
111 adjacent to or across a street from the property in the non-residential zone.

112 **8.254 I-5 Mall District.** The I-5 Mall District is designated on Map No. 2. The following  
113 combination of signs shall be permitted for this approved development area because of its unique size  
114 and the lack of street frontage for businesses and complexes located within the area:

115 (1) Wall Signs. In addition to the free standing signs, the approved development area may have wall  
116 signs at each primary entrance. The total allowable area for all such signs shall be 1,000 square feet.  
117 No single sign shall exceed 400 square feet.

118 (2) Free Standing Signs.

119 (a) Two (2) free standing signs shall be permitted for each approved development  
120 area greater than 20 acres. The sign closest to I-5 shall be limited to 700  
121 square feet for one face and 1,400 square feet for two or more faces with a  
122 maximum height of 50 feet above grade. The other free standing sign shall be  
123 limited to 400 square feet per face, or 800 square feet for two or more faces,  
124 with a maximum height of 30 feet.

125 (b) One (1) additional free standing sign will be permitted at each vehicular entrance.  
126 Each sign will be limited to 25 square feet for all faces with a maximum  
127 height of 20 feet.

128 (3) Anchor Tenants. Anchor tenants with 50,000 or more square feet of gross area shall be permitted  
129 a wall sign for each principal face of the building. The maximum allowable sign area per wall shall  
130 not exceed 200 square feet per building face.

131 (4) Second Story Businesses and Above. Each structure with a second story business shall be  
132 permitted one (1) wall sign that is a maximum of 50 square feet.

133 (5) Tenants. Tenants between 20,000 and 49,999 square feet of gross area shall be permitted a wall  
134 sign for each principal face of building. The maximum allowable sign area per wall shall not exceed  
135 100 square feet per building face.

136 (6) Additional Wall Signage. In addition to the wall signage identified above, 12 additional wall  
137 signs shall be allowed on the exterior wall of the mall structure. These additional signs shall not  
138 exceed a combined square footage of 1,200 square feet, with no one sign exceeding 100 square feet.  
139 These signs will be located in a predetermined 4 foot sign band on the structure which begins 17'6"  
140 from grade.

141 (7) Illumination from Signs on Non Residential Property. External illumination shall be shielded so  
142 that the light source elements are not directly visible from property in a residential zone which is  
143 adjacent to or across a street from the property in the non-residential zone.

144 **8.256 I-5 Commercial Sign District.**

145 Area Covered. The I-5 Commercial Sign District applies only to properties designated CC and NC  
146 that are within the geographically bounded area located on Map No. 2.

147 (1) Single Businesses. Each business shall be permitted a maximum of four (4) wall signs totaling a  
148 maximum of 350 square feet for all faces.

149 (2) Free Standing or Roof Signs. Either one (1) free standing or roof sign shall be permitted per  
150 approved development area. The total area permitted for each free standing sign shall be 100 square  
151 feet for one face or 200 square feet for two or more faces, with a maximum height of 20 feet above  
152 grade.

153 (3) Second Story Businesses and Above. Each business shall be permitted two (2) wall signs per  
154 business shall be permitted with a maximum sign display area of 175 square feet.

155 (4) Additional Free standing Sign. Each approved development area shall be permitted one (1)  
156 additional free standing sign. The total area permitted shall be 200 square feet for one face and 400  
157 square feet for two or more faces, with a maximum height of 65 feet above grade. The additional free  
158 standing sign that is over 100 square feet shall be installed at a minimum of 30 feet in height from  
159 grade to the bottom of the sign.

160 (5) Illumination from Signs on Non Residential Property. External illumination shall be shielded so  
161 that the light source elements are not directly visible from property in a residential zone which is  
162 adjacent to or across a street from the property in the non-residential zone.

163 **8.258 Light-Medium, Special Heavy**

164 **Industrial and Heavy Industrial Sign Standards.**

165 (1) Maximum Height. The maximum height for all signs is 30 feet from grade to the top of the sign.

166 (2) Single Businesses. Each business shall be permitted a total number of four (4) wall or projecting  
167 signs with a maximum of 350 square feet for all faces.

168 (3) Free Standing or Roof Sign. In addition to wall signs permitted above, one (1) sign from this  
169 group shall be permitted for each approved development area. The total area permitted shall be 100  
170 square feet for one face or 200 square feet for two or more faces.

171 (4) Directional Signs. Each approved development area of at least five (5) acres shall be permitted  
172 one directional free standing sign of 200 square feet for one face and 400 square feet for two or more  
173 faces.

174 (5) Illumination From Signs on Non Residential Property. External illumination shall be shielded so  
175 that the light source elements are not directly visible from property in a residential zone which is  
176 adjacent to or across a street from the property in the non-residential zone.

177 **8.260 Billboard District.**

178 (1) Application. The Billboard District standards apply to all signs located in the geographically  
179 bound areas in Map No. 3 that are greater than 200 square feet for a single face and not otherwise  
180 permitted in this code. The number of billboards contained in the Billboard District shall not exceed  
181 38 signs within the City of Springfield City Limits and 9 in the Glenwood Designated Billboard  
182 District. All signs that are located outside of the designated Billboard District or fail to meet the sign  
183 face requirements, shall be considered non-conforming. The billboard standards shall apply to all  
184 billboards located in the areas designated on Map No. 3. Prior to any site work, the applicant must  
185 provide the City with an approved permit from the State of Oregon for the placement of the billboard  
186 at the specified proposed under the Oregon Motorist Information Act of 1971 (ORS 377.700 et seq.)

187 (2) Spacing Between Billboards. All billboards located in the Billboard District along I-105 and I-5  
188 shall be spaced a minimum of 500 feet apart. All other designated zones shall permit billboards to be  
189 located a minimum of 150 feet apart as measured from the center line of the adjacent street.

190 (3) Height. All billboards shall be installed at a minimum of 16 feet, and a maximum of 30 feet in  
191 height to the bottom of the sign. Interchanges located on I-105 and I-5 may permit billboards to be  
192 installed at a maximum of 45 feet in height to the bottom of the sign.

193 (4) Sign Face Requirements. All billboards installed along I-105 and I-5 shall be a maximum of 14'  
194 by 48' (672 square feet total) or 10' by 30' (300 square feet total). Double faced or one sided  
195 billboards shall be considered as one sign and each side may not exceed the allowable size as listed  
196 above.

197 (5) Billboard District:

198 (a) Main Street and South A Street (North/South frontage):

199 (i) 11th Street to 46th Street.

200 (ii) Chapman Lane to 57th Street.

201 (iii) South A Street from 11th to the intersection of Main Street.

202 (b) Highway I-105:

203 (i) Eastbound only from Mohawk Boulevard to 42nd Street.

204 (ii) Westbound from 52nd Street to the intersection of Highbanks Road  
205 (approximately 2,500 feet).

206 (iii) Westbound from 42nd Street to I-5.

207 (c) I-5 Northbound from I-105 to Old Coburg Road underpass.

208 (d) Beltline Road from Gateway Street to I-5.

209 (e) Harlow Road from Gateway Street to I-5.  
210 (f) Shelly Street westbound from Laura Street (southern street frontage only).  
211 (g) I-5 Northbound from milepost 190.5 to I-105, East side of I-5 only – Glenwood Billboard  
212 District  
213 (h) South side of Franklin Blvd from the west side of Henderson Avenue to East Side of I-5 –  
214 Glenwood Billboard District.

215 (6) Relocation of Existing Billboards. The relocation of all billboards located within city limits shall  
216 receive priority over signs currently located outside of city limits.

217 (7) Abandoned Billboards. Billboards shall be considered abandoned and shall be removed if left  
218 vacant and/or left in a state of disrepair for more than 90 days. (Section 8.232(4) Springfield Sign  
219 Code)

220 **8.262 Public Land and Open Space District. One (1) free standing sign shall be permitted at each**  
221 **entrance and shall not exceed 32 square feet for all faces.** The total sign height shall be a maximum  
222 of five (5) feet above grade. In addition to the free standing sign, three (3) wall signs shall be allowed  
223 not to exceed a total combined square footage of 40 square feet.

224 (1) Illumination from Signs on Non Residential Property. External illumination shall be shielded so  
225 that the light source elements are not directly visible from property in a residential zone which is  
226 adjacent to or across a street from the property in the non-residential zone.

227 **8.264 Special Light Industrial District.**

228 **One (1) free standing monument sign shall be permitted for each entrance to special light industrial**  
229 **districts and at each entrance to approved business parks.** The monument sign shall conform to the  
230 free standing sign standards below and shall be permitted in addition to signs allowed for individual  
231 businesses as follows:

232 (1) Single Business. Each business shall be permitted a total of three (3) wall signs not to exceed a  
233 maximum of 150 square feet for all faces.

234 **(2) Free standing Signs. Each approved development area shall be permitted one (1) free standing**  
235 **sign.** The total area permitted shall be 100 square feet for one face and 200 square feet for two or  
236 more faces. The maximum height for all free standing signs shall be a total of six feet to the top of  
237 the sign.

238 **(3) Entrance Signs. In addition to the free standing sign identified above, each approved development**  
239 **area shall also be allowed a free standing sign at each vehicular entrance to the property.** These signs  
240 shall not exceed 18 square feet for one face or 36 square feet for two or more faces and shall not  
241 exceed 4.5 feet in height.

242 (4) Illumination from Signs on Non Residential Property. External illumination shall be shielded so  
243 that the light source elements are not directly visible from property in a residential zone which is  
244 adjacent to or across a street from the property in the non-residential zone.

245 **8.266 Schools. Every public, federal or state funded school shall be allowed a maximum of three (3)**  
246 **wall signs not to exceed a total combined area of 80 square feet and one free standing sign not to**  
247 **exceed 40 square feet.** Neon signage will not be allowed.

248 (1) Illumination from Signs on Non Residential Property. External illumination shall be shielded so  
249 that the light source elements are not directly visible from property in a residential zone which is  
250 adjacent to or across a street from the property in the non-residential zone.

251 **8.267 Sports Facility Sign District.** The Sports Facility Sign District is designated on Map No. 4.  
252 The following combination of signs shall be permitted for this approved development area because of  
253 its unique size and uses within the area:

254 (1) Wall Signs. In addition to the free standing signs, the approved development area may have wall  
255 signs at each building public entrance. The total allowable area for all such signs shall be 400 square  
256 feet. No single sign shall exceed 100 square feet.

257 (2) Free Standing Signs. Two (2) free standing signs shall be permitted for each approved  
258 development area. The free standing signs shall be limited to 50 square feet per face, or 100 square  
259 feet for two or more faces, with a maximum height of 10 feet. One (1) additional free standing sign  
260 will be permitted at each vehicular entrance. Each sign will be limited to 25 square feet for all faces  
261 with a maximum height of 2.5 feet.

262 (3) Murals. Murals are allowed as an artistic painting applied to and made integral with a wall  
263 surface. To be exempt from permits, murals shall not include logos or lettering.

264 (4) Illumination From Signs on Non Residential Property. External illumination shall be shielded so  
265 that the light source elements are not directly visible from property in a residential zone which is  
266 adjacent to or across a street from the property in the non-residential zone.

267 **8.268 RiverBend Development District.** The RiverBend Development District is designated on  
268 Map No. 5. The following combination of signs shall be permitted for this approved development  
269 area due to its unique size and the number of structures located within the approved area:

270 (1) Wall Signs. Wall signs shall not be allowed with the exception of street address  
271 identification of the building(s).

272 (2) Free Standing Signs.

273 a. Two free standing monument signs shall be permitted for each approved vehicular  
274 entrance off Martin Luther King Jr. Parkway to the Riverbend Development. Each  
275 monument sign structure shall be limited to 16 feet in height above grade, 70 feet in  
276 length, five (5) feet in width with the lettering not to exceed 60 square feet for each  
277 sign per side.

278 b. In addition to the above mentioned monument signs, freestanding directional signs  
279 shall be permitted with a maximum height of ten (10) feet above grade, seven (7) feet  
280 in length, three (3) feet in width, with lettering area not to exceed 45 square feet per  
281 side.

282 c. Also, each additional building on the approved development site will be permitted two  
283 additional freestanding signs not to exceed seven (7) feet in height, twelve (12) feet in  
284 length, four (4) feet in width, with lettering not to exceed 30 square feet per side.

285 d. One (1) additional free standing sign will be permitted to identify the development  
286 area. This monument sign shall not exceed nine (9) feet in height, 40 feet in length,  
287 four (4) feet in width, with the lettering not to exceed 50 square feet per side.

288 e. Additionally, two monuments signs may be placed at a location designated by the  
289 property owner not to exceed 16 feet in height, five (5) feet in length, three (3) feet in  
290 width, with lettering not to exceed 16 square feet per side.

291 f. Location of this district will be limited to properties referenced on Map No. 5