



Planning Commission

Agenda

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Johnny Kirschenmann
Steve Moe
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Tim Vohs
Joe Pishioneri

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 541.726.3610.

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

All proceedings before the Planning Commission are recorded.

November 4, 2014

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

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

CONVENE AND CALL TO ORDER THE WORK SESSION OF THE SPRINGFIELD PLANNING COMMISSION

ATTENDANCE: Chair James ____, Vice Chair Nelson ____, Kirschenmann ____, Moe____, Salladay____, Vohs ____, and Pishioneri ____.

WORK SESSION ITEM(S)

1. Draft Main Street Corridor Vision Plan

Staff: Linda Pauly, Principle Planner
30 Minutes

ADJOURN WORK SESSION OF THE SPRINGFIELD PLANNING COMMISSION

AGENDA ITEM SUMMARY**SPRINGFIELD
PLANNING COMMISSION**

Meeting Date: 11/4/2014
Meeting Type: Work Session
Staff Contact/Dept.: Linda Pauly/DPW
Staff Phone No: 541-726-4608
Estimated Time: 30 Minutes
Council Goals: Encourage Economic Development and Revitalization through Community Partnerships

ITEM TITLE:	DRAFT MAIN STREET CORRIDOR VISION PLAN: A “ROADMAP” TO SUPPORT ACHIEVEMENT OF THE COMMUNITY’S PREFERRED FUTURE LAND USE AND TRANSPORTATION OUTCOMES (TYP413-00006)
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ACTION REQUESTED:	The Planning Commission is asked to review and provide input on the Draft Vision Plan (Attachment 2) to prepare the draft for public review and adoption early next year. Project consultant Tom Litster from OTAK will give a presentation at the work session.
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ISSUE STATEMENT:	<p>The Draft Main Street Corridor Vision Plan (Attachment 2) identifies a new broad, achievable vision: the transition of Main Street to a “complete community street” consistent with the Five Goals for Our Main Street Projects:</p> <ul style="list-style-type: none">• Encourage economic revitalization and land use redevelopment.• Provide transportation choices to residents, businesses and commuters to encourage individual and community well-being and public safety.• Improve transportation safety and access for walkers, cyclists, transit riders and drivers along and through the corridor.• Improve aesthetics on Main Street, making it an attractive place to live, work and shop.• Create Main Street identities. <p>The Plan identifies specific vision statements, goals, activity nodes, redevelopment opportunity sites and potential implementation strategies for three distinct “segments” along 7 miles of Main Street between Downtown and Thurston, based on what we’ve heard from the community so far, and in response to existing and expected future conditions in the corridor (ATT2-11).</p>
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ATTACHMENTS:	<ol style="list-style-type: none">1. Planning Commission Briefing Memo2. Draft Main Street Corridor Vision Plan3. Addendum: Revised Strategies and Actions Memorandum4. Brainstorming Place Names Along Main Street: Preliminary Results
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DISCUSSION:	<p>Beginning in the summer of 2013, hundreds of caring citizens, business owners, city leaders, and property owners have participated in a visioning process to identify a preferred future for Springfield’s Main Street Corridor (ATT2 - 6). The Draft Vision Plan is the product of this process. Next steps include stakeholder meetings and open houses on November 4th and January 21st, and public hearings before the Planning Commission and the Council on January 15th and February 17th.</p>
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The emerging vision for Main Street is one important piece in Springfield’s overall community development vision. With an adopted Vision Plan serving as a Big Picture roadmap of where the City is going, the City and its partners can more effectively align and leverage partnerships, projects and resources to support the kinds of positive changes in the corridor the community wishes to see over both the short and longer terms. The potential projects and programs suggested in the Plan do not represent any decisions by the City to fund or participate in projects, programs and redevelopment projects, but the plan can be used to facilitate continued public conversation about the future of Main Street.

Date: 11/4/2014**To:** Planning Commissioners**PLANNING****COMMISSION****From:** Len Goodwin, DPW Director
Linda Pauly, Principal Planner**BRIEFING****Subject:** DRAFT MAIN STREET CORRIDOR VISION
PLAN: A “ROADMAP” TO SUPPORT
ACHIEVEMENT OF THE COMMUNITY’S
PREFERRED FUTURE LAND USE AND
TRANSPORTATION OUTCOMES**MEMORANDUM**

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

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

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

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

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

The *Draft Main Street Corridor Vision Plan* supports achievement of outcomes identified in the guiding goals for **Our Main Street** projects (established by the multi-agency Main Street

Projects Governance Team) as follows:

Encourage economic revitalization and land use redevelopment →

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

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

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

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

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

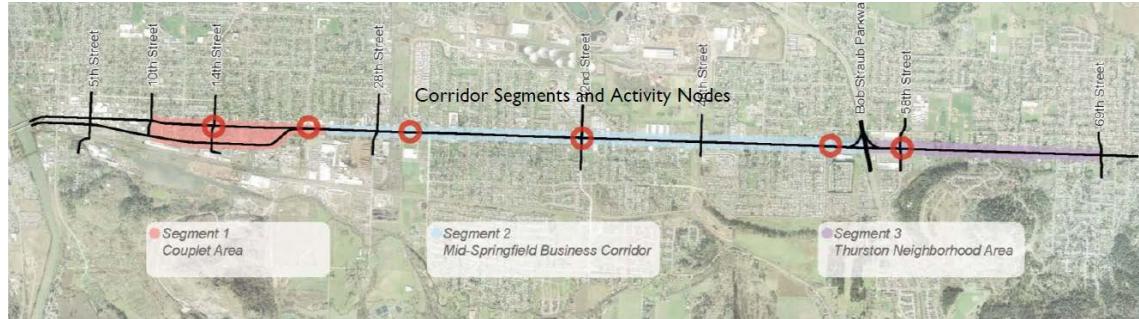
Improve aesthetics on Main Street, making it an attractive place to live, work and shop. →

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

Create Main Street identities. →

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

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



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

At the September 16th work session, the Planning Commission received an update on the Vision Plan process. The Commission reviewed and provided input on potential implementation strategies and actions the City could pursue in the short term and long term to advance new visions for the corridor. The Revised Strategies and Actions Memorandum (Attachment 3) incorporates input received from the Planning Commission and City Council. The potential projects and programs suggested in the Plan do not represent any decisions by the City to fund or participate in projects, programs and redevelopment projects, but the plan can be used to facilitate continued public conversation about the future of Main Street.

Staff will be discussing the Vision Plan with the City Council on November 3rd. Council also asked staff to bring back a short list of potential shorter term projects council could consider initiating. As the City Council's July 14th work session, some Councilors expressed concerns that the vision may be overly ambitious because we may not have room in the Main Street Corridor for all of the improvements the community has identified in the visioning or the resources necessary to fully implement the vision. Others thought that the purpose of a vision is to create a Big Picture of where the community wants to go that will help guide and coordinate actions the City could accomplish in the shorter and longer terms.

The purpose of the Vision Plan is to have a Big Picture roadmap of how Main Street fits into Springfield's overall community development vision, today and in the future. The plan is a tool to help the Council and the City's partners in the corridor more effectively align and leverage partnerships, projects and resources to support the kinds of positive changes in the corridor the community wishes to see over both the short and longer terms. The potential projects and programs suggested in the Plan do not represent any decisions by the City to fund or participate in projects, programs and redevelopment projects, but the plan can be used to facilitate continued public conversation about the future of Main Street. The Vision Plan can aid the Council as they suggest ideas and prioritize land use and transportation priorities for **Our Main Street** to support outcomes desired by the community.

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

In the November 3rd Council Briefing Memorandum, staff is suggesting Council's consideration of the following shorter term actions:

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

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

Place Names Along Main Street

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

NEXT STEPS:

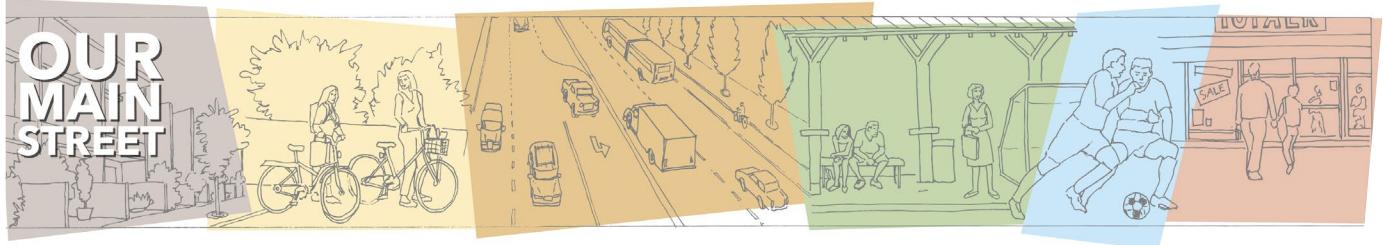
November 3, 2014	City Council Work Session Review Draft Vision Plan
November 4, 2014	Open house drop-in session and stakeholder outreach meetings with City Project Team members 1-5 PM City Hall Library Meeting Room
November 4, 2014	Planning Commission Work Session Review Draft Vision Plan
January 21,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

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

DRAFT SPRINGFIELD MAIN STREET CORRIDOR VISION PLAN



October 2014



ACKNOWLEDGEMENTS

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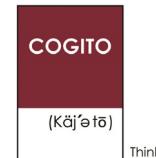
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EXECUTIVE SUMMARY

Our Main Street

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

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

The Project Area

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

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

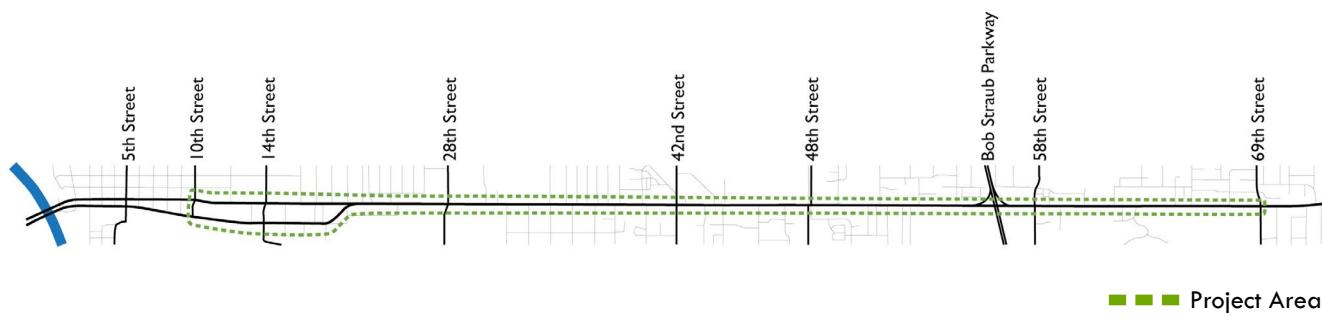
The Need for a Long-Term Vision

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

Future Employment and Residential Growth

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

FIGURE 1. PROJECT AREA



EXECUTIVE SUMMARY

Future Transportation Improvements

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

What is the Vision, What are the Goals?

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

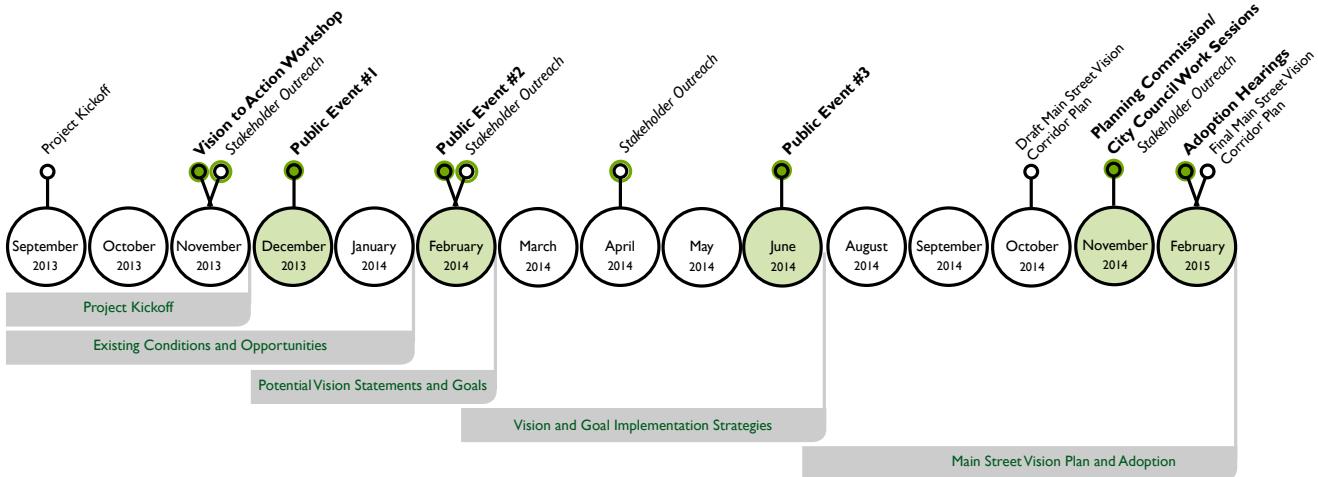
- Encourage economic revitalization and land use redevelopment.
- Provide transportation choices to residents, businesses and commuters to encourage individual and community well-being and public safety.
- Improve transportation safety and access for walkers, cyclists, transit riders and drivers along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

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

Community Outreach

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

PROJECT SCHEDULE AND COMMUNITY OUTREACH



EXECUTIVE SUMMARY

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

Draft Main Street Corridor Vision Plan

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

Vision Statements and Goals

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

A Framework Plan for the Corridor

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

An Implementation Strategy

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



Community Workshop



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INTRODUCTION

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

Main Street Corridor Vision Plan Area

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

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

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

Community Context

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

FIGURE 2. CORRIDOR SEGMENTS

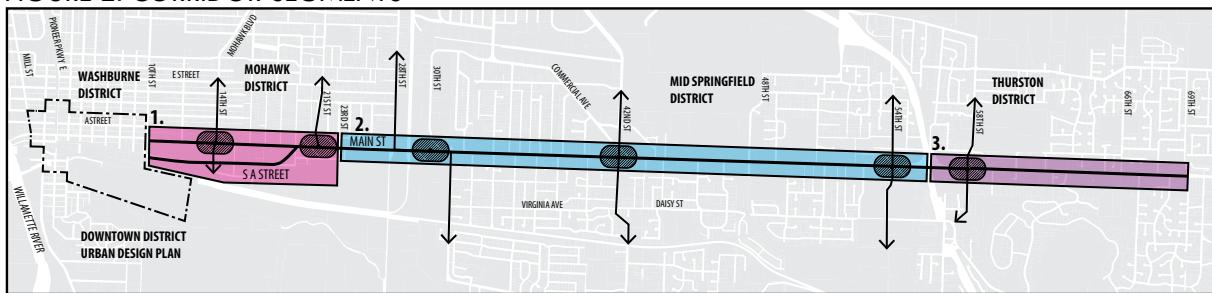
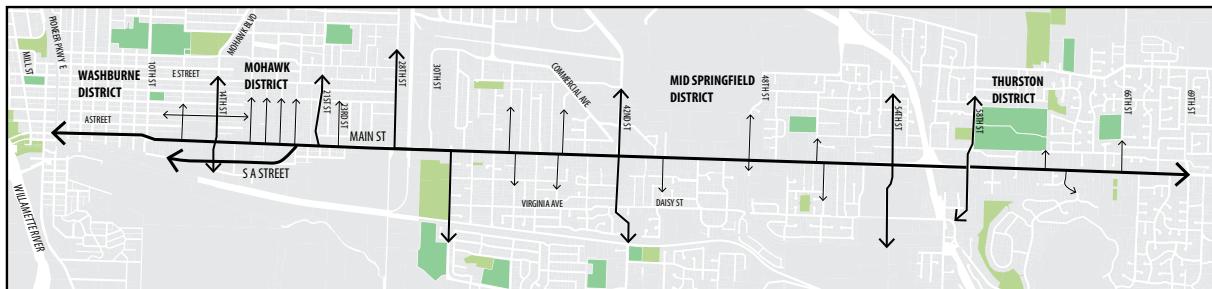


FIGURE 3. COMMUNITY CONTEXT MAP



INTRODUCTION

Community Outreach

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

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

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

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

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

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

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



INTRODUCTION

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

Public Realm

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

Business and Housing

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

Transportation

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

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



Community Workshop

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

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

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



EXISTING CONDITIONS, OPPORTUNITIES AND CONSTRAINTS

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

Transportation

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

Safety Improvements

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

Transit Service

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

Future Travel Conditions

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

Land Use Patterns

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

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



EXISTING CONDITIONS, OPPORTUNITIES AND CONSTRAINTS

Real Estate Market Conditions

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

The broad market trends also provide insight into the potential mix of uses in the corridor.

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

Activity Nodes

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

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

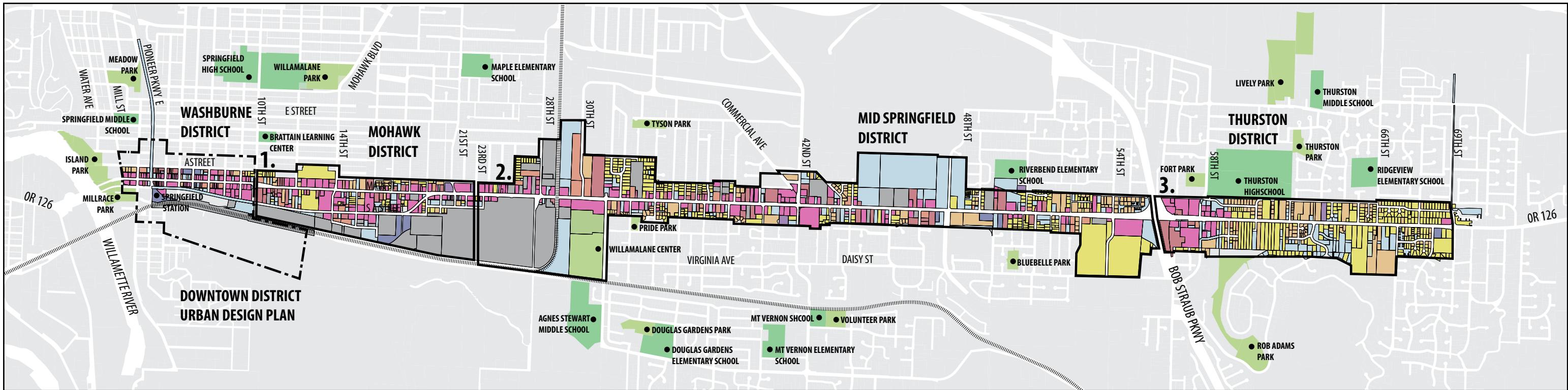
Activity Nodes present opportunities for intensification of commercial and mixed uses and targeted investments in public realm enhancement such as streetscape projects, public art and enhanced design of transit stations. They are also major street connections to adjacent neighborhoods and can play a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



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EXISTING CONDITIONS, OPPORTUNITIES AND CONSTRAINTS

FIGURE 4. LAND USE PATTERNS



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COMMUNITY COMMENTS



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



"Enhance business variety, encourage destination businesses."

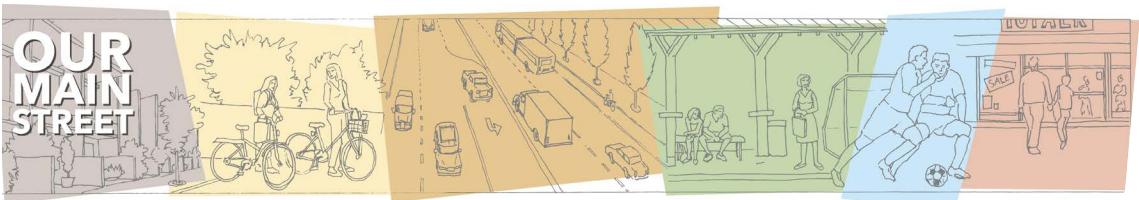


"Thurston is a distinctive neighborhood. We need to support neighborhood and family-oriented businesses."

KEY:

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

SINGLE FAMILY
MULTIFAMILY
RETAIL
OFFICE
COMMERCIAL
INDUSTRIAL
GOVERNMENT
CHURCH
VACANT
PARK/OPEN SPACE
SCHOOL



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A STRATEGIC VISION FOR CHANGE

Vision Statement and Goals

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

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

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

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

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

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

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

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

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

Framework Plans

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

Multimodal Transportation

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



A STRATEGIC VISION FOR CHANGE

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

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

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

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

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

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

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

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

Land Use

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

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

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

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



A STRATEGIC VISION FOR CHANGE

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

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

Public Realm Enhancements

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

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

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

Implementation Strategy

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

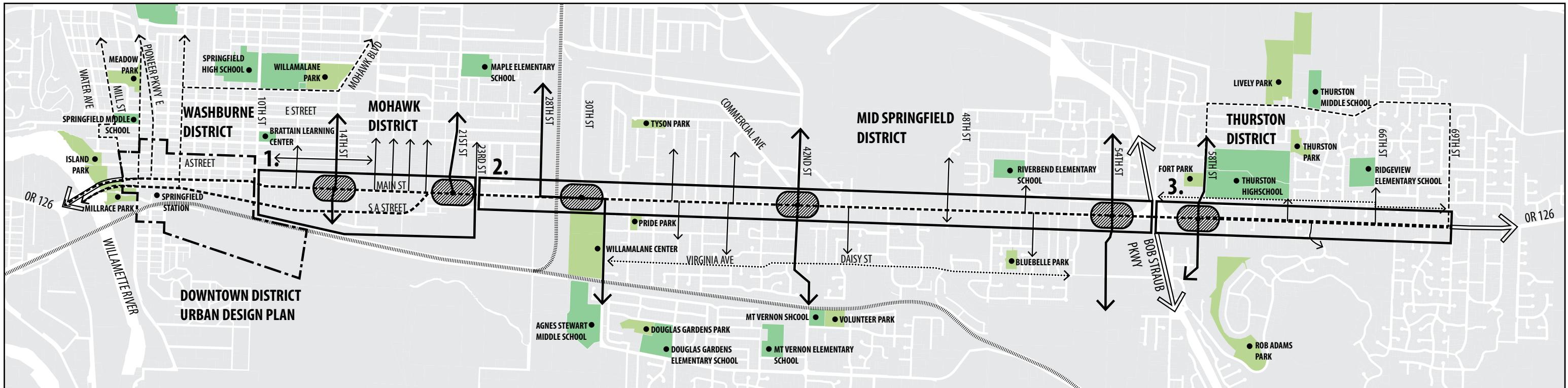
- Sustaining community involvement.
- Leveraging other funding and projects in order to meet multiple goals and objectives.
- Creating or strengthening partnerships.
- Providing clarity to private and non-profit investors, businesses, citizens and partner agencies about the City's expectations, roles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



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A STRATEGIC VISION FOR CHANGE - TRANSPORTATION

FIGURE 5. MULTIMODAL TRANSPORTATION FRAMEWORK

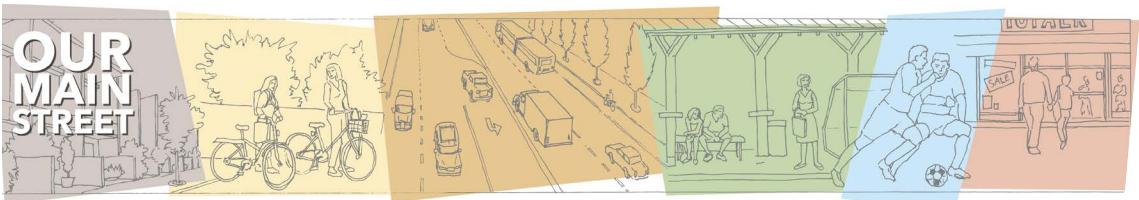


COMMUNITY COMMENTS

"We need more transportation options."

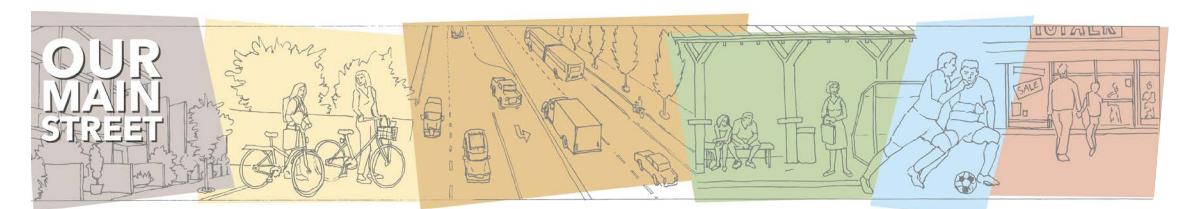
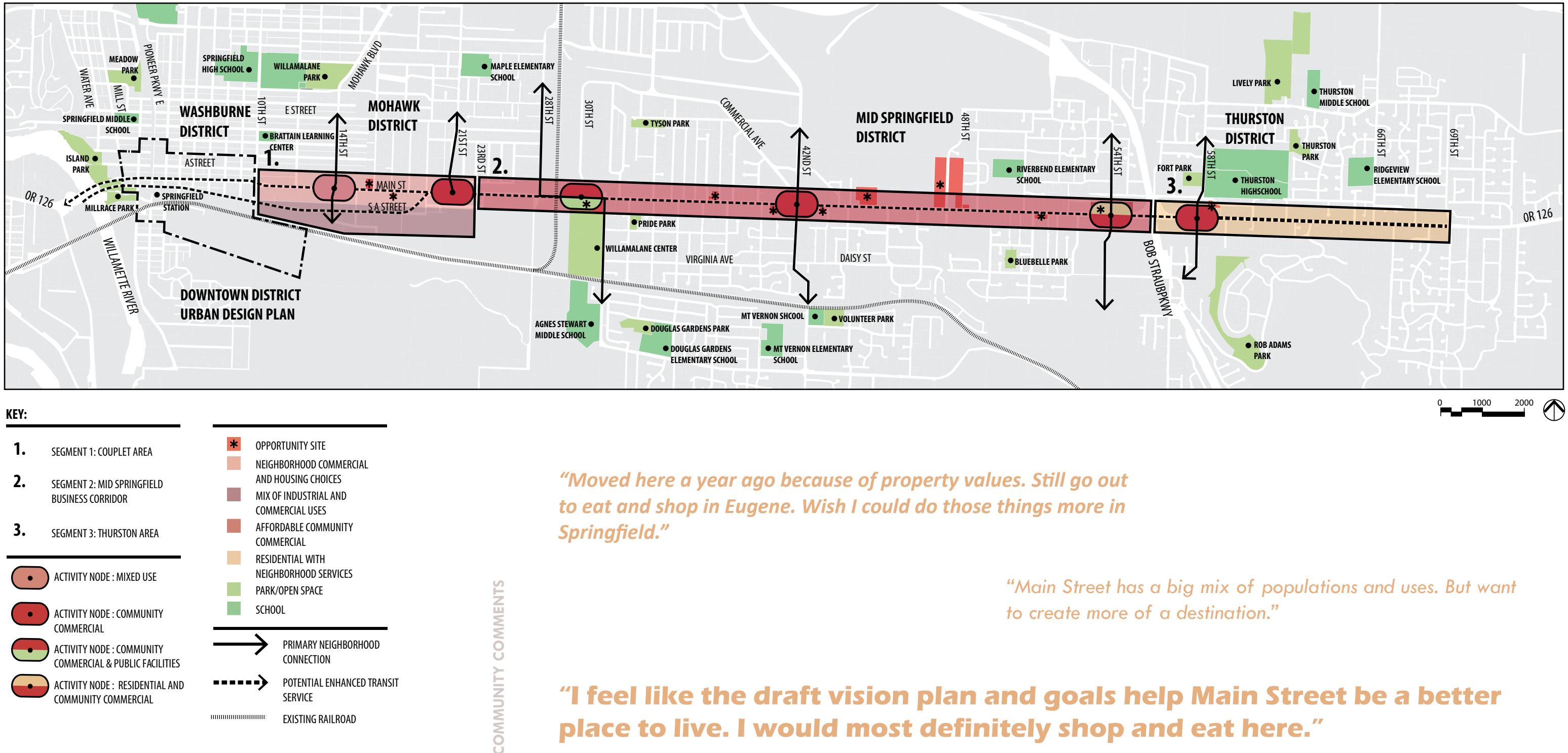
"Safer routes to schools!"

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



A STRATEGIC VISION FOR CHANGE

FIGURE 6. LAND USE VISION FRAMEWORK



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

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

20-Year Vision Statement for Main Street

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



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

Goals for Main Street

Transportation Goals

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

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



Pedestrian-Oriented Environments



SEGMENT 1 – COUPLET AREA

Public Realm Enhancement Goals

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

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

Business Activity Goals

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



Storefront Retail

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

Housing Goals

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

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



Live/Work Housing



SEGMENT 1 – COUPLET AREA

20-Year Vision Statement for South A Street

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



Goals for South A Street

Transportation Goals

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

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

Public Realm Enhancement Goals

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

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

Business Activity Goals

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

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

Housing Goals

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



SEGMENT 1 – COUPLET AREA

Framework - Transportation and Public Realm Opportunities

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

Transportation Goals

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

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

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

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

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

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

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

Public Realm Enhancement Goals

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

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

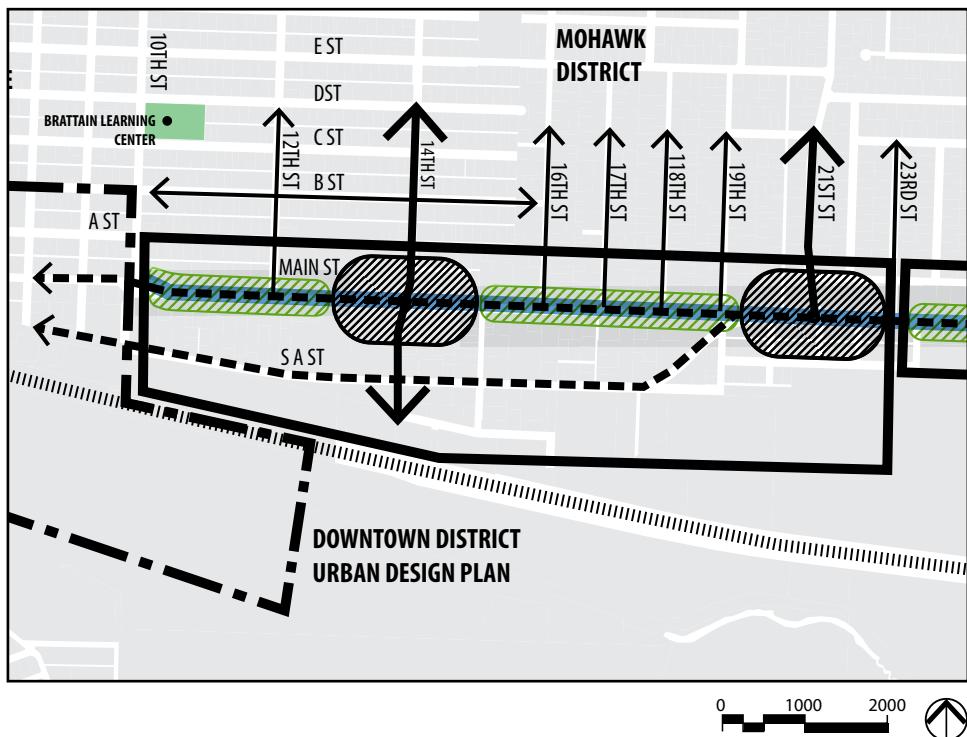
Public Art Plan. Develop a public art plan with installation opportunities on Main Street (see page 23). Include local artists and community outreach in developing art themes and guidelines. Coordinate with public art planning for downtown and future transit stations.

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



SEGMENT 1 – COUPLET AREA

FIGURE 7. FRAMEWORK - TRANSPORTATION AND PUBLIC REALM OPPORTUNITIES



KEY:

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

COMMUNITY COMMENTS

“Beauty and industry are not mutually exclusive.”

“Walkable and more pedestrian-friendly.”



SEGMENT 1 – COUPLET AREA

PUBLIC REALM ENHANCEMENT

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

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

Plan elements might include:

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

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



Artful Street Furniture



Outdoor Seating and Plazas



Planting the Street Corner



Greening the Street

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

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

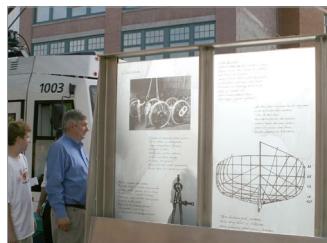
Potential Partners: Springfield Arts Commission, Lane Arts Council, University of Oregon and Lane Community College Arts Departments, Springfield School District, Lane Transit District and various grants.



Art You Play With



Art You Sit With



Art at Transit Stations



Art and Buildings



SEGMENT 1 – COUPLET AREA

PUBLIC REALM ENHANCEMENT

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

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

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



Stormwater Planters



Stormwater Planters



Stormwater Plaza



Stormwater Art

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

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

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

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



Many Opportunities with Development



On-Site Bioretention



Roof Top Stormwater Planters



Stormwater Art



SEGMENT 1 – COUPLET AREA

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

Redevelopment Opportunity Sites

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

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

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

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



Neighborhood Retail

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

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

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

Potential Redevelopment within Activity Nodes

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

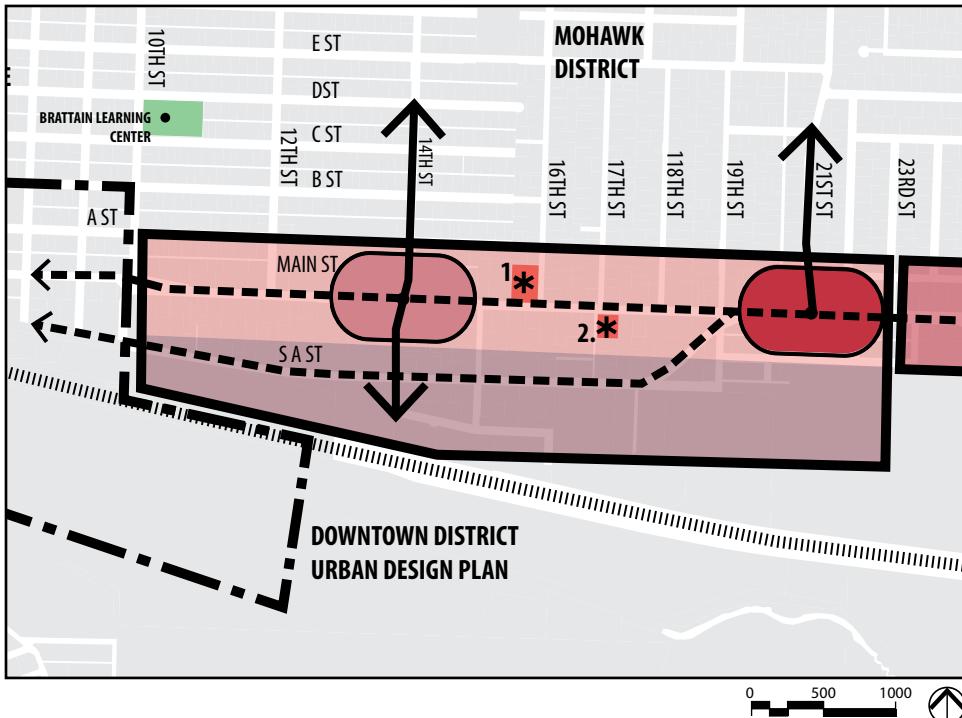


Medium-Density Residential



SEGMENT 1 – COUPLET AREA

FIGURE 8. SEGMENT 1-LAND USE VISION OPPORTUNITIES



KEY:

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

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

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

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

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

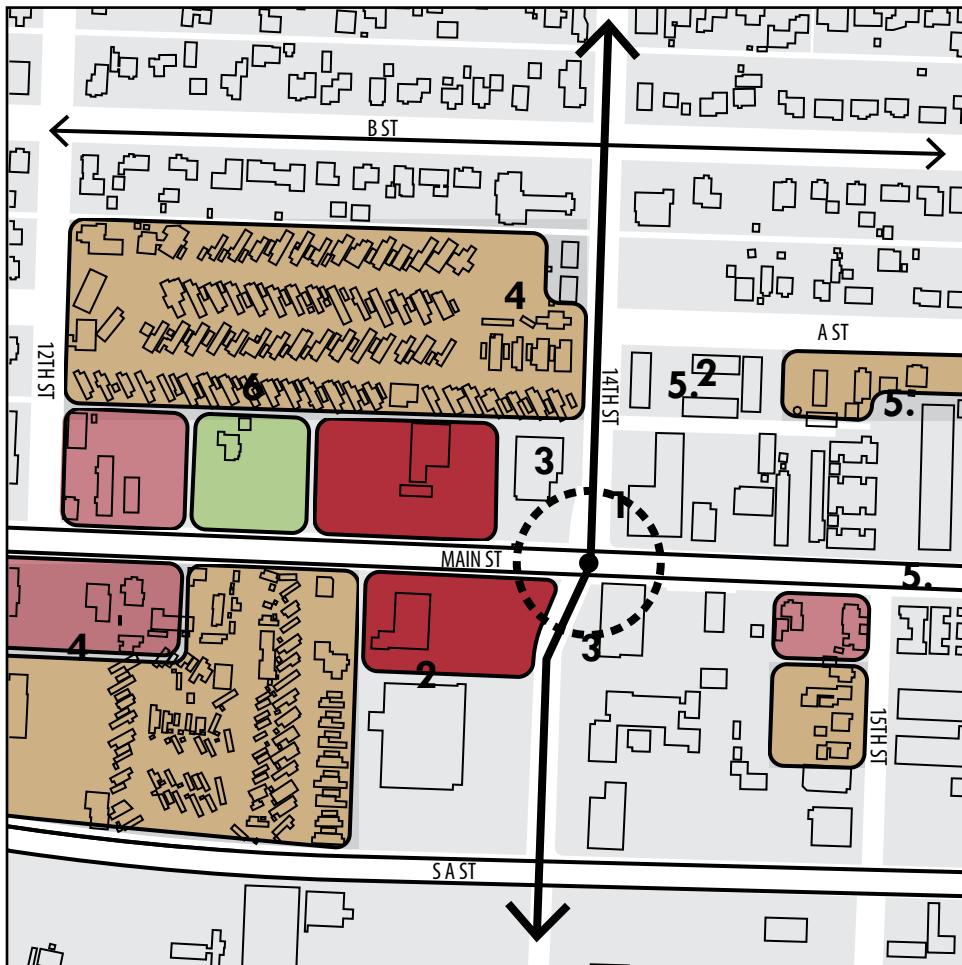
COMMUNITY COMMENTS

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



SEGMENT 1 – COUPLET AREA

14TH STREET ACTIVITY NODE



Long-Term Vision Example

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

Current Uses Supportive of the Vision

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

Land Use and Transportation Opportunities

- Medium-Density Residential
- Mixed Use Retail
- Neighborhood Commercial
- Park/Open Space



Enhanced Transit Stop/Station



Neighborhood Connections



SEGMENT 1 – COUPLET AREA

21ST STREET ACTIVITY NODE



Long-Term Vision Example

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

Current Uses Supportive of the Vision

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

Land Use and Transportation Opportunities

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



SEGMENT 1 – COUPLET AREA

Priority Implementation Actions

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

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

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

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

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

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



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

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



20-Year Vision Statement

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

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

Goals

Transportation Goals

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



Protected Bike Lane



Pedestrian Crossing Improvements



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

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

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

Public Realm Enhancement Goals

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

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

Business Activity Goals

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

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

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

Housing Goals

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

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



Medium-Density Housing Choices



Maintain Viable Commercial Uses



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

Framework - Transportation and Public Realm Opportunities

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

Transportation Goals

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

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

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

Complete and Implement City-wide Bike and Pedestrian Plan

Pedestrian Plan. A bike boulevard on Virginia Street and Daisy Street will serve as a parallel Main Street bicycle route on the south side of Main Street.

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

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

Public Realm Enhancement Goals

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

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

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

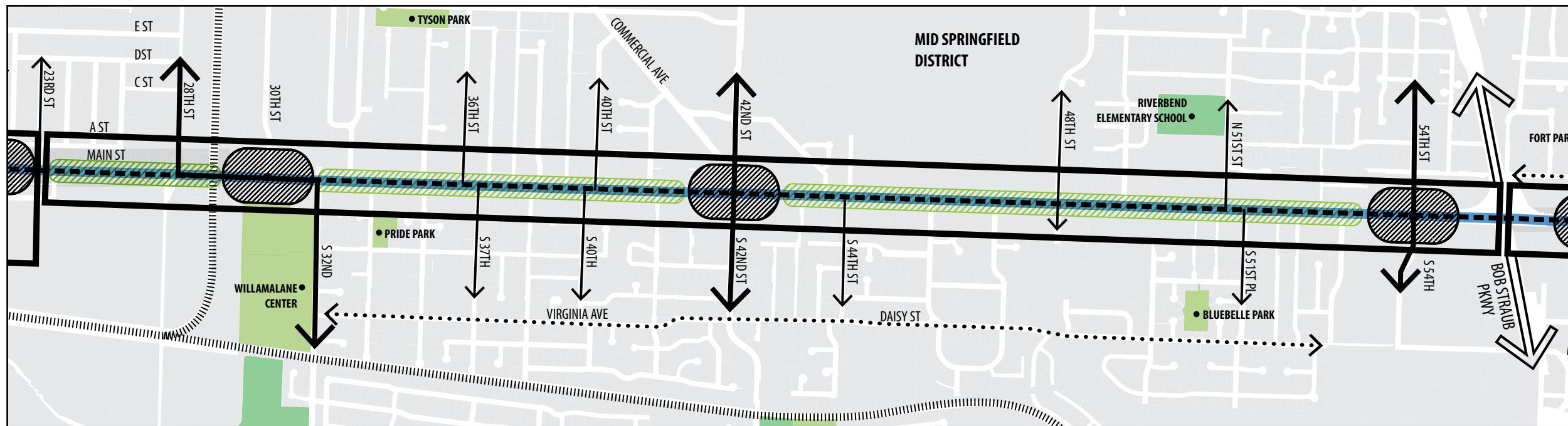
Wayfinding Signage. Update the City Wayfinding Report to include pedestrian and bicycle signage to be implemented within Activity Nodes and other major street intersections.



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SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

FIGURE 9. FRAMEWORK-TRANSPORTATION AND PUBLIC REALM OPPORTUNITIES



KEY:

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

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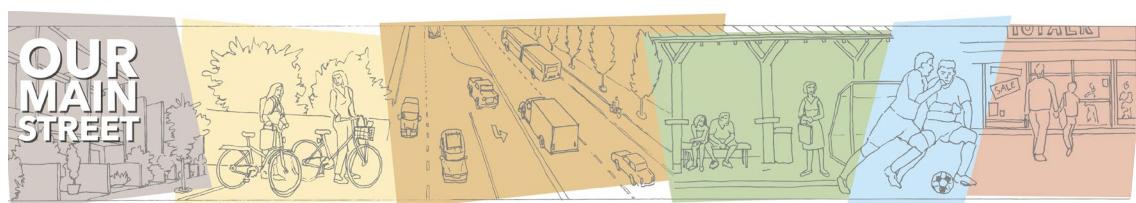


"This section especially needs continuous sidewalks with landscaping, canopy trees, raised center median with landscaping, protected turn pockets, improved lighting and protected pedestrian crossing."

"Center turn lane is crucial to existing businesses."

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

COMMUNITY COMMENTS



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SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

PUBLIC REALM ENHANCEMENT

Street Design Plan - Landscaping

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



Street Design Plan - Street Furnishings

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



Plazas and Outdoor Seating

Plazas and outdoor spaces focus pedestrian activity and community gathering.



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

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

Redevelopment Opportunity Sites

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

Site 3 —South of Main Street at 30th Street

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

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

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

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

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

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

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

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

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

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

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

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

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

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



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

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

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

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

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

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

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



Infill Housing Development

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

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

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

Potential Redevelopment within Activity Nodes

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



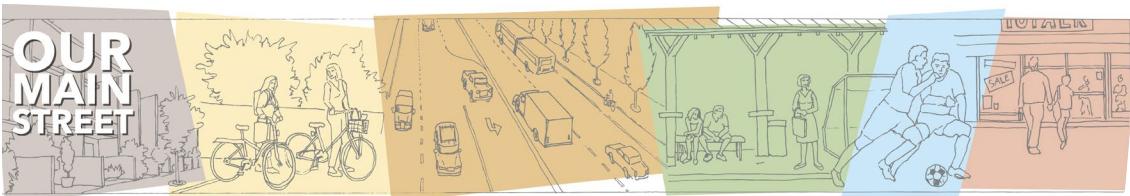
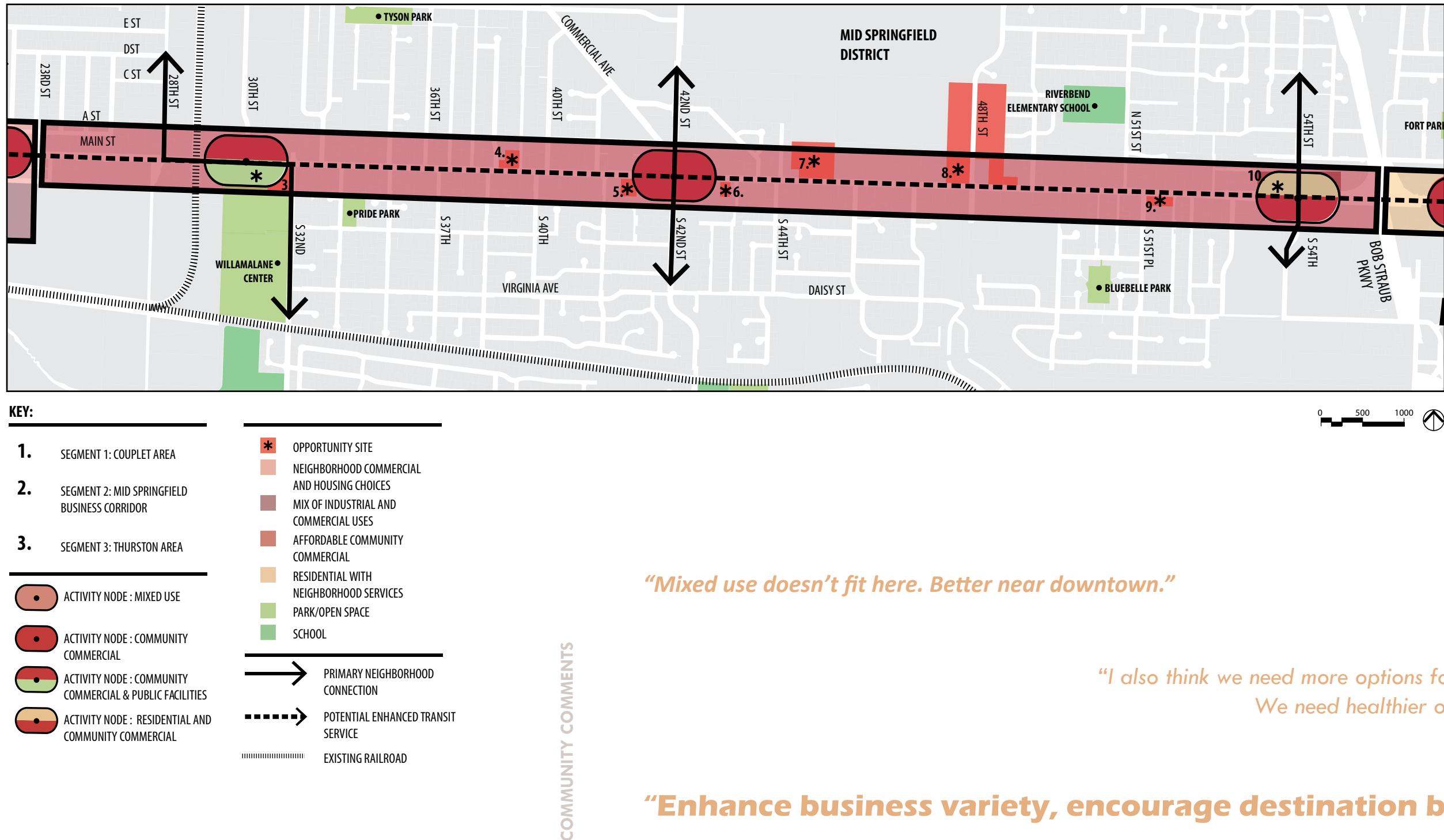
Neighborhood - Serving Commercial Uses



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SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

FIGURE 10. SEGMENT 2-LAND USE VISION OPPORTUNITIES



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SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

30TH STREET ACTIVITY NODE



Long-Term Vision Example

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

Current Uses Supportive of the Vision

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

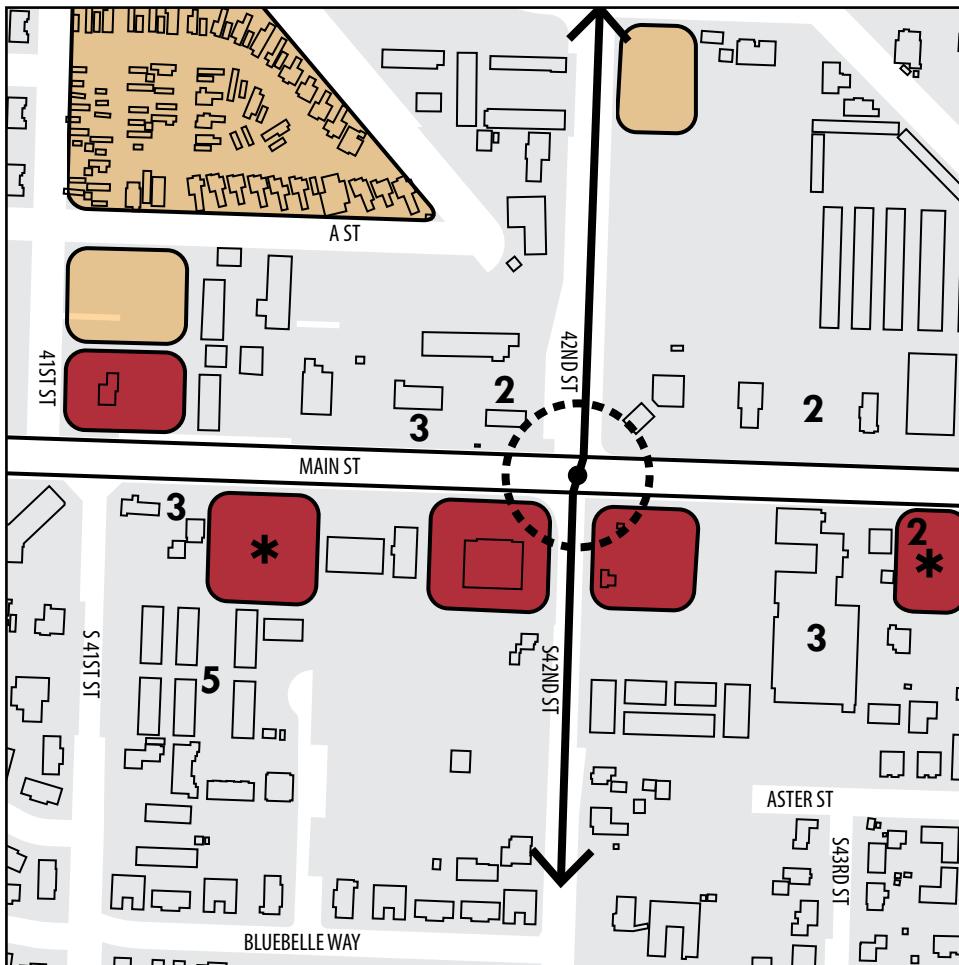
Land Use and Transportation Opportunities

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



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

42ND STREET ACTIVITY NODE



Long-Term Vision Example

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

Current Uses Supportive of the Vision

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

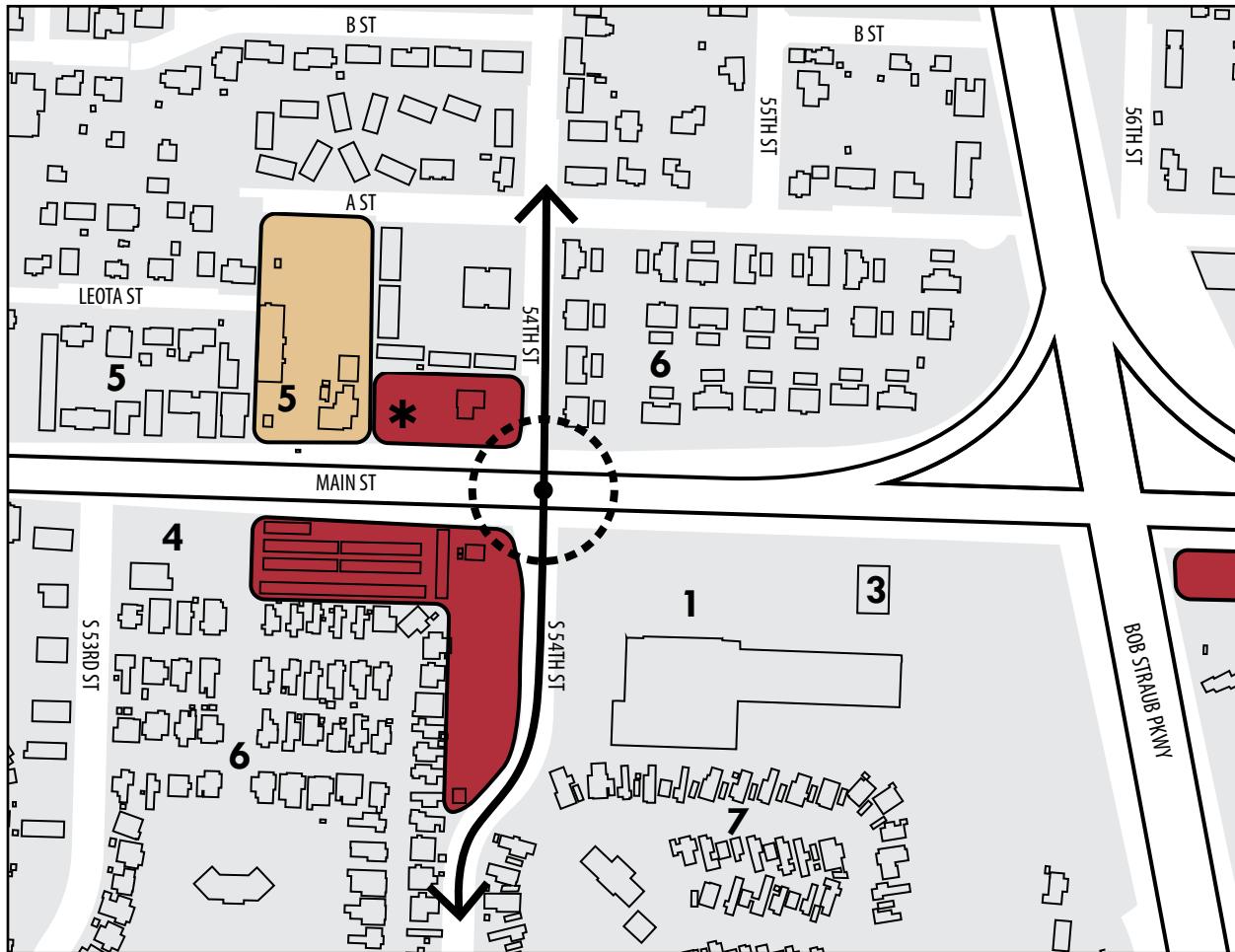
Land Use and Transportation Opportunities

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



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

54TH STREET ACTIVITY NODE



Long-Term Vision Example

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

Current Uses Supportive of the Vision

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

Land Use and Transportation Opportunities

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



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

Priority Implementation Actions

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

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

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

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

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

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



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

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



20-Year Vision Statement

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

Goals

Transportation Goals

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

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

Public Realm Enhancement Goals

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

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

Business Activity Goals

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

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



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

Housing Goals

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

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

Framework - Transportation and Public Realm Opportunities

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

Transportation Goals

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

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

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

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

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

Public Realm Enhancement Goals

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

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

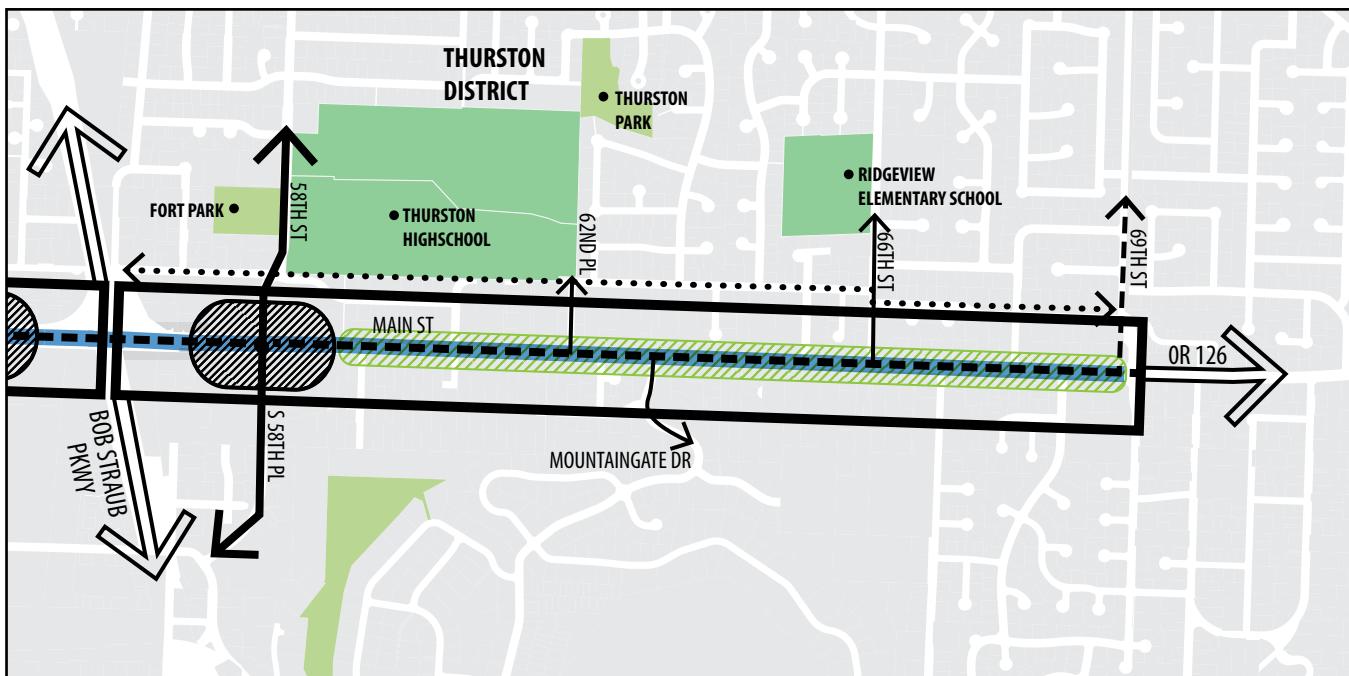
Public Art Plan. As part of a corridor-wide public art plan, identify installation opportunities within the Activity Nodes, particularly opportunities associated with future enhanced transit stations.

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



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

FIGURE 11. SEGMENT 3 - TRANSPORTATION AND THE PUBLIC REALM



KEY:

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

0 500 1000



COMMUNITY COMMENTS

“Need east-west bike and pedestrian connections”

“Safer routes to schools”



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

PUBLIC REALM ENHANCEMENT

Street Design Plan - Landscaping

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



Street Design Plan - Street Furnishings

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



Plazas and Outdoor Seating

Plazas and outdoor spaces focus pedestrian activity and community gathering.



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

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

Redevelopment Opportunity Sites

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

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

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

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

Potential Redevelopment within Activity Nodes

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



Single-Family Residential on small lots

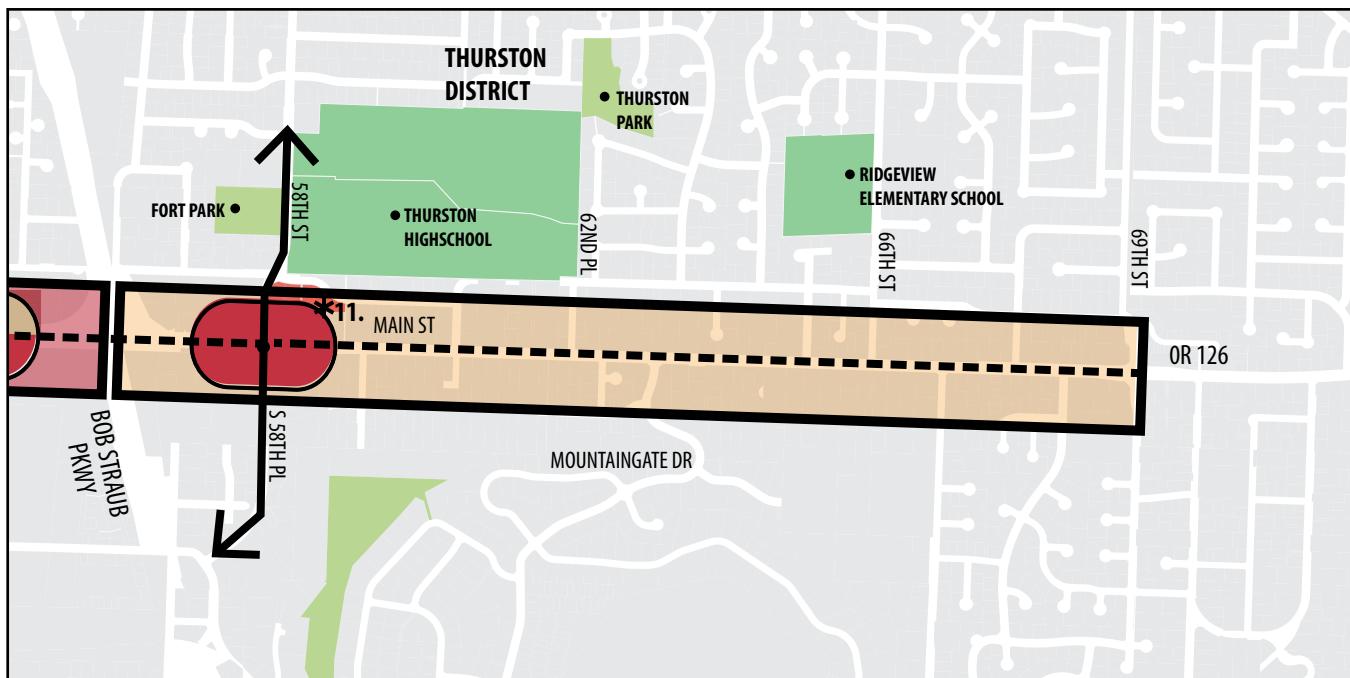


Medium-Density Residential



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

FIGURE 12. SEGMENT 3-LAND USE VISION OPPORTUNITIES



KEY:

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

ACTIVITY NODE : COMMUNITY COMMERCIAL

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

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

"More food options accessible by foot or bike."

COMMUNITY COMMENTS

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



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

58TH STREET ACTIVITY NODE



Long-Term Vision Example

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

Current Uses Supportive of the Vision

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

Land Use and Transportation Opportunities

- * Opportunity Site
- Regional/Community Commercial
- Enhanced Transit Stop/Station
- Neighborhood Connections
- [Green square] Park/Open Space
- [Dark Green square] School



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

Priority Implementation Actions

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

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

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

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

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



CONCEPTS FOR FUTURE ZONING AND PLAN UPDATES

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

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

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

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

Segment I - Couplet Area

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

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

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

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

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



CONCEPTS FOR FUTURE ZONING AND PLAN UPDATES

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

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

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

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

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

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

Activity Nodes

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

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



CONCEPTS FOR FUTURE ZONING AND PLAN UPDATES

Summary of Recommendations

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

TABLE 4. SUMMARY OF RECOMMENDATIONS BY CORRIDOR SEGMENT

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



TRANSIT SERVICE AND COMMUNITY BUILDING

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

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

Choice

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

Job Growth

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

Affordability

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

Urban Amenities

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



TRANSIT SERVICE AND COMMUNITY BUILDING

Public Health

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

Financial Return on Private Investment

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

Transit Goals for Main Street

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

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

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



Multimodal Transportation Choices



Transit Stations as Urban Amenities





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Memorandum



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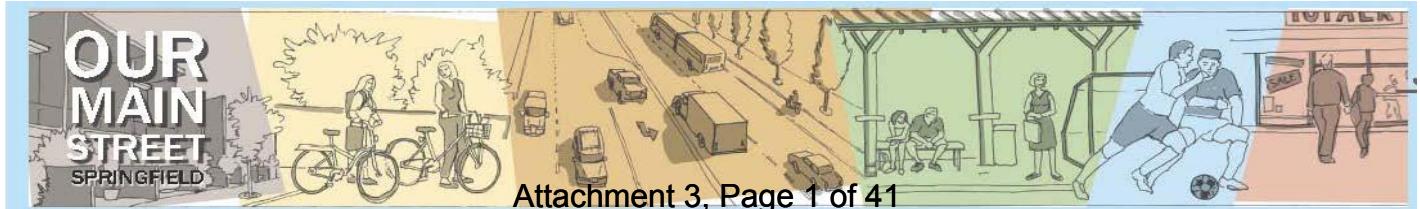
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Anne Fifield, Blue Mountain Economics
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Date: September 23, 2014

Subject: Memo #4 –Strategies and Actions

Project No.: 16786

Main Street Corridor Vision Plan City of Springfield



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Introduction

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

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

Project Area

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

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

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

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



Segment 1

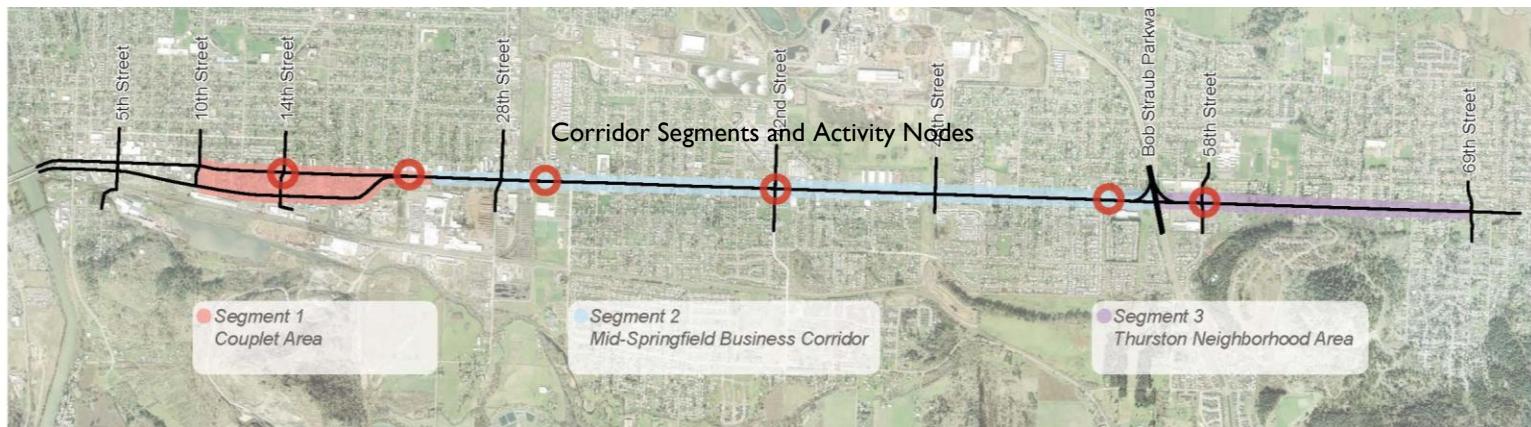


Segment 2
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Segment 3

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



Goals of the Plan

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

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

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

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

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

Implementation of the Plan

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

What is an Implementation Strategy?

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

How is an Implementation Strategy Intended to be Used?

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

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

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

How was the Implementation Strategy Developed?

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

Will the Community Stay Involved?

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

General Principles for Implementation

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

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

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

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

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

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

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

Transportation, Transit and the Public Realm

Transportation Choices

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

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

Goal 2: Reduce traffic speeds

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

Key Implementation Issues

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

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



Improved Pedestrian Crossings

Short-term Strategies (2015-2020)

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

Strategic Goal	Action
Encourage multimodal transportation choices.	<ul style="list-style-type: none"> Install additional bicycle parking facilities in Segment 1 and the Activity Nodes consistent with recommendations of the Region Bike Parking Study. Coordinate with the Regional Transportation Options Plan (RTOP) to fully implement transportation options. Evaluate the construction of additional pedestrian crossings utilizing innovative solutions like the Rectangular Rapid Flashing Beacon (RRFB) or the Pedestrian Hybrid Beacon (PHB).¹ Implement a bike boulevard on Virginia Street and Daisy Street to serve as a parallel Main Street bicycle route on the south side of Main Street. Determine type, location and cost for pedestrian and bicycle way-finding signage and initiate installation. Update and maintain the Americans with Disabilities Act (ADA) Transition Plan as part of a larger city-wide plan to address deficiencies in the existing system. Determine locations for additional roadway lighting to improve nighttime visibility, especially of pedestrians crossing the street.
Strategic Goal	Action
Encourage slower speeds along the Main Street corridor.	<ul style="list-style-type: none"> Explore landscaping options such as medians with foliage that would have a traffic-calming effect while providing streetscape enhancement and/or stormwater management functions. Evaluate a potential need for speed feedback signs in Segment 1 and identify specific areas to implement them.¹
Strategic Goal	Action
Improve mobility and safety throughout the Main Street corridor.	<ul style="list-style-type: none"> Identify potential signal-head and phasing modifications to ensure safe and efficient travel. Work with ODOT to implement the Draft short-range Expressway Management Plan (EMP) improvements identified for the Hwy 126 and Main interchange Provide a balanced, context-sensitive approach to addressing future land uses and transportation needs in the corridor. Identify any necessary signal timing improvements to ensure the most efficient movement of traffic. Implement access management through land use development.

¹ Specific location recommendations for Segments 2 and 3 can be found in a previous DKS Associates Report: *Springfield Main Street Plan*, Attachment 3, Page 9 of 411

Long-term Strategies (2020-2035)

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

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

Projects and Programs

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

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

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

Transit Service and Community Building

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

Choice

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

Job Growth

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

Affordability

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

Urban Amenities

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

Public Health

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

Financial Return on Private Investment

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

Transit Goals for Main Street

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

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

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

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

Key Implementation Issues

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

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

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



Enhanced Transit Service



Transit-Supportive Development

Short-term Strategies (2015 -2020)

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

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

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

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

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

Projects and Programs

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

BRT Station Design Workshops

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

Station Area Planning

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

Business Support Program During Construction

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



High-Quality Station Design



Transit and Public Art

Public Realm Enhancements

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

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

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

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

Key Implementation Issues

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

A “one size fits all” approach will not address the special circumstances of the corridor.

Enhancements should reflect the vision statements and individual neighborhood characteristics. For example, the streetscape amenities, pedestrian facilities and outdoor areas surrounding buildings designed to an “Alive after Five” environment will be noticeably different than a public realm suited to an affordable business corridor with an emphasis on vehicle access and visibility.



Pedestrian-Oriented Streetscapes



Functionally Attractive Streetscape

Short-term Strategies (2015-2020)

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

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

Long-term Strategies (2020-2035)

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

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

Projects and Programs

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

The “Garden Street” Plan

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

Main Street Corridor Streetscape Plan

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

Main Street Public Art Plan

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

Pilot Parklet Program for Main Street

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

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



A Garden Street



Public Art

Business Activities

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

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

Corridor Segment I — Main Street Couplet Area

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

Goal 1: An appealing pedestrian-oriented environment.

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

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

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

Key Implementation Issues

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

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

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

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

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

Short-term Strategies (2015-2020)

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

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

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

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

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

Long-term Strategies (2020-2035)

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

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

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

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

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

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

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

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

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

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

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

Projects and Programs

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

Corridor Segment I — South A Street Couplet

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

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

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

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

Key Implementation Issues

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

Strategies

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

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

Corridor Segment 2 — Mid-Springfield Business Corridor

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

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

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

Key Implementation Issues

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

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

Strategies

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

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

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

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

Corridor Segment 3 —Thurston Neighborhood Area

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

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

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

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

Key Implementation Issues

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

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

Strategies

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

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

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

Housing Choices

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

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

Corridor Segment I —The Main Street Couplet

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

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

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

Key Implementation Issues

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

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

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

Short-term Strategies (2015-2020)

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

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

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

Long-term Strategies (2021-2035)

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

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

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

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

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

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

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

Corridor Segment 2 — Mid-Springfield Business Corridor

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

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

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

Key Implementation Issues

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

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

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

Short-term Strategies (2015-2020)

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

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

Long-term Strategies (2021-2035)

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

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

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

Corridor Segment 3 —Thurston Neighborhood Area

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

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

Goal 2: Affordable home ownership opportunities.

Key Implementation Issues

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

Strategies

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

Concepts for Future Zoning and Plan Updates

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

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

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

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

Concept A— Update with Existing Zoning Districts

Segment I – Couplet Area

Main Street

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

Mixed-Use Commercial (MUC)

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

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

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

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

In applying either a modified MUC or MUR zone, consider extending this zone 1-2 blocks north on Main Street in the Activity Nodes area. **Attachment 3, Page 30 of 41** shows zoning that increases density or

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

Segment I – Couplet Area

South A Street

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

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

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

Mid-Springfield Business Corridor and Thurston Neighborhood Area Segments

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

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

Retain Existing Zoning with Nodal Overlay Development Districts

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

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

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

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

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

Residential Update for the Thurston Area

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

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

The Couplet Area

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

Mid-Springfield Business Corridor and Thurston Neighborhood Area

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

Special Plan Area Character Statements might include:

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

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

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

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

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

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

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

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

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

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

Administration that clearly defines an application and project review process.

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

Summary of Recommendations

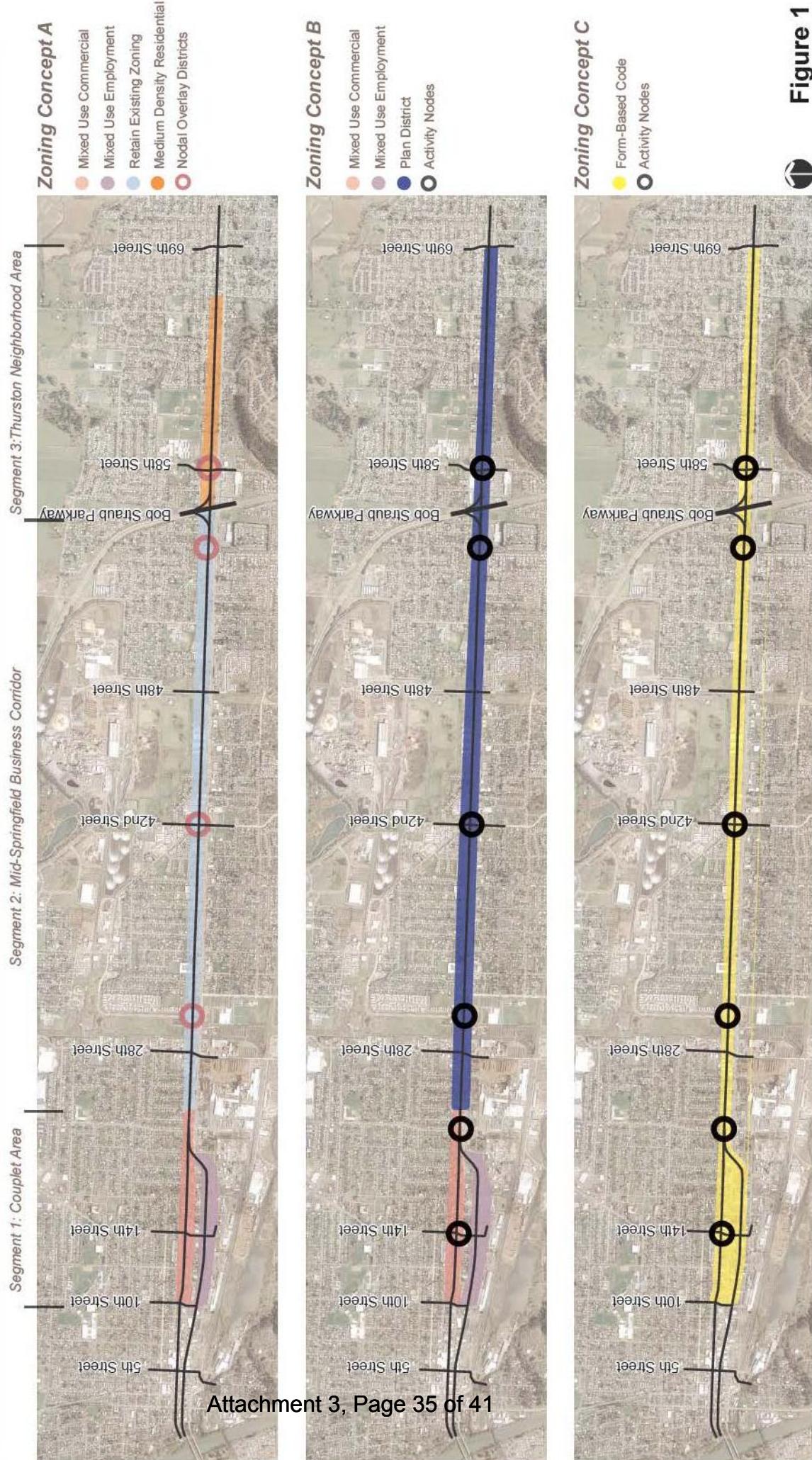
The table below provides a summary of recommendations by corridor segment. (See Figure 1 also)

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

Figure 1

Main Street Corridor Vision Plan

● Our Main Street ●



Implementation Strategy Updates

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

Continuing Community Engagement

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

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

Main Street Corridor Vision Plan Project or Program Proposal



Proposals will be considered two times a year

Deadlines for submission:

May 1st

November 1st

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

Please direct questions and completed forms to:

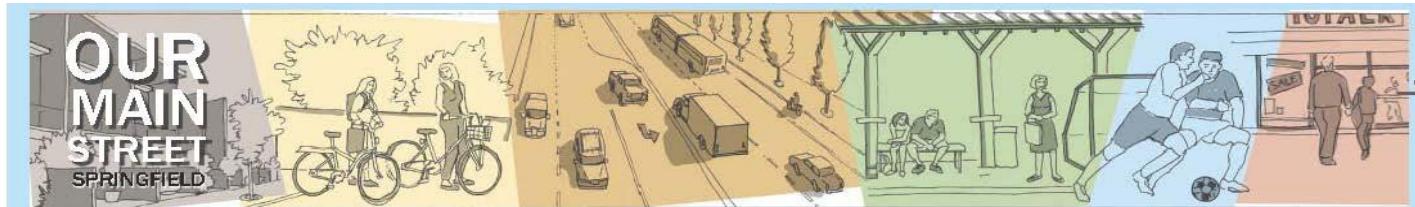
Linda Pauly, Principal Planner

City of Springfield

225 N 5th Street

541.726.4608

lpauly@springfield-or.gov



Proposal Worksheet Description

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



Who Can Apply

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

Decision Making Process¹

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

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

Eligibility Criteria

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

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

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

Contact Information

Name: _____ Organization:_____

Address:_____

City: _____ State:_____ Zip:_____

Phone: _____ Email:_____

Project or Program Information

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

Project/program title and brief description

Project/program location

Proposed timeline

Proposed project partners (agencies, organizations, individuals)

Overall estimate of budget and potential funding sources

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

Coordination with Main Street Corridor Vision Plan

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

How will input from residents or business owners be solicited?

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

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

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

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

Detailed Project Description

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

Naming Our Main Street Neighborhoods

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

Suggested Place Names along Main Street

As of October 1, 2014

The Couplet Area: 10th Street to 23rd Street

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

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

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

Thurston Neighborhood segment Straub Parkway to 69th

- Thurston Hills District
- Thurston H
- Mountain District

Original Message:

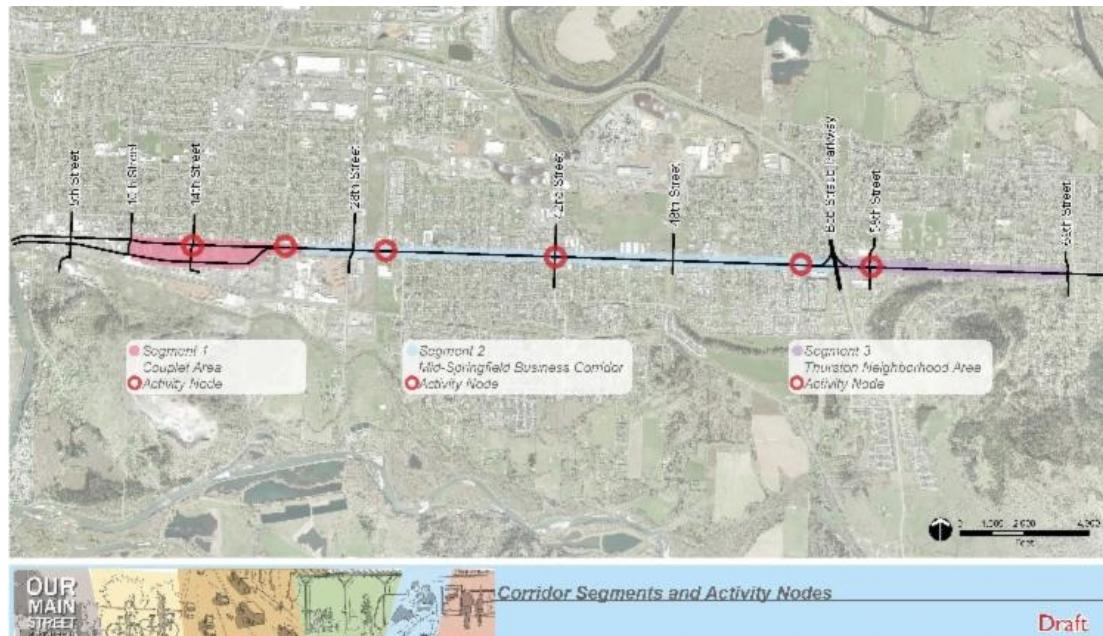
Naming Our Main Street Neighborhoods

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

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

Draft Map: Three Distinct Areas Along Main Street

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



Click Map to Enlarge