
AGENDA ITEM SUMMARY

Meeting Date: 4/10/2017
Meeting Type: Work Session
Staff Contact/Dept.: Linda Pauly/DPW
Staff Phone No: (541) 726-4608
Estimated Time: 30 minutes
Council Goals: Promote and Enhance our Hometown Feel while Focusing on Livability and Environmental Quality

**SPRINGFIELD
CITY COUNCIL**

ITEM TITLE:	DOWNTOWN DESIGN STANDARDS (File No.TYP414-00001)
ACTION REQUESTED:	Conduct a work session with staff to consider ways that potential design standards for Downtown would best address compatibility between new mixed-use development and Downtown’s existing historic buildings and blocks. Staff is seeking input and direction from the Council in response to Attachment 1, Questions 1 and 2 and the suggested approach to developing design standards outlined in Attachment 1. Council’s input will inform future drafts of the standards.
ISSUE STATEMENT:	Springfield is developing design standards specific to the Downtown to ensure that construction of new buildings or alterations of existing buildings will “fit in” with the historic Main Street pattern of Downtown Springfield while encouraging economic revitalization and creating opportunities for jobs and housing.
ATTACHMENTS:	Attachment 1: Council Briefing Memo Attachment 2: Map of the existing Downtown Mixed-Use District boundary Attachment 3: Aerial photos of downtown block and lot patterns
DISCUSSION/ FINANCIAL IMPACT:	<p>During review of preliminary draft design standards concepts presented at the June 13th and July 18th, 2016 work sessions, Councilors expressed concerns about some of the scale, height, massing, exterior materials and architectural features of potential buildings depicted in the presentation. The existing Springfield Development Code standards permit construction of larger buildings than currently exist in Downtown. In other downtowns, we are seeing developers constructing larger scale buildings and utilizing contemporary materials. The results of public involvement to date and Council’s comments indicate a strong community interest in pursuing design standards that will guide construction of smaller infill buildings and larger scale mixed-use commercial development throughout the downtown that is complementary with Springfield’s historic buildings and blocks. Council directed staff to place stronger emphasis on how new structures and alterations of existing structures will “fit in” with Springfield’s existing human-scale, walkable “Main Street” pattern in ways that are responsive to and respectful of the character and scale of Downtown’s walkable blocks, landmark buildings and the adjoining Washburne National Historic District. Council requested more work sessions and visuals on this topic.</p> <p>The downtown business district has certain physical attributes and patterns that clearly set the district apart from the rest of the City. These characteristics are easily identifiable by the public and clearly communicate “where Downtown is.” In Attachment 1, staff is suggesting an approach to developing design standards for Downtown Springfield that is based on some of these local attributes. At the work session, staff will provide visuals to illustrate and help identify specific local design characteristics that contribute to Downtown’s sense of place. Defining these characteristics is the first step in codifying new design standards that clearly communicate ways new buildings can be designed to “fit in” with the local context and contribute to a coherent and welcoming Downtown. Council could choose to apply these context-based standards along Main Street and the Washburne Historic District boundary, throughout the entire District (Attachment 2), or other areas.</p>

MEMORANDUM

City of Springfield

Date: 4/10/2017
To: Gino Grimaldi **COUNCIL**
From: Anette Spickard, DPW Director **BRIEFING**
Linda Pauly, DPW Principal Planner
Subject: DOWNTOWN DESIGN STANDARDS **MEMORANDUM**
(File No.TYP414-00001)

ISSUE: Springfield is developing design standards specific to the Downtown to ensure that construction of new buildings or alterations of existing buildings will “fit in” with the historic Main Street pattern of Downtown Springfield while encouraging economic revitalization and creating opportunities for jobs and housing.

COUNCIL GOALS/

MANDATE:

Promote and Enhance our Hometown Feel While Focusing on Livability and Environmental Quality

DISCUSSION:

The Downtown business district has certain physical attributes and patterns that clearly set the district apart from the rest of the City. These characteristics are easily identifiable by the public and clearly communicate “where Downtown is.” This memorandum outlines staff’s suggested approach to developing design standards for Downtown Springfield that is based on some of these attributes. By defining specific local design characteristics, the City can codify design standards that clearly communicate ways new buildings can be designed to “fit in” with the local context and contribute to a welcoming, walkable, coherent, and unique Downtown that maintains a strong sense of place.

After reviewing the approach outlined in this memorandum and the visuals provided at the work session, staff requests direction from Council to guide preparation of future drafts of the proposed design standards. The following questions are provided for Council’s consideration:

QUESTIONS FOR COUNCIL’S CONSIDERATION:

1. Should staff work to develop and refine a set of design compatibility standards based on important physical characteristics of Downtown’s historic buildings and blocks as outlined in this memorandum and Exhibit A?
2. Is Council interested in applying the design compatibility standards throughout the entire Downtown Mixed Use District or only to development along Main Street between 8th and Island Park and along the Washburne Historic District boundary — while continuing to allow larger scale buildings and contemporary materials throughout the rest of the Downtown Mixed Use District?

PROPOSED APPROACH:

The buildings and streets of Downtown blocks provide examples of desirable patterns to replicate. If new buildings and streetscapes are required to, in some way, echo and mimic these physical attributes, the historic pattern and scale of Main Street can be supported and enhanced. If new buildings and streetscapes deviate from these physical attributes, the look and feel of

Downtown could change significantly.

To identify which attributes (e.g. scale, size, materials, and architectural details of buildings) may be most important to address, staff is carefully examining Downtown Springfield's block pattern and several historic buildings on Main Street to note defining characteristics. This approach to design standards is derived in part from materials provided by one of the City's Historic Commissioners serving on the Downtown Citizen Advisory Committee: *Compatible Infill Design Principles for New Construction in Oregon's Historic Districts*, Historic Preservation League of Oregon. The approach acknowledges that downtowns like Springfield's "need good new construction and to generate the activity that spurs investment in the rehabilitation of the existing historic fabric;" and encouraging new construction on vacant lots or replacement of non-contributing buildings "represents an economic, social and environmental opportunity."¹ Although the Downtown Mixed-Use district is not a designated historic district, the landmark historic commercial structures present on Main Street, Downtown's walkable block pattern, and Downtown's immediate adjacency to the Washburne National Historic District are attractive elements that provide good local context to inform building design and construction.

This does not mean that the design standards should require simulation of old buildings. Instead, most historic preservationists recommend that standards should guide design of new modern buildings that are "differentiated" from the historic structures.² New buildings should be identifiable as being of their period of construction, but not so differentiated that they detract from or visually compete with the district as a whole.

To achieve compatibility or "fit" between old and new, size, scale, proportion, massing and materials should be carefully considered to protect the overall integrity of the district. The code would clearly describe or illustrate ways buildings can be designed to meet the agreed-upon objective standard, and continue to provide the option for a developer to choose a discretionary review process.

A draft outline of the attributes staff has observed to date, with notes, examples, and illustrations of some of the "Defining Characteristics" that could be considered in developing the design standards is provided in Exhibit A. If Council agrees with this approach, staff will develop this further.

BACKGROUND:

Downtown's revitalization and redevelopment continues to be a high priority of the Council and Springfield citizens. Increasing redevelopment activity that creates capacity for jobs and housing within the City center is one element of the City's Comprehensive Plan, and the City expects to receive more downtown development proposals in the short term and over the longer term. Each project could contribute to Downtown's improvement and the City's growth in potentially positive or negative ways, depending on the scale and design of development. The proposed design standards are intended to continue enabling new opportunities for larger scale, more intensive mixed-use development, as well as opportunities for smaller scale infill on existing small lots. Instead of the "one size fits all" city-wide regulation, the city has been examining options for Downtown-specific design standards that are responsive to and respectful of the

¹ *Compatible Infill Design Principles for New Construction in Oregon's Historic Districts*, Historic Preservation League of Oregon, 2011, p. 3 "Why Good Infill Matters"

² Ibid. "The Secretary of Interior's Standards for the Treatment of Historic Properties includes a mandate for differentiating new from old when adding to historic buildings."

character and scale of Downtown's Main Street and the adjoining Washburne Historic District.

Council conducted three work sessions May-July 2016 to review preliminary draft concepts prepared by a "code assistance" consultant (Urbsworks) provided by Oregon's Transportation & Growth Management (TGM) program. The City's project manager and team review drafts as they are prepared and provide direction to the consultant. The Planning Commission, Downtown Citizen Advisory Committee, and an interagency Technical Advisory Group review drafts and provide input. The Planning Commission discussed the draft standards on May 3rd. A Community Open House on May 4th was attended by 25 members of the public. Several more draft iterations will be produced between now and the end of 2017 to address and incorporate the input received. Updated design standards will eventually be incorporated into the City's land use regulations as a new Downtown Plan District chapter of the Springfield Development Code and a new chapter of Engineering Design Standards & Procedures Manual (EDSPM). The code will provide illustrations of new design standards for building form, setbacks, frontage, facades, height and other elements. At this time, staff does not expect to incorporate significant changes to the list of permitted land uses currently allowed in the Downtown.

RECOMMENDED ACTION:

Staff is seeking input and direction from the Council in response to the suggested approach to developing design standards as outlined in this memorandum, Exhibit A, and in the visual presentation at the work session. Council's input will inform future drafts of the standards.

“Defining Characteristics” of Downtown Springfield

Analysis of physical attributes that contribute to Springfield’s Main Street pattern of development

How can new buildings fit in?

1 Attribute: Walkable, people-scale blocks with buildings built close to the sidewalk

Defining characteristics:

- **Historic Downtown block size/length:**

Example: The Main Street blocks between 3rd and 5th each measure 264’ linear feet along the E/W dimension by 254’ linear feet along the N/S dimension, with 14’ wide E/W alleys. ¼ block length = 66’ linear feet. Main Street right of way is 66’ wide.

The 1856 Plat: Linear dimension of lots = 120’ long by 60’ wide, 14’ alley, 66’ street ROW for the blocks between South A, Main, Mill and Third. These dimensions were extended when the blocks to the east were platted.

- **Short lot frontage length along Main Street and E/W Street:**

Example: North side blocks along Main Street between 3rd and 5th 66’ original platted lots; currently the lot frontage ranges from 66’ to 18.4.’



Design Standards to Support Attribute:

- Retain and extend the historic Downtown block size/length and alleys
- Built to the sidewalk - continuous building frontage on Main Street

2 Attribute: Historic buildings are proportional in size to historic Main Street block dimensions

Defining characteristics:

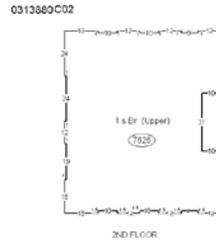
Width of historic building façades/storefronts along Main Street is $\frac{1}{4}$ block length or less.

Examples:



- IOOF/Planktown 61' wide x 90' long (was the largest masonry building in town when it was built)
 - Front facade divided into 3 bays by heavy square pilasters with simplified capitals
 - Two recessed entrances surrounded by display windows on brick bulkheads
 - Storefront transom (originally multi-paned)
 - Large display windows
 - Shallow bulkhead wraps corner
 - Upper floor symmetrical fenestration with slightly projecting sills and architraves, originally had "9 over 1" windows (9 panes over 1 pane)
 - 4th St. façade less embellished and less regularly arranged (now with Kesey mural)
 - Large projecting wooden cornice
 - Stepped parapet

- Royal Building 80' feet wide x 97' long (2nd floor) Width of Main Street façades exceeds ¼ block.



Design Standard to Support Attribute:

- Council could limit the length of building wall on Main Street (or other street) to 66' feet to maintain the historic pattern and scale of development in proportion to the width of Main Street.

3 Attribute: District provides a variety of architectural styles of buildings.

Design Standard to Support Attribute:

- List variations and illustrate examples from the district of ways to meet the standard
- Continue to allow flexibility in design
- Creative and innovative concepts and solutions that allow new construction to blend into the district are encouraged



4 Attribute: Buildings provide interesting shopfronts to engage walkers.



Design Standard to Support Attribute:

- Specific transparency requirements
- Façade architectural features requirements
- Requirement to “engage the corner”

5 Attribute: Differentiation/Variety of building heights and top shapes within a block face. Uneven, discontinuous top line.



Design Standards to Support Attribute:

- Height range (1-3 stories + 5 story Royal Bldg)
- Stepped or shaped parapet walls
- Continue pattern of flat commercial roof types.



6 Attribute: Differentiation in façade plane at lot line/build-to line.

- Recessed entrances
- Recessed facades
- Corner entrances
- Paired recessed entrances with angled storefronts
- List more options and show examples



Design Standard to Support Attribute:

- List variations and illustrate examples from the district of ways to meet the standard

7 Attribute: Differentiation/Variety of storefront signage shapes and placement.

Design Standard to Support Attribute:

- List variations and illustrate examples from the district of ways to meet the standard
- Creative and innovative concepts and solutions are encouraged



8 Attribute: Exterior surface materials.

- Red brick
- Concrete – board formed
- Stucco
- Concrete masonry units
- Common brick bond
- Tan-colored common brick bond
- Painted wood (trim)

Design Standard to Support Attribute:

- List variations and illustrate examples from the district of ways to meet the standard

- Continue to allow flexibility in design
- Creative and innovative concepts and solutions that allow new construction to blend into the district are encouraged

9 Attribute: Decorative Features.

- Wide brick cornice
- Brick belt course separating the floors
- Brick stringcourse between first and second floor
- Quoins at building corners
- Pilasters at building corners
- Block modillions and dentil course
- Keystone lintel
- Mission-style decoration on second story (Fry & Rankin)
- Cornice
- Fancy stringcourses
- Decorative false pediment
- Stepped false front
- List more options and show examples
- Creative and innovative concepts and solutions that allow new construction to blend into the urban fabric are encouraged.

Design Standard to Support Attribute:

- List variations and illustrate examples from the district of ways to meet the standard

10 Attribute: Size and Pattern of Windows



- Large storefront display windows
- (3) banks of windows (Stevens & Perkins)
- Paired 9-pane Chicago style on upper floor
- 4 over 1
- Upper windows capped by brick arches
- (6) paired one-over-one windows arranged symmetrically

Design Standard to Support Attribute:

- List more options and show examples

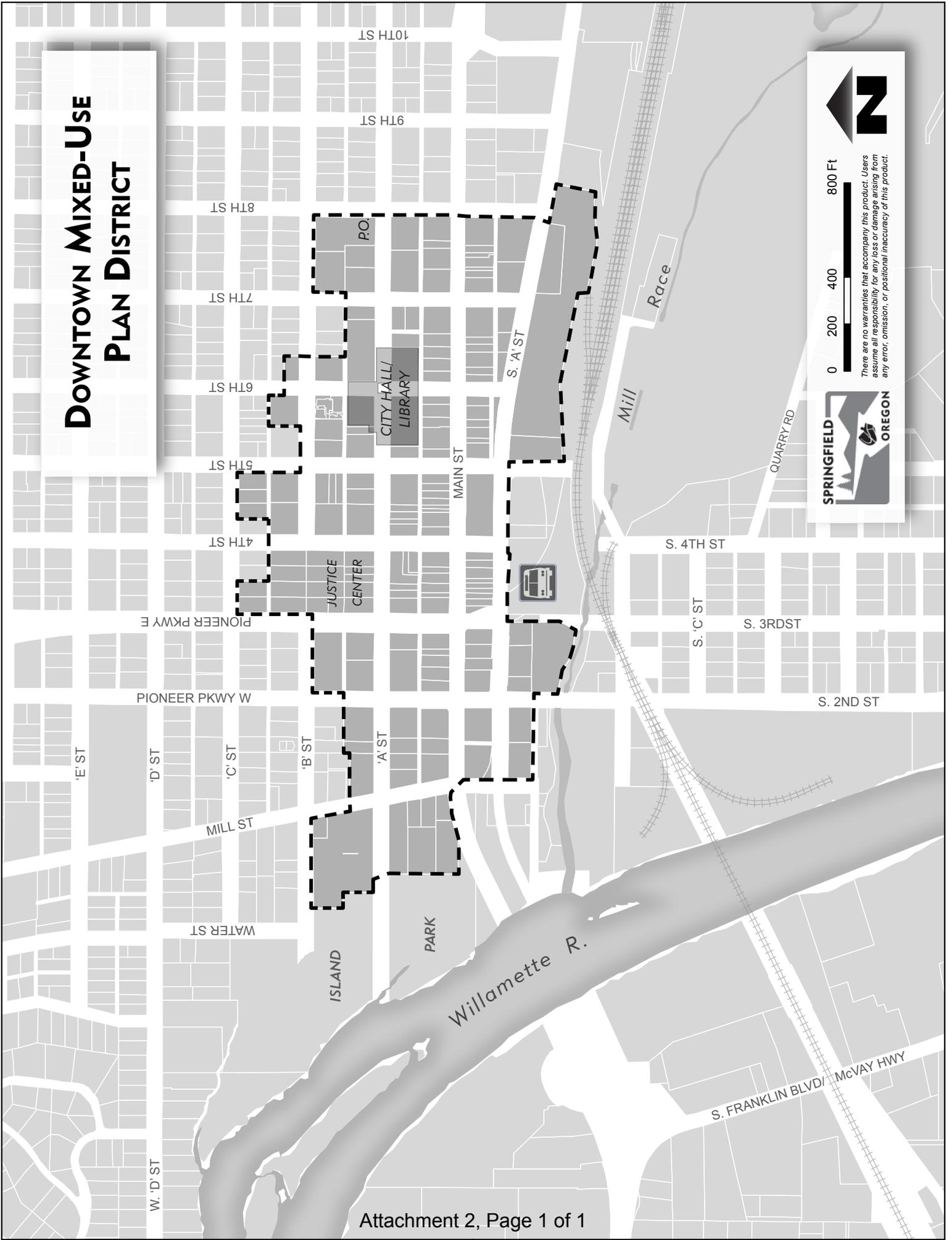
Washburne District Historic Homes
abutting or near the Downtown Mixed-Use District northern boundary

Address, Map Number	Location from MU District	Photo
858 A Street (at 9 th) 17033542 3000 Kessey House	Across the street from CC District, apartment complex	
637 B 17033531 00200 Innis House	Across the alley from MU District	
315 N 5 th 17033524 14900 Flanery House	Across B Street from MU District Abuts MUC zoning to east	

<p>17033524 10600 404 C Street 1 J.F. Powers House</p>	<p>North of District NW Corner of 4th and C Street</p>	
<p>17033523 10400 405 Pioneer Parkway West Butler House</p>	<p>North of District SE Corner of Pioneer Parkway West and C Street</p>	

DRAFT

DOWNTOWN MIXED-USE PLAN DISTRICT



**Main Street from Pioneer Parkway West to Pioneer Parkway East
SPRINGFIELD, OREGON**



PIONEER PARKWAY WEST

PIONEER PARKWAY EAST

MAIN STREET

Information Technology Dept. Services
Mar 2017
Geographic Information



0 25 50 100 Feet

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**Main Street from Pioneer Parkway East to 4th Street
SPRINGFIELD, OREGON**



PIONEER PARKWAY EAST

4TH STREET

MAIN STREET

Information Technology Dept. Services
Mar 2017
Geographic Information



0 25 50 100 Feet

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**Main Street from 4th Street to 5th Street
SPRINGFIELD, OREGON**



Information Technology Dept. Services
Mar 2017
Geographic Information Services



0 25 50 100 Feet

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**Main Street from 5th Street to 6th Street
SPRINGFIELD, OREGON**



5TH STREET

6TH STREET

MAIN STREET

Info • Innovation • Technology Dept • Services
Mar 2017
Geographic Information Services



0 25 50 100 Feet

There are no warranties that accompany this product. Users assume all responsibility for any loss or damage arising from any error, omission, or positional inaccuracy of this product.



**Carter Building - Sprout Block
SPRINGFIELD, OREGON**

4TH STREET

5TH STREET

A STREET



0 25 50 100 Feet

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