

# A REFINEMENT PLAN FOR



# SPRINGFIELD DOWNTOWN

Ordinance No. 5316  
Adopted February 18, 1986  
Effective March 20, 1986

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## INTRODUCTION

### Purpose of the 2005 Update

The 2005 Update of the Downtown Refinement Plan is derived from the work performed in the Springfield Station Specific Area Plan and is intended to update and continue the community's long term desire to revitalize Downtown Springfield. The update is motivated by a sense that "the moment is right" for the City to capitalize on Downtown's potential, respond to emerging market trends, repair current problems, and facilitate a re-emergence of Downtown as the heart of Springfield. The sense is fostered by the:

- Development of Lane Transit Districts Springfield Station (the first significant public investment in the downtown in 25 years);
- Purchase of the McKenzie Theater and other efforts by the Springfield Renaissance Development Corporation to establish an arts and cultural district;
- Recent civic and business collaboration focused on recruiting a new federal courthouse and other governmental facilities to the Downtown;
- The renovation of the Gerlach Building by the Emerald Arts Association;
- The designation of Main Street from the bridge to 10<sup>th</sup> Street as a Special Transportation Area;
- The designation of the Downtown as a nodal development site in the updated TransPlan;
- Installation of benches and planter areas to improve "street-scape" of Main Street;
- The commitment by St. Vincent de Paul and the City to develop a mid-rise commercial-residential mixed-use development at 6<sup>th</sup> and Main;
- Re-establishment of Springfield Downtown Association;
- Voter approval to construct a 26 million dollar justice center between Pioneer Parkway and 5<sup>th</sup> on A Street; and
- Of Glenwood, recently voter approved as an urban renewal district;
- Commitment by the Army Corps of Engineers to a roughly \$5M Mill Race/Mill Pond Ecosystem Restoration project;
- Consolidated by the Chambers Corporation of a number of properties on Mill Street adjacent to Island Park for redevelopment.

The Springfield ***Downtown Refinement Plan*** has been developed to provide goals and policies through which Downtown Springfield may become a more vital and attractive place to shop, conduct business, and recreate. Although some of the policies will be implemented immediately, it is intended that other policies will be implemented over time.

This plan is a detailed examination of and response to the needs of the Downtown. It is formulated within the more general goals and policies of the ***Metro Area General Plan*** and ***Draft TransPlan*** and concepts presented in the ***Downtown Tomorrow*** report, ***A Conceptual Landscape Plan***, and ***The National Main Street Resource Team Report***. The production of this plan was directed by the Downtown Refinement Plan Review Group, and additional information was received from the Springfield Utility Board, Springfield Downtown Association, Willamalane Parks & Recreation District, Eugene Public Works Department, and the citizens of Springfield. This Plan will be used by the city, other government agencies, and the community as a policy guide for revitalizing Downtown Springfield and will also be a source of useful information. The City of Springfield shall use this plan when conducting site review of development projects in the Downtown area.

This update if the Downtown Refinement Plan is significantly influenced by the outcome of the Station Area Plan project. That effort began in 2000 and concluded with the publication of the *Springfield Station Specific Area Plan in July, 2001*. Included in that plan were a number of recommendations for new and revised policies; additions and deletions to the projects lists; and replacement of existing conditions descriptions with more contemporary language. The project participants included Silva Sullivan, Susan McCallum, Michael Buckridge, Ralph Smeed, Beto Rubio and Don Moloney, Downtown business/property owners; Bill Carpenter and Sean Wilson, Planning Commission; Mark Pandborn, LTD; Tom Draggoo, Springfield Chamber of Commerce; Dennis Shine, Community-at-large; Tom Boyatt, ODOT; Elizabeth Ledet, Oregon TGM program; and Mark Metzger and Cynthia Pappas, Springfield Staff.

The Plan boundaries encompass the area bordered by the Willamette River on the west; the Washburn Historic District and the East Kelly Butte Neighborhood on the north 10<sup>th</sup> Street on the east and the Mill Pond and the Mill Pond and Booth-Kelly Mixed-Use Area under City ownership on the south.

### **Relevant Planning Activity in the Downtown Area**

City planning in Springfield was in its infancy in 1947 when the City passed the ***Comprehensive Zoning Plan of the City of Springfield***. In 1950 the long-range street program, ***A Master Plan for Street and Highway Development***, was adopted. Other plans in effect during this period included storm drainage and street lighting plans.

During the late 1950's planning became more involved with the development of ***Direction for Development – A Workable Program for Urban Renewal*** and in 1959, ***the Development Plan: Eugene-Springfield Metropolitan Region***.

The first mention of Downtown's special problems is in the ***1968 Core Area Plan*** by Lutes and Amundson. This document was comprehensive study of the Core Area including field surveys, inventories, findings and recommendations, and goals and objectives. This plan covered the area bounded by North B Street, 8<sup>th</sup> Street, South A Street, and 3<sup>rd</sup> Street.

In 1972, ***A Plan for Downtown*** was adopted by the City Council. This document emphasized land use, circulation, and public facilities. The size of the area covered by this plan was expanded from that covered by the ***Core Area Plan*** to include C Street and Island Park. The increased plan area reflects the changing perception of the "Downtown".

The ***Metro Area General Plan*** was adopted and acknowledged in 1982. Since that time, it has been the primary policy document for Downtown Springfield.

In 1984 there was a flurry of activity related to planning for the Downtown area. In February the Springfield Downtown Commission submitted the ***Downtown Tomorrow*** report. This report makes specific recommendations concerning tasks to be undertaken to establish an attractive and healthy Downtown. In March, the National Main Street Resources Team finished their document, the ***Resource Team Report for Springfield, Oregon***. In June of 1984 Jerome Diethelm, completed the ***Conceptual Landscape Plan***. The ***Conceptual Landscape Plan*** built on the ideas outlined in ***Downtown Tomorrow*** and offered numerous design suggestions. Both the ***Conceptual Landscape Plan*** and ***Downtown Tomorrow*** include the Booth-Kelly site in their description of Downtown.

Since adoption of the Downtown Refinement Plan in February, 1986, several significant planning activities have occurred which have a direct impact on the implementation of the policies in this Plan. These activities include adoption of the Booth-Kelly Mixed-Use District in July, 1986; adoption of a Concept Plan for Booth-Kelly in 1989; the update of the Metro Plan, adopted in April, 1987; the Station Area Specific Plan, completed in July, 2001; adoption of TransPlan in July, 2001; adoption of Article 40 Mixed-Use Zoning Districts and Article 41 Nodal Development Overlay District in 2002, and adoption of Willamalane's Park and Recreation Comprehensive Plan in November, 2004.

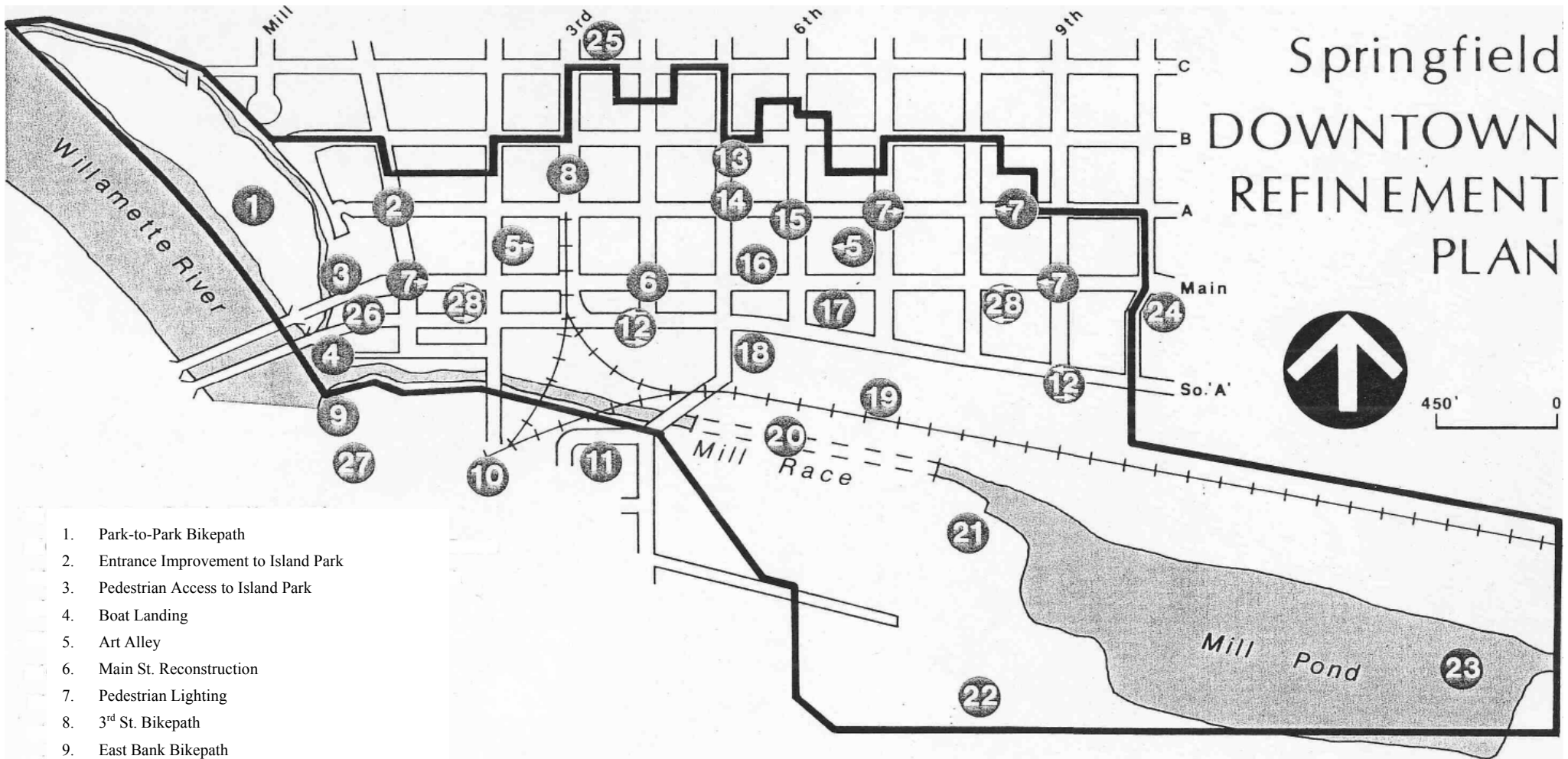
## **PROPOSED PROJECTS – DESCRIPTIONS (Refer to map following.)**

1. **So. A Street** – Resurfacing and sidewalks
2. **Pioneer Parkway** – Bike Path
3. **Street Tree Program**
4. **City Hall** - Main Entrance Improvements
5. **South 2<sup>nd</sup> Street** – Bike Lane
6. **West Entry Improvements**
7. **Railroad Depot** – Relocation Project
8. **Art Alley**
9. **Booth-Kelly** – Access Improvements
10. **Main Street** – Pocket Park
11. **Booth-Kelly** – Site Overlook
12. **West B** – Entrance to Island Park
13. **Park-to-Park** – Bike Path
14. **Island Park** – Boat Ramp

## **FUTURE PROJECTS – DESCRIPTIONS**

1. Core area street improvements (e.g. Main between 4<sup>th</sup> and 7<sup>th</sup>, including portions of 4<sup>th</sup>, 5<sup>th</sup> and 6<sup>th</sup> Street).
2. Extension of Pioneer Parkway improvements to South A
3. South A Parkway improvements
4. A transit oriented housing project near Springfield Station (potentially the St. Vincent de Paul building at 5<sup>th</sup> and Main Street).
5. Main Street Plaza
6. Museum expansion
7. City Hall South façade improvements
8. Mill Race improvements (generally)
9. New pedestrian bridge over the Mill Race downstream from South Second Street
10. New pedestrian bridge over the Mill Race at the old rail crossing of the Mill Race, with adjacent park and restoration improvements
11. Improve pedestrian access to the south entry of Island Park
12. Pedestrian lighting program
13. Art Alley Program artist competition for next mural
14. Street tree program, including regular maintenance
15. South 5<sup>th</sup> streetscape improvements
16. Accent paving on sidewalks
17. On-going clean up program for the Downtown
18. BRT on Pioneer Parkway
19. Justice Center Redevelopment Project
20. Booth-Kelly/Mill Pond Natural Area Park; Develop a natural area park. With trailhead facilities; nature trail, and interpretive signage, at the Booth-Kelly site adjacent to the current Mill Pond.(DES 2b; BK-5)





# Springfield DOWNTOWN REFINEMENT PLAN

- 1. Park-to-Park Bikepath
- 2. Entrance Improvement to Island Park
- 3. Pedestrian Access to Island Park
- 4. Boat Landing
- 5. Art Alley
- 6. Main St. Reconstruction
- 7. Pedestrian Lighting
- 8. 3<sup>rd</sup> St. Bikepath
- 9. East Bank Bikepath
- 10. South 2<sup>nd</sup> Bikepath
- 11. Downtown Viewpoint
- 12. South A St. Improvement
- 13. Transit Station Restrooms
- 14. City Hall Entrance Improvements
- 15. City Hall Ground Level Improvements
- 16. Museum Parking Lot Improvements
- 17. Pocket Park
- 18. Booth-Kelly Access Improvements
- 19. Depot Relocation
- 20. Millrace Reopening or Relocation
- 21. Millrace & Pond Bikepath
- 22. Booth-Kelly Overlook
- 23. Georgia-Pacific Access Controls

- 25. East Entry Improvements
- 26. North Entry Improvements
- 27. West Entry Improvements
- 28. Brigg's Ferry Landing
- 29. Street Tree Programs

## PROPOSED PROJECTS Map #1

## ASSETS AND LIABILITIES

Downtown is the historical heart of Springfield. It is the place where Elias Briggs established the original town plat, built a millrace to power his saw and flours mills, and established a ferry across the Willamette River. In the early 1900's the Booth-Kelly Mill brought prosperity to Springfield establishing its role and reputation as a major lumber town.

One of the many assets of Downtown today is its role as the governmental and cultural center of Springfield. Nearly all government offices and community-wide cultural services in Springfield are headquartered in Downtown: City offices, Springfield Utility Board, Willamalane Park and Recreation District, Metropolitan Wastewater Management, State Employment Office, Lane Regional Air Pollution Authority, the Post Office, Library, Senior Center, and Historical Museum.

There are a number of natural and constructed resources located within the Downtown area. Among these are Island Park, the water related features of the Millrace and pond and associated vegetation, the Willamette River, Willamette Heights hillside features, low rents and land prices, the Booth-Kelly Development Area (80 acres of underutilized Industrial/Commercial land), several financial establishments, a strong health professional center, proximity to Lane Community College and the University of Oregon, open areas for public gatherings and performances, and a major railroad network.

For many years Downtown has suffered from a general state of neglect, delivering a message to newcomers, neighbors, and residents that the community has little pride in its past, present, or future. Whether that message is correct or not, Springfield's image is represented by the physical character of its Downtown. Among the liabilities which Downtown must overcome are: dominating signs and billboards, vacant buildings, unmaintained or lack of landscaping, crumbling sidewalks, heavy-vehicle through-traffic, poor access to the Booth-Kelly site, and unsightly overhead power lines along South A Street.

During the preparation of the Station Area Specific Plan the Steering Committee examined the strengths, weaknesses, opportunities and threats present in the Downtown. This work concluded with a recommendation to include a number of new planning goals to help guide the land use decision-making process. The goals are found in the Land Use Element of this Plan.

## **INVOLVEMENT OF DOWNTOWN ORGANIZATIONS**

### **Springfield Downtown Association**

The Springfield Downtown Association was formed in 1983. It has a full-time manager, a board of directors and has grown to a membership of 63 businesses (as of November 1985). The Association is a member of both the Oregon Downtown Development Association and the National Main Street Program. The Association has committees addressing or organization, economic restructuring, promotions, and design. They prepare a monthly newsletter, maintain a resource library, offer design assistance, sponsor workshops, and coordinate a tree planting program and Downtown events.

### **City of Springfield**

A variety of urban services are provided the Downtown by the City of Springfield. These include storm and sanitary sewers, police and fire protection, and most street maintenance. The City funds construction projects within public rights-of-way, which entails sidewalks (paving, street trees, signage, etc.), alleys, and all streets except Main and South A (State-owned). Planning services for the Downtown include: overall comprehensive planning, transportation planning, streetscape design, development review, relocation of the Depot, and historic preservation. These planning efforts are coordinated with all affected agencies and groups.

### **Willamalane Parks and Recreation District**

The Willamalane Park and Recreation District was created as a special service district for planning and implementing parks and recreation services in Springfield, including the Downtown. Willamalane policy is established by its elected Board of Directors. Willamalane's administrative offices are presently located in the Downtown, as is a recreation center (Memorial Building, Memorial Community Center) and senior center (Willamalane Adult Activity Center) that they operate.

Island Park, on the Willamette River on the western edge of the Downtown, is a riverfront community park of great importance. Access to Dorris Ranch Living History Farm, about a mile to the south of the Downtown, is through the Downtown via South Second Street. The 258 acre park is a recreational, historical, and open space resource of significance which has the potential to draw additional tourists to and through the Downtown.

### **Springfield Utility Board**

The Springfield Utility Board is also affiliated with the City of Springfield, and has the responsibility of providing and maintaining water and electricity throughout the Downtown, SUB's policy is set by its elected Board of Director's.

### **Oregon State Highway Division**

The Oregon State Highway Division (of the Department of Transportation) has primary maintenance responsibility for the Main, South A, 2<sup>nd</sup> and 3<sup>rd</sup> Streets. They also own the West Entrance Park, although the City is currently doing improvements and shares maintenance responsibilities with Willamalane.

**Springfield Chamber of Commerce and the Eugene-Springfield Metropolitan Partnership**

These two organizations are both involved with the economic revitalization of Downtown Springfield, however they have broader geographic areas of concern than just the Downtown. They both provide advice and assistance to new and existing businesses in the area.



## LAND USE ELEMENT

The map entitled “Existing Land Use” illustrates the many and varied land uses within the Downtown. The Downtown area is where the original field with a spring in it was located (now an apartment complex) after which Springfield was named. It also contains the area that was in the original town plat of Springfield filed by Elias Briggs.

Since that time, the Downtown area has functioned as the City’s heart, and continues to do so even though the City has spread out, and other important nodes have developed on east Main Street, and in the Mohawk and Gateway areas. A significant retail base remains in the Downtown, and professional offices and services are increasing. The southeast portion of the Downtown is the location of several mill sites, which provide employment and a customer pool which Downtown businesses benefit from.

Beginning in the 1970’s, and worsening in the recession/depression of the early 1980’s, the Downtown community has been wrestling with an increasing vacancy rate. The situation seems to be improving somewhat as evidenced in recent reports of the Springfield Downtown Association. Although businesses are still leaving the area, new businesses and expansions of existing businesses are approximately matching the rate of exodus. Trends are not clearly identifiable in recent land use changes: a variety of types of uses have left, and a variety have located in Downtown.

The Booth-Kelly site has long fascinated visionaries in the Downtown community. The proximity of the site to Downtown, and the potential redevelopment of the site utilizing its amenities (millrace and pond, forested slopes, rail access, etc.) could prove to be very beneficial to the Downtown. Much of the site is currently vacant and inaccessible, and the existing development on it does not take advantage of the site amenities. Redevelopment of the site would be very expensive, but could be accomplished in a cohesive fashion over a long period with the development plan concept presented in the Booth-Kelly Development Area policies herein.

It is desired and anticipated that the eventual redevelopment of the Downtown area will feed upon itself: that is, new and expanded development will attract more news development. This will eventually make use and delivery of public services more cost-effective and increase demand for Downtown land and buildings resulting in a rise in property values to a point that development will be more economical than retaining a property’s vacant status.

The Plan Diagram illustrates the broad land use designations for future development of the Downtown area. Various zones will provide more specific standards for use as described in the Development Code.

### **Land Use Categories** (Refer to Map #2)

The land use map shows general categories of uses which occupy Downtown properties. Land use does not necessarily correspond to ownership. The following is a brief description of the 16 categories found in the Downtown area.

**Residential**

This designation includes single family, duplex, and multi-family residential uses including: associated parking areas, and common or open areas.

**Industrial**

Industrial uses include a variety of manufacturing and assembly uses, such as: creameries, commercial printers, chemical plants, steel products, auto body shops, cabinet shops, and sawmills.

**Government**

Government land uses include: city, state, and federal offices, and utilities.

**Services**

Service land uses include: banking, insurance carriers, laundering and dry cleaning, photographic services, window cleaning. Car wash, professional and medical office buildings, and other non-governmental services.

**Retail**

Retail Land uses include: hardware. Clothing, and grocery stores, service stations, auto sales, (new and used), sporting goods, and florists.

**Recreation**

Recreation land uses include: fairgrounds, tennis courts, bowling alleys, and other cultural and recreational facilities.

**Parks, Open Space & Vacant**

This land use category includes: play areas, picnic grounds, pocket parks, and vacant, unused, or undeveloped land.

**Water**

The water land use category includes: rivers, creeks, streams, lakes, pond reservoirs , swamps and sand bars.

**GOALS**

The following goals embody the spirit, optimism and commitment downtown property owners, businesses and community organizations have ascribed to their vision of Downtown Springfield. These goals are deliberately achievable and intended to recognize the value of enduring public-private partnerships.

*Create a Pedestrian and Transit Friendly Downtown.* Develop a setting that is conducive to walking, bicycling and transit while providing accessibility to regional automobile and freight networks. Provide safe and walkable streets.

*Preserve the Past.* Enhance the downtown's future character by preserving the best of its past. Promote appropriate in-fill construction and historic preservation of the existing buildings.

*Reconnect to Key Natural Resource Features.* Connect the downtown with the Millrace and Island Park, and provide opportunities for appropriate downtown uses adjacent to these areas.

*Alive After Five.* Encourage evening activity in the downtown with dining, cultural and entertainment opportunities for all ages. Increase housing development in the downtown to generate the 18 to 24-hour city.

*Revitalize the Downtown with New Uses.* Create new opportunities for office, commercial, residential, civic, and mixed uses. Encourage high-density uses that are transit-oriented and located within a short walk from Springfield Station.

*Ensure Adequate Parking.* Provide parking that supports a vital downtown.

*Create Civic Gathering Places.* Create great public spaces, both large and small. Consider creation of a town square.

*Identify Catalyst Projects.* Identify projects that will spur growth in the downtown, including improvements that can be successfully accomplished in the short term.

*Create Downtown Partnerships.* Collaborate with Lane Transit District, the Springfield Renaissance Development Corporation, and other groups to coordinate efforts and build community support.

*Establish a Possible Identity for the Downtown.* Work with downtown business interests and the Springfield community to foster a positive identity and sense of pride for the downtown.

*Develop the Downtown as the Gateway to Springfield.* Work to achieve a visual impression in the Downtown that reflects well on the rest of the City.

## **POLICIES**

### **A. GENERAL**

1. The City shall actively work to enhance the redevelopment and diversity of Downtown by promoting mixed-use development within the downtown blocks, on single or aggregated tax lots, and within individual buildings. Emphasis should be directed towards expanding retail, entertainment and office opportunities and increasing residential uses above ground-floor businesses.

#### **Implementation**

The Metropolitan Area General Plan diagram and Downtown Refinement ` Plan diagram, shall be amended to designate the Downtown Mixed-Use Area as Nodal Development/Mixed-Use, except that the two block area between 8<sup>th</sup> and 10<sup>th</sup> and the block between 7<sup>th</sup> and 8<sup>th</sup> on the north side of A shall remain Mixed-Use Commercial.

All private property within the nodal development mixed-use plan diagram designation shall be rezoned Mixed-Use Residential (MUR) except existing Multi-family residential use shall be rezoned Mixed-Use Residential (MUR). Property outside the nodal designation but within the Downtown mixed-use area may be zoned either Mixed-Use Commercial.

All publicly owned property within the nodal development mixed-use plan diagram designation may be zoned Public Land and Open Space.

2. Civic and governmental uses serving the Springfield community shall be encouraged to locate in the Downtown area. Within the downtown, governmental uses, including City Hall, the Justice Center and Jail, the Library, Willamalane and SUB Offices, shall be encouraged to locate and expand along A Street. Other civic uses or public places, such as theaters, parks, museums, plazas, and other sites of public interest, should be dispersed throughout downtown to encourage walking from place to place, provide visual contrast to the built environment, and compliment adjoining businesses.
3. The Plan contains a number of maps that combine to provide data on existing circumstances, identify focused development areas, and designated appropriate zoning districts. The Springfield Station Specific Area Plan Map is an illustration of potential land uses and improvements that, if realized, would implement the overall vision for a vital downtown. It is a “concept map” that is intended as a guide, not a substitute for the Plan Diagram.

The Anchor Destination map illustrates locations for selected uses and the connecting links between them. This map identifies key sites with unique attributes or opportunities that would strengthen the Downtown’s economic diversity. The inclusion of the “North Border” site is exclusively for visioning purposes and should not be construed as a commitment by the City to amend the boundaries of the Downtown Plan or to affect a change in use or zoning of this property. The policies and jurisdiction of the Downtown Refinement Plan do not apply to the “North Borden” site.

The Plan diagram is the visual embodiment of the Plan text. The Plan diagram is site specific and, in concert with the Plan policies, should be utilized in determining Plan compliance of proposed land use actions, permitted uses and infrastructure improvements.

## **B. DOWNTOWN MIXED-USE AREA AND NODAL DEVELOPMENT OVERLAY**

1. The Mixed-Use Commercial zoning district shall be applied within the nodal overlay to accommodate a mix of commercial, offices, residential, and open space uses. Design and development standards shall promote a minimum of 2-story buildings with pedestrian-friendly design and placement. The Mixed-Use Residential zoning district shall be applied within the nodal overlay area to property currently occupied exclusively by multi-family residential uses. The Public Lands and Open Space zoning districts may be applied within this area to all land owned by the City of Springfield, Willamalane Park and Recreation District and the Springfield Utility Board. Commercial property in the Downtown Mixed-Use boundary, but outside the nodal overlay may be zoned Mixed-Use Commercial or Community Commercial.
2. Multi-family residential shall be allowed as the sole use of a building or as one of several uses permitted within a mixed-use building or development area. Multi-family housing within 3 blocks of Springfield Station shall have a minimum



density of 12 dwelling units per acre. Residential use within a mixed-use building is exempt from this density standard.

3. Development along edges of the Downtown Refinement Plan area should include design and development features that promote compatibility and transition to adjacent uses.
4. At the time of Zoning Map amendment to a specific mixed-use zone permitted within the Downtown Mixed-Use area, the presence of any lawful use that would then not be permitted within that zone shall be considered a pre-existing permitted use. This may continue or expand, regardless of ownership transfer, unless abandoned for 6 months or more as specified in Springfield Development Code Article 5, Non-Conforming Use.

**C. BOOTH-KELLY DEVELOPMENT AREA (Refer to Plan Diagram)**

1. The Booth-Kelly Development Area (BKDA), as depicted on the Downtown Refinement Plan Diagram, generally includes the area lying directly adjacent to and south of the Mill Race Restoration Area (as described below)
2. A conceptual development plan(s) shall be prepared for the entire Booth-Kelly Development Area and reviewed by the Planning Commission prior to development (including partitioning or subdividing) occurring on the site.

Development proposed for the site shall normally have a development area of at least 10 acres and comply with an approved conceptual development plan; development of a smaller size may be appropriate if consistent with the conceptual development plan. The conceptual development plan and any subsequent modifications shall comply with the following policies, and be kept on file in the Planning and Development Department. The conceptual development plan for the Development Area shall:

- a. Redevelopment of the site should be sensitive to the natural and historic features of the site, particularly the Mill Race, Mill Pond, riparian vegetation and forested slopes;
- b. Facilitate ecosystem restoration and long-term protection of restored ecosystem functions within the Mill Race Restoration Area, which is described and addressed in Section D below.
- c. Recognize that heavy industrial uses on adjacent property will continue, and ensure that the overall design considers compatibility issues;
- d. Consider providing for the eventual uncovering or relocation of the enclosed portion of the millrace;
- e. Providing for the eventual uncovering or relocation of the remaining enclosed portion of the Mill Race consistent with the overall plan for the Mill Race ecosystem restoration, and associated public access and recreational benefits.
- f. Minimize the effect and rate of surface runoff into the Millrace and Millpond from construction of new impervious surfaces, using techniques which include but are not limited to the following:

- 1) temporary ponding of water,

- 2) minimizing impervious surfaces,
  - 3) emphasizing natural water percolation,
  - 4) prevention of water flowing from roadways in an uncontrolled fashion,
  - 5) stabilization of natural drainageways using techniques consistent with the natural character of the Millrace and Millpond,
  - 6) use of filtration systems to improve the quality of water entering the Millrace and Millpond.
- g.** Including a master stormwater quality and quantity management plan for the site that achieves the objectives of:
- 1) eliminating discharges of stormwater to the Mill Race or other public stormwater conveyance facilities that do not meet water quality standards;
  - 2) managing all stormwater flows on and through the site in a manner that does not require additional new constructed outfalls to the Mill Race;
  - 3) preventing erosion and sediment movement; and
  - 4) protecting the ecosystem, functions and benefits within the Mill Race Restoration Area. Minimize the effect and rate of surface runoff into the Mill Race and Mill Pond site.
- 3.** General types of uses which shall be permitted within this designation are as follows:
- a. All permitted uses in the Special Light Industrial District.
  - b. Office uses.
  - c. All light-medium industrial uses.
  - d. Tourist commercial uses, including restaurants, hotels, gift shops, and entertainment centers.
  - e. Service and retail commercial uses, and other commercial uses which utilize the site's natural features and serve the development area.
  - f. Medium density residential uses.
  - g. Parks and recreational uses.
  - h. Educational facilities.
  - i. Other uses similar in size and nature to the above uses.
- 4.** Development within this designation bordering the Mill Race Restoration Area shall comply with the following policies and must generally support fulfillment of the obligations of the City to maintain the functions and benefits of the Mill Race Ecosystem Restoration Project jointly undertaken by the City and the U.S. Army Corps of Engineers, as well as the City's obligations under the Clean Water, Endangered Species, and Safe Drinking Water Acts.
- a. Permitted uses, developments and property management activities within this designation must not generate levels of light, noise, pollution or other negative impacts that are deleterious to the ecosystem functions within the Mill Race Restoration Area;
  - b. Vegetation within the Mill Race Restoration Area must be protected and managed for the purposes of protection of ecosystem functions and

- benefits. Invasion or nuisance plant species may be removed, however natural or introduced vegetation for the purposes of providing wetland, stormwater, riparian or other ecosystem functions shall be preserved.
- c. Public access to the Mill Race and associated recreation and educational facilities shall be increased over time, in a manner consistent with protection of restores ecosystem functions as security concerns are addressed.
  - d. Screening and buffering of land uses and their impacts adjacent to the Mill Race Restoration Area may be requires.
  - e. All out door storage of materials, chemicals, and any substances that have potential to leach pollutants to ground or surface waters shall be covered, and appropriate containment must be provided.
  - f. Stormwater shall be managed on-site, including, as needed, an appropriate combination of the construction and maintenance of stormwater filtration, detention and/or retention facilities, constructed stormwater management wetlands or ponds, and installation of mechanical stormwater pretreatment devices, to minimize discharge of pollutants and peak glows to the Mill Race and/or the public storm drainage system.
5. The City and Willamalane shall work cooperatively with the Army Corps of Engineers to complete the planned Natural Area Park at the north edge of the current Mill Pond, to include trailhead facilities, nature trail, and interpretative signage.

#### D. MILL RACE RESTORATION AREA

Under the authority of Section 206 of the Water Resources Development Act the U.S. Army Corps of Engineers (Corps) has concluded that the Springfield Mill Race/Mill Pond complex will benefit from restoration of the ecosystem between the Mill Race inlet to the Booth-Kelly crane shed. With the Downtown Refinement Plan Area the Mill Race Ecosystem Restoration project will consist of removal of the existing dam at the Mill Pond, replacement of the Mill Pond with a flowing channel, development of three small seasonal ponds, and riparian habitat within the footprint of the Mill Pond, and development of educational and recreational improvements, including a trailhead, nature trail system and informational/interpretative kiosk, and interpretive signage, adjacent to the south bank of the Mill Race, east of the crane shed. The cost of the ecosystem restoration is being shared between the Corps and the City. Willamalane is participating in the cost of the educational/recreational improvements, and will operate the Natural Area Park for public enjoyment.

Although the Corps supported project does not extend downstream of the crane shed, the lower reach of the Mill Race was recognized as a **“transportation corridor for fish and wildlife”** in the project field survey report. In order to fully comply with the Clean Water, Safe Drinking Water and Endangered Species acts the City must take responsibility for improvements and protection of the entire Mill Race system, not just the part covered by the Corps project. Thus, riparian habitat, water quality and drainage improvements are anticipated for all publicly owned property adjacent to the Mill Race. Accordingly, this plan identifies a separate Mill Race Restoration Area, to encompass those areas within the Downtown Refinement Plan Area which are subject to the constraints applicable to maintain the benefits of the ecosystem restoration project.

1. Mill Race Restoration Area: The Mill Race Restoration Area shall include the Present or future course of the mill Race, the site of the Mill Pond, from top of Bank and 50 foot regulatory buffer around each, from the point where the Race enters the Willamette River to the eastern boundary of the Downtown Refinement Plan (map #9). It should be noted that the City is obligated to provide a 100 foot publicly managed buffer area in all areas that are City owned as of the 2005 signing of the Cooperative Project Agreement with the Corps. In the vicinity of the southwest corner of the current Mill Pond site, the southern boundary of the Area is located at the boundary of the leasehold presently held by Gunderson Rail Car Products. To the east of the leasehold the southern boundary is the property line of property owned by the City of Springfield.
2. The Mill Race Restoration Area will be managed by the City to comply with its obligations to maintain the functions and benefits of the mill Race Ecosystem Restoration Project.
3. Within the Mill Race Restoration Area the City may develop additional policies to support compliance with the City's obligation under the Mill Race Ecosystem Restoration Project. Should those policies result in codes or zoning changes which impact the Mill Race Restoration Area, this Refinement Plan shall be amended accordingly.

### **Plan Diagram Designations** (See Map #4)

When used with the policies and implementations contained in the text of this plan, the Plan Diagram designations provide direction for decisions pertaining to appropriate redevelopment, urbanization of vacant parcels, and increased use of underdeveloped parcels.

#### **Parks and Open Space**

This designation includes existing publicly owned metropolitan parks, regional scale parks, and publicly owned area of significant natural vegetation. The millrace is included because it is intended as an important open space element of the downtown.

#### **Government**

This designation includes: major governmental and utility office complexes and facilities.

#### **Heavy Industrial**

This designation includes industries which are generally involved in the primary processing of raw materials such as: lumber and wood products, paper, chemicals and primary metal manufacturing, power plants, and railroad yards. (For further information see the Metro Area General Plan, page II-E-7)

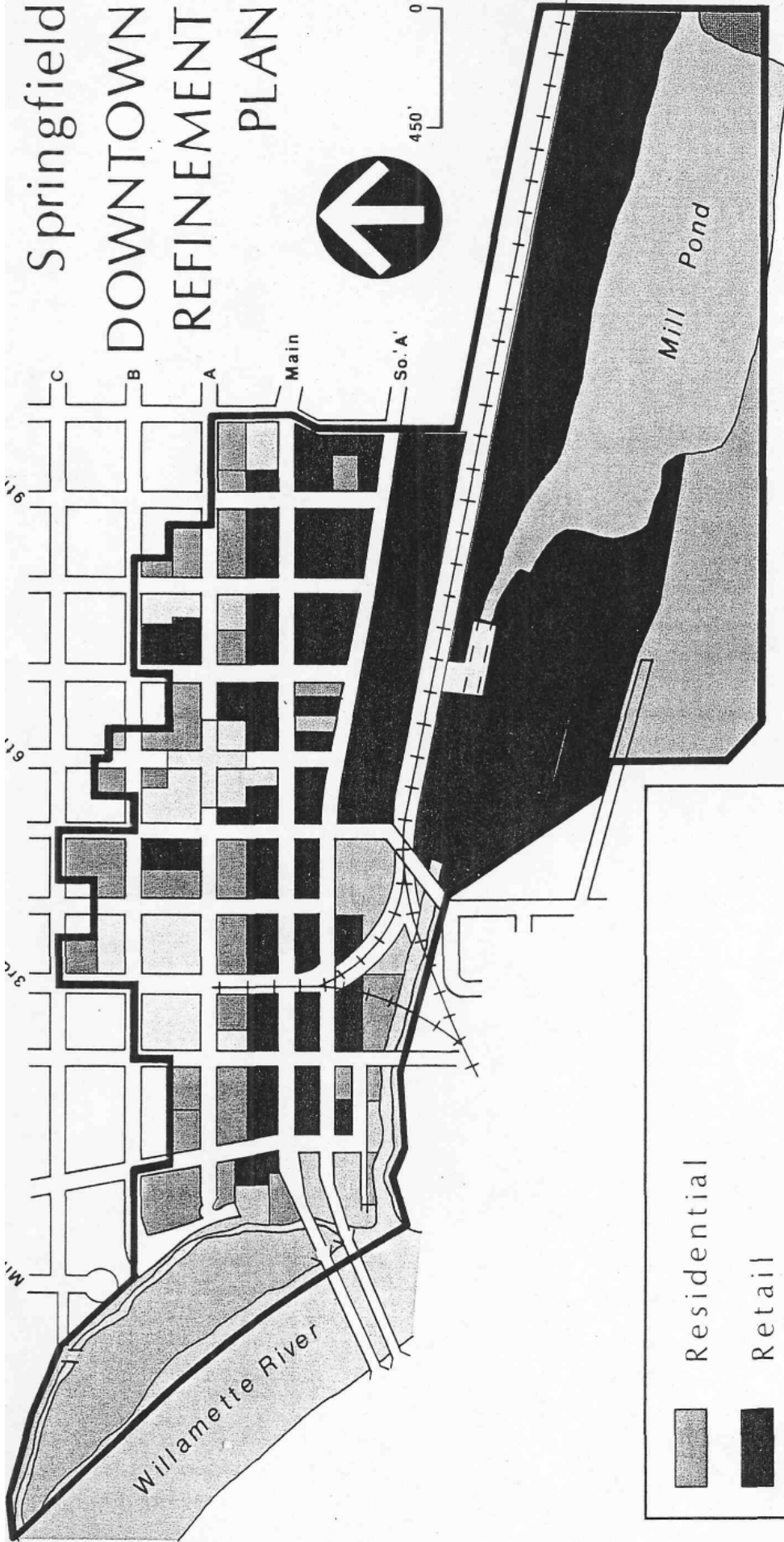
### **Downtown Mixed Use and Nodal Development Overlay**

This designation encourages a mixing of compatible uses, including residential, commercial, office/professional and urban open-space.

### **Booth-Kelly Development Area**

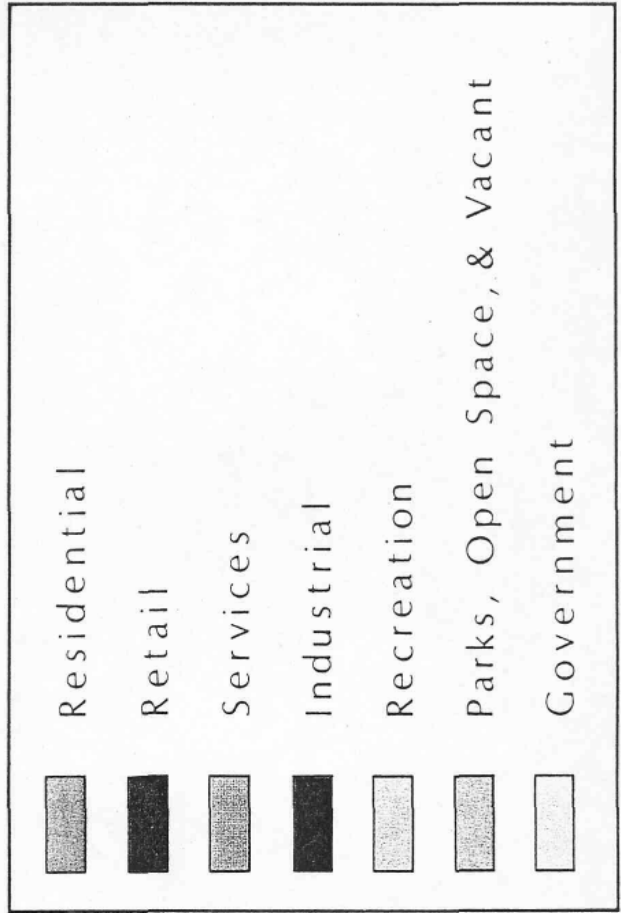
This designation includes the following general uses; all campus industrial, office, light-medium industrial, tourist commercial, service and retail commercial, medium density residential (minimum 12 dwelling units per acre), parks and recreation, educational facilities, regional designation, other uses compatible with a conceptual development plan and with other criteria outlined in the Booth-Kelly Development Area policies.

# Springfield DOWNTOWN REFINEMENT PLAN

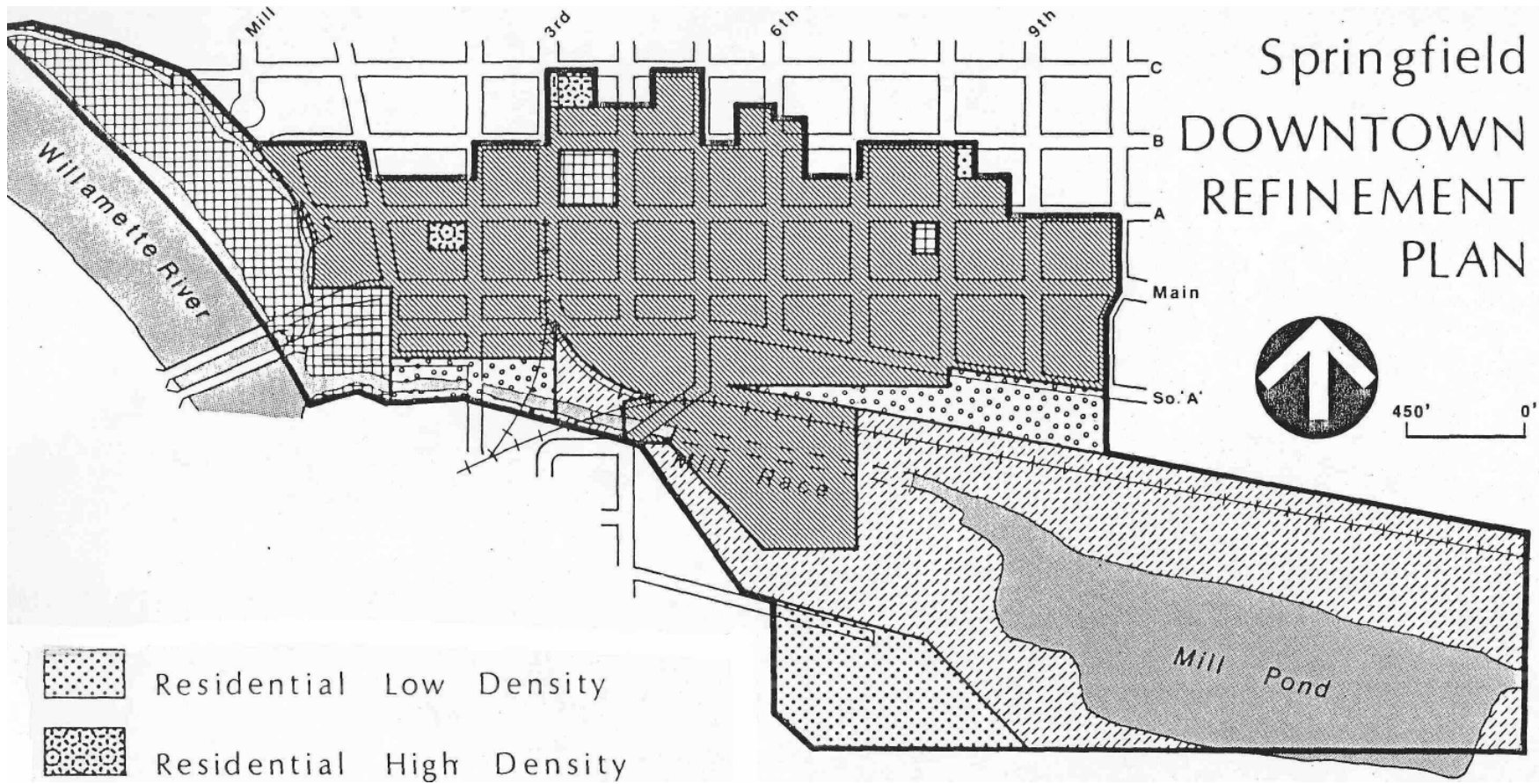








## EXISTING LAND USE

Map # 2







-  Residential Low Density
-  Residential High Density
-  Community Commercial
-  Public Lands
-  Medium Industrial
-  Heavy Industrial

**CURRENT ZONING  
FEB. 1986**

Map #3

## ACCESS, CIRCULATION, AND PARKING ELEMENT

This element looks at access, circulation, and parking for all modes of travel to and through the Downtown. The intent of this element is to identify opportunities to create or improve the systems used to move people and goods efficiently, to recognize the important role parking plays on the success of Downtown endeavors, and to emphasize the key significance of a safe and inviting pedestrian environment.

The major access routes to the Downtown are Main and South A Streets and Pioneer Parkway East and West. The Main-South A couplet is the major carrier of east-west traffic while the Pioneer Parkway couplet performs the same function for north-south traffic. Additional principal elements of the Downtown's grid system of streets include Mill Street 5<sup>th</sup>, 7<sup>th</sup> and 10<sup>th</sup> as secondary north-south conduits, and A and B Streets as east-west collectors. Although the remaining streets in the grid are classified as "local," they, along with the network of alleys throughout most of the mid-blocks, provide excellent access and direct line of travel for inhabitants, visitors and customers of the Downtown, regardless of selected travel mode.

A number of positive changes have occurred to this system since the adoption of the Downtown Plan 1986. Among the more noteworthy area:

- Construction of "bulb-outs" on Main and South A;
- Construction of separate left turns for Mill and Pioneer Parkway East;
- Right turn lane and entry improvements on Fifth into Booth-Kelly Center;
- Relocation of Springfield Station to South A between 4<sup>th</sup> and Pioneer Parkway East;
- Commencement of Bus Rapid Transit along Main-South A;
- Completion of Environmental Impact Statement for BRT on Pioneer Parkways;
- Designation by ODOT of Main Street as a Special Transportation Area;
- Construction of a bike/ped path in Pioneer Parkway median; and
- Pedestrian crossing of South A to the new Transit Station.

As beneficial as these improvements have been, more work needs to be performed to improve the pedestrian environment. The city has begun a project along Main Street to place benches and planters at regular intervals. This same effort should be expanded along the north-south streets and along both "A" Streets. Pedestrian level lighting also is proposed for Main Street and should be expanded to the same manner as the street furniture program.

Bicycle opportunities are less than desirable as the Downtown currently has no designated, striped east-west routes. Shared sidewalks with pedestrians or streets with curbs does not engender this efficient travel alternative. Several bikeway projects have been identified in the Springfield bicycle Plan. Willamalane's Park and Recreation Comprehensive Plan and TransPlan (TP), including TP Project 830, Main and South A, striped lane, Springfield bridges to east UGB; TP Project 840, Mill Race Path, multi-use path, S. 2<sup>nd</sup> to S. 28<sup>th</sup>; and TP Project 837, striped lane, Mill Street, South A to Fairview Drive. All of these projects are "un-programmed" that is no source of money was identified to construct these improvements therefore they are on indefinite hold. The City should establish a high priority for these projects to enable funding and construction in the near-term. As an additional measure to encourage bicycle use, new development of all types shall provide secured bicycle parking.

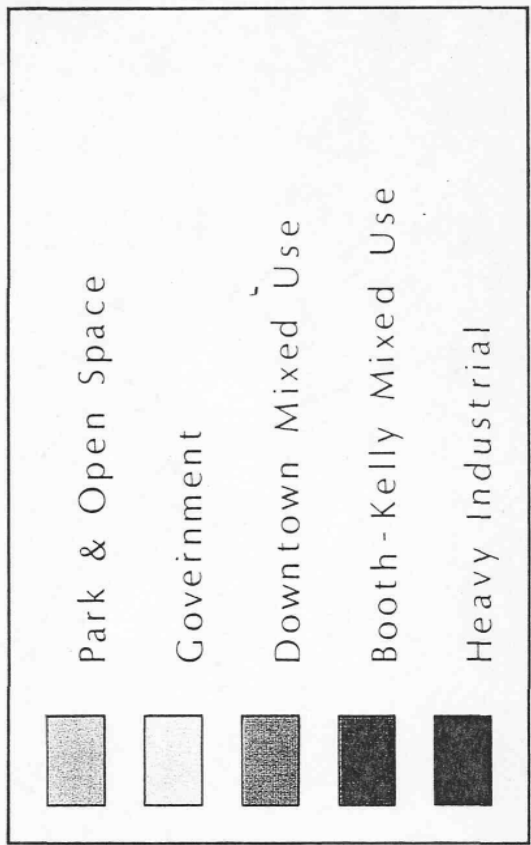
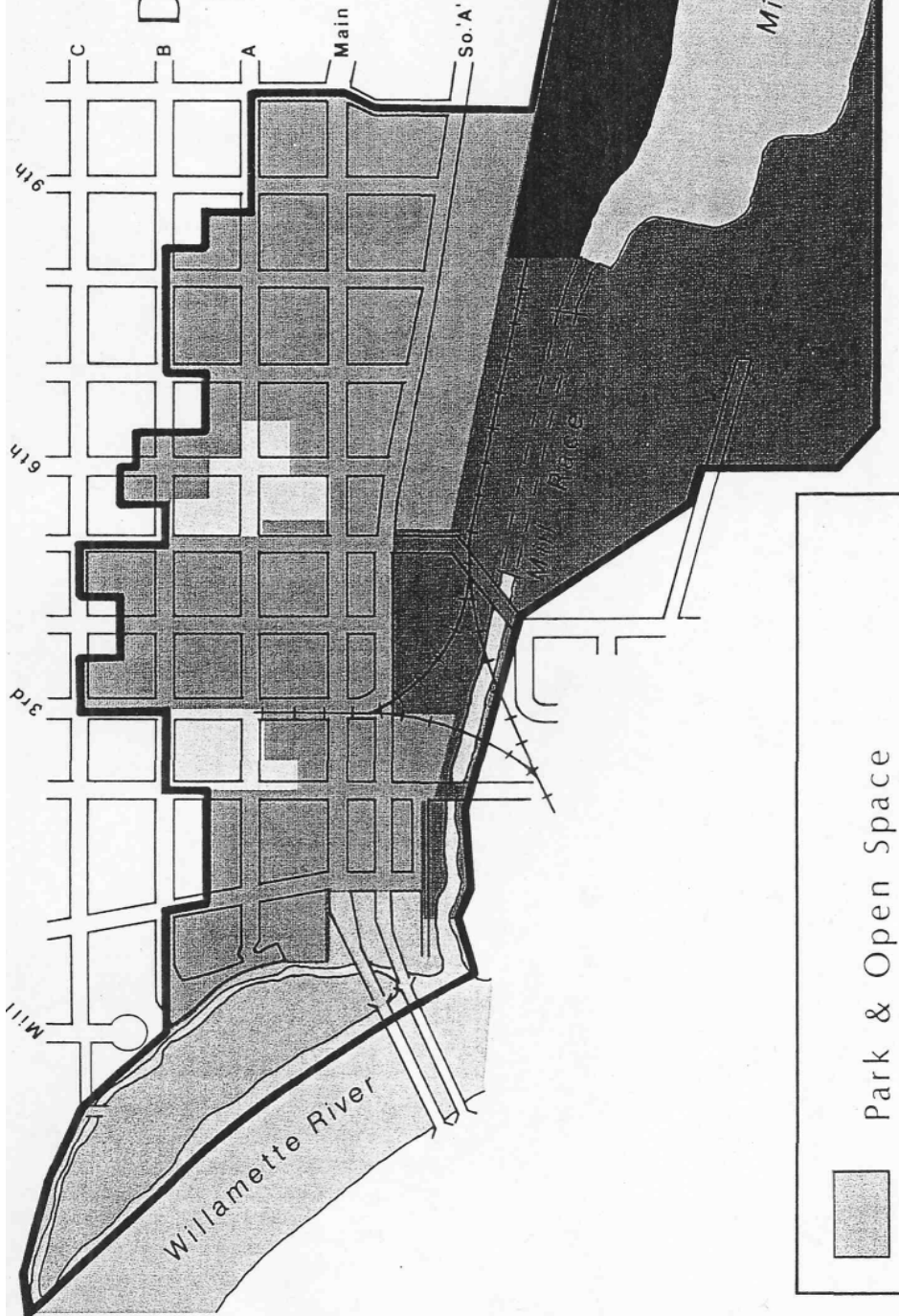
Off-street parking remains a real and perceived issue of downtown merchants. Although there are several thousand spaces in the Downtown Mixed-Use area, many are occupied by employees, many are restricted by permit only, and the larger lots are not close by to

businesses most in need. The City continues parking enforcement of all on-street spaced or publicly owned spaces in this area, but the two hour time limit is not proving to be an effective deterrent to prolonged and non-business use. Notwithstanding all of the benefits that will accrue from an improved pedestrian environment, few downtown businesses can survive on a customer-base derived solely from foot-traffic. The City and its downtown business partners need to come to grips with this challenge and arrive at some mutually agreeable solutions.

## **POLICIES**

1. The City shall pursue funding of identified bicycle and pedestrian improvement projects within the Downtown area to place these projects in the “Programmed” category in TransPlan.
2. The City and Willamalane shall work cooperatively to obtain easements or other instruments to enable construction of park-to-park multi-use paths, including Island Park to Dorris Ranch; Dorris Ranch to Clearwater Park and the Mill Race from the Middle Fork of the Willamette to the confluence at the Springfield Bridges.
3. The City shall evaluate the distribution of public off-street parking in the Downtown and prepare a strategy to address the equitable balance of these resources.
4. The City shall consider formation of a Downtown Association to partner with the City on parking solutions and enhancing the pedestrian experience.
5. The City shall work with LTD to facilitate the success of the BRT system, encourage local businesses to participate in LDT ridership programs, and co-sponsor Transportation Demand Management techniques.
6. The City shall work with ODOT to take full advantage of the opportunities presented by the designation of Main Street as Special Transportation Areas and will pursue a similar designation for South A Street.
7. The grid street system within the Downtown Refinement Plan area, including streets and alleys, shall be maintained to the greatest extent practicable, except where issues of public safety and security may become a concern for public buildings.
8. The City shall study, and where appropriate, implement a plan to improve auto, pedestrian, and bicycle access to the Booth-Kelly site and the Mill Race.

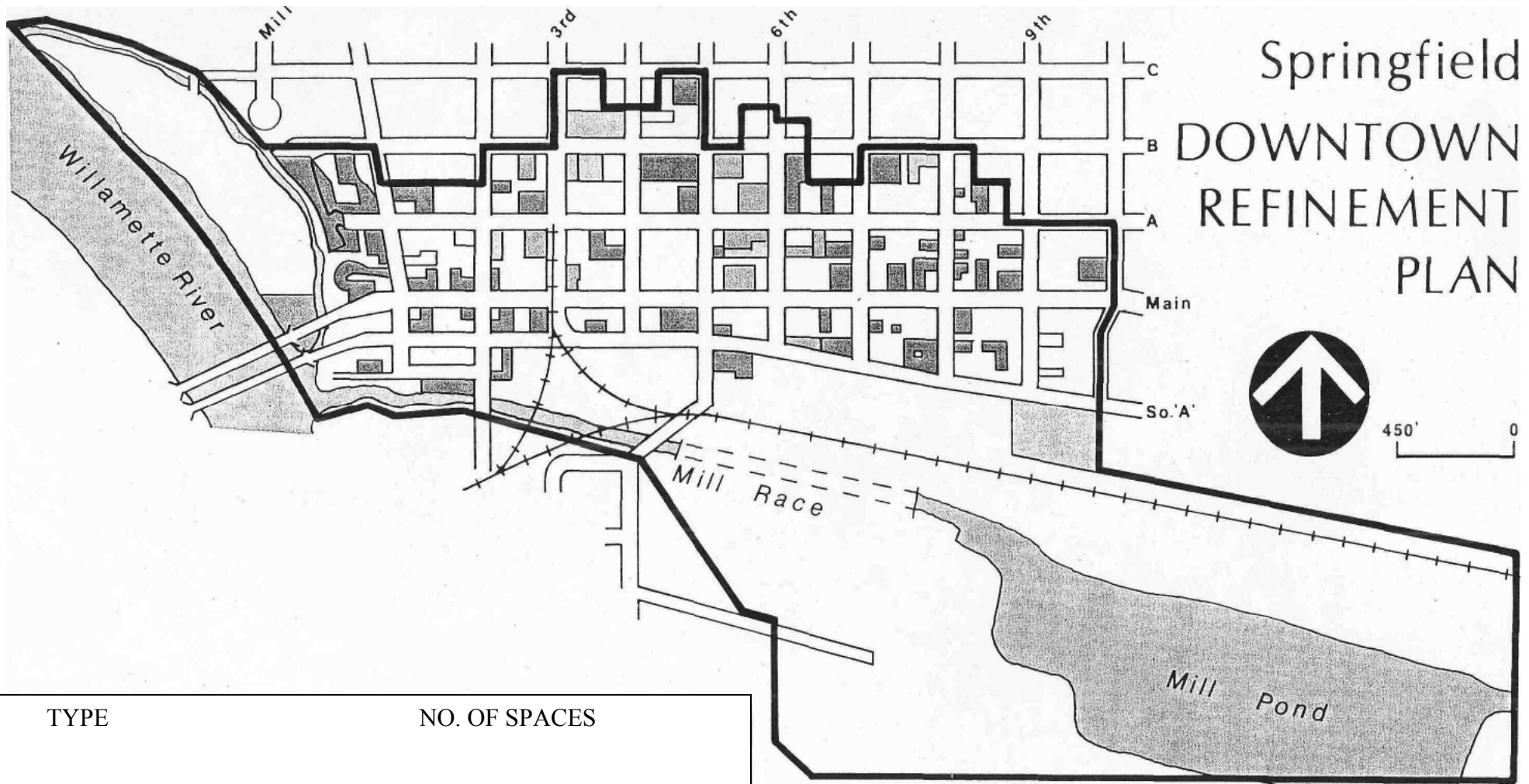
# Springfield DOWNTOWN REFINEMENT PLAN



## PLAN DIAGRAM





Map #4

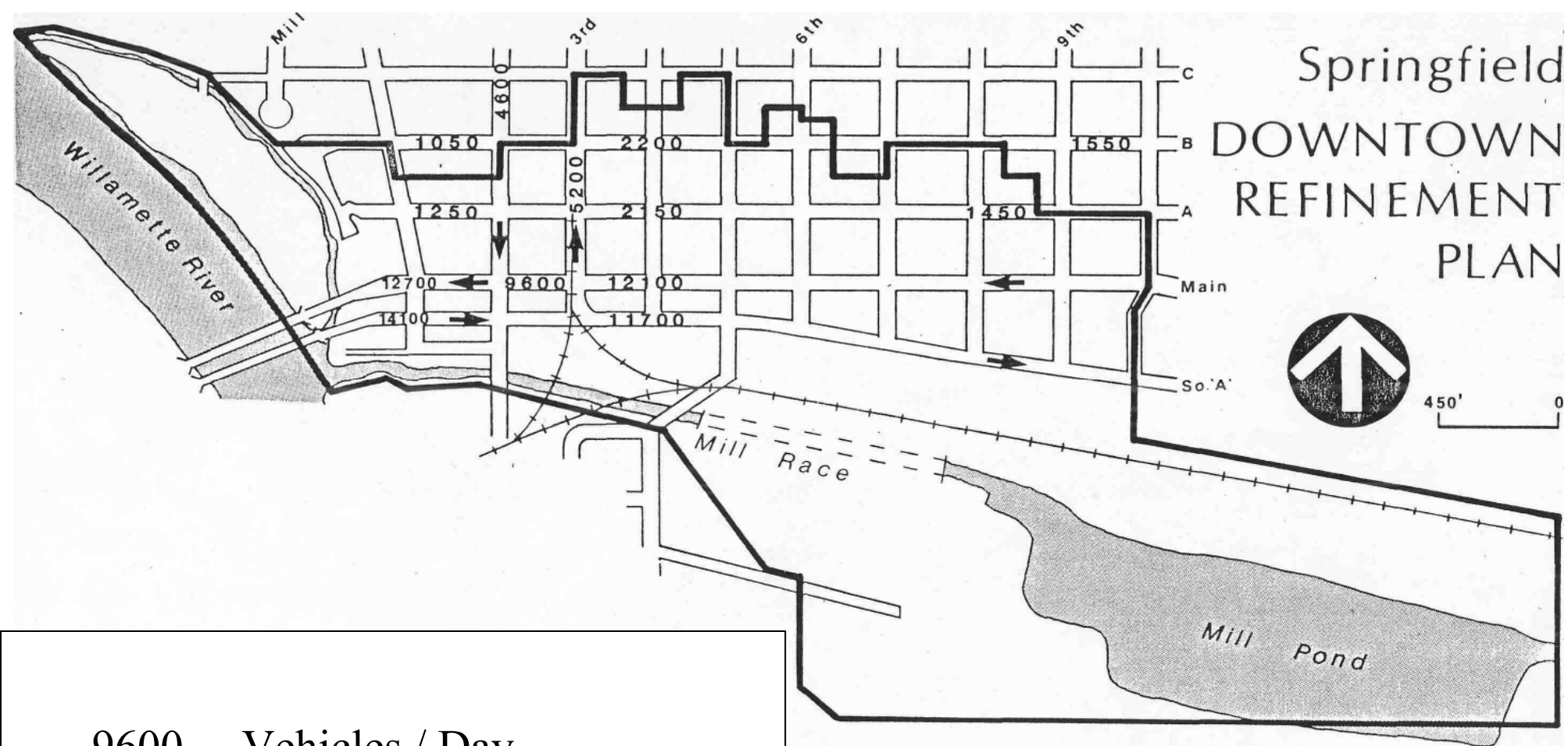
# Springfield DOWNTOWN REFINEMENT PLAN



## OFF-STREET PARKING

### MAP #5

TYPE	NO. OF SPACES
	Residential 82
	Employee 252
	Public 376
	Patron 1564
	<hr/>
	Total 2274



9600 Vehicles / Day

← One-Way Traffic Flow

**TRAFFIC FLOW**

**DEC. 1985**

Map #6

## **ECONOMIC DEVELOPMENT ELEMENT**

Economic Development of the Downtown requires a partnership of public, semi-working for the same end results. The City cannot dictate that development and redevelopment occur within a prescribed time line or without consideration of the market or financing requirements. The private sector cannot expect the City to ignore its standards and city-wide responsibilities or provide unlimited financial assistance.

The nexus of public-private efforts in Springfield and most other downtown's throughout the state occurs through collaboration and coalition of government and business, neighborhood advocacy and capital improvement, private investment and public incentives. This partnership needs to be maintained and strengthened, whether through an affiliated group of businesses, chartered neighborhood association or improvement district is not as important as simply getting it done. For its part, the city must be receptive to suggestions, and must be alert to the opportunities gained and lost through decisiveness or indecision.

The City wants the downtown to succeed economically, socially, and aesthetically. The Plan includes a coordinated approach, through compatible policy direction, to achieve this success. The Lands Use element contains a new subsection of 11 goals intended to guide city efforts at Downtown revitalization: new policies that expand the variety of uses and development options, including an emphasis on multi-family residential; and new implementation measures that commit City resources to assist the private sector in achieving economic vitality.

The Access, Circulation and Parking element further commits the City to actively pursue bicycle, pedestrian and transit improvements within and through the Downtown to enhance the shopping and living experience; to work with businesses to create solutions for off-street parking issues; and to work with Willamalane and LTD to improve and expand upon travel mode opportunities.

The downtown remains the true heart of the city, and an economically vital downtown is a strong indicator of the overall health of the city.

### **POLICIES**

- 1.** The City shall solicit comments regarding the reconstitution of a "Downtown Association" and shall make a commitment in the near-term to a decision on this matter.
- 2.** The City shall continue its partnership with ODOT regarding the Special Transportation Area designation of Main Street and the advantages this presents to adjacent businesses.
- 3.** The City shall maintain a variety of strategies and funding sources as incentives to development and redevelopment of the Downtown. This should include, but not be limited to: state revolving loan funds; Industrial Development Revenue Bonds; Oregon Business Development Fund; state lottery funds; CDBG grants and loan programs; tax increment financing; local improvement districts; economic improvement districts; and, special assessment districts.
- 4.** As the design and construction of the Justice Center evolves, the city shall work with nearby businesses and property owners to take advantage of opportunities to develop sites or structures to accommodate the various support uses that are likely to seek this proximity.

5. The city shall support Willamalane's efforts to develop parks and open spaces in the Refinement Plan area consistent with the Willamalane Park and Recreation Comprehensive Plan.
6. The City shall maintain City Hall availability as a meeting place for community groups and events.
7. The City shall support efforts to attract shoppers to the Downtown, including but not limited to specialty events such as festivals and parades, and recurring activities such as "farmer's Market."
8. The City shall support the retention of local businesses and the relocation of new business to Downtown.
9. Continue to support the promote efforts by the museum and the Library to stage events that attract children and young adults to the Downtown.
10. Continue to support the completion of the Wildish Theater.



## **DESIGN ELEMENT**

Perhaps more than any place in a City, people know intuitively when they are “downtown.” There is a physical, historical and personal presence in downtowns that cannot be duplicated in suburban shopping malls, large discount stores, campus office parks or residential monocultures. This is not to say these other features of cities are not important or do not add their own value to a community, because they do. But they are such a common and predictable feature of the landscape; it is hard to distinguish one from another. So it is ironic that the very sameness of these places has led to the demise of downtowns, the only place in most cities that offers a different and unique environment.

For a downtown to at least try and recapture its former glory as the “central business district” it must rely on its superior location, its more intimate proximity of businesses to customers, its usually eclectic mix of uses, its history, its architecture and its potential at every turn to be a place that simply does not exist anywhere else in town. The sum of all these parts constitutes the design of the downtown, and the best way to experience and appreciate this design is by being able to walk from place to place in safety and comfort.

In order to preserve what still works, promote what will work better, and reestablish the Downtown as the City’s principal destination requires an enduring and equitable public-private commitment. The City has attempted to categorize and itemize its commitment to this goal in the preceding pages of this Plan, including the re-designation and rezoning of most of the Downtown to Mixed-Use, Nodal Overlay. The policies of this element will continue this theme, but will also rely on the business and property owners to rekindle the self-reliance that was so prominent in the Downtown’s long history of success.

### **POLICIES**

1. The City shall work to reduce the visual clutter of signs and poles.

#### **Implementation**

The City shall work with sign companies, the State of Oregon and Downtown property owners to reduce the visual impact of billboards throughout the Downtown area, especially near entrances. This will include the possibility of eliminating billboards, purchasing billboards and transfer of billboards to areas outside Downtown.

The City shall attempt to remove two unused signs or poles in the Downtown for each new sign or pole erected in the public-right-of-way.

The City shall encourage businesses and property owners to remove unused and unnecessary signs and poles.

2. The City and Willamalane shall continue to develop and integrate the elements of the river, bridge, White Horse, Millrace and Island Park to enhance historic, recreational, and aesthetic values and promote tourism.

## **Implementation**

- a. Willamalane and the City shall work together with affected property owners to improve connections between Island Park and the Downtown, including exploring the feasibility of developing a pedestrian connection to the park from Main Street.
  - b. The City and Willamalane shall work together to complete the construction of the Millrace restoration project, including the Booth-Kelly/Mill Pond Natural Area Park improvements.
3. Alternative methods of lessening the negative aesthetic character of overhead electric lines in the Downtown area shall be examined and pursued by SUB. This may include: 1) undergrounding new service connections and “clean-up” of overhead express feeders in the near future, and 2) possible undergrounding of all lines in the future. Priorities for this action are as follows: 1<sup>st</sup> – South A Street; 2<sup>nd</sup> – Mill Street; 3<sup>rd</sup> – All remaining overhead lines within the Downtown area.

## **Implementation**

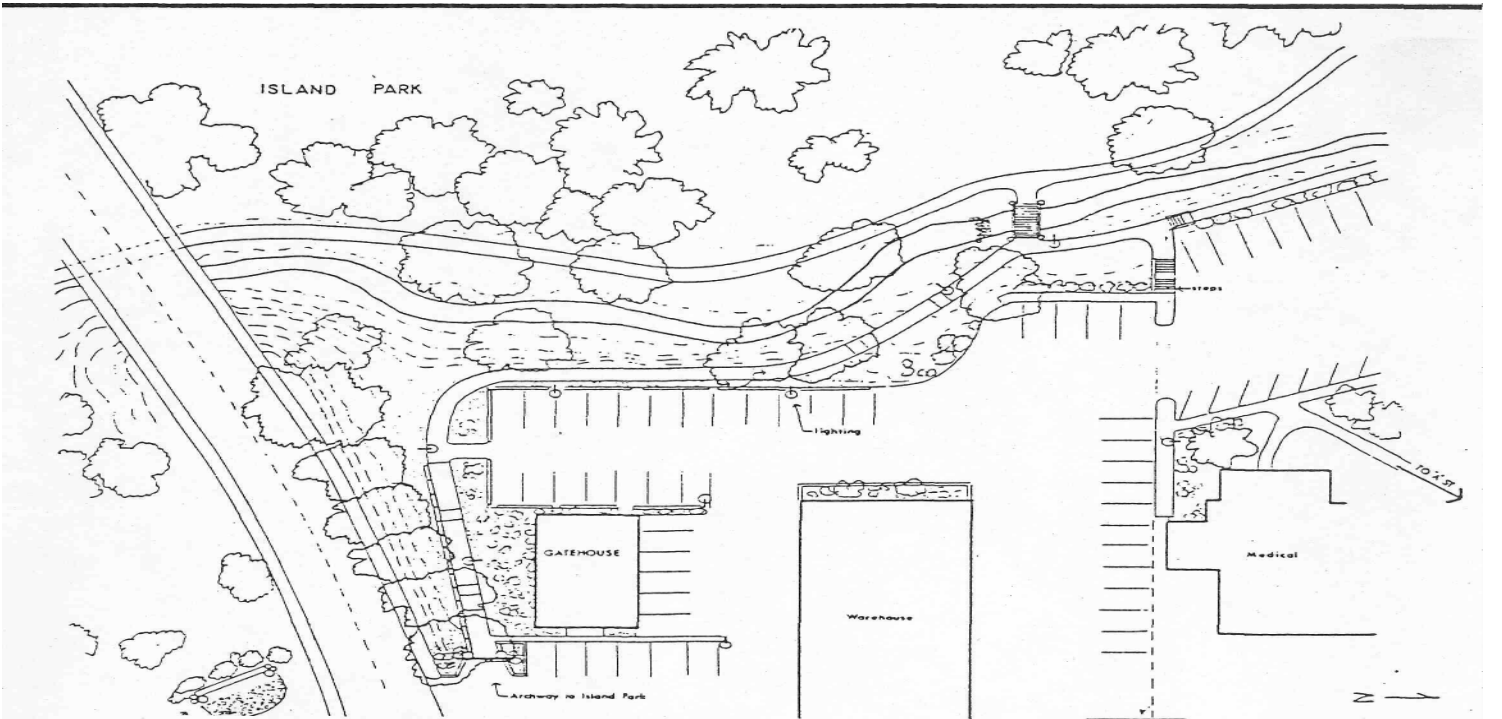
- a. SUB shall designate the Downtown area as an undergrounding district, and require new development to underground individual service lines.
4. The City shall continue to encourage the development and maintenance of “Art Alley.”

## **Implementation**

- a. Pedestrian improvement shall be provided as public and private funding becomes available, including but not limited to:
    - Crosswalks connecting the Alley across the streets
    - Weatherproof coverings
    - Plantings and other features to accent entryways
    - Funding through the City’s CIP should be considered.
5. All Downtown groups and agencies shall work together to enhance the character and identity of the Downtown as a place for people. This shall be accomplished by:
- installing pedestrian-oriented sidewalk lighting
  - development of plazas and pocket parks
  - improving and maintaining Downtown entrances
  - installing new street trees, planters and furnishings
  - limiting and reducing driveway accesses
  - improving street signs and traffic signals
  - improving pedestrian crossings and walkways
6. The City shall investigate the feasibility of a Downtown clock.
7. The City shall continue to obtain funding for street furniture.
8. The City shall support efforts by Downtown businesses to make building façade improvements.

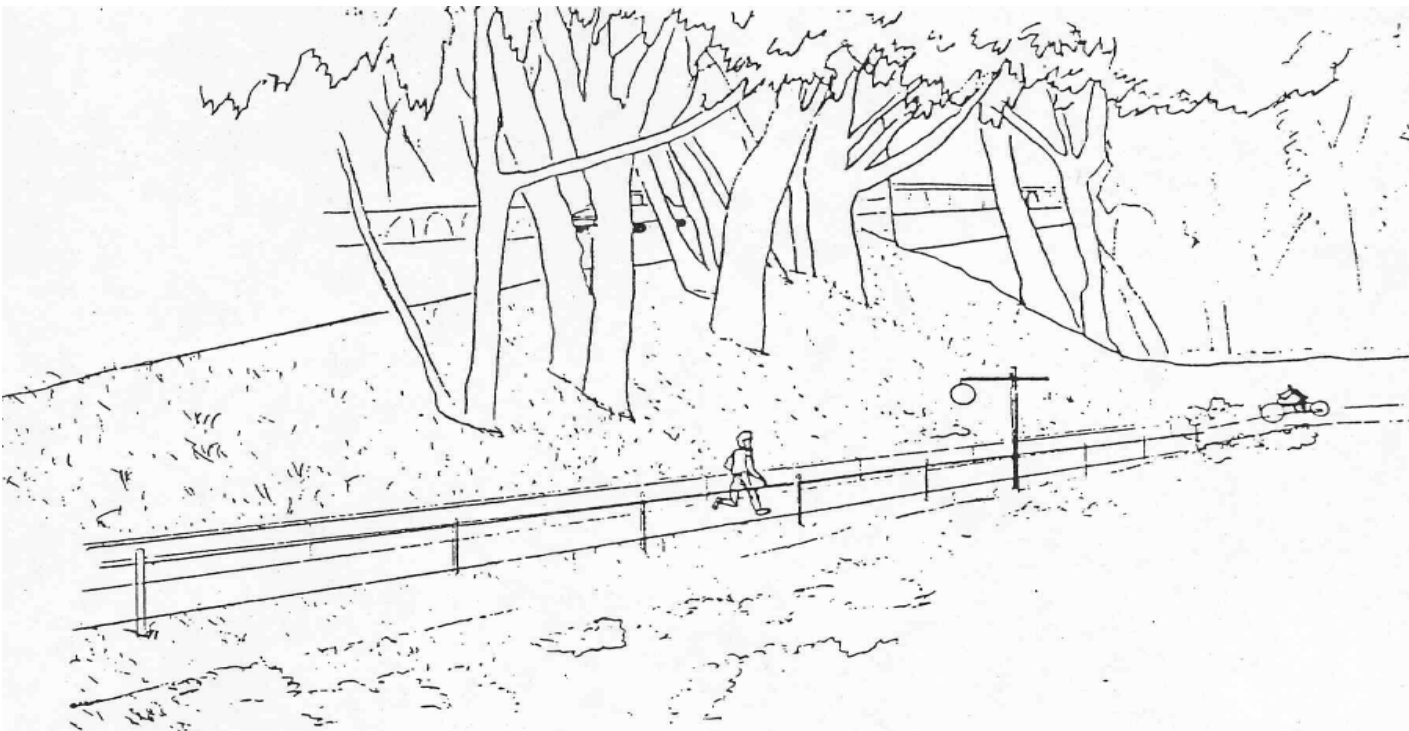
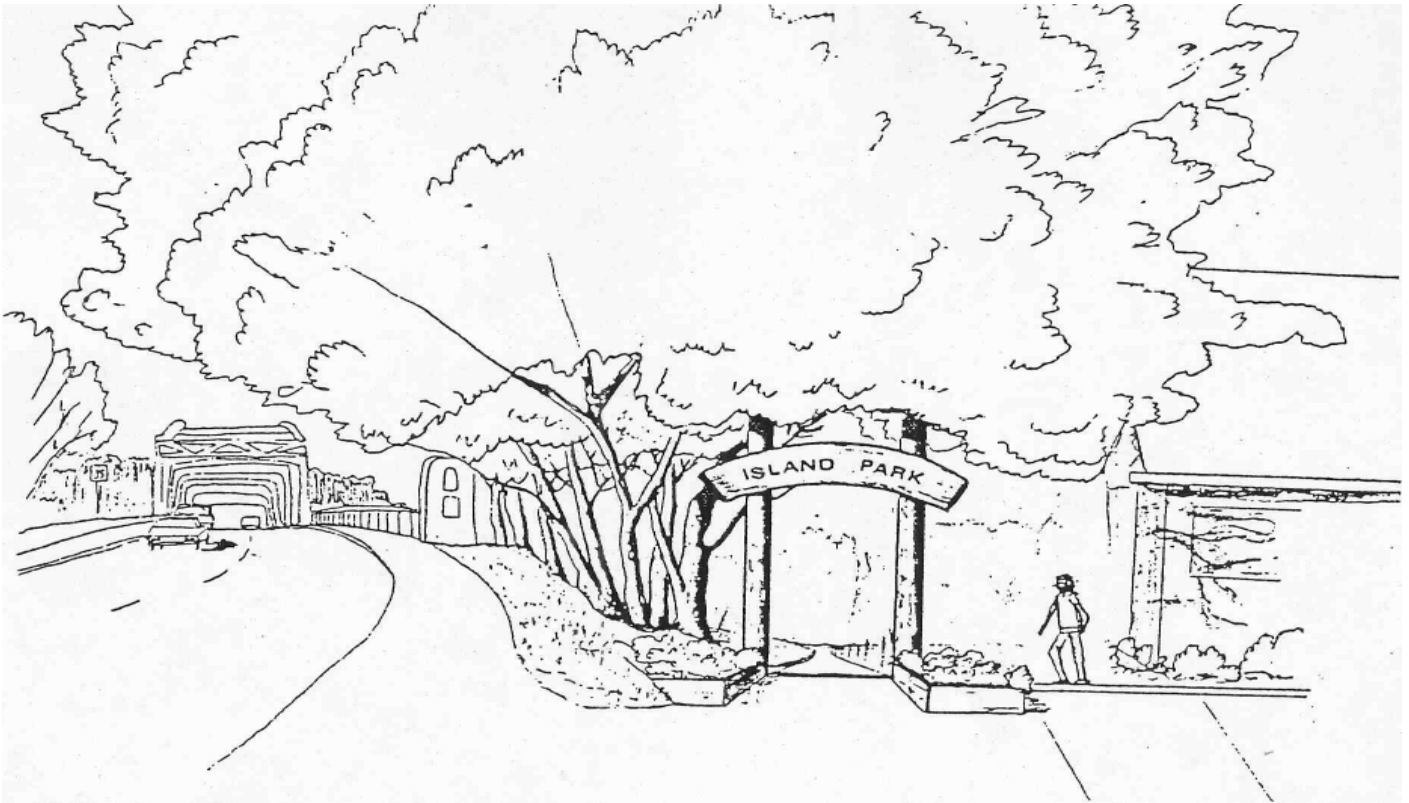
- 9.** The City shall consider suggestions from Downtown businesses regarding the use of portions of the sidewalks as temporary seating and display.
- 10.** The City shall work with ODOAT to identify and construct the right-of-way design features that are unique to state-designated STA's.

# ISLAND PARK PEDESTRIAN ENTRANCE

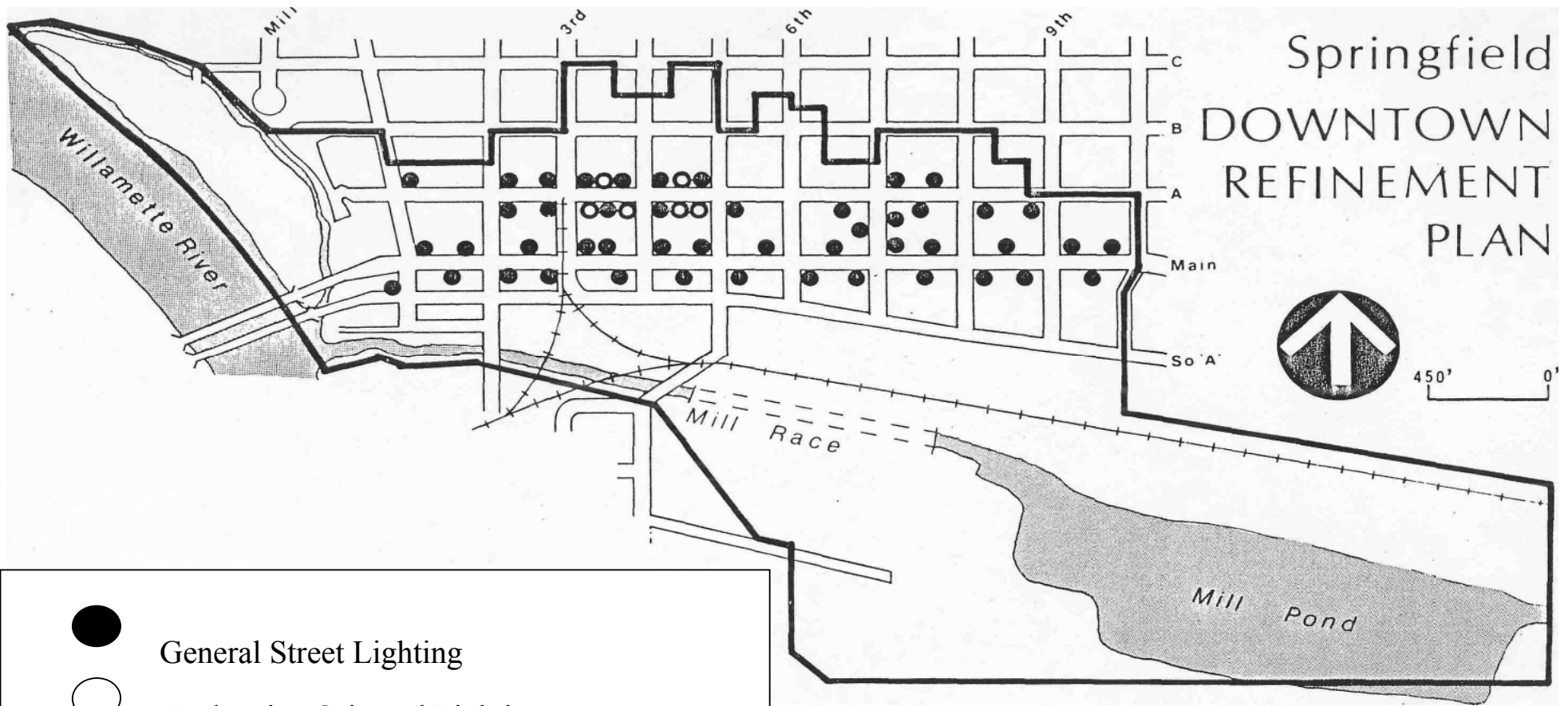


Tom Thompson – Landscape Architecture Intern

# ISLAND PARK PEDESTRIAN ENTRANCE



Tom Thompson – Landscape Architecture Intern



● General Street Lighting  
 ○ Pedestrian Oriented Lighting

This diagram displays existing street lighting on downtown's two major pedestrian streets. Main Street. And North A St., for the purpose of examining possible locations of proposed pedestrian oriented lighting.

## EXISTING STREET LIGHTING Map #7

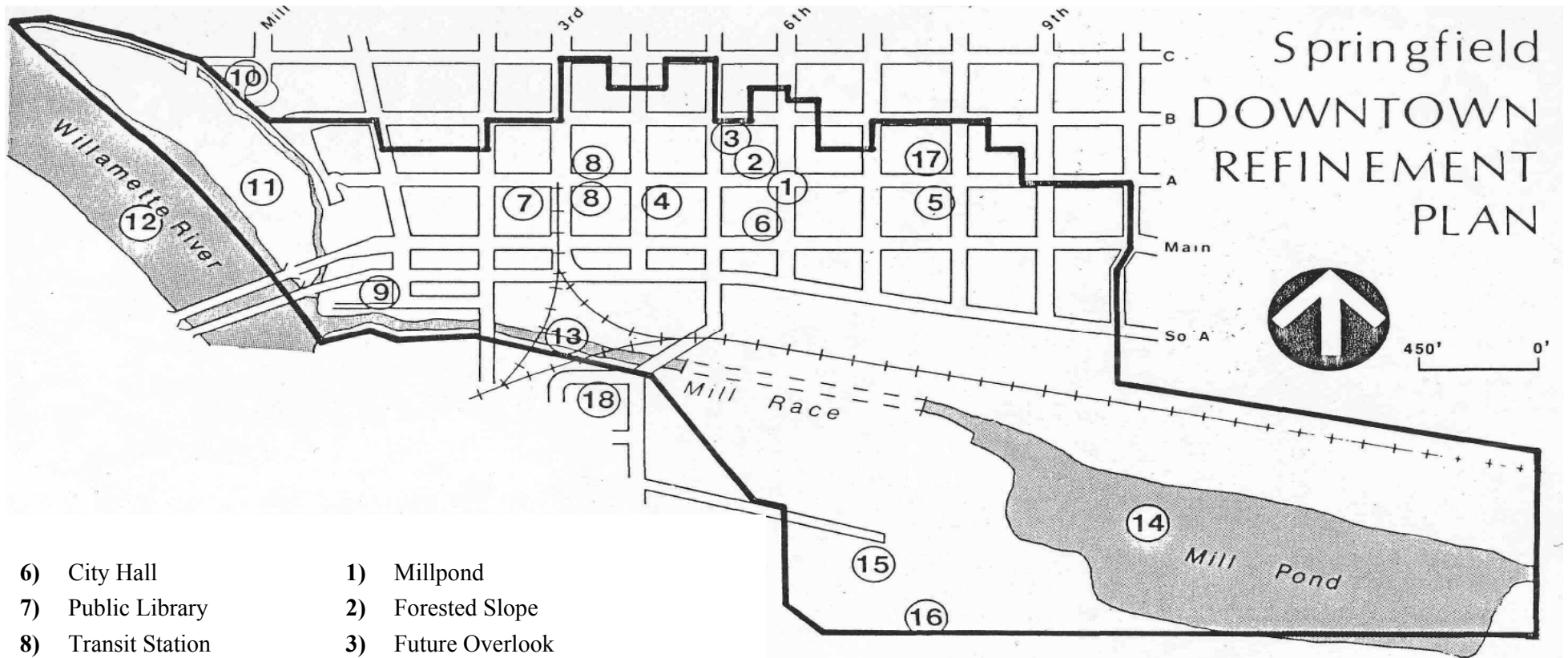
## **PUBLIC SPACES ELEMENT**

This element identifies areas suitable for development as public space and how such action compliments other efforts benefiting Downtown. The principal objectives in establishing public space throughout Downtown are to provide architectural contrast, enhance the pedestrian experience, and provide opportunities for outdoor recreation and relaxation. An additional benefit occurs through use of these spaces for community events such as craft fairs, farmer's markets and specialized exhibits. Public spaces do not need to be large or expensive to serve the purpose. The pocket park on Main Street, the Millrace overlook at the Depot, and the fountain in front of City Hall are examples of effective use of relatively small areas. Other areas that should be considered for use as public space include the Millrace adjoining the Springfield Station, portions of the Booth-Kelly site including the planned Booth-Kelly Natural Area Park, the public parking lot adjoining the south side of City Hall, and some portion of the Justice Center development area.

The continued and expanded use of public buildings for community events is another way of bringing people to the Downtown. Springfield City Hall, Willamalane Adult Activity Center, the Springfield Museum, and the Depot are examples of buildings that provide meeting space for the public and which are strategically located throughout the Downtown. Encouraging outside groups to reserve these facilities introduce visitors to the various shops, restaurants and businesses Downtown that might otherwise seldom be considered for patronage by people from out of the area.

### **POLICIES**

1. The City shall encourage the development and use of sites throughout Downtown for displays, exhibits, festivals and other events of public interest.
2. The City and Willamalane shall continue to explore the creation and development of public space improvements in the Downtown including a Downtown overlook and improved pedestrian access to Island Park, the Millrace, and the historic Briggs Ferry Landing.
3. The City shall endeavor to maintain funding for maintenance programs on Downtown streets, sidewalks, and City-owned public spaces.
4. The City, in cooperation with downtown businesses, should identify funding for, design, and construct a New Main Street plaza at the location of the parking lot on the south side of City Hall. The plaza would serve as the primary civic gathering public space in the core of the downtown. The design would explore whether it should be a dual use as both parking and plaza, or be converted to all plaza. The long-term vision for this space would include reconstruction of the south side of City Hall to complement the plaza.



- |                               |                    |
|-------------------------------|--------------------|
| 6) City Hall                  | 1) Millpond        |
| 7) Public Library             | 2) Forested Slope  |
| 8) Transit Station            | 3) Future Overlook |
| 9) Willamalane Admin.         | 4) Post Office     |
| 10) Willamalane Rec. Center   | 5) Viewpoint       |
| 11) Museum                    |                    |
| 12) Children's Services       |                    |
| 13) Springfield Utility Board |                    |
| 14) White Horse               |                    |
| 15) Senior enter              |                    |
| 16) Island Park               |                    |
| 17) Willamette River          |                    |
| 18) Millrace                  |                    |

## AMENITIES & PUBLIC FACILITIES

Map #8



## **FUTURE PLANNING ELEMENT**

In order for this document to remain responsive to its policies and the forces and events that influence implementation, it is advisable to monitor progress at regular intervals. Of critical importance is the success of the various partnerships identified in the Plan, including the City and Willamalane, the City and ODOT, and the City and Downtown businesses. If these partnerships are challenged due to circumstances not contemplated by this Plan, it is important to overcome these difficulties through all reasonable means necessary, including amendments to this Plan.

### **POLICIES**

1. The Development Services Department shall make bi-annual reports to the City Council regarding progress at Plan policy implementation. Where progress may be improved through amendments to this Plan, the Council shall initiate those amendments as necessary.

## Map Amendments

- Map #1**      **Proposed Projects** – Update by deleting completed projects and adding new projects.
- Map #2**      **Existing Land Use** – Update with uses as of July, 2005.
- Map #3**      **Current Zoning Feb. 1986** – update with zoning as of July, 2005.
- Map #4**      **Plan Diagram** – update with new Nodal Overlay.
- Map #5**      **Off-Street Parking** – update to July, 2005.
- Map #6**      **Traffic Flow Dec. 1985** – update to July, 2005
- Map #7**      **Existing Street Lighting** – update to July, 2005
- Map #8**      **Amenities & Public Facilities** – update to July, 2005
- Map #9**      **Millrace Restoration Plan** - new

## FINDINGS

1. The Downtown area has a mix of uses including; residential, commercial, retail, and industrial. \* (LU-A1)
2. There is a lack of continuity in building color and facades within any one block of the Downtown. (LU-B2, ED-1)
3. Island Park is the only park in the Downtown area. (PS-5)
4. There are features which distinguish Downtown from the rest of Springfield. These include: the historical quality of several buildings, and large concentrations of commercial buildings and public facilities. (ED-4c, 5, DES-6)
5. The entries to Downtown have few features which “announce” the beginning of Downtown. (DES-6, 4)
6. There are a number of types of service businesses which would be important to the revitalization of Downtown. (LU-B3, 4)
7. There are large buildings within Downtown which could accommodate a single structure, multiple-use facility. (LU-B4)
8. There are residential areas abutting the Downtown area. (LU-A1, 2)
9. The Downtown alleys are currently used as loading, access, storage, and garbage receptacle locations. (LU-B5, DES-5)
10. The Millrace and Mill Pond are important historical and natural features of the Downtown and Springfield. (LU-C2a, f, DES-6, PS-3)
11. The Booth-Kelly site is important to the Downtown because of its potential for complementary development. (LU-Cb, PS-3)
12. There are existing medium and heavy industrial uses on the Booth-Kelly site.
13. The Booth-Kelly site is primarily in single ownership.
14. There are significant natural amenities on the Booth-Kelly site: the Millrace & pond, riparian vegetation, and the hillside. (LU-C2a, 4a, b, c, DES-6, PS-3)
15. Access to the Booth-Kelly site is presently inadequate for major development. (LU-C2b, ACP-7)
16. There are heavy industrial uses northeast of the Booth-Kelly site which could impact or be impacted by development of the site. (LU-C2c, 4c)
17. The heavy industrial uses northeast of the Booth-Kelly site use water from the Millrace for industrial purposes. (LU-C2c)

18. Pedestrian activity is not well established or planned for within the Downtown area, it is not a people place. (LU-B4, DES-2, 5, 9, ED-5)
19. (Reserved for expansion.)
20. The hillside south of Downtown provides an excellent view of the City. (LU-C2e, PS-2)
21. The current mixture of signs, utility poles, unpainted buildings and billboards produce a visually cluttered image of the city. (DES-1, 4, 8, 9j)
22. The technology exists which makes undergrounding of utility line possible. (DES-4)
23. There is a street tree planting program (100 Trees – 100 Years) currently in effect in the Downtown area. (DES-8a, 9d)
24. There are areas of sidewalk within Downtown which need repair and some sections of South A Street which have no sidewalks. (DES-4, 8, 9)
25. Access to Dorris Ranch Park is via South 2<sup>nd</sup> Street, bike lanes are planned to the site in the Trans Plan. (ACP-1, 5)
26. The railroad right-of-way which parallels 3<sup>rd</sup> Street north of North A Street is abandoned and for sale. (ACO-2)
27. There is a large amount of parking within Downtown. ACP-3)
  - a. Parking distribution does not meet demand in all areas. (ED-5b)
  - b. City employee parking is perceived to be located too far from the place of employment.
28. Truck traffic passing through Downtown is perceived to:
  - a. be a hazard, and
  - b. produce excessive noise.. (ACP-6)
29. The transit layover system is not perceived to by merchants to be a significant incentive for shoppers. (ASP-8)
30. Many students of the University of Oregon live close to Downtown Springfield. (LU-A1, 2)
31. Residential rent rates are low in and around the Downtown in comparison to the metro area as a whole. (LU-A1, 2)
32. Commercial rent rates are low in Downtown in comparison to the metro area as a whole. (LU-B3)
33. Springfield has an active Downtown association (Springfield Downtown Association) and manager. (ED-1)

34. Downtown Springfield is a member of the National Main Street Program. (ED-1)
35. The Park-to-Park bike path system has been planned to continue through Springfield. (ACP-5)
36. No bikeway connection presently exists between the Downtown and Springfield to the east.
37. Competition for public and private funding is growing while availability of funds is shrinking. (ED-2)
38. Downtown Springfield is not currently a destination point for tourism. (ED-3, DES-5)
39. Much of the historic character of Springfield is rooted in Downtown; the Willamette River, the Booth-Kelly mill site and Millrace, the original town site, and several historic buildings. (LU-C2a, ED-4, DES-6)
40. Downtown is the governmental, cultural, and historical center of the city. (LU-A1, ED-5)
41. The Southern Pacific Railroad Depot has been designated as a City historical landmark (ED-41)
42. A study has determined that moving the Depot is feasible. (ED-4a)
43. The historic Briggs Ferry Landing site is near the southwestern edge of the Downtown area. (ED-4b)
44. There are a number of commercial buildings within Downtown which could qualify for renovation incentives. (ED-4c)
45. The area underneath City Hall has potential as a community staging area. (ED-5b, DES-9a, PS-7)
46. Part of the area underneath City Hall is used for the storage of City vehicles. (ED-5b)
47. Approximately one third of the area beneath City Hall is unused space. (ED-5b)
48. Downtown has a regional bus transfer station. (ACP-8)
49. There are no public rest rooms located at the Transit Station causing bus patrons to use City Hall rest room facilities. (ED-5d)
50. There are numerous commercial vacancies in Downtown. (LU-B3)
51. There are 9 second-hand stores in the Downtown area.
52. There are 12 restaurants in the Downtown area.
53. The museum and library are important cultural features of Downtown. (ED-8, PS-1)
54. There are 2574 parking spaces (on and off-street) in the Downtown Core area. (ACP-3)

- 55. The only soils with development constraints in the Downtown area are located on the hillsides and in Island Park. (LU-C2e)
  - 56. A portion of the Millrace has been covered on the Booth-Kelly site. (LU-C2d)
  - 57. Much of the Core Area has underground utilities.
  - 58. Small-scale retail is important in the Downtown area.
  - 59. There are several destination point retail businesses in the Downtown area.
  - 60. Approximately 40% of the Core Area is paved.
  - 61. The reconstruction of Main St. and the overlaying of South A St. is currently under consideration by the state for funding by the state of Oregon. (DES-8, 9j)
  - 62. 5<sup>th</sup> St. is funded for reconstruction by the City.
  - 63. Some sections of the Downtown water distribution system are in poor condition particularly those sections which constructed of wrought iron or OD steel.
- The policy numbers which follow the findings and assumptions are to aid the user of this plan in finding the policies that relate to each finding.

ACP	Access, Circulation and Parking
LU	Land Use
ED	Economic Development
DES	Design
PS	Public Spaces

## ASSUMPTIONS

1. The site plan review process will be used in the Downtown area. (LU-B5)
2. Piece-meal development of the Booth-Kelly site is undesirable. (LU-C1, 2)
3. The natural amenities of the Booth-Kelly site should be preserved. (LU-C2a, g, 4a, b, c)
4. Public access to the Millrace and pond are desirable. (LU-C2b, 4c, ACP-7, PS-3)
5. Exposing the Millrace across the Booth-Kelly site would be desirable if feasible. (LU-C2d)
6. Billboards are inappropriate in a downtown area due to their disproportionate scale with Downtown features. (LU-B1, DES-1a, 7)
7. Encouraging stronger ties with the University of Oregon is important could increase activity and business within the Downtown. (ED-6)
8. It is important to have SDA actively involved in the effort to revitalize Downtown businesses. (LU-B3, ED-1)
9. It would be beneficial to Downtown to encourage bicycle traffic in and around Downtown.
10. It is desirable to increase transit ridership and convenience of service to Downtown businesses. (ACP-8)
11. It is beneficial for the City to work with the private sector to enhance the visual quality of Downtown. (ED-1, DES-5,7, PS-1)
12. A pedestrian oriented Downtown is necessary for the revitalization of the area. (LU-C2b, 3a, ACP-4, DEWS-5,9)
13. Moving the historic depot is important as an integral part of the revitalization process. (ED-4a)
14. Expansion of office/professional uses in the Downtown is desirable. (LU-A1, B2)
15. To increase Downtown's viability as an activity center it must become a people place. (ED-5, DES-5,9, PS-1,7)
16. Medium and high density residential is desirable in and near Downtown. (LU-A1, 2)
17. Ties between Island Park and the Downtown Core Area need to be strengthened. (DES-3a)
18. There is a need to visually define Downtown as a unique and coherent area. (DES-2, 6, 7, 9, PS-1)

- The policy numbers which follow the findings and assumptions are to aid the user of this plan in finding the policies that relate to each finding.

ACP	Access, Circulation and Parking
LU	Land Use
ED	Economic Development
DES	Design
PS	Public Spaces



## **APPENDIX**

The following items have been included for informational purposes only, and do not necessarily represent policies contained within this document.

## SUMMARY

### DECA Springfield Shopping Survey

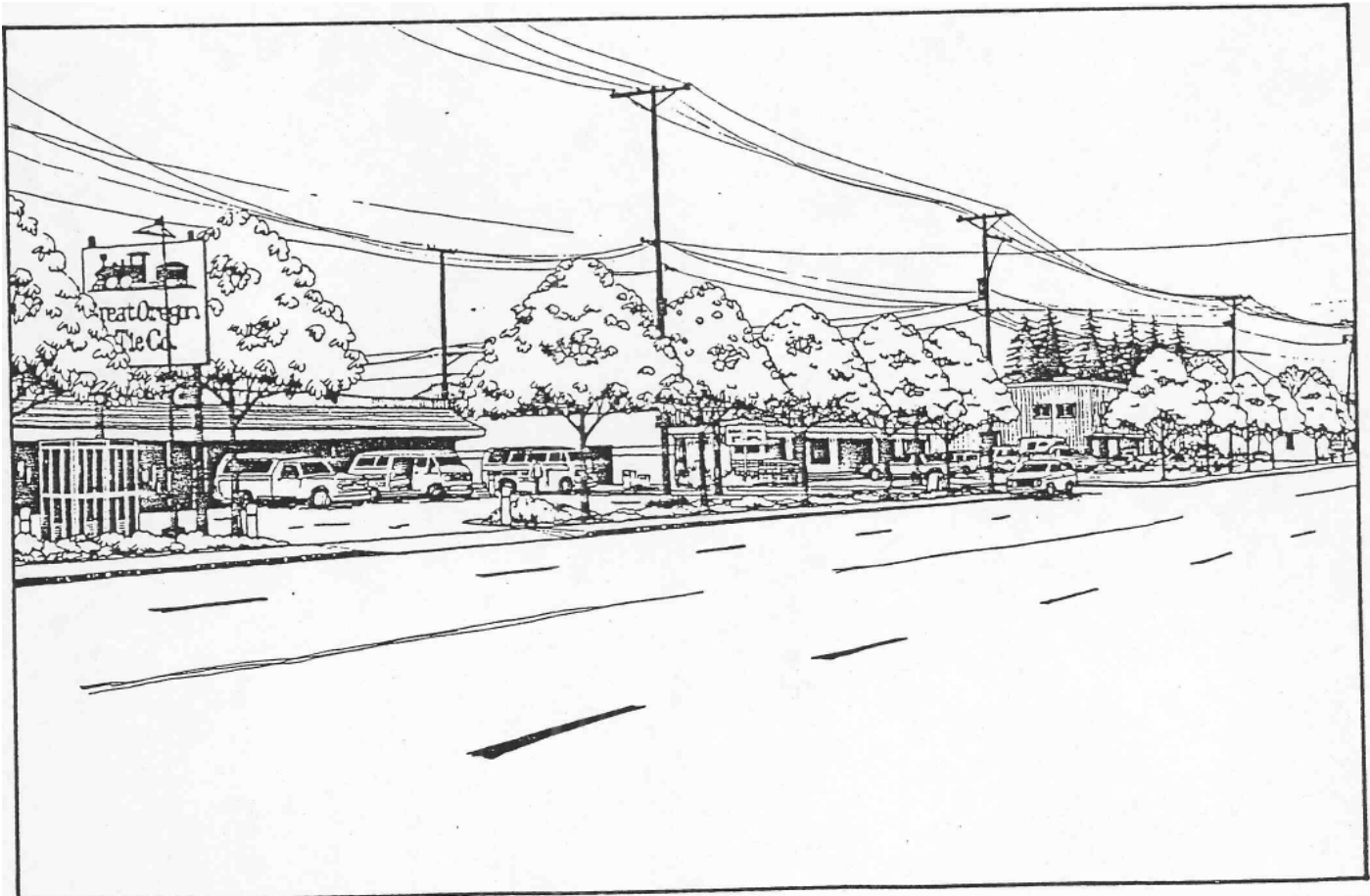
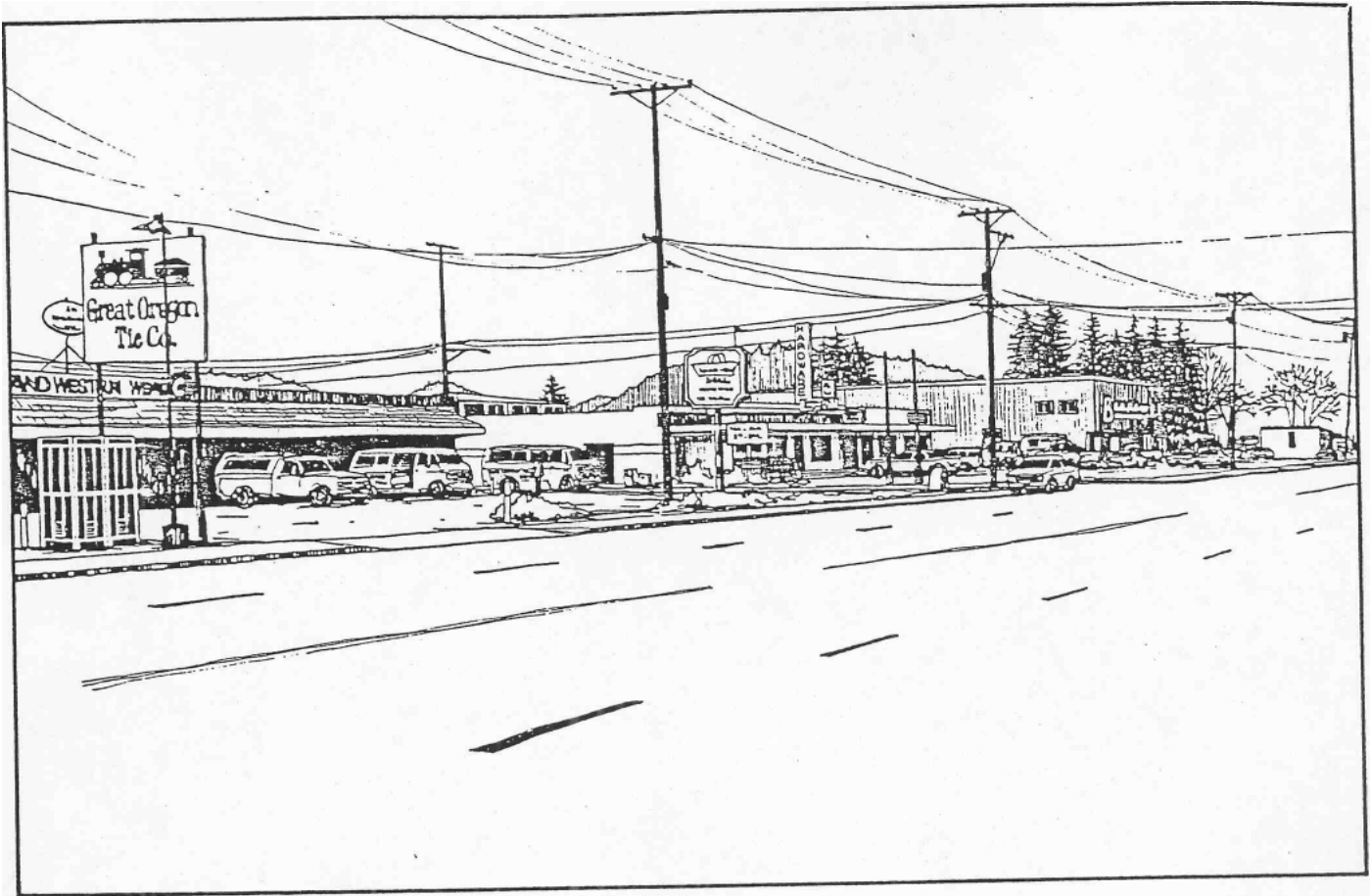
During the 1984-85 school year the Springfield High School's DECA (Distributive Education Clubs of America) chapter developed the manual Shopping Habits of Springfield Residents. The purpose of the study was to ascertain the shopping habits of Springfield residents in order to provide merchants with a database to work from in providing service to Springfield. The survey looks at all of Springfield, however, there are certain sections which are relevant to the Downtown area. The following is a brief summary of elements relevant to Downtown.

- Of the Springfield residents who shop in Springfield only 8.5% shop frequently Downtown and 48% shop only occasionally Downtown.
- 96% shop in Eugene, with 60% making special trips to Eugene for goods.
- 55% of those polled felt they had to go to Eugene to get certain items, some of these items are;
  - a) Clothing 46%
  - b) Athletic, 13%
  - c) Selection, 8%
  - d) Household goods, 6%

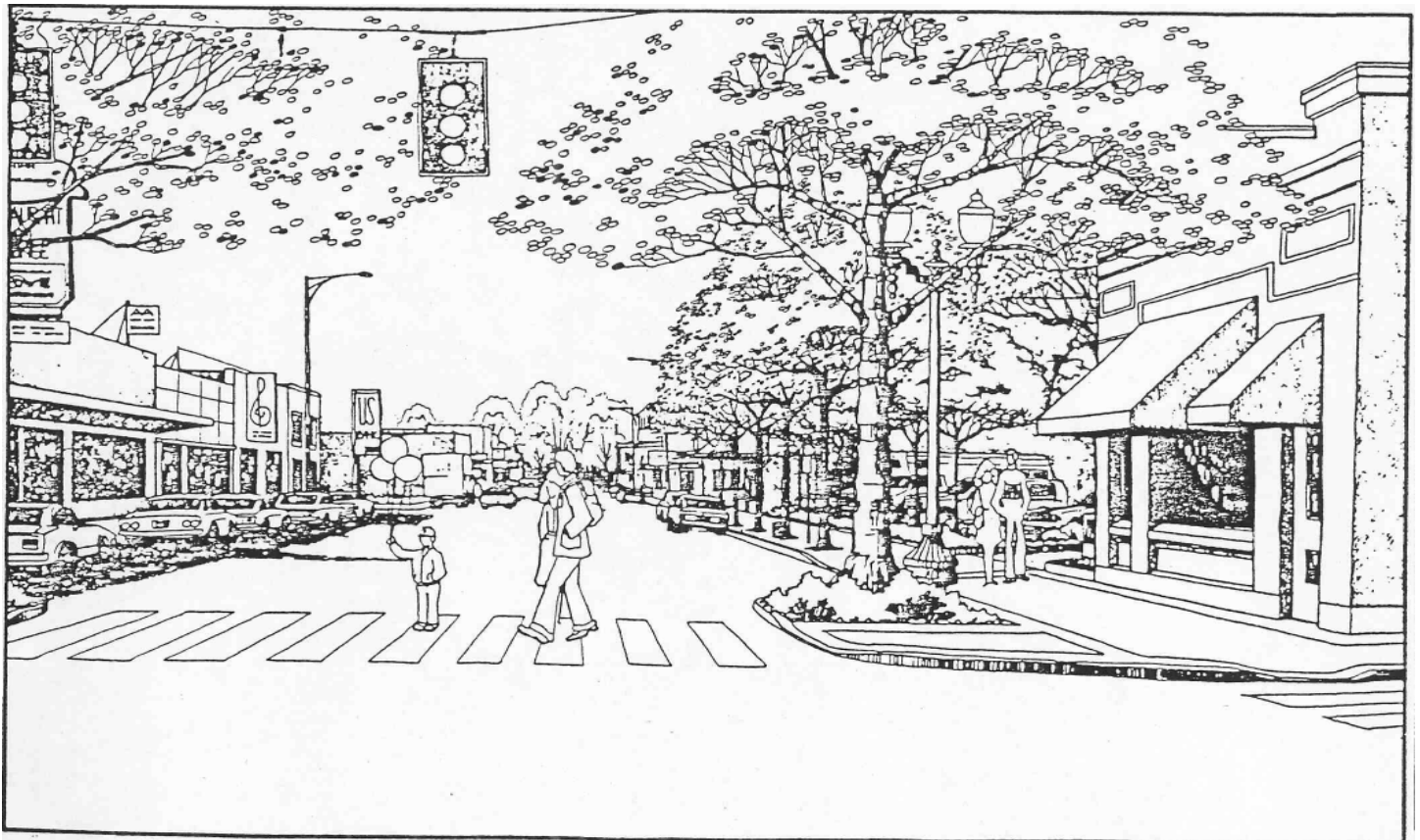
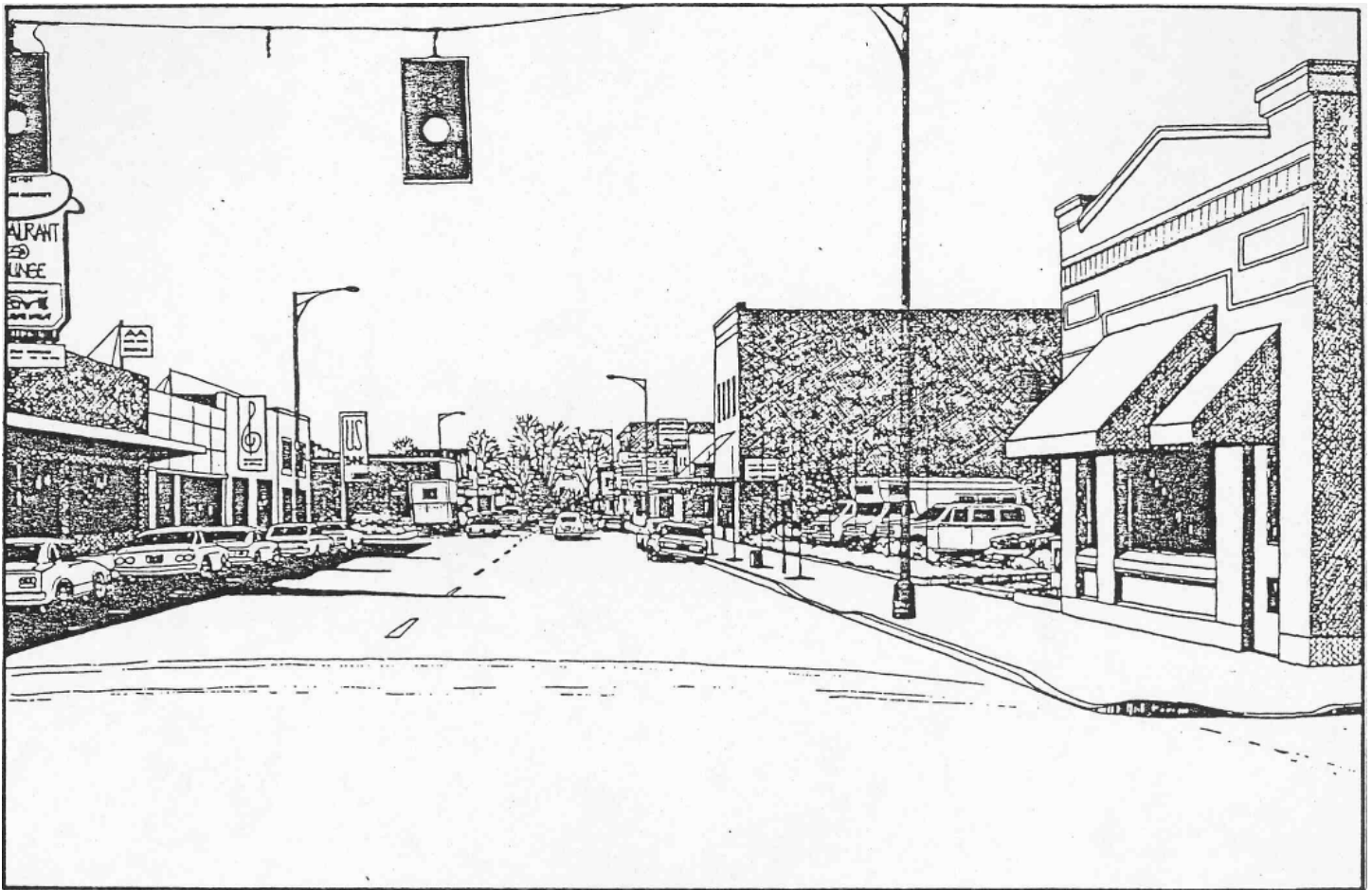
The major conclusion which can be drawn from this information is;

- Downtown is not providing the type of goods which the people of Springfield are shopping for. In order to attract these shoppers, Downtown needs to provide the types of products and services which they leave the City to find; clothing stores, athletic supplies, and household goods. In addition, there must be a substantial increase in the selection of goods provided and the diversity of businesses in the Downtown.



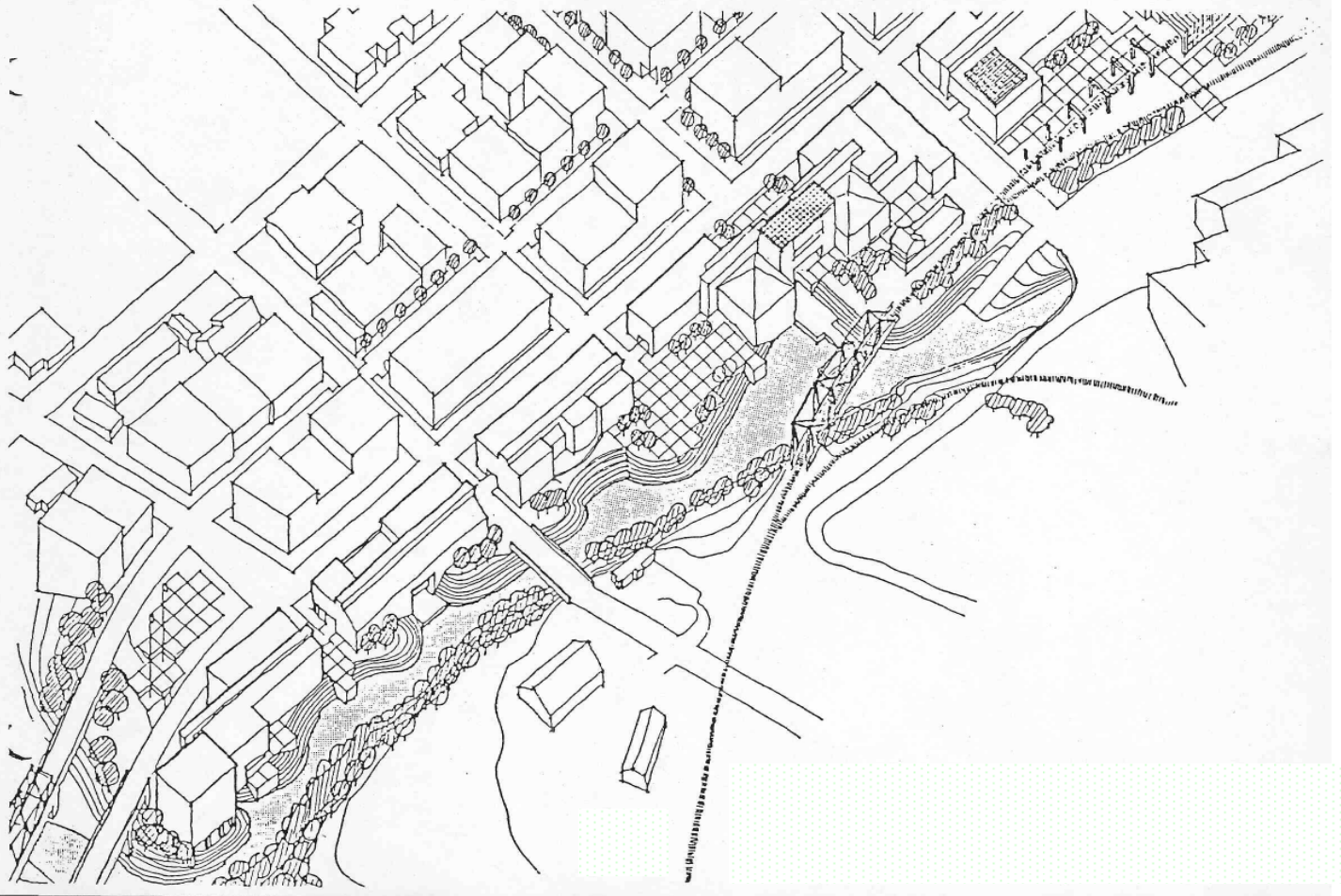
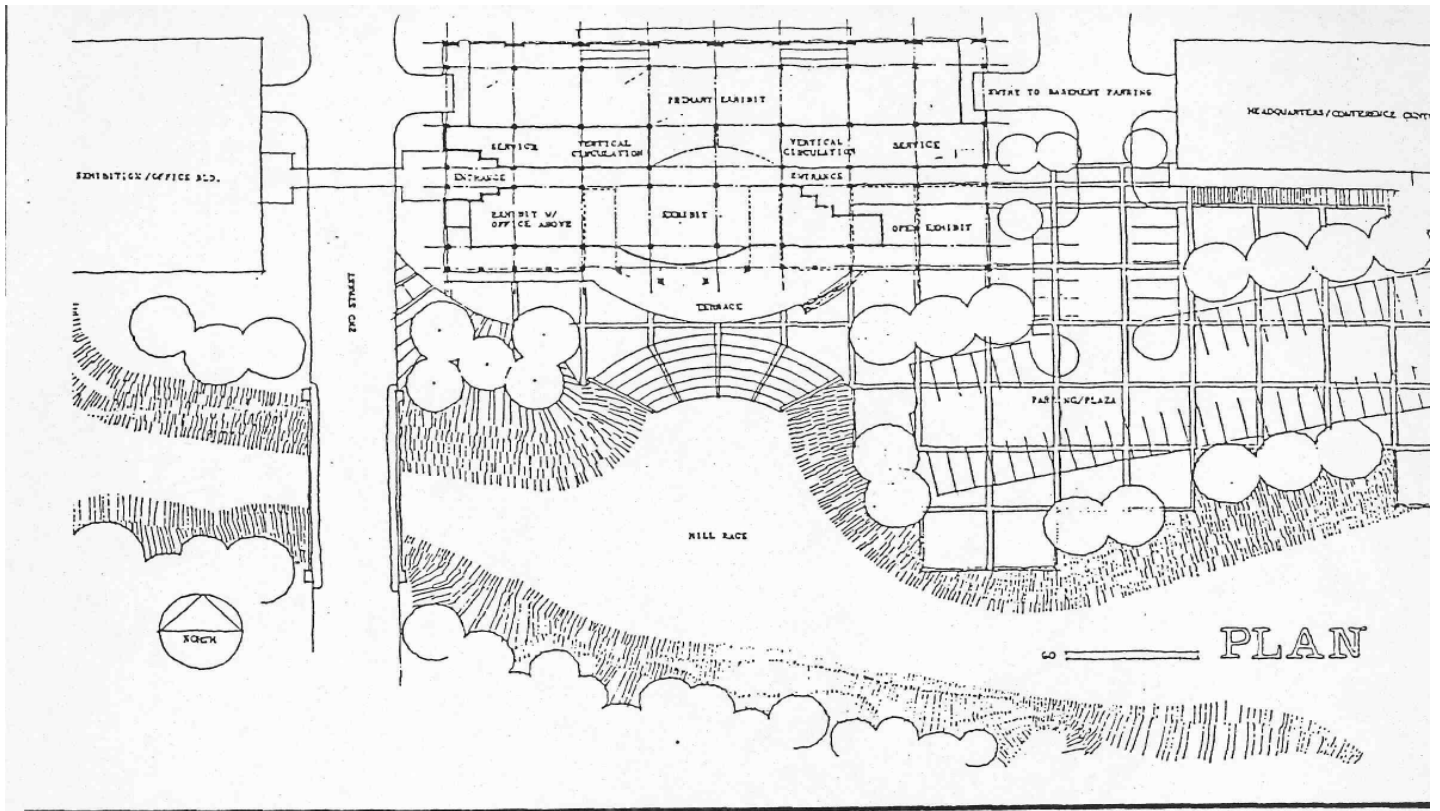


Cameron & Assoc., Community Development Proposal, 1983



Cameron & Assoc., Community Development Proposal, 1983





Downtown Springfield  
 Architecture Studio Design, James Pettinari, Instructor

Downtown Springfield

Architecture Studio Design, James Pettinari, Instructor,

EXISTING  
CONDITION

MAXIMUM  
INFILL

GROWTH AND  
DISPLACEMENT

DOWNTOWN DENSITY STUDIES

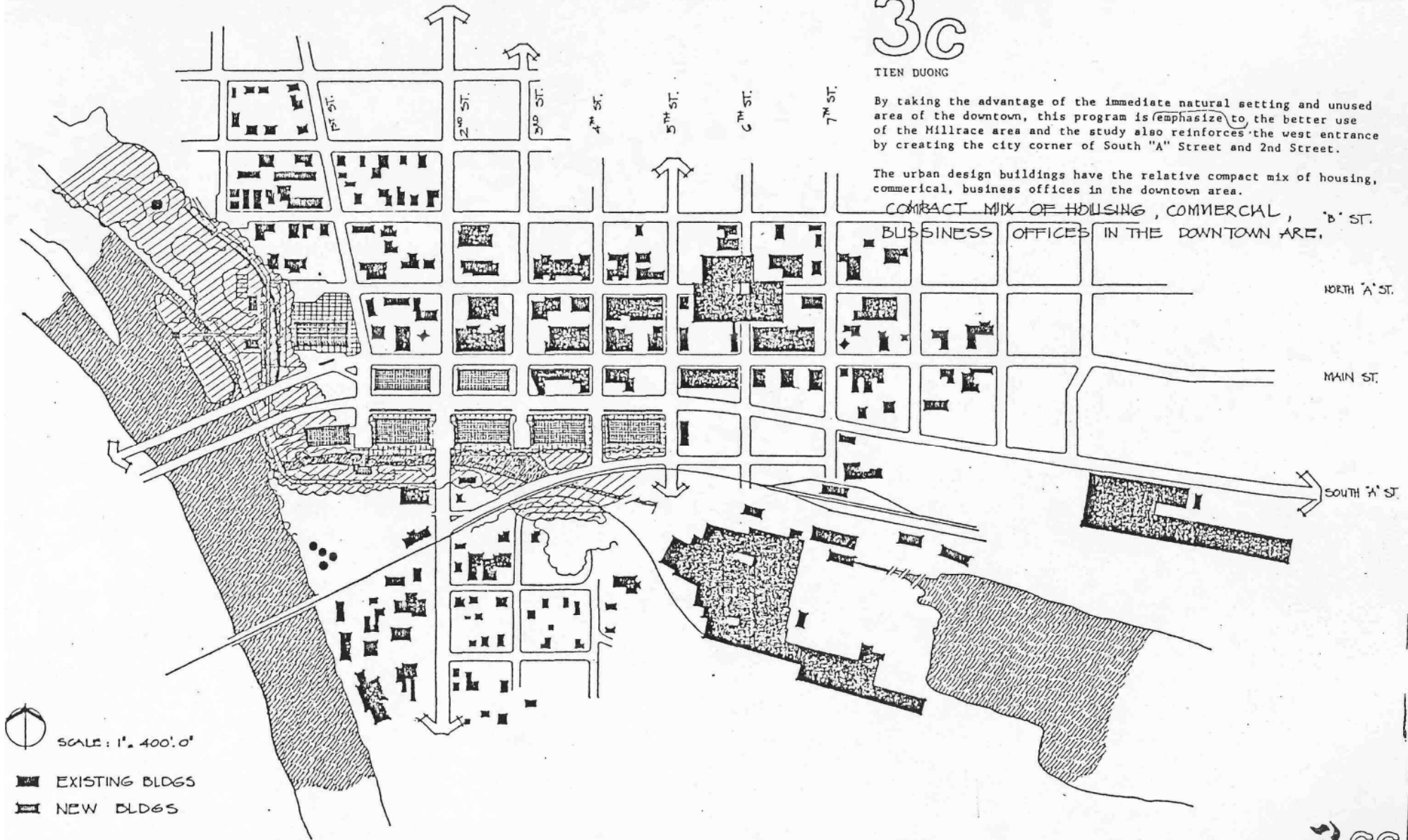
3c

TIEN DUONG

By taking the advantage of the immediate natural setting and unused area of the downtown, this program is emphasize to the better use of the Millrace area and the study also reinforces the west entrance by creating the city corner of South "A" Street and 2nd Street.

The urban design buildings have the relative compact mix of housing, commercial, business offices in the downtown area.

COMPACT MIX OF HOUSING, COMMERCIAL, BUSINESS OFFICES IN THE DOWNTOWN AREA.



SCALE: 1" = 400' 0"  
 ■ EXISTING BLDGS  
 ▨ NEW BLDGS

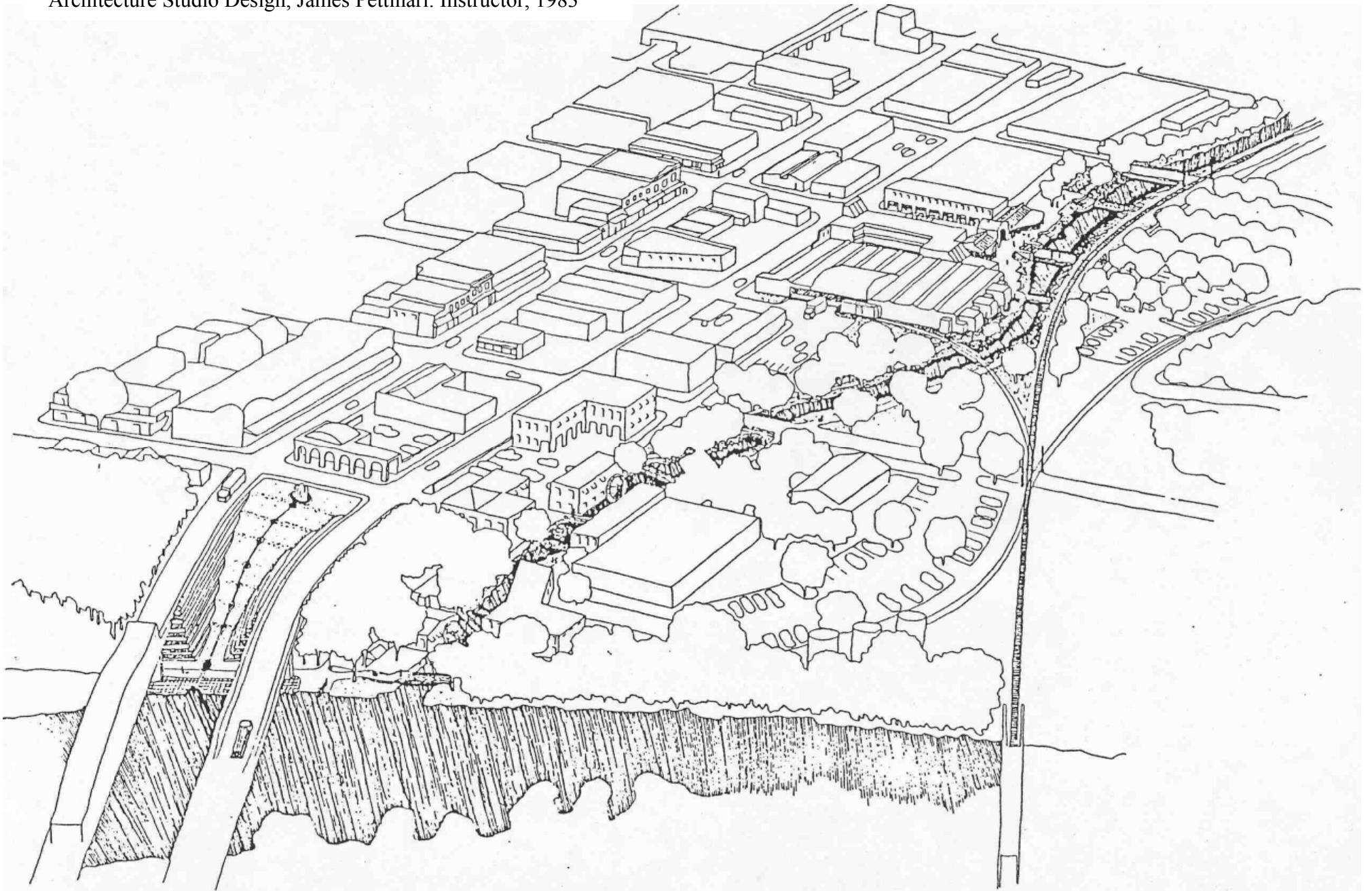
PROJECTED ENCLOSURE

366

TIEN DUONG 2.



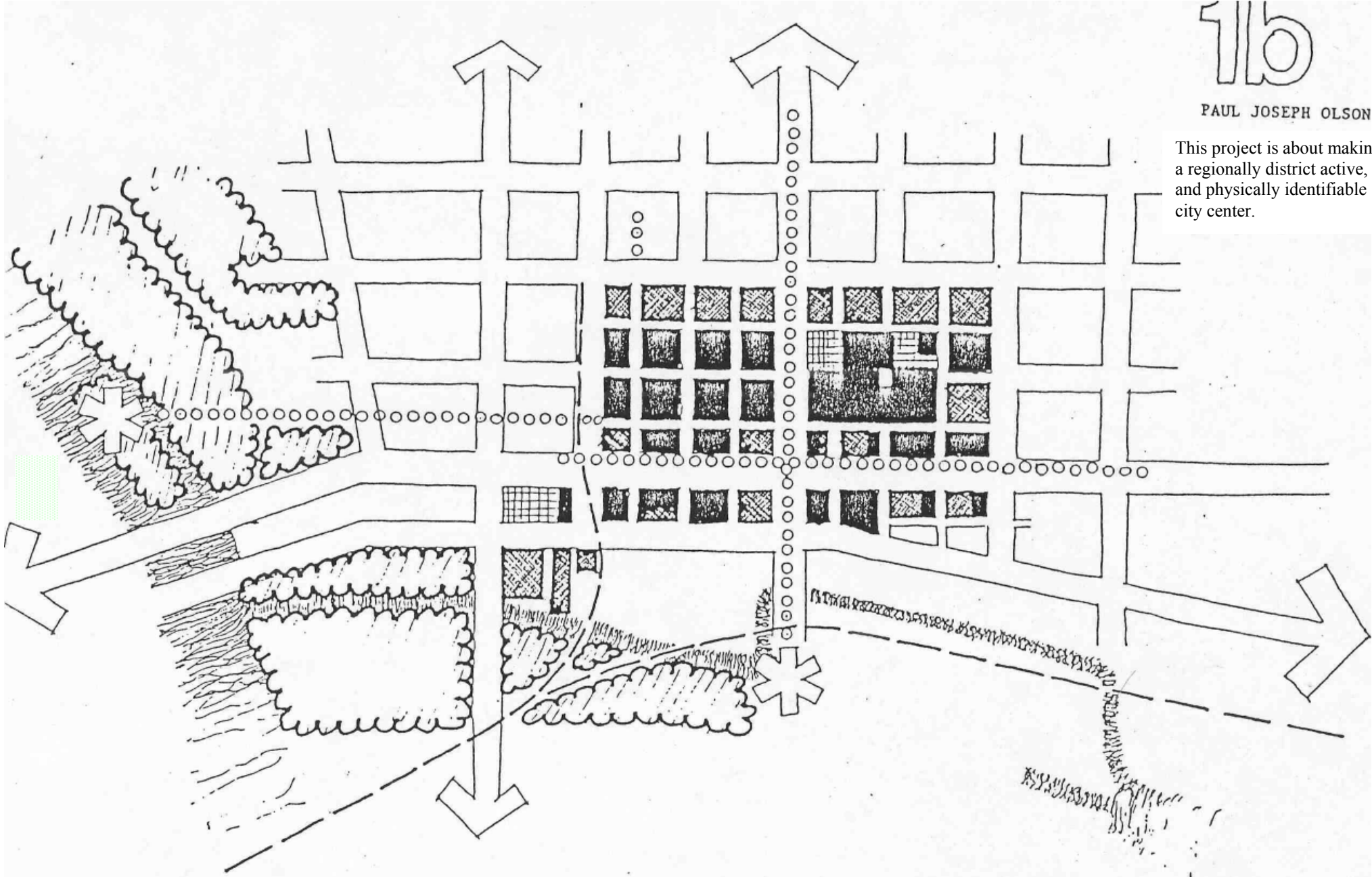
Downtown Springfield  
Architecture Studio Design, James Pettinari. Instructor, 1983



1b

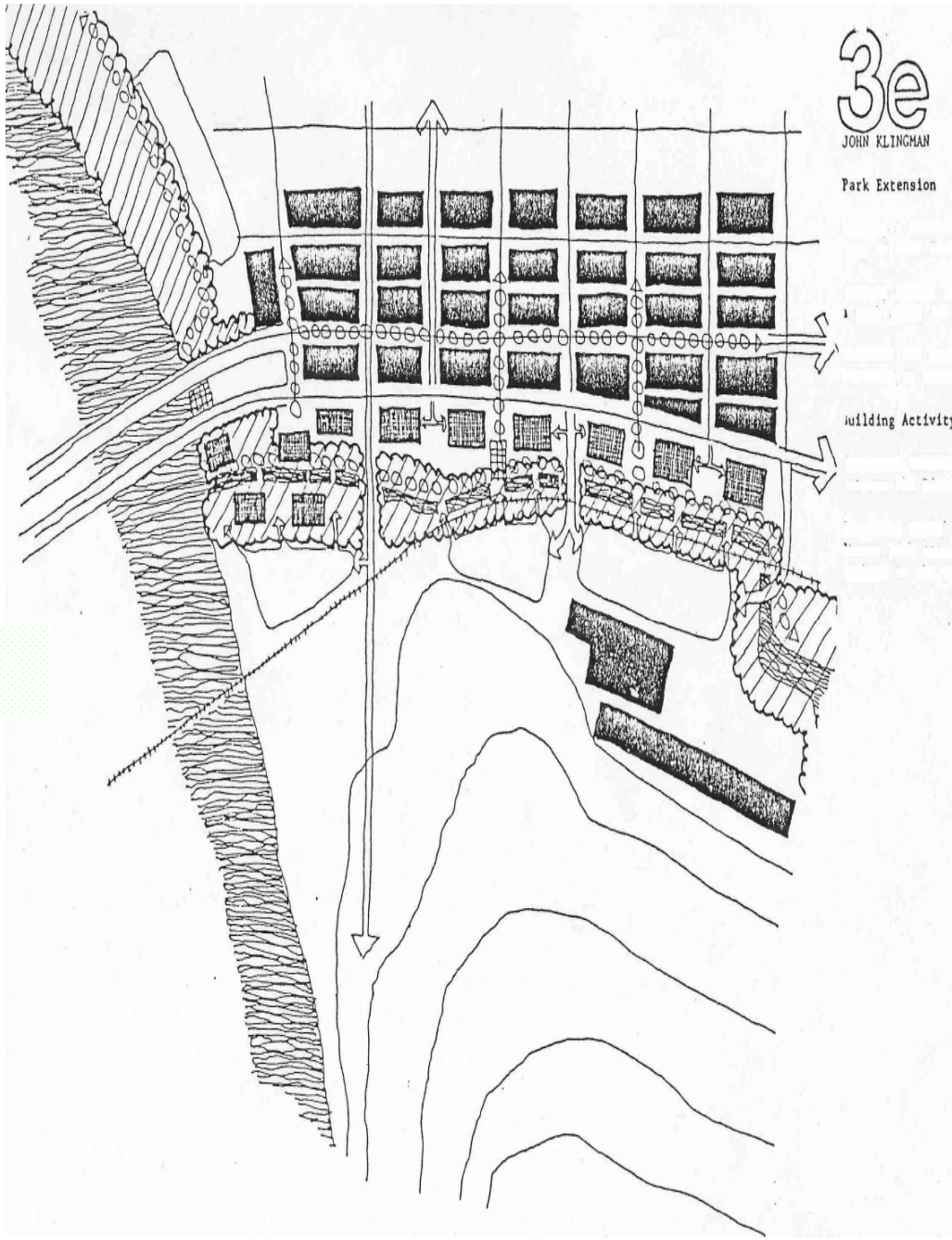
PAUL JOSEPH OLSON

This project is about making a regionally district active, and physically identifiable city center.



Downtown Springfield

Architecture Studio Design, James Pettinari. Instructor, 1983



Park Extension.

Develop a formal green gateway between the River and the edge of the City at Mill Street.

Develop public pathways along the Millrace eventually connecting to the park along the Mill Pond.

Relocate the now-buried portion of the Millrace to the north of the railroad to reinforce the location of the city edge.

Building Activity

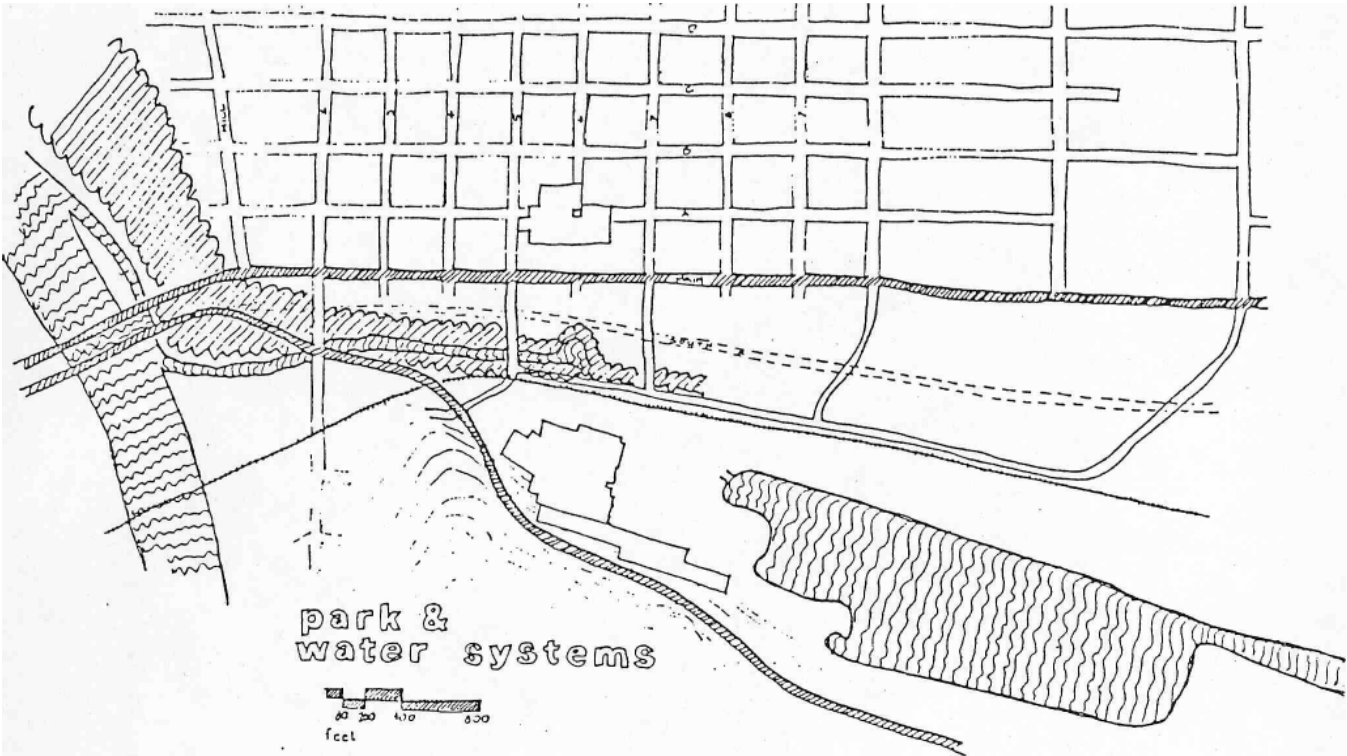
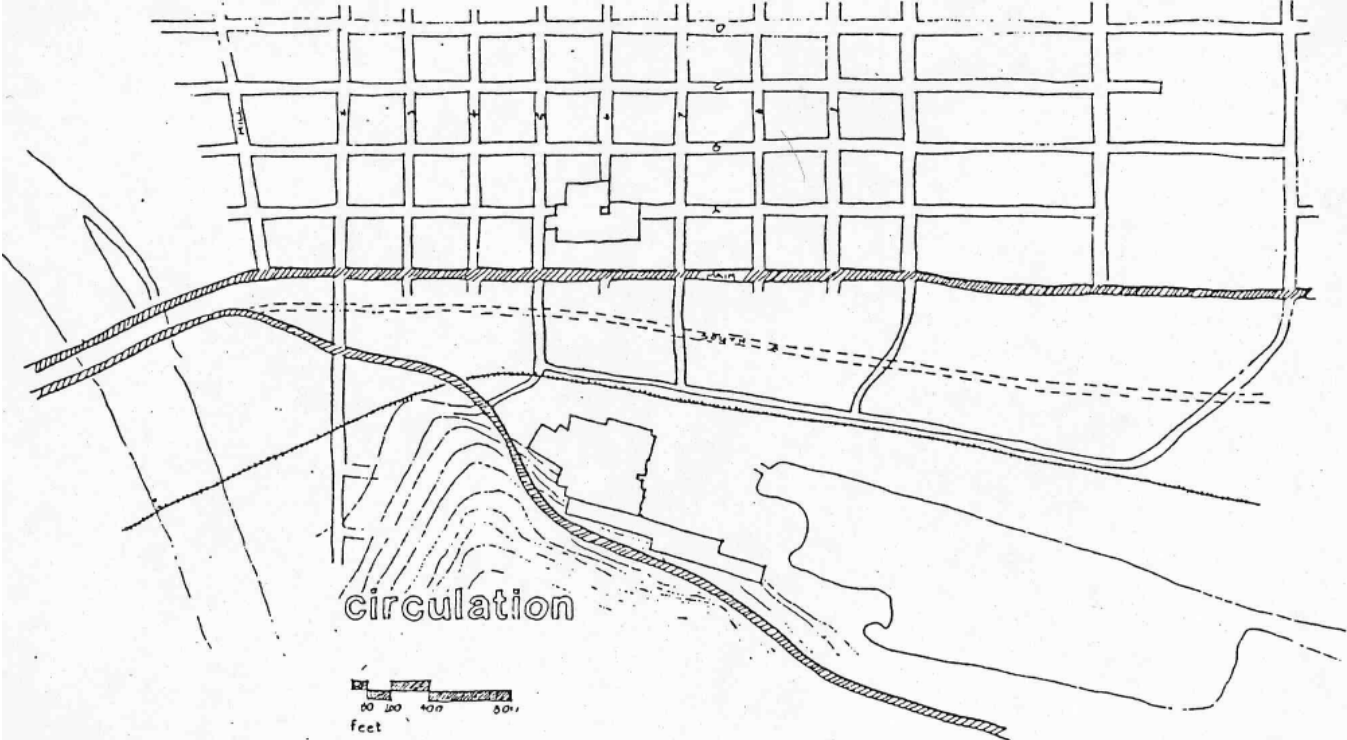
Encourage intense people-oriented developed along the Millrace between the river and 2<sup>nd</sup> Street.

Encourage light industry and mixed-use development along South "A" Street with access to north and the linear park and parking to the south.



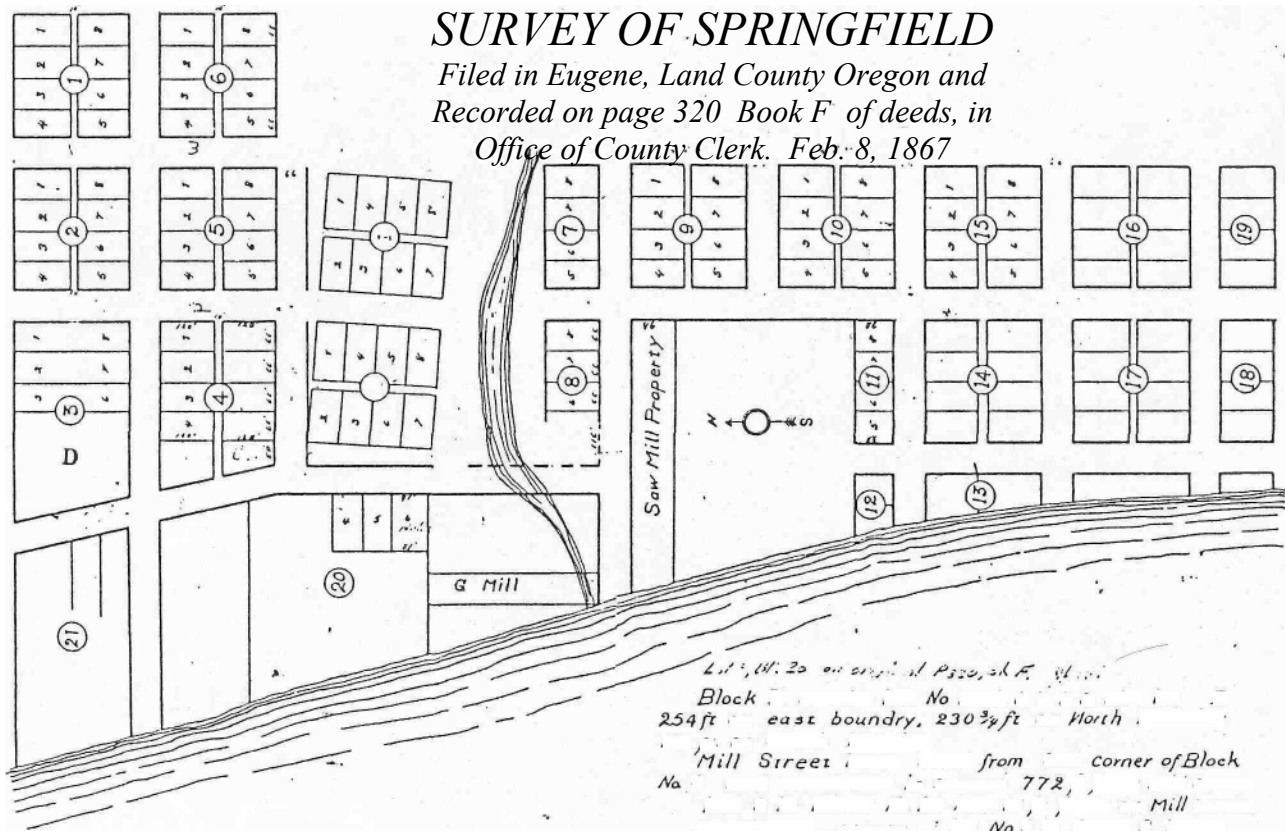
Downtown Springfield

Architecture Studio Design, James Pettinari. Instructor, 1983



# SURVEY OF SPRINGFIELD

Filed in Eugene, Land County Oregon and  
Recorded on page 320 Book F of deeds, in  
Office of County Clerk. Feb. 8, 1867



Commencing at a point, thence east bear 20\* E 26.4 ft. thence N. 66ft to the S.E. corner of block 4, from which corner an oak tree 12 inches in diameter, bears s. 69\* 10' W. 120 links dist.

From S.W. corner block 4 Mill Street bears n. 11\* 35' W.

Block 4 has 4 full lots, 66 ft. each on Main Street and fractional lot C of 50 ft. on southwest corner.

The lots are 66 feet by 120 feet.

Street are 66 ft.

Alleys are 14 ft.

Block 3 contains lots no. 1, 2, 3, 6, 7, & 8 also lot D 254 ft on east boundary. 230 3/4 ft. on north boundary, 196 ft. on south Boundary.

Mill Street bears south from S.W. corner of Block no. 4 and terminates in street 772 ft. from said corner.

Lot 8 in block no. 20 has 81 ft. front on Mill Street.

Southwest corner of lot no. 6 in block 8 bears east from Mill Street and \_\_\_\_\_ street 116 ft.

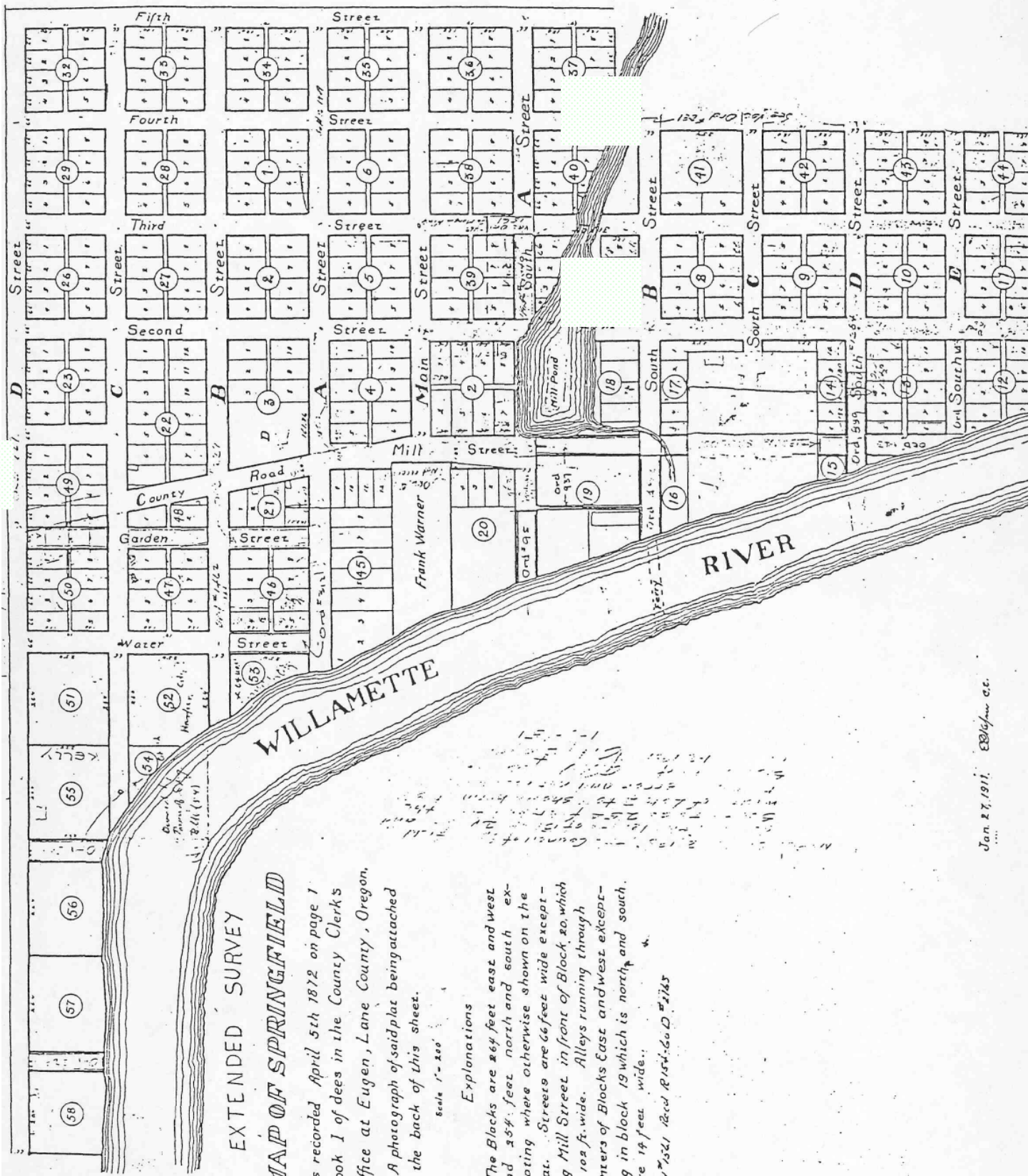
Fractional block no. 8 contains lots 6, 7 & 8.

Fractional block no. 7 contains lots 5, 6, 7, & 8.

Saw Mill lot, north east corner bears south from south east corner of fractional block no. 8 66ft. thence west to river and south 96 feet.

Fractional block no. 11 contains lots 5, 6, 7, & 8 each 86 feet deep.

Compiled from the County Records Dec. 16, 1910



**EXTENDED SURVEY  
MAP OF SPRINGFIELD**

As recorded April 5th 1872 on page 1  
Book I of dees in the County Clerk's  
Office at Eugen, Lane County, Oregon.

A photograph of said plat being attached  
to the back of this sheet.

Scale 1"=200'

**Explanations**

The Blocks are 24 feet east and west  
and 34 feet north and south ex-  
cepting where otherwise shown on the  
plat. Streets are 66 feet wide except-  
ing Mill Street in front of Block 20, which  
is 102 feet wide. Alleys running through  
centers of Blocks East and west except-  
ing in block 19 which is north and south  
are 14 feet wide.

McDon 1521 Recd First-60-D-2185

Jan. 27, 1911. E.D. Johnson cc.

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Ordinance 6148; November 8, 2005