



# Development Opportunities in Downtown Springfield

Fall 2018  
Springfield

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PPPM 611 Introduction to Planning Practice

PPPM 613 Planning Analysis I





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COLLEGE OF DESIGN



## **Acknowledgments**

The author wishes to acknowledge and thank the city of Springfield for making this project possible and their consistent involvement throughout the 10-week process. In particular, the class would like to thank the following individuals for their assistance and dedication that were instrumental to the completion of this report.

Sandra Belson, Comprehensive Planning Manager  
Courtney Griesel, Economic Development Director  
Vahana Keene, Management Analyst  
Mark Rust, Senior Planner  
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This report represents original student work and recommendations prepared by students in the University of Oregon's Sustainable City Year Program for the City of Springfield. Text and images contained in this report may not be used without permission from the University of Oregon.

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## **About SCI**

The Sustainable Cities Institute (SCI) is an applied think tank focusing on sustainability and cities through applied research, teaching, and community partnerships. We work across disciplines that match the complexity of cities to address sustainability challenges, from regional planning to building design and from enhancing engagement of diverse communities to understanding the impacts on municipal budgets from disruptive technologies and many issues in between.

SCI focuses on sustainability-based research and teaching opportunities through two primary efforts:

1. Our Sustainable City Year Program (SCYP), a massively scaled university-community partnership program that matches the resources of the University with one Oregon community each year to help advance that community's sustainability goals; and

2. Our Urbanism Next Center, which focuses on how autonomous vehicles, e-commerce, and the sharing economy will impact the form and function of cities.

In all cases, we share our expertise and experiences with scholars, policymakers, community leaders, and project partners. We further extend our impact via an annual Expert-in-Residence Program, SCI-China visiting scholars program, study abroad course on redesigning cities for people on bicycles, and through our co-leadership of the Educational Partnerships for Innovation in Communities Network (EPIC-N), which is transferring SCYP to universities and communities across the globe. Our work connects student passion, faculty experience, and community needs to produce innovative, tangible solutions for the creation of a sustainable society.

## **About SCYP**

The Sustainable City Year Program (SCYP) is a year-long partnership between SCI and one city in Oregon, in which students and faculty in courses from across the university collaborate with the partner city on sustainability and livability projects. SCYP faculty and students work in collaboration with staff from the partner city through a variety of studio projects and service-learning courses to provide students with real-world projects to investigate.

Students bring energy, enthusiasm, and innovative approaches to difficult, persistent problems. SCYP's primary value derives from collaborations resulting in on-the-ground impact and expanded conversations for a community ready to transition to a more sustainable and livable future. SCYP 2018-19 includes courses in Business; Journalism; Interior Architecture; Landscape Architecture; and Planning, Public Policy, and Management.

## About Springfield, Oregon

Springfield, Oregon is located in the southern Willamette Valley in Lane County. The city is 15.75 square miles in size and has a population of approximately 62,000 people. Springfield is the second most populous city in Lane County after Eugene. Interstate 5 Highway separates the two cities, and together they form the Eugene-Springfield Metropolitan Area.

Springfield, founded in 1848 by Elias and Mary Briggs, initially derived its economic activity from operating a ferry across the river at what is now the western end of the downtown (City of Springfield, 2010). The early days of urban development in the 1850's during Euro-American settlement period gave rise to the mill industry as the principal driver of Springfield's initial growth. The water resource served as a catalyst for development in the downtown area.

The activity of the ferry, and later of the lumber mills, created demand for a variety of supporting commercial activities to develop. As the city grew larger in the 19th and 20th centuries, the digging of the millrace waterway and the establishment of a Union Pacific rail line furthered the area's commercial potential. Both of these helped supply lumber-to-lumber processing operations like the Briggs and Driggs Company and later the

Booth-Kelly Company. The land use legacy of this industrial activity can still be seen in the Booth-Kelly site in the southeastern quadrant of downtown.

The first businesses founded in the area created the city's core and set the stage for today's Highway 126 couplet through downtown. From 1852 to 1853, the McKenzie Highway was built through the city as a gateway to the cascades and a connection to Eastern Oregon. In 1856, Springfield was platted for the first time, creating a grid structure oriented along cardinal directions. These two developments have been modified over time, but their effects are still very much evident throughout downtown.

Today, downtown Springfield is located in southwest Springfield and is 56 acres in size with a population of approximately 3,300 people. Downtown is bordered by the Willamette River to the west, Washburne Historic District and East Kelly Butte Neighborhood to the north, 10th Street to the east, and Mill Pond and Booth-Kelly Mixed-Use Area to the south. Directly west of downtown Springfield and the Willamette River is the Glenwood community. There are several parks and green spaces nearby, including Island, Millrace, Willamette Heights, and Willamalane.

## Course Participants

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## Executive Summary

Downtown Springfield's revitalization has begun. Over the last 15 years, city leaders and advocates have facilitated many improvements and additions within the downtown area. These new developments help downtown feel active and vibrant. City leaders hope to continue this work in the years to come, creating a well-connected city that serves its residents and businesses.

The objective of this project is to inform the city of Springfield's development code refinement process and suggest strategies for public engagement to support this endeavor. Through the course of this report, we present our analysis and findings about the effectiveness of the proposed design standards in promoting and supporting the vision for downtown Springfield.

We supplement the history and context of downtown Springfield with a site analysis that focuses on identified opportunities and constraints, as well as a review and synthesis of several downtown plans. From that basis,

we outline a vision for downtown Springfield that provides direction for the future and offer four public engagement strategies to encourage greater collaboration with community stakeholders.

Finally, we examine the structure of the proposed design standards in the development code, assessed the usability in its current state, and then tested the code through four projects in other Oregon cities. The process was guided by the desired outcome of the project, to garner a sense of effectiveness of the proposed design standards in promoting the vision for downtown Springfield.

## Introduction

The 1980s saw an increase in downtown Springfield's planning activity, resulting in Downtown Tomorrow, Resource Team Report for Springfield, Oregon (as part of the National Main Street Association), Conceptual Landscape Plan, and the Springfield Downtown Refinement Plan (City of Springfield, 2005). Several significant developments occurred following the 1980s through today, including new area specific plans, an urban renewal plan, a parking management plan, a draft urban design plan and implementation strategy, and the proposed adoption of a mixed-use zoning district.

Most recently, the city of Springfield started a process to include Downtown Design Standards in the Springfield Development Code that will ensure future development aligns with the vision for downtown Springfield. The *Springfield Downtown Refinement Plan* serves as the overarching land use plan and policy guide for downtown Springfield and gives context for redevelopment. The Downtown Design Standards will provide the means by which downtown land can meet use and policy goals within the redevelopment framework.

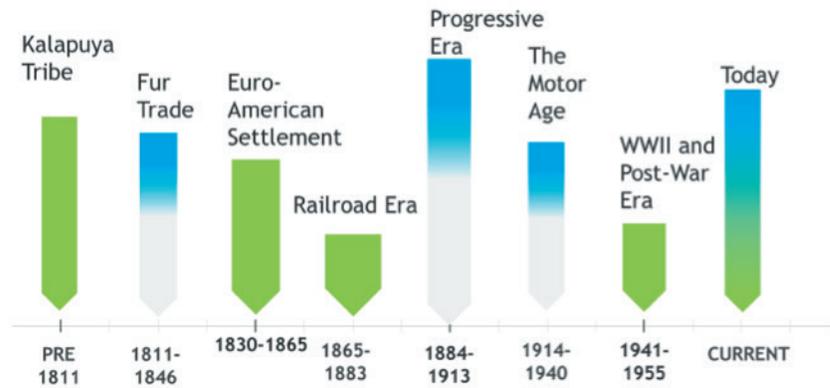
Together, these planning documents will allow the city of Springfield and the development community to form a well-planned, well-designed downtown space that facilitates livability, economic development, and sense of place. The purpose of this project is to inform city of Springfield's code refinement process by examining existing planning documents,

reviewing proposed design and code amendments, and providing a public engagement strategy for including downtown residents in future planning efforts.

The project took place from October to December 2018 as part of two classes in the University of Oregon's School of Planning, Public Policy, and Management's Community and Regional Planning Program: Introduction to Planning Principles and Practices, and Planning Analysis. Throughout the term, student teams met weekly for check-ins and discussions. In addition, several individual assignments fed into the project, including assignments on data collection and interpretation, site analysis, plan reviews, and public engagement case studies. The report is a reflection of individual and group work in collaboration with the city of Springfield.

# Background and Context

FIG. 1  
Springfield Historical Eras  
Source: Dennis, 1999.



## HISTORY OF SPRINGFIELD

Springfield has a historically strong connection to its natural environment. This connection is especially true for downtown Springfield. During early settlement, the city developed adjacent to the Willamette River to utilize its resources. As the town grew and established a grid pattern, downtown became a place for mills and mercantile businesses. Additional expansion and availability of vehicles allowed neighborhood growth north and east of the city center.

World War II dramatically transformed Springfield. Before the war, the retail center was still Main Street, with industries to the northwest and residences to the north. In 1940, Springfield was 1.5 square miles in size with a population just over 3,800 (City of Springfield, 2010). After World War II, downtown Springfield experienced a period of commercial expansion and prospered through the 1950s as the city grew in size. During the 1970s, Springfield experienced a depression, and downtown saw an increase in flight and vacancy rates (City of Springfield,

2007). The economic downturn slowly reversed itself over the past 30 years. Now, the city of Springfield and the downtown community continue to invest in efforts to guide and support redevelopment.

## DOWNTOWN SPRINGFIELD TODAY

The Willamette River and other natural resources near downtown Springfield created a strong sense of place for the Kalapuya and likewise serve as place-makers for today's residents. While the railroad's rerouting in the 1880s delayed initial growth, the city quickly built momentum to foster development in the downtown core. The city has embraced a modern "renaissance period" while maintaining deep historical ties. The proximity to the river remains one of the city's most vibrant, natural features with a rich historical connection as a water resource.

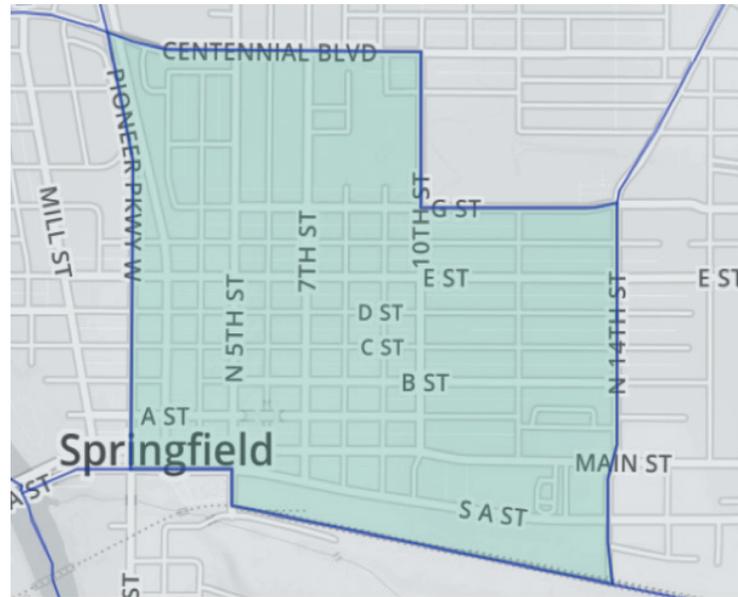
Downtown revitalization has begun through the establishment and expansion of civic, cultural, and entertainment organizations. Downtown Springfield holds prominent businesses as well as a variety of specialty retail

establishments. It is also the site of civic and cultural centers such as the Wildish Theatre, Emerald Art Center, Springfield Museum, and Springfield City Hall. This combination of businesses and attractions can create a downtown district that combines the historical and the modern, with opportunities for multiple user groups.

**DEMOGRAPHIC, ECONOMIC, AND HOUSING PROFILE**

This comprehensive profile for downtown Springfield outlines a variety of demographic, economic, and housing indicators informing the site analysis, code test, and proposed vision. Key trends were compared for downtown Springfield (Census Tract 33.02, Figure 2), city of Springfield, Lane County, and Oregon using 2010 U.S. Census data, 2012–2016 American Community Survey (ACS) five-year estimates, and Bureau of Economic Analysis employment data (2001, 2016).

Three demographic indicators paint a picture of downtown Springfield’s residents: minority populations, families below the poverty line, and median household income. Three economic indicators provide a broad understanding of current trends in employment in Lane County: location quotient, population employment ratio, and a shift share analysis. These indicators also take into account the county’s self-sufficiency, growth



potential, and labor force participation. Lastly, two housing indicators summarize housing affordability and diversity in downtown Springfield: housing tenure and cost burden by tenure.

**FIG. 2**  
Map of U.S. Census Tract 33.02, Lane County, Oregon  
Source: U.S. Census Bureau, Lane County, 2018

**DEMOGRAPHIC TRENDS**

Downtown Springfield experienced limited growth between 2010 and 2016. Downtown Springfield’s population remained stable at 3,390 people from 2010 to 2016, while the city, county, and state experienced population increases between 2.03% for Springfield and almost 4% for the state as a whole (Figure 3).

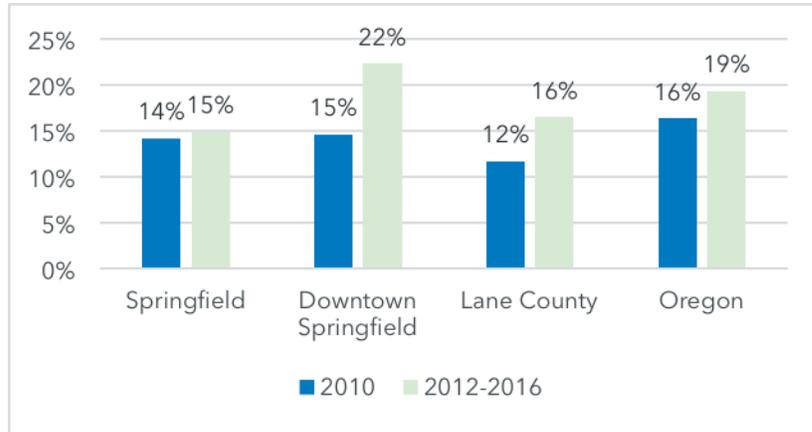
	2010	2016	Population Change 2010 to 2016	
			Number	Percent
Oregon	3,831,074	3,982,267	151,193	4%
Lane County	351,715	360,273	8,558	2%
Springfield	59,403	60,611	1,208	2%
Downtown Springfield	3,389	3,390	1	0%

**FIG. 3**  
Population Change, 2010 to 2012–2016  
Oregon, Lane County, Springfield, Downtown Springfield  
Source: U.S. Census Bureau, 2012–2016

Downtown Springfield grew more diverse between 2010 and 2016. Downtown Springfield’s Hispanic/Latino population grew by 4.55% and the total non-white population grew by 7.6% between 2010 and 2016, both increasing at a greater rate than

Springfield as a whole (U.S. Census Bureau, 2010, 2012-2016). Figure 4 displays non-white population as a percentage of total population. Downtown Springfield had a non-white population of 22.3% in 2016, exceeding the state average.

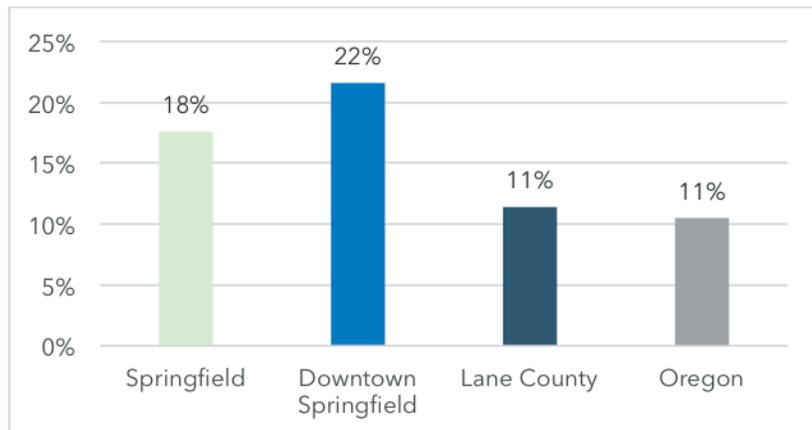
**FIG. 4**  
**Population that is Non-White, 2010 to 2012-2016**  
 Oregon, Lane County, Springfield, Downtown Springfield  
 Source: U.S. Census Bureau, 2010, 2012-2016

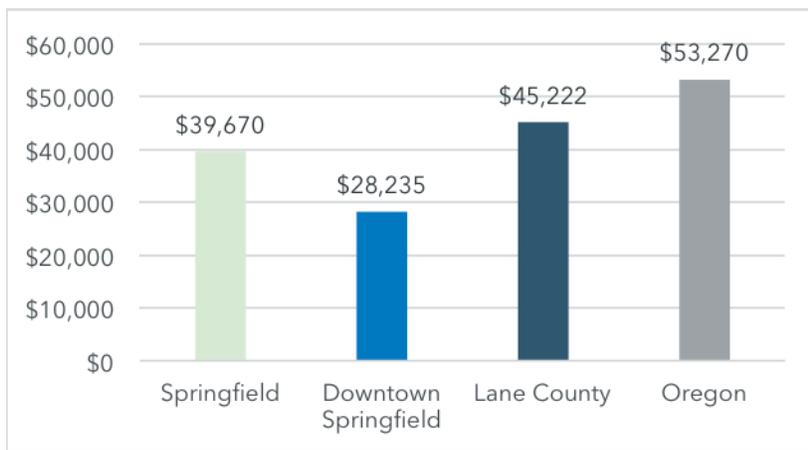


Downtown Springfield has a higher proportion of low-income residents compared to Lane County and Oregon. Downtown Springfield has a comparably large number of impoverished families (21.6%), more than twice the Oregon average in 2016 (Figure 5). Downtown Springfield

had the lowest estimated median household income in 2016 of all four geographies at \$28,235, just 53% of Oregon’s estimate of \$53,270 (Figure 6). Of all downtown residents, 70.5% had a household income of less than \$40,000.

**FIG. 5**  
**Families Below Poverty Rate, 2012-2016**  
 Oregon, Lane County, Springfield, Downtown Springfield  
 Source: U.S. Census Bureau, 2012-2016





**FIG. 6**  
**Median Household Income, 2012-2016**  
 Oregon, Lane County, Springfield, Downtown Springfield  
 Source: U.S. Census Bureau, 2012-2016

**ECONOMIC TRENDS**

National and regional economic trends indicate several opportunities for employment and economic development in downtown Springfield. Important factors when assessing opportunities for downtown Springfield include its geographical location, building mix, vacancy rates, and the appeal of downtown Springfield’s personalized elements to residents and community members. The sectors identified as potential opportunities include: Healthcare and Social Assistance, Accommodation and Food Services, Retail, Educational Services, and Arts, Entertainment, and Recreation. Summary tables can be found in the Economic Profile appendix.

Healthcare and Social Assistance is growing rapidly and becoming an increasingly important sector in Lane County. Healthcare and Social Assistance grew in Lane County from 2001 to 2016, accounting for 41% of job growth. In 2016, the sector represented the highest percentage of any private non-farm employment. Due to building size constraints and nearby medical facilities, it is unlikely that larger sector employers will locate in downtown Springfield. However, downtown Springfield could capture a portion of

this sector’s growth through space for small offices or clinics.

Accommodation and Food Services is growing and becoming more important to the regional economy. Accommodation and Food Services grew in Lane County from 2001 to 2016, accounting for the second largest contribution of new jobs in the area. The sector accounted for 8% of total employment in 2016. Downtown Springfield could capitalize on growth with the availability of small-scale spaces suitable for restaurants.

Retail grew slowly, but represents an important employment sector. Although it grew more slowly than other sectors, retail held the second highest employment rate in 2016 with 10% of total employment. The slower growth may make it difficult to cultivate new retail business in downtown Springfield, but it may be worthwhile for the city of Springfield to consider new business incentives to attract more retail.

Educational Services is a small sector, but it is quickly growing. In 2016, the Educational Services sector only counted for 2% of total employment. However, from 2001 to 2016 the sector grew by 81% and accounted for 10% of

total job growth. A shift-share analysis indicates that sector growth was well rounded and supported by national and regional trends alike. Thus, growth in Educational Services could stand to benefit downtown Springfield.

Arts, Entertainment, and Recreation is a small, but growing sector, with unique opportunities to enhance identity and sense of place. In 2016, the sector accounted for 3% of total employment. However, from 2001 to 2016, Arts, Entertainment, and Recreation grew significantly in the county and employment became more concentrated in the area. Downtown Springfield is suited for cultural, artistic, and creative spaces, which can provide opportunities to form an identity and

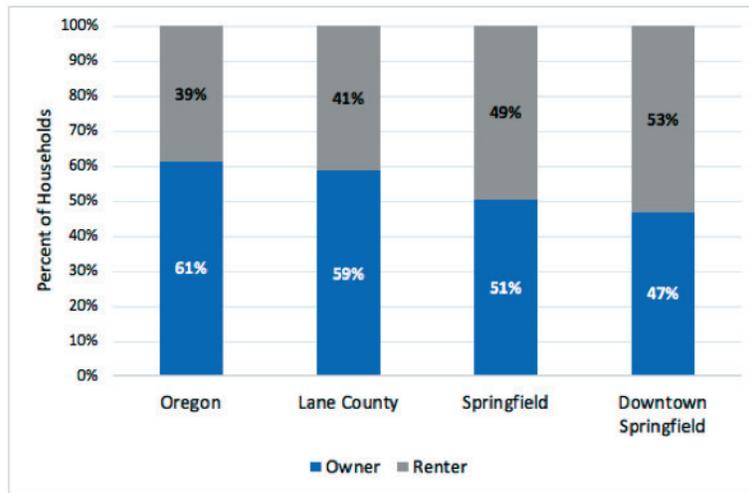
sense of place for the downtown community.

**HOUSING TRENDS**

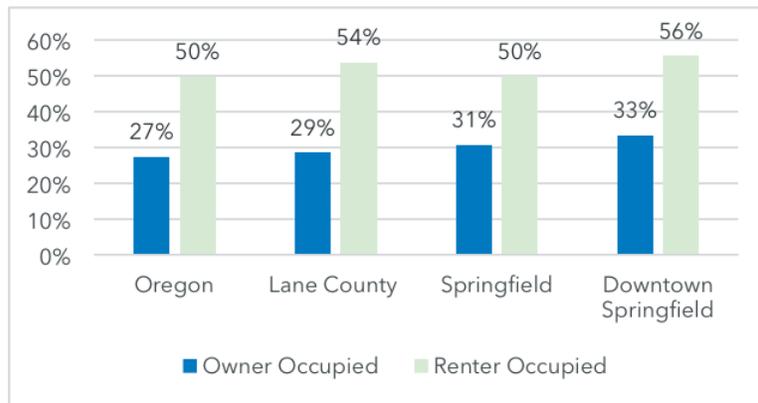
Downtown Springfield had a higher percentage of renters compared to the state average. In 2016, 53% of downtown residents were renters, 14% higher than Oregon’s distribution of 39% (Figure 7). Downtown Springfield was the only geography where more than 50% of all households were renter-occupied.

Both renters and homeowners in downtown Springfield are highly cost burdened. Fifty-six percent of Springfield renter-occupied households were cost burdened in 2016 (Figure 8). This makes downtown the most

**FIG. 7**  
**Housing Tenure, 2012-2016**  
 Oregon, Lane County, Springfield, Downtown Springfield  
 Source: U.S. Census Bureau, 2012-2016



**FIG. 8**  
**Cost Burden by Housing Tenure, 2012-2016**  
 Oregon, Lane County, Springfield, Downtown Springfield  
 Source: U.S. Census Bureau, 2012-2016



cost burdened of the four geographies, with burdens 6% higher than the state and city average of 50%. Downtown area homeowners were the most cost burdened among all homeowners at 33%.

### **KEY IMPLICATIONS**

Based on key trends in housing, demographics, and economic indicators, downtown Springfield and its residents are clearly distinct from the city of Springfield, Lane County, and Oregon. Downtown residents are more diverse, earn lower incomes, and tend to be more cost burdened. However, there are unique economic development opportunities emerging. Using these data, we can interpret considerations to guide community development strategies.

Downtown Springfield residents may feel less connected to their neighborhood. Renters and low-income residents relocate or move residences more regularly. This can make outreach and engagement difficult, as residents may be less ingrained in community efforts and have weaker localized connections. This lack of connection can affect a resident's willingness to invest in local businesses, attend public meetings, or clearly see community assets. Additionally, demographic trends show a more racially diverse downtown compared to the city of Springfield, which remains predominantly white (85%). Successful community engagement and outreach efforts will depend on translated materials and culturally inclusive tactics that reach non-white communities.

Downtown Springfield residents have less disposable income. A higher proportion of downtown residents are cost burdened with a relatively low median household income. Based on

the available data, these households have fewer resources to spend at local businesses or on recreation, which may negatively affect local businesses. The buying power of downtown's residents directly affects the economic well-being of downtown Springfield.

Downtown Springfield residents may face displacement. With lower incomes and higher cost burdens, Springfield residents are more vulnerable to increased housing prices and rents. The protection of existing affordable and middle-income housing would serve the existing population and avoid future displacement. Support programs and affordable housing development efforts could target both homeowners and renters. Fear of gentrification could impact residents' willingness to participate in downtown revitalization efforts if it means increased housing costs.

Capitalize on growth in healthcare industries. Healthcare systems account for two of the top five employers in Springfield: PeaceHealth and McKenzie-Willamette Medical Center. Employment in the healthcare sector is expected to grow 18% in the next decade (U.S. Bureau of Labor Statistics, 2018). Healthcare practitioners have a higher median annual wage than other occupations and Springfield would benefit by enticing these higher wage workers to live and play in downtown. Less than two miles from downtown, McKenzie-Willamette Medical Center is investing \$800 million in renovated facilities (City of Springfield, 2017). The city could establish a partnership with healthcare employers and invest in connectivity to encourage more employees to live in or near the district.

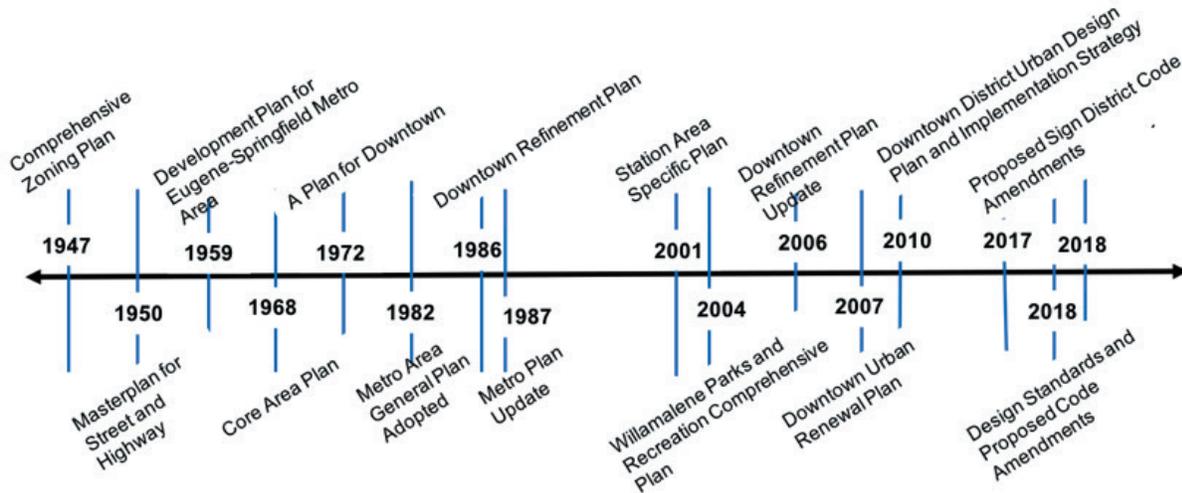


FIG. 9  
City of Springfield  
Plans, 1947–Present

Redevelop Springfield’s identity as a hub for timber manufacturing. Advanced timber manufacturing remains a priority for Springfield economic development efforts, including major investments by Swanson Lumber, International Paper, and others. Manufacturing is losing its dominance in Lane County, but most of that decline is a result of national trends. The related industries of forestry and fishing continue to serve as Lane County’s only export commodity. As downtown Springfield seeks to solidify a clear and tangible identity, the city could use industry dominance and a long history in timber manufacturing to create a narrative as a leader in the industry. The Cross Laminated Timber parking project in nearby Glenwood is a great example of leveraging Springfield’s identity for redevelopment.

#### PLAN REVIEW SYNTHESIS

The city of Springfield is actively pursuing development in the downtown core in an ongoing effort to enhance the district for businesses, residents, and visitors. This pursuit is mirrored

in plan documents that cover a 30-year timeframe (Figure 9). Students reviewed and compared six different plans specific to downtown Springfield:

- Downtown Refinement Plan (2005)
- Downtown Urban Renewal Plan (2007)
- Downtown District Urban Design Plan and Implementation Strategy (2010)
- Downtown Urban Design Plan — Parking Management (2010)
- Downtown Design Standards and Proposed Code Amendments (2018)
- Capital Improvement Plan (2018)

#### PLAN OVERVIEW

##### Downtown Refinement Plan (Refinement Plan, updated 2005):

The Refinement Plan is designed to guide policy that targets revitalization of downtown. The document is divided into several sections, each of which outlines key policies and implementation strategies to advance downtown revitalization.

##### Downtown Urban Renewal Plan (Renewal Plan, 2007): the Springfield Economic Development Agency

developed the Renewal Plan in 2007, which focuses on removing blight and ensuring mixed uses in existing and future use types. The plan's goals are derived from the Refinement Plan and prioritize the rehabilitation of deteriorated features such as open space, streetscapes, public facilities, and private facilities.

Downtown District Urban Design Plan and Implementation Strategy (Design Plan, 2010): The Design Plan is highly detailed in addressing the land use, building types, and infrastructure to improve circulation. This plan emphasizes a mobility-oriented downtown, one that is envisioned as a destination rather than a thoroughfare. The plan offers a mix of land uses including ground floor retail, commercial, employment, civic and government, cultural and educational, housing, transit, and parks.

Downtown Urban Design Plan — Parking Management (Parking Plan, 2010): Rick Williams Consulting submitted this plan in 2010 to address downtown parking concerns. The plan reviews the parking system and makes recommendations to maximize current supply and modify the parking system to sustain a more vibrant downtown.

Downtown Design Standards and Proposed Code Amendments (Design and Code Report, 2018): This draft document collects all relevant code updates in anticipation of a new "Downtown Mixed-Use Plan District" to enable positive redevelopment in downtown. The hybrid form-based code attempts to unify downtown's streets, site and building standards, and facilitate redevelopment in line with previously described downtown plans and goals.

Capital Improvement Program (CIP, 2018): The CIP gauges the urgency of various downtown projects in relation to other construction and improvement projects for the city. The plan describes the allocation of capital funding for various public projects and plans.

### **CROSSCUTTING THEMES**

All plans were synthesized and crosscutting themes were identified, including: multi-modal transportation, automobile parking, mixed land use, catalyst projects, and streetscape design. The themes continually evolve over time as the plans change over the years.

### **Multi-modal Transportation**

The first goal listed in the Refinement Plan is: "Create a pedestrian and transit friendly downtown. Develop a setting that is conducive to walking, bicycling and transit while providing accessibility to the regional automobile and freight networks." The Refinement Plan proposes design changes including a protected bikeway that loops around the perimeter of the downtown district, while moving through traffic to South A Street and off Main Street. Additionally, the Design Plan proposes the creation of a bridge connecting A Street to Glenwood dedicated to pedestrians and cyclists.

The Design Plan offers several targeted routes to improve neighborhood connections and create a dedicated downtown protected bike lane loop. The Design and Code Report encourages these public realm improvements and allows creativity in developing more active downtown streets and alleys, as well as streetscape enhancements. Further, the Design and Code Report enhances the mobility of downtown by requiring the

FIG. 10  
Land Use Diagram from  
Design Plan  
Source: City of Springfield, 2010



development of parking structures with first floor commercial space.

### Efficient Parking

Parking in downtown Springfield remains important now and for the foreseeable future. While it is imperative to encourage pedestrian and bicycle traffic, automobile traffic will still play a large role in the downtown scene. The Refinement Plan describes parking as a “real and perceived issue” for shop owners. The plan highlights that employees often occupy prime parking spots, rather than customers. The Design Plan agrees customer parking needs should be met.

The Parking Plan offers the most comprehensive recommendations to alleviate parking difficulties downtown. Like the other plans, the Parking Plan encourages on-street parking and offers a solution to convert more parking spots, on- and off-street, to two-hour parking. This would discourage employees from parking in spots that

are ideally reserved for customers. Wayfinding signage is mentioned in the Design and Code Report, but the Parking Plan goes into detail on placement of signage orienting newcomers. This could increase the efficiency of the current parking supply.

### Mixed Land Use

The wording in the Refinement Plan about mixed-use is short and vague. The plan says, “design standards shall promote...” making it unclear if the standards will be implemented. The Design and Code Report provides design standards to preserve land supply when implementing mixed-use development.

The Design Plan provides a land use map outlining a variety of uses in the downtown and calls for a vertical mix of uses with retail occupying the ground floor (Figure 10). Mixed-use development is a common theme in the plans in order to prepare for growth,

stimulate the shopping district, and contribute to storefront beauty.

The Renewal Plan also refers to increasing the mix of uses downtown. This plan highlights the continued rehabilitation and stock of building types across uses, critical to a welcoming and widely used downtown district. Specifically, this plan states how public-private relationships across industries and use types are critical to a vibrant downtown. Key to this relationship building is property owners' assistance in rehabilitating buildings to accommodate mixed uses.

### Catalyst Projects

Both the Refinement Plan and Design Plan emphasize the need to identify catalyst projects. The Design Plan is the most specific in its proposal, focusing on Mill Plaza (a downtown public space) to serve as the first of three key projects. Converting Main Street into a two-way street would follow the plaza, and building a new surface parking lot would accommodate anticipated growth of retail. The objective of these plans is to provide vision and focus of

the design element frameworks needed for livability, civic uses, employment, cultural, plaza, park and open spaces. The current priority projects listed in the CIP include the Wastewater Project, Franklin Boulevard, and the Over-Under Channel Pipe Replacement.

Similarly, improved public and open spaces within and nearby downtown can serve as catalysts for further development and activity. The Design Plan focuses on the creation of several new spaces, while the Refinement Plan encourages the use of existing spaces that could be converted for public use or have a public use component. Recommendations include the Millrace, the Booth Kelly site, a portion of the City Hall parcel, or the now-complete Justice Center (Figure 11). In the 13 years since the development of the Refinement Plan, none of these sites were utilized as public spaces. About one-third of the massive space under City Hall remains unused, according to the Refinement Plan, and represents enormous potential not fully addressed in any of the plans.



FIG. 11

Image from Renewal Plan, which calls for redevelopment of parking areas for public gathering spaces

Source: City of Springfield, 2007

### **Streetscape Design**

Another city goal is to create a downtown with a consistent design strategy. According to the Refinement Plan, the city hopes to “increase the pedestrian experience” through use of architectural contrast and further activation of outdoor spaces. This could include fairs, markets, or even relaxation next to a fountain. All these public spaces contribute to the vibrancy and encourage activity.

The Design and Code Report covers a variety of streetscape requirements mentioned in the other plans. However, the other plans provide much less detail. The report describes the need for trees and lights to create an engaging outdoor environment. It acknowledges café seating can add to a lively downtown and create the identity that downtown Springfield is welcoming and lively. The Renewal Plan encourages enhanced banners, awnings, planters, and other amenities to add to the streetscape design. Adding lights is important to the city’s “alive after five” goal, making citizens more comfortable after dark. The Refinement Plan and Design Plan both lay out plans to establish a network of street lights that add to the corridor’s streetscape.

The Refinement Plan requires buildings on Main Street have a commercial first floor. The city must keep in mind the streetscape design features when considering implementation strategies. For example, encouraging outdoor seating by suggesting awnings are installed along Main Street conflicts with the Design Plan. The Design Plan discourages this because awnings also block sunlight from reaching inside of the buildings.

### **CONCLUSION**

Overall, the plans consistently outline the opportunities and obstacles facing downtown Springfield and the objectives within each plan are well aligned. To capitalize on downtown’s potential, the city will be more successful if future development projects align with multiple goals of downtown. The reports explored in this analysis are largely consistent in identifying ways Springfield can encourage vibrancy in the downtown district. This sense of place, community, identity, and ultimate livability is what Springfield prioritizes most in these plans.

## Summary of Opportunities and Constraints

The first objective of the site analysis was to define downtown's opportunities and constraints that affect planning decisions and implications.

### **OPPORTUNITIES:**

- Link to natural resources, proximity to the river and presence of park system for recreational, lifestyle, and economic opportunities
- Diversity of small, local businesses — presence of restaurants, retail, and arts and entertainment
- Transportation Infrastructure, proximity to EmX Transit Station and bus rapid transit routes
- Cultural and civic presence; high concentration of arts, history, and culture

In an assessment of downtown Springfield, it is important to acknowledge the Washburne Historic District and Glenwood community as part of the larger redevelopment effort. Successful long-term revitalization is more likely if the three districts serve as a unified commercial and residential hub for the Springfield community. The Washburne Historic District is a predominantly residential neighborhood with few businesses while Glenwood is an area of redevelopment that bridges downtown Springfield and downtown Eugene. Redevelopment or growth in one area is likely to produce spillover effects for the surrounding areas.

### **CONSTRAINTS:**

- Oregon Department of Transportation control of Main Street and Pioneer Parkway
- Auto-centric environment; roadways prioritized for vehicles, not pedestrians or bicyclists with high volumes of vehicular traffic
- Limitations related to built environment and urban form that do not reflect a distinct downtown character
- Vacant lots and stark differences between blocks in scale and character

**BUILT ENVIRONMENT**  
**Land Use and Zoning**

There are 56 total acres of land in downtown Springfield and eight general categories of existing land uses: residential, industrial, government, services, retail, recreation, parks, and open and vacant spaces. Commercial land use has the greatest number of tax lots (70), followed by office (29), parking (24), residential (20), and government (17). The downtown area can also be classified by development status: 22 acres are considered to be developable, 28 acres are public or semi-public land,

six acres are vacant, and one acre is unbuildable (City of Springfield, 2018).

Downtown Springfield currently has four zoning designations: Mixed-Use Residential, Mixed-Use Commercial, Community Commercial, and Public Land and Open Space (Figure 12). The 56 total acres of land can be characterized by zoning designation: 1.5 acres of Mixed-Use Residential; 37.3 acres of Mixed-Use Commercial; 0.8 acres of Community Commercial; and 13.2 acres of Public Land and Open Space. Current zoning designations have led to several existing services



**FIG. 12**  
 Current zoning and tax lot map of Downtown Springfield  
 Source: City of Springfield, 2018



**FIG. 13**  
 Proposed zoning and tax lot map of Downtown Springfield  
 Source: City of Springfield, 2018

and amenities, including: arts and entertainment, automotive and repair, banking and finance, government services, lodging, professional services, restaurants and bars, and retail (Turell Group, 2018).

With code revisions, the city proposes the following zoning designations: Downtown Mixed-Use Residential, Downtown Mixed-Use Commercial, and Public Land and Open Space (Figure 13). The proposed zoning consolidates the current zoning designations, with an emphasis on mixed-use. These changes are part of a larger effort of the city to modernize its land use regulations and increase the usability of the development code.

**Urban Form**

Downtown Springfield’s urban form exists within a wide range of conditions, from new development with inviting storefronts (Figure 14), to entirely renovated blocks that preserve the historical character of the area (Figure 15). Most striking are the dilapidated and underutilized buildings, which embody downtown Springfield’s past struggles and current desire for

redevelopment and revitalization. There are good qualities of the built form within the study area. The challenge is connecting, activating, and rehabilitating the lacking pieces to form a more cohesive environment and provide a more inviting experience to downtown users and residents.

Between 2017 and 2018, ten new businesses opened or moved to the 300 block of Main Street in downtown Springfield (Adams-Ockrassa, 2018). Several of these businesses are located in rehabilitated historical buildings, which removes blight while adding historic character to the area. Despite the surge in new businesses, there are unoccupied ground floors and second floor spaces on the same block and scattered throughout Main Street. In addition, underutilized block corners and an excess of surface parking lots take away from the quality of the built environment (Figure 16). Overall, frequently vacant buildings and breaks in the built environment at critical intersections create feelings of discontinuity and fragmentation that impede the pedestrian experience.



FIG. 14  
Businesses on Main Street in downtown Springfield



**FIG. 15**  
**Plank Town Brewing Co. renovation of the historic I.O.O.F Building on Main Street**  
Source: Google Maps Street View, 2018



**FIG. 16**  
**Corner parking lot at intersection of Main Street and 8th Street**

The building inventory diagram, presented in [Figure 17](#), examines the existing building structures and their uses within the study area. Structure types presented within the building inventory diagram are office/retail, multi-unit housing, single-unit housing, government buildings, mixed-use buildings, and educational buildings. Several education buildings, including the Academy of the Arts and Academics (A3) and Gateways High School, can be seen in the southeast portion of the

map in green. Businesses, indicated in blue, occupy the greatest proportion of buildings in downtown Springfield. Most of the structures along Main Street that are beyond single-story have a mixed-use designation, with retail on the ground floor and housing or offices on the second floor. The blocks along Main Street between Pioneer Parkway and 5th Street are active with small businesses, boutique shops, and education.

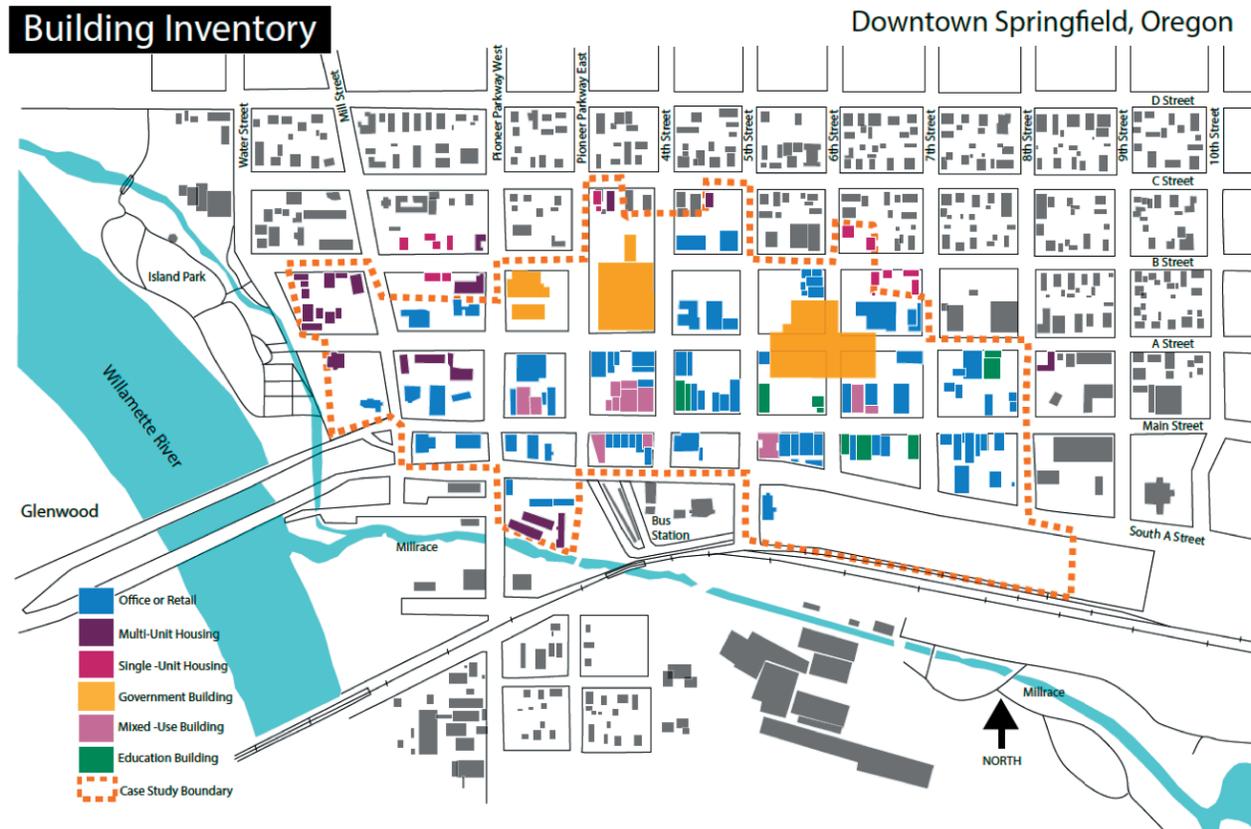


FIG. 17  
Downtown Springfield  
Building Inventory

**CIRCULATION AND MOBILITY**

**Automobile**

Main Street, South A Street, and Pioneer Parkway are the major access routes in downtown Springfield. Main Street and South A Street function as a couplet of Oregon State Highway Route 126 (OR 126), carrying traffic east or west. Within downtown, OR 126 is a “business loop” that serves as a high-capacity thoroughfare, delivering traffic from Interstate 105 and Oregon State Highway Route 99. The couplet provides a constant flow of cars through downtown; vehicles along this route experience heavy street traffic. Maintained by Oregon Department of Transportation (ODOT), OR 126 and Pioneer Parkway play a significant role downtown’s identity. ODOT has control from “curb to curb” notwithstanding

any agreement with the city of Springfield and ODOT.

**Bicycle Routes**

Main Street and South A Street are designated bicycle routes in downtown Springfield (Figure 18). These routes are classified as Class II lanes at roughly 5 feet in width and are separated from traffic lanes by a painted stripe. A Street and 2nd Street in downtown Springfield have slower traffic use; sharrows indicate sharing of the roadway between vehicles and cyclists. Between Island Park and Millrace Park, there are shared use paths that are closed to motorized vehicles. The shared use path transitions into a sharrow when crossing Main Street and South A Street, then becomes a Class II lane, eventually returning to a shared use

path at Dorris Ranch. Overall, there are not many designated bicycle routes in that cyclists may safely or comfortably navigate.

**Public Transit**

Lane Transit District (LTD) services Springfield. LTD opened the Emerald Express (EmX) Eugene line in 2007, the area’s bus rapid transit system that carries 13,000 riders a day (Lane Transit District, 2018). The Springfield Station is located in downtown Springfield at the intersection of South A Street and Pioneer Parkway; there are ten additional bus stops along 5th Street, Pioneer Parkway, Main Street, and South A Street (Figure 19). A total of six bus lines run through Springfield Station, including the EmX. A 2015 origin-destination study showed that of LTD riders originating in Springfield, 12% are traveling within Springfield and

14% are traveling to Eugene or another destination (Lane Transit District, 2018). Nearly 10% of LTD riders originating in Eugene or elsewhere reported to be traveling to Springfield.

**Walkability**

Most intersections along Main Street have signaled, designated crosswalks, which make the street safe and easy to move between spaces. The sidewalks themselves are in good condition and provide more than enough space to move comfortably. In many cases, there is a feeling that sidewalks could be used more intentionally for pedestrian amenities, such as streetscaping and street furniture. The use of signage also aids in creating a more walkable environment, but signage appears inconsistently and is aesthetically different from the character of downtown. Additionally, it is important

FIG. 18  
Bicycle routes in  
downtown Springfield





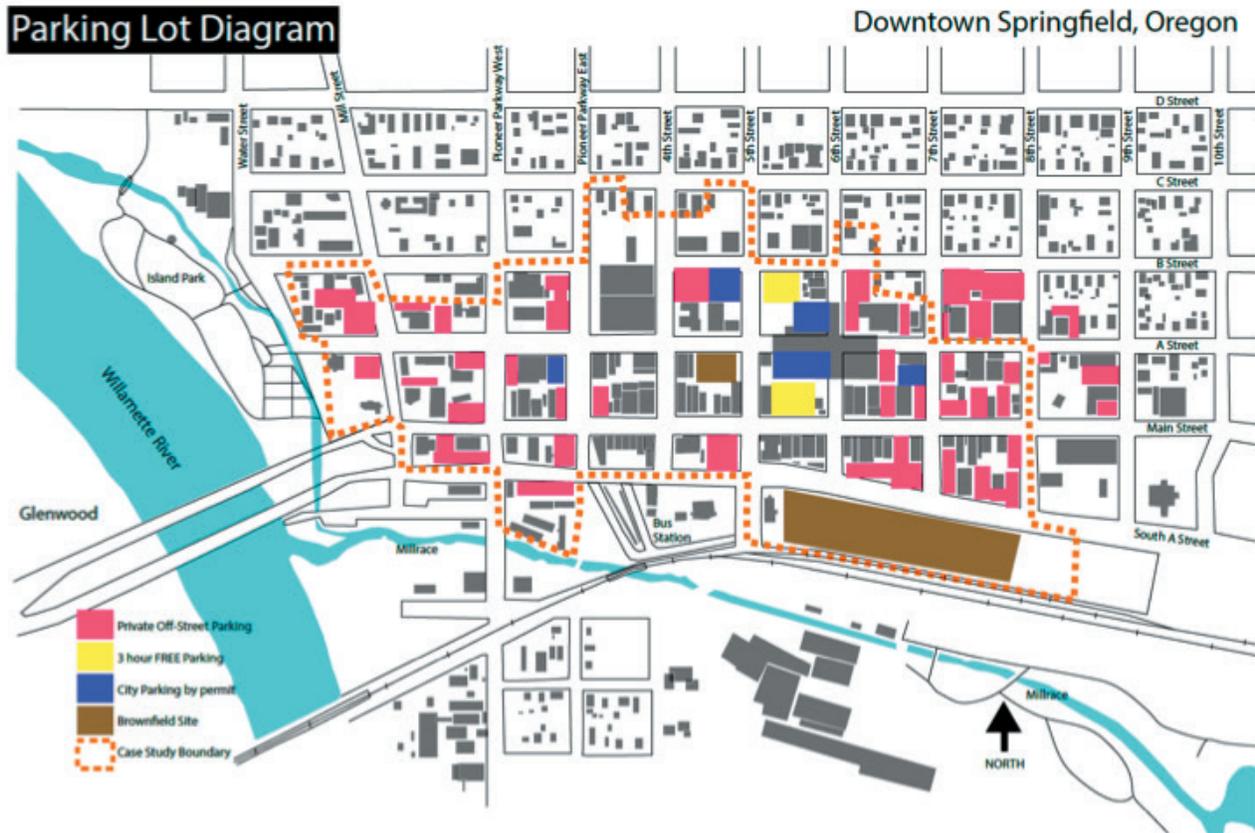


FIG. 20  
Parking Lot Inventory  
Diagram of downtown  
Springfield

indicated by the pink, blue, and yellow areas. There is a large brownfield site (previously known as the Booth-Kelly site) on the southern boundary, as well as one in the center of downtown. The parking lot inventory demonstrates that there is ample private parking in downtown.

### COMMERCIAL ACTIVITY

There is a mix of commercial buildings within downtown, consisting of office space, retail stores, and restaurants like the Washburne Café. There are 23 establishments open past 5:00 pm scattered around downtown. Currently, Main Street is well lit, but tributary streets have only limited lighting. The mix of uses within current buildings

demonstrates that downtown functions in a variety of ways.

The section of Main Street between Pioneer Parkway East and 4th Street has the highest density of storefronts (Figure 21). Restaurants fuel the customer base and both sides of the street are active at the first-floor level. However, if pedestrians travel one block east, all activity is on the north side of Main Street, while another block east all activity is on the south side. This irregular storefront placement creates a “hopscotch” pedestrian experience due to the travel back and forth across the street.

The Booth-Kelly site south of downtown provides another concentration of small businesses. This structure is located on a historic lumber mill site,

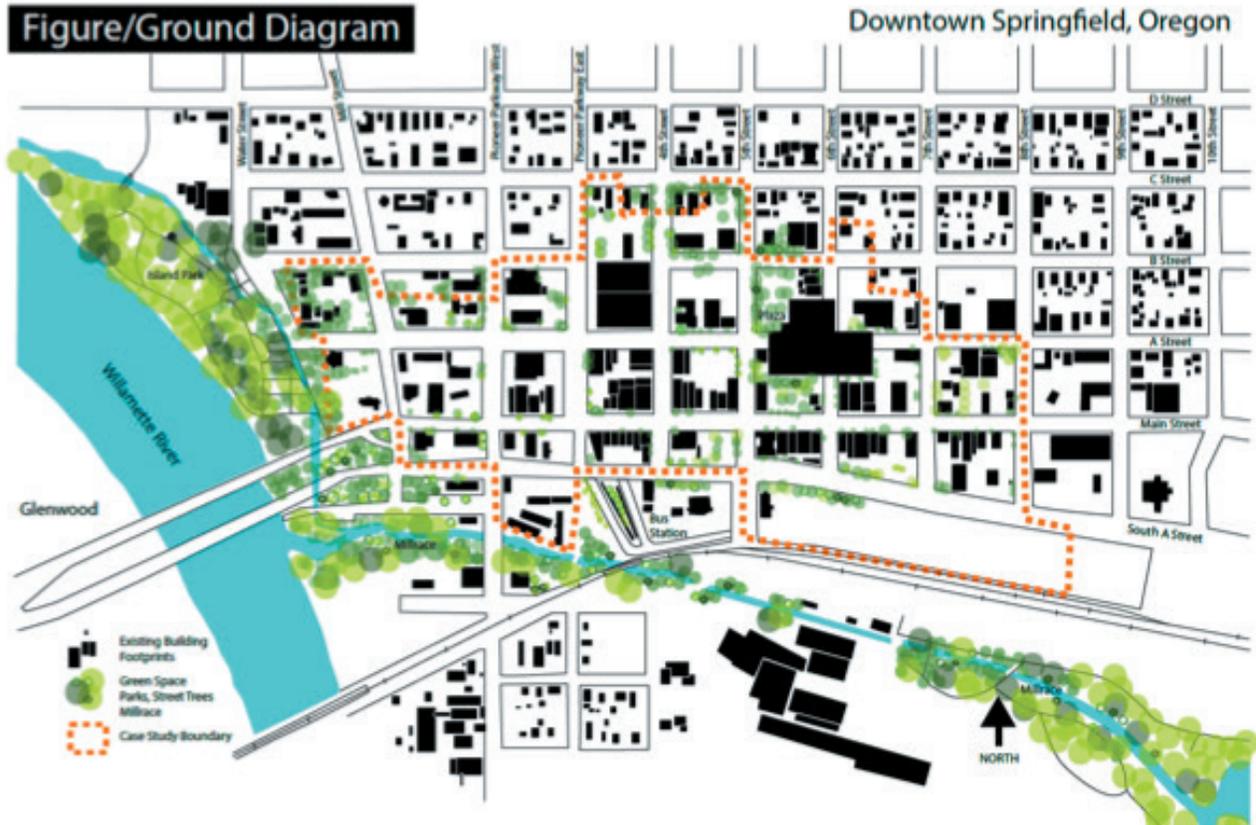


FIG. 21  
Figure/Ground  
Diagram of downtown  
Springfield

and developers have since repurposed parts of the structure and established a growing creative footprint. This site is separated from the rest of downtown by the railroad and South A Street. However, the site’s commercial development contributes to the overall economic activity of the region.

**HISTORICAL, CULTURAL, AND ACTIVITY CENTERS**

Downtown has a cultural and civic presence that provides a variety of benefits: jobs, visitors, and patrons (Figure 22). The wealth of history and character in existing buildings is evident from the first view of downtown Springfield. There are roughly 40 historic buildings in downtown Springfield, many of which exhibit a quality that cannot be duplicated

through modern construction, contributing a notable presence to the pedestrian realm (City of Springfield, 2010). Unfortunately, several of these buildings show signs of neglect and therefore are not activating in a meaningful way.

However, the historic Independent Order of Odd Fellows Building (now home to Plank Town Brewing Company) has unique facade articulation, storefront, and outdoor seating that creates a welcoming and engaging space used by locals and visitors alike. It is important to note that rehabbing historic buildings and structures can often be expensive. These buildings are likely not up to building code, and therefore present challenges to ensuring safety and usability.



**FIG. 22**  
**Historical, Cultural,**  
**and Activity Centers in**  
**downtown Springfield**

The art and murals throughout downtown Springfield are clear, though these are mostly on the side of buildings or in alleyways, not in direct walkways. There are several galleries (Springfield Museum, Emerald Art Center, Wildish Community Theater) and creative spaces (The Attic, Booth Kelly Makers District). Every 2nd Friday there is an Art Walk in downtown Springfield that has been gaining traction in recent years. Additionally, there are more than 20 murals, including stormwater drain artwork, that enliven the area. These express important cultural, historical, and environmental aspects of the community.

## Vision for Downtown Springfield

Establishing a vision for downtown Springfield can help the city ensure development strategies are aligned with the community's priorities and public support for future initiatives. A vision defines the community's long-term comprehensive perspective, and can be an effective tool in city planning. An effective vision will reflect the city's character and identify the city as a distinct place of community. The language, while aspirational, should read as authentic, reflecting the city's history, goals and assets.

Even more, a vision provides a shared direction for residents and stakeholders so future generations can look back and see how much the community has improved. A stated objective of this project was to involve downtown residents in a conversation about the future of downtown Springfield. We defined "residents of downtown" to include those who live in Census Tract 33.02.

We constructed four cohesive vision statements, based on plan review findings, opportunities and constraints in the site analysis, and feedback from the city of Springfield staff. To hone our interpretations of the vision, we researched local demographics, economic, and housing trends, and reviewed history.

Students recognize that Mill Street and Main Street continue to be the center of downtown, withstanding the test of time. The visions we crafted for downtown Springfield articulate a bridge from the past to the present that resonates with residents and is harmonious with established downtown development strategies and comprehensive plans. The visions that emerged were:

- "Downtown Springfield is the heart between two historic rivers where residents value opportunity, choice, and connection."
- "Downtown Springfield creates a unique and vibrant community that honors history, promotes commerce, and enables livability."
- "Downtown Springfield creates a sense of place, facilitates growth, and improves livability."
- "Downtown Springfield is a hub of activity that connects parks along the Willamette River, accesses regional networks, promotes local businesses and the arts, and enhances the pedestrian experience."

The city has invested in several iterations of needs assessments and strategic planning efforts since the Downtown Refinement Plan of 1986. Downtown has made progress towards the vision, including the Springfield Station, Springfield Justice Center, and vibrant new restaurants along Main Street. A vision dedicated to the residents of downtown will encourage further progress over the next 20 years.

## **ACHIEVING THE VISION**

In order to achieve these visions for downtown Springfield, we interpreted goals and supporting strategies to continue the momentum already established for downtown redevelopment.

### **Goal #1: Downtown is pedestrian and bike friendly.**

A key theme in the plan review was multi-modal transportation. The city of Springfield is keenly aware of the importance of providing infrastructure for pedestrians, cyclists, transit riders, and drivers, but remains an auto-centric district. Strategies to further this goal include:

- Explicitly prioritize modes and invest in infrastructure accordingly. Investment in key infrastructure such as improved bike lanes and safer pedestrian crosswalks will communicate the city's priority for other modes of transportation and contribute to a less auto-centric district.
- Design for slower speeds on Main Street. The Highway 126 couplet is designed to move a high volume of cars quickly. Small changes that naturally slow the speed of traffic would benefit pedestrian safety, support more efficient on-street parking, and encourage commuters to engage with the positive changes in downtown.
- Investigate city jurisdiction of Highway 126 through downtown. In order to accomplish the first two strategies, the city of Springfield could consider acquiring jurisdiction of the couplet in order to drive positive changes without the barriers posed by ODOT.

### **Goal #2: Residents feel connected to community assets in and around downtown.**

As indicated in the site analysis, downtown Springfield has a strong foundation of natural, business, and cultural assets. There is an opportunity to enhance connectivity to these spaces for residents and visitors on foot, bike, and by transit. Strategies to further this goal include:

- Leverage the LTD's Springfield Station as a welcoming gateway to other downtown assets. The transit station is a starting point for visitors and commuters but does not cohesively connect with downtown. Currently, transit riders may be turned off by busy traffic along South A Street and the "alley-side" view of several businesses. Focused investment on this transition zone is a key opportunity to drive traffic.
- Expand wayfinding signage efforts. Wayfinding is a low cost tactic to create a brand for downtown Springfield and remind visitors of the community and cultural assets in the district. Some wayfinding already exists, but there is little targeting pedestrians or cyclists. This effort would be easy to implement in phases, beginning with the transit center.
- Invest in connectivity to growing employment centers. As a major transportation hub, downtown Springfield experiences a significant number of commuters each day. Partnerships with major employers around the district could capitalize on this traffic and encourage employees to spend more time in the downtown. For example, McKenzie Willamette Medical Center's renovated campus

is just 1.5 miles from the Springfield Station. By leveraging this growing healthcare workforce, employees could use their buying power to support local businesses and spend more time in downtown after work.

and this major project is a great opportunity to develop an engaging, street front public space and energize further development and activity.

**Goal #3: Downtown is alive and welcoming with a strong sense of place.**

One of the key goals of Springfield’s planning efforts is developing a downtown that is “alive after five” with a strong, cohesive identity. In order to communicate downtown’s historic character and emerging opportunities, the following strategies could be utilized:

- Target redevelopment of “hopscotch” blocks to improve the pedestrian experience. As discussed in the site analysis, two large parking lots on Main Street between 4th and 6th Streets create a broken pedestrian experience. Improving this experience through street front development, active spaces would contribute to a more engaging central corridor.
- Implement short-term streetscape improvements to activate underutilized public spaces. While redevelopment may take years, there are opportunities to implement quick and easy improvements that enhance the public realm. This could include “pop-up” parks, planters and signage, or painted crosswalks. These small fixes could contribute to positive momentum and community enthusiasm as other development takes place.
- Pursue new library downtown to serve as a catalyst project. The city plans to construct a new library,

## Public Engagement Strategies

The city of Springfield has a rich history of public engagement, but has not been able to adequately reach the downtown residential population. As a result, the city is interested in designing a public engagement strategy to find out how downtown residents feel about the existing downtown, as well as desired future changes. A broad public engagement strategy ensures new policies represent a variety of stakeholders and generates opportunity by creating a network of people and ideas.

### **FOCUS GROUPS**

Focus groups may serve as one tool within a larger public engagement strategy to gain an in-depth understanding of perceptions and needs. They are distinguished from other methods, such as interviews, in that they rely on group interactions to generate data. Focus groups can draw out “answers” not found in individual interviews because participants can stimulate each other to remember forgotten or unconsidered details (Acocella, 2012).

The purpose of focus groups varies based on the problem being addressed, as well as the intended outcome. Focus group purposes can be categorized in the following ways: problem identification; establishment of goals and objectives; evaluation of a plan or project; and review of plan or project outcomes to determine next steps (The Puget Sound Consortium for Manufacturing Excellence, 2018). These categories are not mutually exclusive; focus groups can address any combination of purposes as needed.

The focus group process comprises several steps, which can include a variation of the following: planning,

recruiting, moderating, and analysis and reporting. It can be an extensive and time-consuming process, so it is important to have a well-established process with adequate resources and staffing to ensure a successful outcome. A process framework should be created during the planning phase, and should anticipate needs from start to finish. Additionally, the planning phase should determine concrete steps for major focus group components, such as question creation, recruitment, analysis, and reporting.

### **WEB-BASED STRATEGIES**

An online forum creates a new way for residents to engage; all they need is access to the Internet. There are four important outcomes of utilizing an online forum: providing a more accessible way for residents to engage; increasing the number of participants; serving as a complement to other outreach tactics; and improving accountability and transparency (Kaczynski et. al, 2010).

Springfield recently launched the Discover Downtown Springfield website, providing a central location for downtown events and businesses,



**FIG. 23**  
Potential online forum on Discover Downtown Springfield Website

as well as implementing consistent branding for downtown. This site could provide a platform for an online forum to further advance city branding efforts (Figure 23). Utilizing an existing website would ensure the forum is easily discoverable and creates a cohesive identity.

The city would need to commit some resources to ensuring an online forum is a success. There must be an active moderator to track inappropriate comments and keep the website community friendly. The moderator would be responsible for documenting comments and distributing them to the appropriate departments. Additionally, e-newsletters, mailers, and postings at local hotspots provide opportunities to reach the community and encourage use of the forum.

A successful online forum aims to further engage residents and provides a platform that is more representative of the community. The web-based strategy can alleviate current barriers to participation and ensure that public

policy is made with the intentions and aspirations of all voices. Web-based strategy casts a wider net for participation and encourages a community identity because of the increased engagement. With a united community identity, residents and business owners can efficiently work in alignment to achieve the visions for downtown Springfield.

**DESIGN CHARRETTES**

Design charrettes are condensed community engagement methods whereby community members provide feedback on development proposals, which informs design alternatives. This process is creative and limited to a short timeframe to force consensus among a group. The intent of a design charrette is to bring experts, practitioners, and community members together to brainstorm and participate in various exercises to build and generate consensus.

The preparation phase is a one to six month timeframe in which



**FIG. 24**  
Student group design  
charrette

research of the study area and stakeholders, scheduling, budgeting, and assembly of the team occurs. The charrette phase is no less than a four-day process. A true charrette session should include planning and community vision, alternative concepts development, preferred plan synthesis, plan development, production, public presentation, and review (Michigan State University, 2018).

The charrette is a visual exercise that utilizes maps, drawing, and photographs to express the group's plan and vision. *Figure 24* provides an example of the visual nature and process of a charrette. This process includes several feedback loops in which, following workshop completion, the planners or charrette leaders return to the drawing board and address citizen concerns about the project.

The implementation phase may span two to four months following the design charrette. During this time the team will conduct thorough testing and consultations with legal teams

to determine whether the charrette outcomes are practical to implement. Once complete, meetings with the stakeholders and decision makers are conducted to discuss the revised proposal and implementation of the final product.

The city of Springfield can effectively utilize the design charrette to promote community engagement in their proposed design standards update. This tool coincides directly with their objective to allow citizen engagement at all levels of the planning process and in fact, requires this engagement for success. It is through this process that downtown will truly represent the character of Springfield and those who reside, conduct business, and use this area.

### **SURVEYING**

Given the demographics of downtown Springfield, several key considerations should be discussed before survey implementation for better response rates. For instance, the city should

**8. GENERAL IMPRESSIONS**

YES NO

Are downtown businesses clustered in a compact area? *could use work*

Do business hours match visitors' needs?  
Ex: Open on weekends

Do ~~some~~ businesses close in "off season" months?

Are customers greeted warmly when they walk through the door?

Are merchandise and stores clean and well kept? *bus to bus - NO*

Do businesses cross-promote? *limited - bus to Non-profits - YES*

Do businesses offer out-of-town shipping for large items?

Are there public restrooms in available in any businesses?

Do businesses offer information on the town/region/attractions?

Can employees answer questions about the town/region/attractions?

Who did you talk to? \_\_\_\_\_

*Test* Conversation comments: \_\_\_\_\_

Do employees answer questions in a friendly manner?

Do shops carry souvenirs, especially related to the town/region/attractions? *Souvenirs*

FIG. 25  
Example survey questions

think about culturally appropriate questionnaires, utilization of community members or people reflective of the community for carrying out the survey, and short, easy to understand, and accessible surveys (Figure 25). In essence, not every survey is designed equally, and should look different for every community including downtown Springfield.

There are different strategies for engaging a culturally and economically diverse population, namely through phone, paper, and face-to-face communication survey strategies. Incorporating weighting into a survey for downtown Springfield residents would help create a clearer picture of not only who lives downtown, but also how they interact with space and ways they believe the area could be improved. The city can use demographic data to develop design and post-stratification weights. While creating these weights may require extra time and resources initially to develop, the long-term benefits in

terms of a more inclusive and engaging downtown would outweigh the costs of the survey.

By better supporting the individuals that live in downtown, Springfield may indeed be able to create the vision and future that they want, with increased and diversified economic activity and a true sense of place and community that are a foundational element of healthy cities.

## Proposed Development Code Amendments

Downtown Springfield attracts a mix of businesses, activities, and land uses that hold broad community appeal. In order to foster growth, the city of Springfield is reviewing and updating the design standards for downtown Springfield within the Springfield Development Code. The design standards will apply to development in a newly designated Downtown Mixed-Use Plan District. They will serve as a review tool for downtown projects and help city staff ensure that new developments align with the character and visions for downtown. The Downtown Mixed-Use (DMU) Plan District emphasizes expanding retail, entertainment, and office opportunities and increasing residential uses above ground-floor businesses.

In short, the proposed design standards seek to:

1. Establish a new “Downtown Mixed-Use [DMU] Plan District” section in the Springfield Development Code, providing prospective businesses and developers one unified set of streetscape, site, and building design standards;

2. Clarify existing standards while addressing applicable regulatory boundaries;

3. Incorporate certain streetscape design standards that are currently located in the Springfield Engineering Design Standards and Procedures Manual (EDSPM) and City Standards Specifications (CSS); and,

4. Implement an “Active Use Streets” designation to encourage continuity of pedestrian-oriented commercial activity along primary downtown business

district streets and plaza frontages (City of Springfield, 2018).

The DMU Plan District allows and encourages mixing of compatible uses. The amendments propose the creation of three zoning districts to further policies and implementation actions within the Downtown Springfield Refinement Plan, Springfield 2030 Comprehensive Plan, and Metro Plan. The three distinct base zoning districts created are (City of Springfield, 2018):

1. Downtown Mixed-Use Commercial (DMUC): a mix of commercial uses that is compatible with existing nearby uses. Development within this district shall have commercial dominance with residential and public uses also allowed.

2. Downtown Mixed-Use Residential (DMUR): intended for a mix of medium and high density residential with commercial uses. Development in this

district shall have an emphasis of multi-dwelling residences, but may include small-scale retail, office, and services when developed as a part of a mixed-use development.

3. Public Land and Open Space (PLO): applies to all areas designated as Government in the Springfield Downtown Refinement Plan and includes government offices and facilities, educational uses, publicly owned metropolitan and regional parks, and open space uses.

The DMU Plan District design standards are based upon a streetscape concept. A streetscape concept takes into account the public realm and public space in relation to private building uses. Additionally, the concept considers human-scale in relation to building height and ground floor height. The design of the streetscape is critical in providing an attractive, high quality, and welcoming downtown environment.

### **USABILITY**

The Development Code and Design Standards are most effective when they are applicable and understandable. Multiple factors must be examined when determining usability, including: language, organization, visual representations, and ability of the code to accommodate developments that the city desires.

### **Language**

The language in the proposed design standards is not overly technical, and those analyzing the code for development purposes will likely be able to understand the standards. The updates to Section 6.1-110 Meaning of Specific Words and Terms will assist

users of the document in understanding any complex or unfamiliar language.

### **Organization**

The Table of Contents presents a logical progression of standards, beginning with concepts of purpose and applicability transitioning to an explanation of the new standards. This provides the user with the lens and context with which they will explore the standards. Adding indentations to the Table of Contents for sections within sections would increase readability. For example, "Landscape Design Standards," "Screening," and "Lighting" are all within "Landscape, Screening, and Lighting Standards," but this is not apparent to the reader based on the Table of Contents. Adding a footer to each page indicating which section of the code the user is reading would also assist with document navigation, as users can easily lose track of their place when reading the existing code.

### **Visual Representation**

Throughout the document visual representations are used for illustrative purposes. Visual examples are important because they make the document more understandable for unfamiliar users without technical knowledge. The use of visual examples helps further the city of Springfield's vision as it depicts what results the revised code attempts to accomplish.

## Code Test

Students analyzed the Springfield’s proposed Downtown Design Standards and completed four code tests, utilizing developments in Bend, Salem, and Tigard, Oregon. Two main questions guided this analysis. Firstly, does the proposed code allow for these types of developments to exist in downtown Springfield? Secondly, do these developments align with the goals and visions for downtown Springfield? In other words, through a usability test, how well might the developments fit in downtown Springfield?

### **THE ADRIENNE (TIGARD, OREGON)**

The Adrienne is located at 7148 SW Gonzaga Street in Tigard, Oregon. The three-story mixed-use building was built in 2015. The Adrienne, totaling 39 vertical feet, is comprised of commercial office on the ground floor, eight total apartment units split evenly between the second and third floors, and a rooftop garden and patio space (Figure 26). In addition to a roughly 5,000 square foot-building footprint, the site includes a 4,800 square foot surface parking lot.

The development sits on a 0.45 acre lot zoned Mixed-Use Employment (MUE) zone. According to the Tigard Development Code, this MUE zone is “designed to accommodate a wide range of uses including major retail goods and services, business and professional offices, civic uses, and multifamily housing” (City of Tigard, 2018).

The site selected to test The Adrienne’s use in downtown Springfield is 140 N 5th Street. Positioned at the corner of 5th and A Streets, this

vacant lot has immediate development potential (Figure 27). The vacant lot is three separate tax lots, the largest being 0.36 acres and the remaining two lots each 0.08 acres. These lots can be found on the Lane County tax map, lot numbers 1703353, 105400, 105300, and 105200 (Lane County, 2018).

Elements from Springfield Code Section 3.4-435, Site Design and Building Form Standards, were applied to The Adrienne to determine if the building would work in downtown Springfield. The seven subsections of the Site Design and Building Form Standards applicable to The Adrienne include:

- A. Frontage design options and setbacks
- B. Building orientation/entrances
- C. Location and design of on-site vehicular circulation, loading and parking
- D. Open space and outdoor—residential development
- E. Building form: height, articulation, scale, and neighborhood transitions



FIG. 26  
The Adrienne in Tigard,  
Oregon

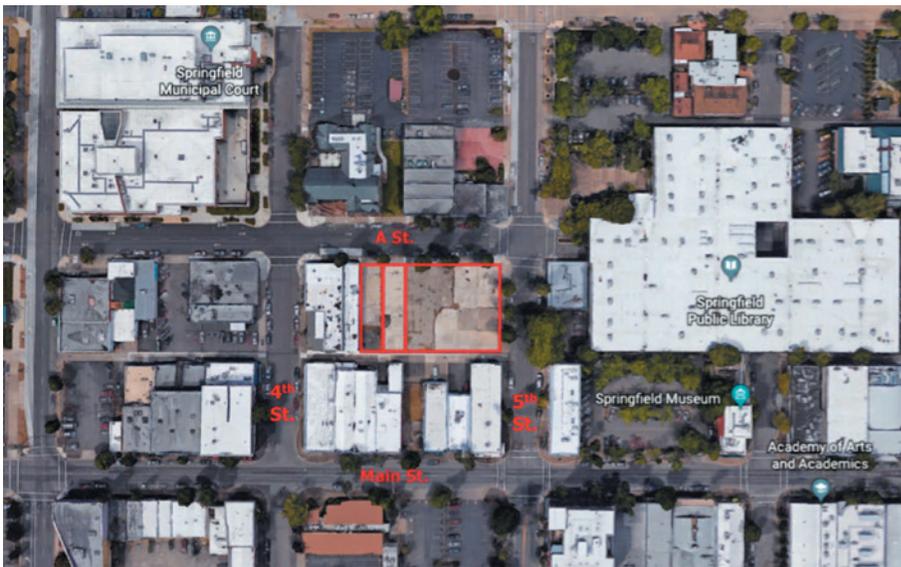


FIG. 27  
Map view of site  
location in downtown  
Springfield  
Source: Google Maps Street  
View, 2018

- F. Landscape, screening, and lighting standards
- G. Storage—residential development

After careful review, The Adrienne is compliant with all of the standards listed in the subsections above, with the exception of two standards described in subsection A: Frontage Design Options and Setbacks. These inconsistencies arise in Springfield Code Subsection 3.4-435A.2, titled Ground Floor Active Use Standards. Two of the standards include minimum ground floor ceiling height of 15 vertical feet and a ground floor transparency

of at least 75% of the total ground floor façade area. The ground floor commercial space of The Adrienne is only 11 vertical feet with a transparency of approximately 60%. Assuming these two standards are met through architectural updates, The Adrienne works in downtown Springfield.

FIG. 28

**Proposed Lake Place  
mixed-use building in  
Bend, Oregon**

Source: Ascent Architecture



**LAKE PLACE (BEND, OREGON)**

Lake Place is a proposed mixed-use residential development in Bend, Oregon. The proposed four-story development features a bottom floor dedicated to retail and commercial, two floors of residential, and a top floor that is intended to serve as a common area for residents (City of Bend, 2017). As proposed, the development would sit on a 14,250 square foot lot and reach a building height of 54 feet (Figure 28).

The site selected to test Lake Place's use in downtown Springfield is the corner of A Street and Pioneer Parkway West (Figure 29). This site is zoned mixed-use residential with surrounding active use streets, and is currently occupied by a residential multi-unit complex.

The Lake Place application is sparse in many key details regarding building, parking, and landscape dimensions. As a result, the code test focused on aesthetic features of the proposed development as opposed to functionality with the streetscape and commerce. The following external

aesthetic features in regards to the design standards were tested.

- A. Metal roof
- B. Metal louvers
- C. Hard panel vertical siding
- D. Metal clad wood windows
- E. Basalt veneer
- F. Corrugated metal vertical siding
- G. Horizontal metal guardrail at balcony
- H. Fabric awnings
- I. Basalt lintel
- J. Storefront windows with metal privacy louvers
- K. Metal spark arrestor
- L. Hardi trim board
- M. Unglazed opening
- N. Sectional overhead door

Of the 15 identified exterior building features, only five features are clearly allowed by Springfield code. These features include the metal clad wood windows, horizontal metal guardrail at balcony, fabric awnings, hardi trim boards, and the sectional overhead door. Other features of the building were deemed unacceptable by either



FIG. 29

Map view of site location in downtown Springfield

Source: Google Maps Street View, 2018

not being compliant with the required building material, not conforming to the design aspect of the design standards, or a combination of both. For instance, the building's basalt veneer does not comply with allowable building materials and also violates the general guideline that the building must match current downtown buildings.

Lake Place can be considered non-conforming to the proposed design standards, and thus it does not work in downtown Springfield from a strictly aesthetic viewpoint. While this building's exterior features fail to satisfy the design criteria, the overall purpose and layout of the building is desirable. This building's purpose of providing ground-floor retail use and upper-floor residential use coincides with Springfield's future proposed zoning, goals, and visions. With the desirability of building's broader functionality, it is worthwhile to consider how building aesthetics fit the design standards and visions for downtown.

#### **PARK FRONT (SALEM, OREGON)**

Park Front is a two-part phased development: phase I is an office building that has been constructed and phase II will be a rehabilitation facility and retail space (City of Salem, 2016). Salem Revised Code allows the mix of household living and non-household living to be met in phases. The office building is a class A, four-story building that is approximately 23,500 square feet and is located on a 1.06 acre parcel (Figure 30). The property abuts a state highway similar to Main Street in downtown Springfield.

To help visualize a development like Park Front, students prepared a rendering to show the scale of the development on an active use street in downtown Springfield. A surface parking lot on the corner of Pioneer Parkway East and westbound Main Street was selected (Figure 31).

Elements from Springfield Code Section 3.4-435 to 3.4-531 were applied to Park Front to determine if the office building would work in downtown Springfield. The seven subsections applicable to Park Front include:



**FIG. 30, LEFT**

Rendering of Park Front Development in Salem, Oregon

Source: AC+CO Architecture



**FIG. 31, RIGHT**

Map view of site location in downtown Springfield

Source: Google Maps Street View, 2018

- A. Ground floor height
- B. Building transparency
- C. Weather protection
- D. Building entries
- E. Mechanical and service equipment
- F. Parking
- G. Building materials

The code test indicates that Park Front would not be approved as is in downtown Springfield due to conflicts with: ceiling height, building transparency, and building materials. From this process, it is clear that the city of Springfield's proposed design standards seek to establish and promote architectural variety and use of durable materials to convey a sense of place consistent with the area's historical character. The proposed design standards work effectively to not allow buildings, such as Park Front, that are incompatible with downtown's character and image.

### **ELIXIR WINE GROUP BUILDING (BEND, OREGON)**

The Elixir Wine Group Building is a two-story, mixed-use commercial building in Bend, Oregon that is undergoing construction ([Figure 32](#)). The building will be approximately 1,500 square feet and comprises a wine bar/

production space on the first floor and office space on the second floor. In addition, the building will have a corner entrance, outdoor seating, street-facing landscaping, plaza frontage, and is craftsman style.

To understand the building's context in downtown Springfield, students selected the corner of A Street and Pioneer Parkway West ([Figure 33](#)). This location is bordered by commercial and government land uses, and is zoned DMUC. For comparison, the Elixir Wine Group Building is surrounded by single-family residential, commercial, and industrial development in Bend.

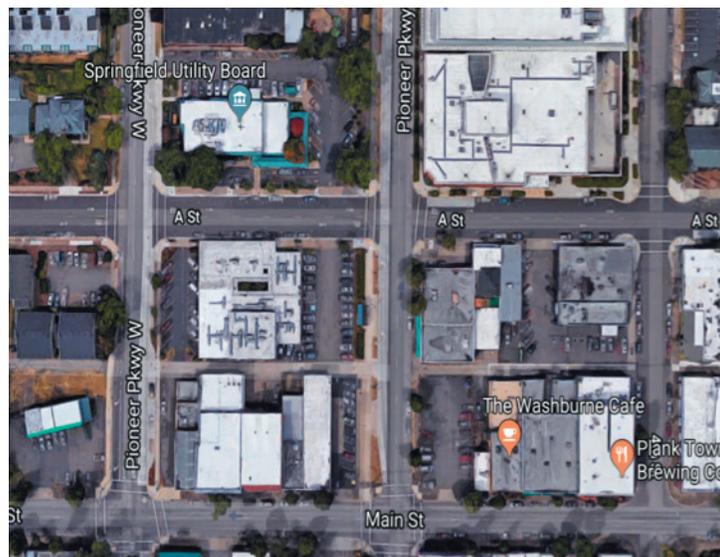
Elements from Springfield Code Section 3.4-415 to 3.4-345 were applied to determine if the Elixir Wine Group Building would work in downtown Springfield. The eight subsections applicable to Elixir Wine Group Building include:

- A. Frontage design options
- B. Setbacks
- C. Building orientation/entrances
- D. Location and design of on-site vehicular circulation, loading, parking
- E. Open space and outdoor areas
- F. Building form: height, articulation, scale, neighborhood transitions

- G. Landscape, screening, and lighting standards
- H. Storage

Based on the code test and comparison to the Elixir Wine Group Building, the following inconsistencies were identified for site design and building form standards: ground floor active use, ground floor ceiling height, ground floor transparency, and refuse and recycling storage. Because of these

inconsistencies with the proposed Springfield Code, the Elixir Wine Group Building would not work in downtown Springfield. If this type of building is identified as a desirable development, staff may want to reconsider how the Design Standards are being focused, how they may limit future development, and if the code is achieving what it was set out to do.



**FIG. 32, TOP**  
**Elixir Wine Building under construction in Bend, Oregon**  
 Source: Elixir Wine Group

**FIG. 33, LEFT**  
**Map view of site location in downtown Springfield**  
 Source: Google Maps Street View, 2018

## Conclusion

This report examined the historic and current context of Springfield through review and synthesis of relevant data, planning documents, and a site analysis in order to offer visions for downtown Springfield, provide useful tools for community engagement, and evaluate the proposed design standards to build on the momentum driving downtown revitalization.

The analysis and tests of the current code showed that the proposed standards are effective at preventing buildings that neither meet the standards of downtown Springfield, nor represent the vision communicated by the planning initiatives. The public

engagement tools informed the need for comprehensive and collaborative forms of community engagement and the ways in which Springfield's project team can interact with the public to inform the process needed to move this effort forward.



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U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: S1702 Poverty Status in the Past 12 Months of Families

U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: B19013 Median Income in the Past 12 Months (in 2016 Inflation Adjusted Dollars)



# Appendix A



## Economic Profile

### **PURPOSE AND METHODOLOGY**

The purpose of conducting a community economic analysis is to provide national and regional context for understanding downtown Springfield's economy and employment. To do so, the analysis provides an economic data overview for Lane County in relation the United States. Economic data were collected from the U.S. Bureau of Economic Analysis, ranging in date from 2001 to 2016.

Economic data used are characterized by North American Industry Classification Systems (NAICS), which includes employment and industry types. Employment types are (1) wage and salary, and (2) proprietors. Industry types are (1) farm employment, (2) nonfarm employment, and (3) government and government enterprises. Employment and industry data are grouped by three NAICS: estimates for 2001 to 2006 are based on the 2002 NAICS; estimates for 2007 to 2010 are based on the 2007 NAICS; and, 2011 to 2016 estimates are based on the 2012 NAICS.

The figures are limited to types of economic activity that are appropriate for downtown Springfield; for example, farm employment, Forestry and Fishing, Manufacturing, Wholesale Trade, and Mining have been omitted.

Formulas were applied to data to aid in interpretation, including population-employment ratio, location quotient, and shift-share analysis. Population-employment ("PE") ratios were determined by dividing a community's population by employees in a sector in that community. Location quotients indicate the degree of a community's self-sufficiency in a sector. Location quotients were calculated by dividing the percentage of local employment in a sector by the percentage of regional employment in a sector. Lastly, a shift-share analysis was used to determine how much of a sector's growth or decline was attributable to the national growth rate component, the industrial mix component and the competitive mix component. When added together the three components account for the total employment growth or decline in a sector.

Sector	2001		2016		Change 2001 - 2016	
	Employment	%	Employment	%	Number	%
<b>Total employment (number of jobs)</b>	185,118	100%	204,742	100%	19,624	11%
Health care and social assistance	20,353	11%	28,469	14%	8,116	40%
Accommodation and food services	12,630	7%	16,272	8%	3,642	29%
Retail trade	22,160	12%	24,428	12%	2,268	10%
Educational services	2,334	1%	4,222	2%	1,888	81%
Arts, entertainment, and recreation	4,197	2%	5,444	3%	1,247	30%

**FIG. 34**

Number of employees per sector in Lane County, 2001 to 2016

Source: U.S. Bureau of Economic Analysis, 2017

<b>Industry</b>	<b>2001</b>	<b>2016</b>
Health care and social assistance	1.19	1.23
Accommodation and food services	1.05	1.07
Retail trade	1.09	1.19
Educational services	0.69	0.85
Arts, entertainment, and recreation	1.19	1.19

**FIG. 35**

Location quotients that compare Lane County to the U.S., 2001 to 2016

Source: U.S. Bureau of Economic Analysis, 2017

<b>2001 to 2016 Employment Growth in Lane County Attributable to...</b>				
<b>Industry</b>	<b>New Employment</b>	<b>National Growth Rate Component</b>	<b>Industrial Mix Component</b>	<b>Competitive Mix Component</b>
Health care and social assistance	8,116	3,461	5,466	(812)
Accommodation and food services	3,642	2,148	2,071	(577)
Retail trade	2,268	3,769	(2,394)	894
Educational services	1,888	397	925	566
Arts, entertainment, and recreation	1,247	714	822	(289)

**FIG. 36**

Shift-share analysis, 2001 to 2016

Source: U.S. Bureau of Economic Analysis, 2017

# Appendix B





# **Fulfilling a Vision: Creating Place in Downtown Springfield**

University of Oregon  
College of Design – School of Planning, Public Policy, and Management  
PPPM 611/PPPM 613  
Fall 2018  
*Team 1*

# Acknowledgements

A team of five University of Oregon students in the Master’s of Community and Regional Planning (MCRP) Program prepared this report as part of two courses in the School of Planning, Public Policy, and Management (PPPM): PPPM 611, Introduction to Planning Principles and Practices, and PPPM 613, Introduction to Planning Analysis. The students thank the many people who helped in developing *Fulfilling a Vision: Creating Place in Downtown Springfield*.

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# Section I

## Introduction

## **Purpose of Project**

The City of Springfield is revising and updating the Springfield Development Code to include Downtown Design Standards that will ensure future development aligns with the vision for Downtown Springfield. Thus, the purpose of this project is to inform City of Springfield's code refinement process by examining community context, and existing plans and policies. The project will also inform a public engagement strategy for including downtown residents in future planning efforts.

## **Team Process**

The process took place from October to December 2018 as part of two classes in the University of Oregon's School of Planning, Public Policy, and Management's Community and Regional Planning Program: Introduction to Planning Principles and Practices, and Planning Analysis. Throughout the term, the team met weekly for check-ins and discussions. In addition, several individual assignments fed into the team project, including assignments on data collection and interpretation, site analysis, plan reviews, and public engagement case studies. The report reflects individual and group work.

The team process began with a kick-off meeting on October 3 to map out tasks and related activities for the project. Team members identified roles and responsibilities and together identified group strengths from which to build. The team building process was strengthened through an in-class activity on October 10 facilitated by Aniko Drlik-Muehleck, project coordinator for the Institute for Policy Research and Engagement at the University of Oregon. The team also attended a preliminary meeting with its faculty advisor, Professor Richard Margerum, to discuss overall goals and intended outcomes. Check-ins took place periodically throughout the term to address questions, as well as think through concepts and ideas.

The team conducted its site visit to Downtown Springfield on October 15, followed by an in-person meeting with City of Springfield staff. Staff included Economic Development Manager, Courtney Griesel, Comprehensive Planning Manager, Sandra Belson, and City Attorney, Mary Bridget Smith. During the site visit the team walked the boundaries of Downtown Springfield, paying close attention to uses on Main Street and the relation to side streets. Team members took photos to visually assess the area and concluded with key observations. At the in-person meeting with city staff, the team had the opportunity to hear firsthand about the challenges and opportunities in Downtown Springfield.

On October 24, the team participated in a design charrette facilitated by Kaarin Knudson, an Instructor in the School of Planning, Public Policy, and Management. Guided by Kaarin, the team worked to analyze the current context and future scenarios for Downtown Springfield, specifically thinking about how the area could evolve over a 20-year timeframe. The team identified design principles and goals through a site analysis, which informed the team's direction to identify and assess constraints and opportunities in Downtown Springfield.

Faculty and City of Springfield staff reviewed the first draft of the report on November 14, followed by a practice presentation with Kaarin on November 20-21. The team received feedback and areas for improvement, and proceeded to make additions over the next week and a half. The team formally presented the report findings as a 20-minute presentation to faculty and the City of Springfield on November 28, with a final report on December 3.

## **Methods**

In order to inform the City of Springfield's Development Code refinement process, the team focused its efforts on understanding the following factors: local and regional context, site analysis, plans and policies, public engagement strategies, and evaluation of the draft code. Data collection and information gathering helped shape content for each factor, and the City of Springfield's vision for Downtown Springfield remained central to interpreting data and information. The following section describes the problem statement addressed by this report, and proceeds with sections and subsections that work through the factors listed above.



## **Section II**

# **Local & Regional Context**

## About this Section

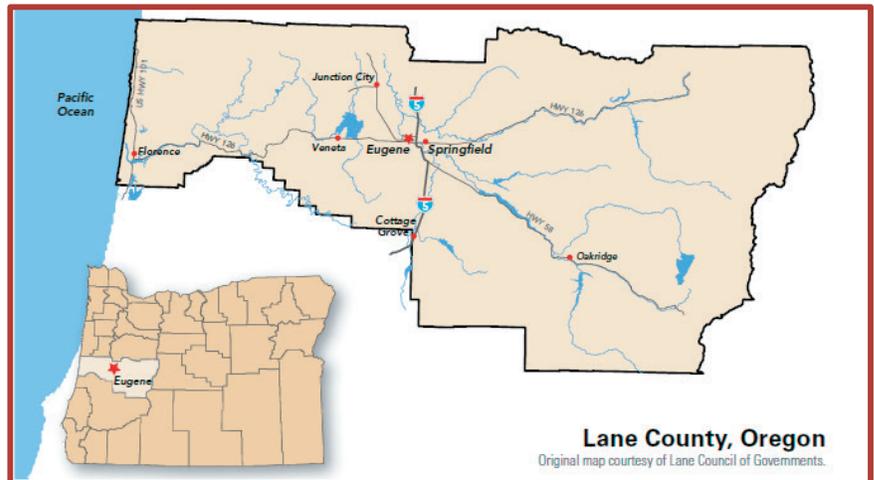
This section provides context for the study area in relation to the city and region. The section begins with defining the problem statement for the project, transitions into an overview of the study area, including site history, demographic, housing, and economic trends and implications, and concludes with public perceptions of the study area.

## Planning Problem

The Downtown Refinement Plan serves as the overarching land use plan and policy guide for Downtown Springfield and gives context for redevelopment. The Downtown Design Standards provide the means by which the downtown land use and policy goals can be met within the redevelopment framework. Together, these planning documents will equip the City of Springfield and development community to form a well-planned well-designed Downtown Springfield that facilitates livability, economic development, and sense of place.

## Study Area

Springfield, Oregon is located in the southern Willamette Valley in Lane County. Springfield is 15.5 square miles in size and has a population of approximately 59,000 people. Springfield is the second most populous city in Lane County after Eugene. The Interstate 5 Highway separates the two cities, and together they form the Eugene-Springfield Metropolitan Area. The project site is Downtown Springfield, located in southwest Springfield.



Downtown Springfield is approximately 56 acres in size and has a population of approximately 3,300 people. The downtown area is bordered by the Willamette River on the west, Washburne Historic District and East Kelly Butte Neighborhood on the north, 10th Street on the east, and Mill Pond and Booth-Kelly Mixed-Use Area on the south. Directly west of Downtown Springfield and the Willamette River is the Glenwood community. There are several parks and greenspace nearby, including Island, Millrace, Willamette Heights, and Willamalane.

In an assessment of Downtown Springfield, it is important to acknowledge the Washburne Historic District and Glenwood community as part of the larger redevelopment effort. Each area has existed and operated separately in the recent past, but long-term, successful revitalization is more likely to occur if the three distinct districts cooperate as a commercial and residential hub for the Springfield community. The Washburne Historic District is a predominantly residential neighborhood with few businesses and Glenwood is an unincorporated community that serves as a bridge between Downtown Springfield and Downtown Eugene. Redevelopment or growth in one area is likely to produce spillover effects for the surrounding areas.

## Site History



This section provides a historical overview of Downtown Springfield as it relates to the history of the city. Springfield developed separate from Eugene, attracting an industrial economy. Springfield has a historically strong connection to its natural environment. This connection is especially true for Downtown Springfield. During early settlement, the city developed adjacent to the Willamette River to utilize its resources. As the town developed and established a grid pattern, downtown became a place for mills and mercantile businesses. Additional expansion and availability of vehicles allowed neighborhoods to expand north and east of the city center.

The City of Springfield was founded and settled in 1848 on a fenced-in field near a natural spring, thereby inspiring founder Elias Briggs to name the site “Springfield.” A ferry operated nearby on the Willamette River, allowing for the crossing of people and cargo heading to California for gold rush operations. This steady influx of people served as a catalyst for commercial growth in the area, attracting various merchants, amenities, and services at Mill Street and Main Street.<sup>2</sup> Elias Briggs sought to capitalize on Springfield’s growth and built the first flouring mill and saw mill in Lane County in 1852.<sup>3</sup> This same year, the 3.5 mile Mill Race waterway was manually excavated to supply water, power, irrigation, and flood and fire control to the area known today as Downtown Springfield.<sup>4</sup> Over the past 150 years, the Mill Race has powered several mills, solidifying mills as an important economic driver for Springfield.

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<sup>1</sup> Photo 1: Dennis, Michelle L. *Springfield, Oregon, 1848-1955: Historic Context Statement*. Revised. Springfield, Or.: Springfield Development Services Dept., 1999., 40

<sup>2</sup> Dennis, 11

<sup>3</sup> Dennis, 12

<sup>4</sup> Dennis, 11



<sup>5</sup> From 1852 to 1853, the McKenzie Highway was built and connected Springfield to Canyon City.<sup>6</sup> The road was established as a toll road but is now operated by the Oregon Department of Transportation and is the main thoroughfare through Downtown Springfield, a gateway to the cascades and a connection to Eastern Oregon. In 1856, Springfield was platted for the first time, creating a grid structure oriented along cardinal directions. These two developments have been modified over time, but their effects are still very much evident

throughout downtown.

Springfield was officially incorporated on February 25, 1885. Prior to determining a city council, the first city ordinance called for Springfield to “open, grade, pave, plank or otherwise improve any of the streets of [the] city.”<sup>7</sup> The city sponsored “Permanent Improvement,” an organization to build, maintain, and repair city streets. Streets from Mill Street to 10th Street were paved and graded, thus beginning a regular city street improvement program. Street improvements garnered the attention of industries, and many businesses began to form in the downtown area, including the Booth-Kelly Lumber Company.

Robert and Henry Booth and George and Tom Kelly established the Booth-Kelly Lumber Company in 1896. The lumber company was adjacent to the Mill Race and consisted of a saw mill and several thousand acres of timberland, ultimately furthering the industrialization of the city, earning Springfield the nickname “Mill City.”<sup>8</sup> Historical records show that between 1907 and 1911, the company employed a majority of city residents.<sup>9</sup> The Booth Kelly Lumber Company had many periods of growth and downturn throughout the 1900s. For example, during the 1940s post-World War II housing boom, many mills closed because of timber depletion, however, the Booth Kelly Lumber Company persevered due to sustainable yield practices.<sup>10</sup> The sustainable yield practices made the timberland very attractive and the Booth Kelly Lumber Company was bought in 1959 by Georgia-Pacific. Today, the 200,000 square foot property is owned and operated by the City of Springfield. The property includes industrial and commercial warehouses, storage, office space and manufacturing.

After World War II, Downtown Springfield experienced a period of commercial expansion. Beginning with the addition of hardware stores, service businesses and a supermarket, the “Paramount Commercial District” was established. This district continued to prosper through the

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<sup>5</sup> Photo 2: City of Springfield, <http://www.ci.springfield.or.us/history.htm>

<sup>6</sup> Dennis, 11

<sup>7</sup> Dennis, 17

<sup>8</sup> Dennis, 24

<sup>9</sup> “Booth Kelly History.” Booth Kelly Makers District. Accessed November 26, 2018. <https://www.boothkellymakers.org/history/>

<sup>10</sup> *The Way It Was: Lane County Historian*. 3rd ed. Vol. 35. Eugene, OR: Lane County Historical Society, 1990., p. 58

1950s as the city began to spread. During the 1970s, Springfield experienced a depression, and downtown saw an increase in flight and vacancy rates.<sup>11</sup> The economic downturn only began to reverse itself in the past 30 years, as the City of Springfield and its community have emphasized a need and interest in redevelopment.

The 1980s saw an increase in planning activity for the downtown area, resulting in *Downtown Tomorrow, Resource Team Report for Springfield, OR* as part of the National Main Street Association, *Conceptual Landscape Plan*, and the *Springfield Downtown Refinement Plan*.<sup>12</sup> Several significant developments occurred following the 1980s, including new area specific plans in transportation and recreation, and adoption of mixed-use zoning districts. By the 2000s, the Springfield Downtown Business Association reported an improving downtown. Although businesses have opened and closed in the past decade, new and current businesses have grown at a rate to match.<sup>13</sup>

## Local and Regional Trends

### Demographic Profile

The demographic profile of Downtown Springfield highlights key trends in population growth, age distribution, ethnic and racial composition, educational attainment, income generation, and poverty. Data for these factors were collected from the American Community Survey and range from 2010 to 2016. Data and corresponding figures are presented in Appendix A. A summary of results is listed below as key trends and implications. Overall, the data suggest a redevelopment plan that capitalizes on existing strengths through revitalization, and works to attract a larger residential base to spur greater economic development.

**Downtown Springfield's population is stable.** Downtown Springfield's population remained stable at 3,390 people from 2010 to 2016, while the city and county experienced population increases (Appendix A, Figure 1). A stable population implies that there may not be significant development activity, services, amenities, or jobs to draw a larger residential base. Downtown Springfield may be able to capture population growth seen in the city and county through greater development activity, services, amenities, and job opportunities.

**Downtown Springfield has an older population.** As of 2016, Downtown Springfield's median age was 39 years and 64% percent of its population was between 20 and 64 years in age (Appendix A, Figure 2). In comparison to Springfield and Lane County, Downtown Springfield had fewer Millennials and fewer people over 65 years in age. Downtown's age distribution lends itself to a larger workforce population today; however, an older and aging population may have future impacts on the urban form and economic activity of the area. Specifically, an aging population will likely require modifications in housing, services, and transportation, while a shrinking workforce will likely affect the area's tax base.<sup>14</sup> The City of Springfield should pay

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<sup>11</sup> City of Springfield. *Downtown Urban Renewal Plan*. Springfield, OR: Development and Public Works, 2007. <http://www.springfield-or.gov>

<sup>12</sup> City of Springfield. *A Refinement Plan for Springfield Downtown*. Springfield, OR: Development and Public Works, Downtown Planning, 1986; updated 2005. <http://www.springfield-or.gov>

<sup>13</sup> City of Springfield. *Downtown Urban Renewal Plan*.

<sup>14</sup> American Planning Association. *Planning and an Aging Population*. American Planning Association: Planning Advisory Service. <https://www.planning.org/>

attention to the proportion of the younger to older age groups in order to determine necessary interventions that facilitate greater age diversity.

**Downtown Springfield’s population is becoming more diverse.** Downtown Springfield has higher proportions of Hispanic/Latino and non-white populations than the city or county (Appendix A, Figures 3 and 4). In 2016, 13% of Downtown Springfield’s population was Hispanic/Latino and 14% of its population was non-white. Hispanic/Latino and non-white populations increased between 2010 and 2016. A diversifying population provides an opportunity to tie cultural elements into the revitalization process. Cultural amenities and resources, as well as minority-owned businesses are economic development assets.

**Downtown Springfield’s population has low educational attainment.** Downtown Springfield’s population aged 25 years and older has higher educational attainment than the city at-large, but has lower educational attainment than the county population (Appendix A, Figure 5). Thirty-nine percent of Downtown Springfield’s population has completed some college or received an Associate’s Degree or higher, compared to 36% for the city and 45% for the county. A less educated population may imply that those who are employed have lower paying jobs that require fewer skills. A higher proportion of lower paying jobs can decrease the median household income, increase poverty rates, and result in less disposable income. To overcome these barriers, the City could consider partnering with local service providers to offer workforce development and training opportunities specific to downtown residents.

**Downtown Springfield’s population is lower-income.** Downtown Springfield’s median household income in 2016 was \$28,235, nearly \$17,000 lower than the county and \$11,500 lower than the city (Appendix A, Figure 6). Although the median household income is significantly lower, it is growing at a faster rate than the city and county. From 2010 to 2016, Downtown Springfield’s median household income grew 12%, compared to 10% for the city and 5% for the county. The City of Springfield may explore redevelopment opportunities that facilitate a downtown mixed-income neighborhood, which will likely bring greater options and access to services, amenities, and jobs. This in turn can increase incomes and discretionary spending in the area.

**Families in Downtown Springfield experience higher rates of poverty.** Twenty-two percent of Downtown Springfield families were below the poverty line in 2016, compared to 18% in the city and 11% in the county (Appendix A, Figure 7). Higher poverty suggests that housing and transportation costs for families in poverty will take up a larger proportion of household income. The City of Springfield may consider finding ways to reduce housing and transportation costs through affordable housing options and public transportation. Job training opportunities and social services are also important factors to consider to alleviate poverty and assist the population with finding economic opportunities.

### **Housing Profile**

Key housing trends for Downtown Springfield and their implications are presented as a housing profile below. Data were collected from the American Community Survey, namely: housing tenure, housing mix, household cost-burden, rent-to-income ratio, and housing value-to-income ratio from 2010 to 2016. Methodology and corresponding figures are presented in Appendix B. Overall, housing trends suggest that Downtown Springfield has a stable housing market in which

rents and home values have not seen increases similar to the local, regional, and state housing markets.

**Downtown Springfield has more renters than homeowners, and more multi-family than single-family housing units.** In 2016, 53% of Downtown Springfield's population was renters, compared to 47% owners (Appendix B, Figure 1). This heightened proportion of renters is further reflected by Downtown Springfield's housing mix; Downtown Springfield had the highest percentage of multi-family units compared to the city and county (Appendix B, Figure 2). Renters, unlike homeowners, have no equity in their homes. The lack of equity often translates into less vested interest in the upkeep and appearance of homes. Neighborhood associations and other forms of public engagement targeted to residents - renters and owners - could incite a sense of pride and value in the community. Additionally, multifamily housing presents a unique set of difficulties, including compact land use impacts on transportation and parking.

**Households in Downtown Springfield are highly cost-burdened.** Nearly half of Downtown Springfield households were paying more than they can afford for housing in 2016 (Appendix B, Figure 3). This does not take into account costs for other necessities, like food, transportation, or healthcare. There were more cost-burdened households in Downtown Springfield than the city and county. Cost-burdened residents are more heavily impacted by unexpected costs, and are thus more financially vulnerable. The City should consider cost-burdened residents as part of the redevelopment process, especially in terms of alternative modes of transportation and other services such as food banks, health clinics, and childcare.

**Renters in Downtown Springfield spent less income on rent and mortgages.** From 2010 to 2016, the rent-to-income ratio for renters decreased by 2% for renters in Downtown Springfield (Appendix B, Figure 4). In contrast, the ratios increased for the city and county. Additionally, Downtown Springfield homeowners spent less income on mortgage (Appendix B, Figure 5). These two realities might suggest that Downtown Springfield has a stable housing market, and therefore rents and home values have not seen increases similar to the local, regional, and state housing markets. Population growth and racial and ethnic composition may give greater context to the situation. Between 2010 and 2016, Downtown Springfield's population did not grow, but did experience greater ethnic and racial diversity. Given the housing profile laid out above, the City may consider encouraging development of lower cost, smaller units to match downtown's demographic profile.

## **Economic Profile**

National and regional economic trends can provide context for understanding Downtown Springfield's economy and employment; key trends and implications for Downtown Springfield are listed below. To analyze trends, employment data for 21 industry sectors were collected for the U.S. and Lane County from the U.S. Bureau of Economic Analysis ranging in date from 2001 to 2016. Economic data was interpreted through population-employment ratio, location quotient, and shift-share analysis. Methodology and data are presented in Appendix C.

National and regional economic trends indicate several opportunities for employment and economic development in Downtown Springfield. Some factors to keep in mind when assessing opportunities for Downtown Springfield include its geographical location, building mix, vacancy rates, and the elements that personalize Downtown Springfield for residents and community members. The sectors identified as potential opportunities include: Healthcare and Social

Assistance, Accommodation and Food Services, Retail, Educational Services, and Arts, Entertainment, and Recreation.

**Healthcare and Social Assistance is growing rapidly and becoming an increasingly important sector in Lane County.** Healthcare and Social Assistance grew in Lane County from 2001 to 2016, accounting for 41% of job growth. In 2016, the sector represented the highest percentage of any private non-farm employment. Due to building size constraints and nearby medical facilities, it is unlikely that larger sector employers will locate in Downtown Springfield. However, Downtown Springfield could capture a portion of this sector's growth through space for small offices or clinics.

**Accommodation and Food Services is growing and becoming more important to the regional economy.** Accommodation and Food Services grew in Lane County from 2001 to 2016, accounting for the second largest contribution of new jobs in the area. The sector accounted for 8% of total employment in 2016. Downtown Springfield could capitalize on growth with the availability of small-scale spaces suitable for restaurants. Restaurants may be further tempted to locate downtown because of minimal competition. This could be particularly true for restaurants that are already well-known and have an established customer base. A recent example is the second location of Cornbread Cafe, a well-known and established eatery opening on Main Street in Downtown Springfield.

**Retail grew slowly, but represents an important employment sector.** Although it grew more slowly than other sectors, retail held the second highest employment in 2016 with 10% of total employment. The slower growth may make it difficult to cultivate new retail business in Downtown Springfield, but it may be worthwhile for the City of Springfield to consider new business incentives to attract more retail. In doing so, it may prove beneficial to focus on smaller and more niche retail products, such as bicycle shops or fabric stores, that are more suitable for the area and can gain a local following.

**Educational Services is a small sector, but is quickly growing.** In 2016, the Educational Services only counted for 2% of total employment. However, from 2001 to 2016 the sector grew by 81% and accounted for 10% of total job growth. A shift-share analysis indicates that sector growth was well-rounded and supported by national and regional trends alike. Thus, growth in Educational Services could stand to benefit Downtown Springfield. Geographically, Downtown Springfield is located near the University of Oregon and several schools, including two schools in Downtown Springfield. Downtown Springfield could leverage its geographical position as an educational hub, offering spaces for satellite offices and classrooms, as well as after school programming, test preparation, and tutoring. Additionally, Downtown Springfield stands to benefit from employment in the sector either by providing housing or services for University of Oregon students and employees.

**Arts, Entertainment, and Recreation is a small, but growing sector, with unique opportunities to enhance identity and sense of place.** In 2016, the sector accounted for 3% of total employment. Though, from 2001 to 2016, Arts, Entertainment, and Recreation grew significantly in the county and employment became more concentrated in the area. Growth in this sector is beneficial to Downtown Springfield, which has an existing collection of public art and murals, theaters, arts academies, and several art galleries and supply stores. Downtown

Springfield is suited for cultural, artistic, and creative spaces, which can translate into opportunities to form an identity and sense of place for the downtown community.

### **Public Perceptions**

Public perceptions of Downtown Springfield were not gathered firsthand; rather, the project team relied on individual observations and experiences in Downtown Springfield and perceptions presented in various downtown-related plans and policies that are reviewed in the Plan Review section of this report.

The project team’s two major perceptions of Downtown Springfield are that (1) it is very auto centric - numerous corners and mid-block sites along Main Street are devoted to surface parking, and most parking is free or inexpensive, thereby encouraging automobile use; and (2) Main Street is disconnected - there is a disconnect between Main Street and areas to the north and south, the land uses do not naturally feed into one another. As a pedestrian, the abrupt change is unsettling and noticeable even at the sidewalk level, where they change from 13 to 5 feet wide heading north along Pioneer Parkway East from Main Street.<sup>15</sup>

The City of Springfield’s Main Street Corridor Vision Plan (2015) had the greatest public engagement of the plans reviewed. Though the Main Street Corridor Vision Plan (Vision Plan) addresses areas adjacent to Downtown Springfield, the information presented in the plan is still useful because the corridor will impact downtown redevelopment. The Vision Plan describes and details public engagement efforts; input was gathered from residents, businesses, and property owners, and a special emphasis was placed on the growing Latino community.

The Vision Plan focuses on the community’s vision and what they’d like to see Downtown Springfield “grow up to be.” While the community’s input is not directly tied to perceptions of Downtown Springfield today, current perceptions can be inferred from what the community would like to see for the future of the corridor. Drawing mainly from the Vision Plan, current public perceptions are presented and expanded upon below.



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<sup>15</sup> Personal Photo

- **Few transportation options.** Transportation options in Downtown consist of driving and taking the bus. There are few areas that encourage bicycle transportation or engender walking. Multi-modal transportation is difficult due to limited connectivity of spaces and lack of integration between transit options, these difficulties discourage automobile alternatives.
- **Not an engaging or beautiful place.** Downtown is not a place where people want to spend their time. Its inattention to scale, continuity and aesthetics discourage greater use.
- **Nothing going on past 5 pm.** There is little activity in the evenings. There are a few establishments that cater to evening crowds.
- **Downtown streets are not very safe.** Safety concerns revolve around all forms of transportation, but center on pedestrians, specifically their use of Main Street. Main Street is a major thoroughfare that mixes local and through traffic, including 18-wheelers. High traffic speeds and volumes, proximity to the pedestrian realm, and lack of signalized intersections all contribute to perception of safety.
- **History has meaning and is important.** The history of Downtown Springfield and the greater Springfield area is reflected in its many historic buildings and street names (Millrace Park, Pioneer Parkway) and layout (small street grid). This shared history is recognized by and important to the public, as well as to the cohesiveness of the area.
- **Downtown has its high points and shows promise.** There are some aspects of Downtown Springfield that work well, care should be taken to make sure what is working currently stays in place. Recent investments in Downtown (Wildish Theater, EmX line, Plank Town Brewing Co.) indicate and underpin the area’s potential.

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<sup>16</sup> Personal Photo



## **Section III**

# **Site Analysis**

## About this Section

This section includes an evaluation of existing uses and characteristics of the study area. The section begins with an overview of the natural environment, followed by the built environment and circulation, and concludes with opportunities, constraints and implications downtown.

## Natural Environment



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Springfield is situated on a floodplain south of the McKenzie River and east of the Willamette River (Appendix D, Figure 1).<sup>18</sup> The land in the Willamette Valley is relatively level with gravelly soils, which create meandering tributaries, secondary stream channels and sloughs.<sup>19</sup> This characteristic can result in flooding during heavy rainfalls and high amounts of snowmelt in the cascades, but has been mitigated through stormwater programs. Because the city is located within a major watershed, it facilitates multiple stormwater management programs to protect against flooding, improve water quality and protect fish habitat (Appendix D, Figure 2).<sup>20</sup>

<sup>17</sup> Photo: Google Earth

<sup>18</sup> City of Springfield. *Springfield Historic Context Statement*.

<sup>19</sup> City of Springfield. *Springfield Historic Context Statement*.

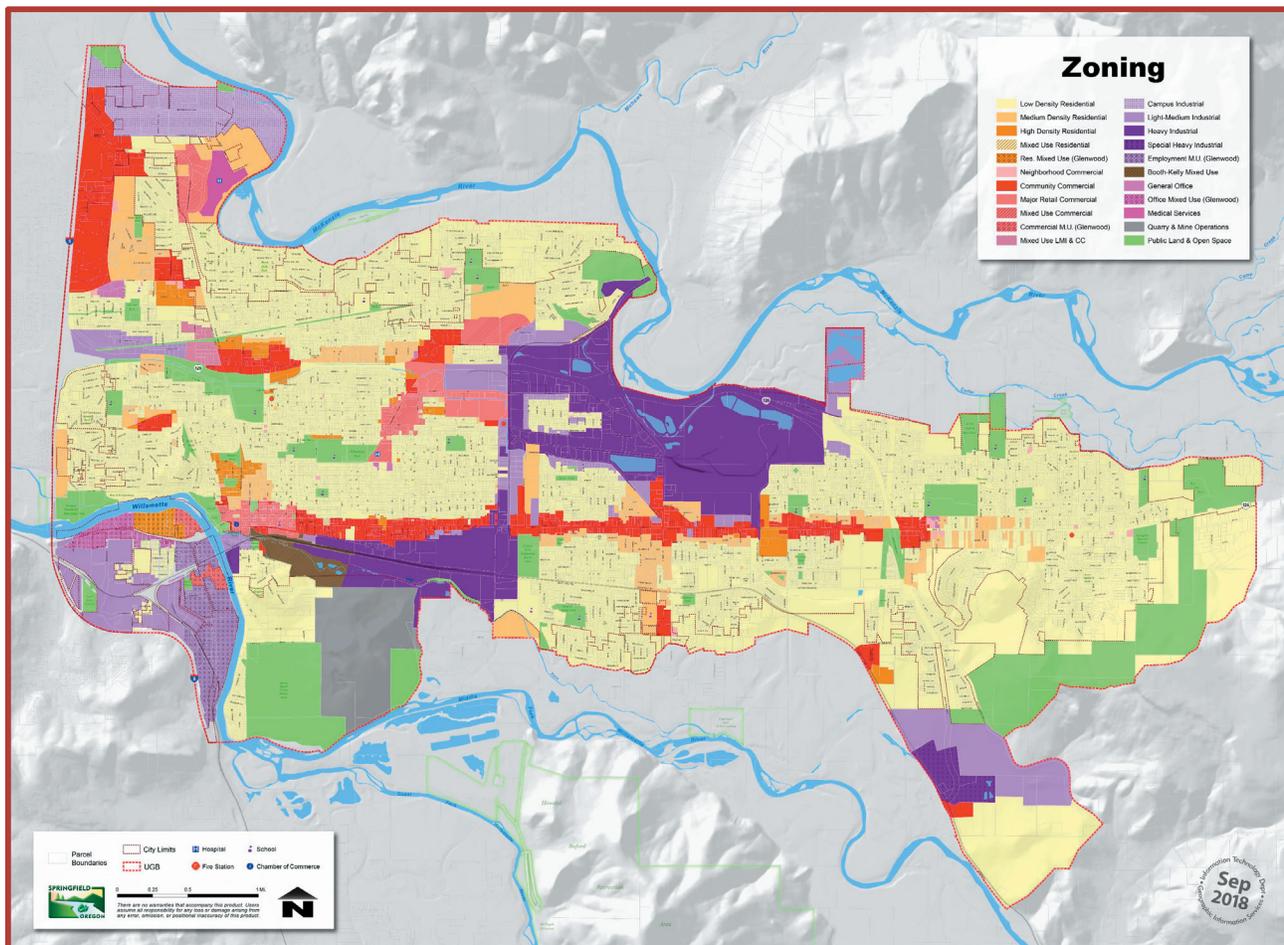
<sup>20</sup> City of Springfield. *Stormwater Management Plan*. Springfield, OR: Public Works, Environmental Services, 2004; updated 2010. <http://www.springfield-or.gov>

The Willamette Valley has a temperate weather pattern with cool moist winters and hot dry summers. On average, there are 46 inches of rainfall per year, most of which occurs between November and April.<sup>21</sup> Springfield gradually increases in elevation as it is approached from the rivers, which created a historical vegetation pattern of heavily forested western lowlands and eastern grassland prairies with scattered oak trees maintained by the Native American population.<sup>22</sup> Agriculture and industrial urban activities have altered this vegetation pattern by clearing riverways of dense forests and promoting woodlands on buttes and upland prairies.

## Built Environment

### Land Use and Zoning

There are 56 total acres of land in Downtown Springfield and eight general categories of existing land uses: residential, industrial, government, services, retail, recreation, parks, open space and vacant, and water. Commercial land use has the greatest number of tax lots (70), followed by office (29), parking (24), residential (20), and government (17). The downtown area can also be classified by development status: 22 acres are considered to be developable, 28 acres are public or semi-public land, 6 acres are vacant, and 1 acre is unbuildable.<sup>23</sup>



<sup>21</sup> U.S. Climate Data. *Climate – Eugene, OR*. <http://usclimatedata.com>

<sup>22</sup> City of Springfield. *Springfield Historic Context Statement*.

<sup>23</sup> City of Springfield, Zoning Map. <http://www.springfield-or.gov/dpw/Zoning.htm>

Downtown Springfield currently has four zoning designations: (1) Mixed Use Residential, (2) Mixed Use Commercial, (3) Community Commercial, and (4) Public Land and Open Space (Appendix D, Figure 3). The 56 total acres of land can be characterized by zoning designation: 1.5 acres of Mixed Use Residential; 37.3 acres of Mixed-Use Commercial; 0.8 acres of Community Commercial; and 13.2 acres of Public Land and Open Space. Current zoning designations have led to several existing services and amenities, including: arts and entertainment, automotive and repair, banking and finance, government services, lodging, professional services, restaurants and bars, and retail.<sup>24</sup>

With code revisions, the following zoning designations are proposed for Downtown Springfield: (1) Downtown Mixed Use Residential, Downtown Mixed-Use Commercial, and (3) Public Land and Open Space (Appendix D, Figure 4). The proposed zoning consolidates the current zoning designations, with an emphasis on mixed use.

### Urban Form

Downtown Springfield's urban form exists within a wide range of conditions. From new development with inviting storefronts (Appendix D, Figure 5), to entirely renovated blocks that preserve the historical character of the area. Most striking are the dilapidated and underutilized buildings, which show visual signs of Downtown Springfield's past struggles and current desire for redevelopment and revitalization (Appendix D, Figure 6). There are good qualities, aspects, and characteristics of the built form within the study area. The challenge is how to connect, activate, and rehabilitate the pieces that are lacking in order to form a more cohesive environment and provide a more inviting experience to downtown users and residents.<sup>25</sup>



Ten new businesses opened or moved to the 300 block of Main Street in Downtown Springfield between 2017 and 2018.<sup>26</sup> Several of these businesses are located in historical buildings that have been rehabilitated, which simultaneously removes blight while adding to the historic character of the area. Despite the surge in new businesses, there appear to be unoccupied ground floor and second floor spaces on the same block and scattered throughout Main Street. In addition, underutilized block corners and what appears to be an excess of surface parking lots take away from the quality of the built environment (Appendix D, Figure 7). Overall, the frequency of vacant storefronts and buildings, and breaks in the built environment at critical intersections create a feeling of discontinuity and fragmentation that may impede the pedestrian experience.

<sup>24</sup> TURELL GROUP, "Discover Downtown Springfield," Discover Downtown Springfield, Oregon. 2009-2018, <http://www.discoverdowntownspringfield.org>

<sup>25</sup> Photo: Catherine Rohan

<sup>26</sup> Suzanna Adams-Ockrassa, "New family-friendly Main Street blooms in Springfield," July 15, 2018. <http://www.registerguard.com>

## Historical, Cultural, and Activity Centers

The wealth of history and character in existing buildings is evident from first view of Downtown Springfield. There are roughly 40 historic buildings in Downtown Springfield, many of which exhibit a quality that cannot be duplicated through new or modern construction, and have a notable presence on the pedestrian realm.<sup>27</sup> Unfortunately, several of these buildings show signs of neglect and therefore are not activating downtown in a meaningful way.

However, in the instance of the historical Independent Order of Odd Fellows Building, which is now home to Plank Town Brewing Company, the building's facade articulation, storefront, and outdoor seating create a welcoming and engaging space to be used by locals and visitors alike. It is important to note that rehabbing historic buildings and structures can oftentimes be expensive. These buildings and structures are likely not up to building code, and therefore present challenges to ensuring the safety and usability for future tenants.

<sup>28</sup>



The presence of art and murals throughout Downtown Springfield is clear, though these are mostly on the side of buildings or in alleyways and not in direct walkways (Appendix D, Figure 9). There are several galleries, Springfield Museum, Emerald Art Center, Wildish Community Theater, and creative spaces like The Attic or Booth Kelly Makers District. Every 2nd Friday there is an Art Walk in Downtown Springfield that has been gaining traction in recent years. Additionally, there are more than 20 murals, including stormwater drain artwork, that enliven the area and express important cultural, historical, and environmental aspects of the community.

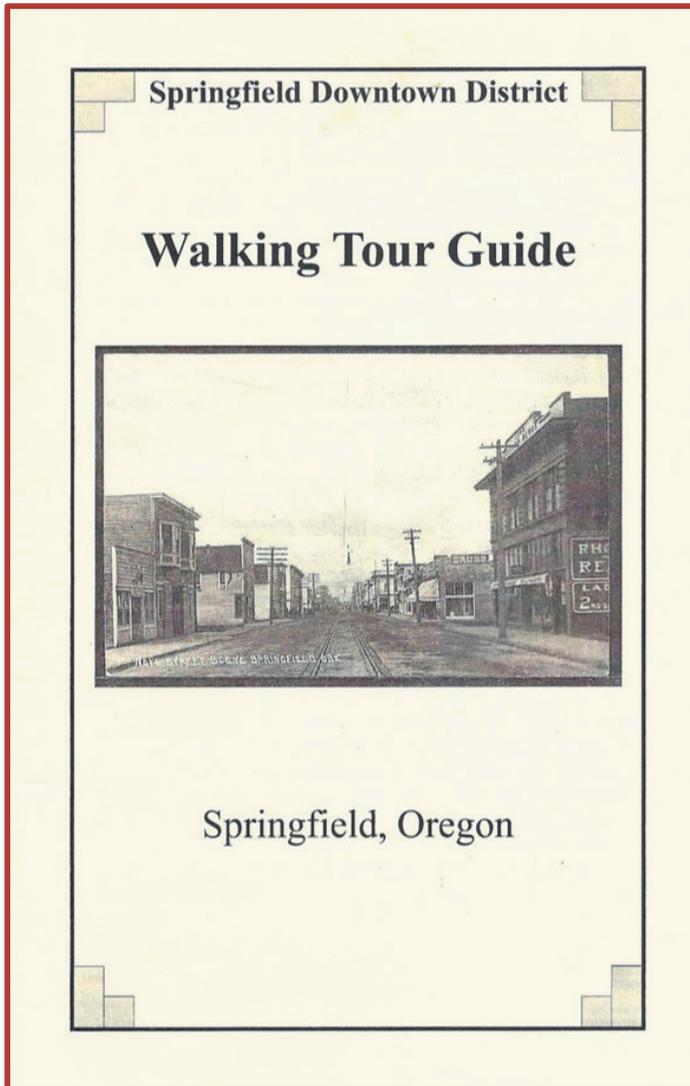
## Pedestrian Realm

The existing development patterns in Downtown Springfield are inconsistent and fragmented, impacting the pedestrian realm and overall experience. The area as a whole lacks elements that create a cohesive and engaging environment. When walking through Downtown Springfield today there seem to be three distinct areas along Main Street, each with a different character. That being said, each of these distinct areas has some favorable qualities. If they can be leveraged and made consistent, there would be a more pedestrian-friendly experience along Main Street.

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<sup>27</sup> City of Springfield. *Springfield Downtown Urban Design Plan – Parking Management*. Portland, OR: Rick Williams Consulting, 2010. <http://www.springfield-or.gov>

<sup>28</sup> Appendix D, Figure 8



The viewpoints south of Downtown Springfield highlight the hills of Willamette Heights Park, just beyond the railroad tracks (Appendix D, Figure 10). This view is particularly noticeable when moving south from the residential neighborhoods to the north of downtown, and at most intersections. These views create moments of relief when moving along Main Street and provide visual opportunities for connecting to the context and landscape. In terms of pedestrian amenities, Main Street between Pioneer Parkway and 4th Street is the only contiguous and engaging public space. There is a real sense of being in a downtown along this stretch of Main Street. This is created through the use of outdoor seating, mixed use buildings, active storefronts on both sides of the street, and human scale lighting fixtures.

As for general walkability of Downtown Springfield, most intersections along Main Street have signaled, designated crosswalks, which make the street safe and easy to move between spaces. The sidewalks themselves are in good condition and provide more than enough space to move comfortably. In many cases, there is a feeling that sidewalks could be used more intentionally for pedestrian amenities. The

use of signage also aids in creating a more walkable environment, but signage appears inconsistent and aesthetically different from the character of downtown. Additionally, it is important to note that walkability is not maintained in all directions. There are marked crossings north to south, but not east to west. This makes it difficult to safely cross the street against oncoming traffic. In addition to the lack of crosswalks, sidewalk conditions deteriorate north of Main Street. The combination of these elements creates unnecessary barriers for pedestrians trying to get downtown from the residential neighborhoods or from bus stops and stations nearby.

## Circulation

### Automobile

Main Street, South A Street, and Pioneer Parkway are the major access routes in Downtown Springfield.<sup>29</sup> Main Street and South A Street function as a couplet of the Oregon State Highway Route 126 (OR 126), carrying traffic east-west. Pioneer Parkway is also a couplet, carrying traffic north-south (Appendix D, Figure 11). The Oregon Department of Transportation (ODOT) maintains both routes. ODOT has control over the roadway from “curb to curb” notwithstanding any agreement with the City of Springfield and ODOT.<sup>30</sup>

ODOT classifies OR 126 as a principal arterial highway.<sup>31</sup> Within downtown, OR 126 is a “business loop” that serves as a high-capacity thoroughfare, delivering traffic from Interstate 105 (I-105) and Oregon State Highway Route 99. The 2017 Lane County Transportation System Plan projects that a bulk of future transportation growth will happen within the Eugene-Springfield region along OR 126 toward east of Springfield.<sup>32</sup> Downtown Springfield’s street grid system also includes smaller road classifications. Secondary north-south collector streets are Mill Street, 5th Street, 7th Street, and 10th Street; east-west collector streets are A Street and B Street.<sup>33</sup> All other streets and alleyways in the downtown area are classified as “local.”<sup>34</sup>

### Parking

Main Street in Downtown Springfield is home to several businesses and commercial uses that rely on on-street parking or adjacent private lots to serve their customer base. Parking availability, on-street or off-street, and time limits are important factors of a well-managed parking system that ensures adequate turnover rates. Longer time limits in free parking zones are likely to decrease turnover, thereby hindering customer bases. Additionally, underutilized on-street parking at peak hours could be a sign that the current parking system needs to be restructured to meet the actual demand of the area.<sup>35</sup>



A Parking Management Study for Downtown Springfield was conducted from 2009 to 2010. The study included a stakeholder committee, parking data inventory, and capacity demand analysis (Appendix D, Figure 12). Some general findings of the study determined that the parking system was not user-friendly, the system

<sup>29</sup> City of Springfield. *A Refinement Plan for Springfield Downtown*.

<sup>30</sup> Oregon Revised Statutes 373.020, 2017. <http://www.oregonlegislature.gov>

<sup>31</sup> Lane County. *Transportation System Plan: Volume 1*. Lane County, OR: Land Management; Transportation Planning, 2017. <http://www.lanecounty.org>

<sup>32</sup> Lane County. *Transportation System Plan: Volume 1*.

<sup>33</sup> City of Springfield. *A Refinement Plan for Springfield Downtown*.

<sup>34</sup> City of Springfield. *Springfield, OR* [map]. 2017. Scale “Draft Local Street Network.” August 17, 2018. <http://www.springfield-or.gov>

<sup>35</sup> Personal Photo

needed to be restructured to benefit existing businesses as well as attract new businesses, and there were some conflicts between customers and employees using on-street parking.<sup>36</sup> At the time, parking time limits ranged from 10-minute loading zones to unlimited parking. Forty-one percent of on-street parking spaces were free and unlimited in time limits. The average duration of vehicles parked in on-street parking was 3 hours and 29 minutes.<sup>37</sup>

In 2015, the City of Springfield entered into an agreement with Republic Parking Northwest to enforce parking time limits for free on-street parking and free publicly-owned parking lots. There are 1,819 total parking spaces in Downtown Springfield. This number includes 647 on-street parking spaces and 1,172 off-street parking spaces.<sup>38</sup> Of the off-street parking spaces, there are 889 parking spaces within 47 privately-owned parking lots and 283 parking spaces within 12 publicly-owned parking lots. Public parking falls under two zones, Zone and Zone B (MAP).<sup>39</sup> Zone A offers free 2-hour parking and Zone B offers free 3-hour parking. There are also permit opportunities for downtown employees and residents.

### **Walkability**

Downtown Springfield has a strong walkability score of 82.<sup>40</sup> This score takes into consideration the proximity of certain amenities, such as restaurants, groceries, shopping, parks, culture and entertainment. What this does not take into consideration is the physical environment in which an individual is walking. With this in mind, the walkability of downtown might suffer from the lack of continuous street frontage, appropriate signage, speed of the adjacent traffic, and lack of adequate pedestrian amenities, such as seating, planters, and trash cans. There are areas throughout downtown that utilize these features, but the quality of such features is not consistent throughout downtown.. The City does have plans to improve pedestrian crossings and lighting, which will ultimately enhance the walkability of downtown.

### **Public Transit**

The Lane Transit District services Springfield (Appendix D, Figure 13). Lane Transit District (LTD) opened the Emerald Express (EmX) Eugene line in 2007, the area's bus rapid transit system that carries 13,000 riders a day.<sup>41</sup> The LTD EmX system provides transit between Springfield and the following areas: Eugene, Thurston, McKenzie Bridge, 5th Street and Hayden Bridge, Mohawk, and Lane Community College. The EmX Springfield Station is located in Downtown Springfield at the intersection of South A Street and Pioneer Parkway; there are 10 additional bus stops along 5th Street, Pioneer Parkway, Main Street, and South A Street. A total of six bus lines run through Springfield Station, including the EmX.<sup>42</sup> A 2015 origin-destination study showed that of LTD riders originating in Springfield, 12% are traveling within Springfield and 14% are traveling to Eugene or another destination.<sup>43</sup> Nearly 10% of LTD riders originating in Eugene or elsewhere reported to be traveling to Springfield.

### **Ride-Sharing**

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<sup>36</sup> City of Springfield. *Springfield Downtown Urban Design Plan – Parking Management*.

<sup>37</sup> City of Springfield. *Springfield Downtown Urban Design Plan – Parking Management*.

<sup>38</sup> City of Springfield. *Springfield Downtown Urban Design Plan – Parking Management*.

<sup>39</sup> City of Springfield, *Springfield, Oregon Park Downtown*, Springfield, OR: City of Springfield, Republic Parking Northwest. <http://www.ci.springfield.or.us>

<sup>40</sup> Walk Score. Springfield, OR. 2018. <https://www.walkscore.com>

<sup>41</sup> Lane Transit District, "Lane Transit District," Lane Transit District. 2018, <http://www.ltd.org>

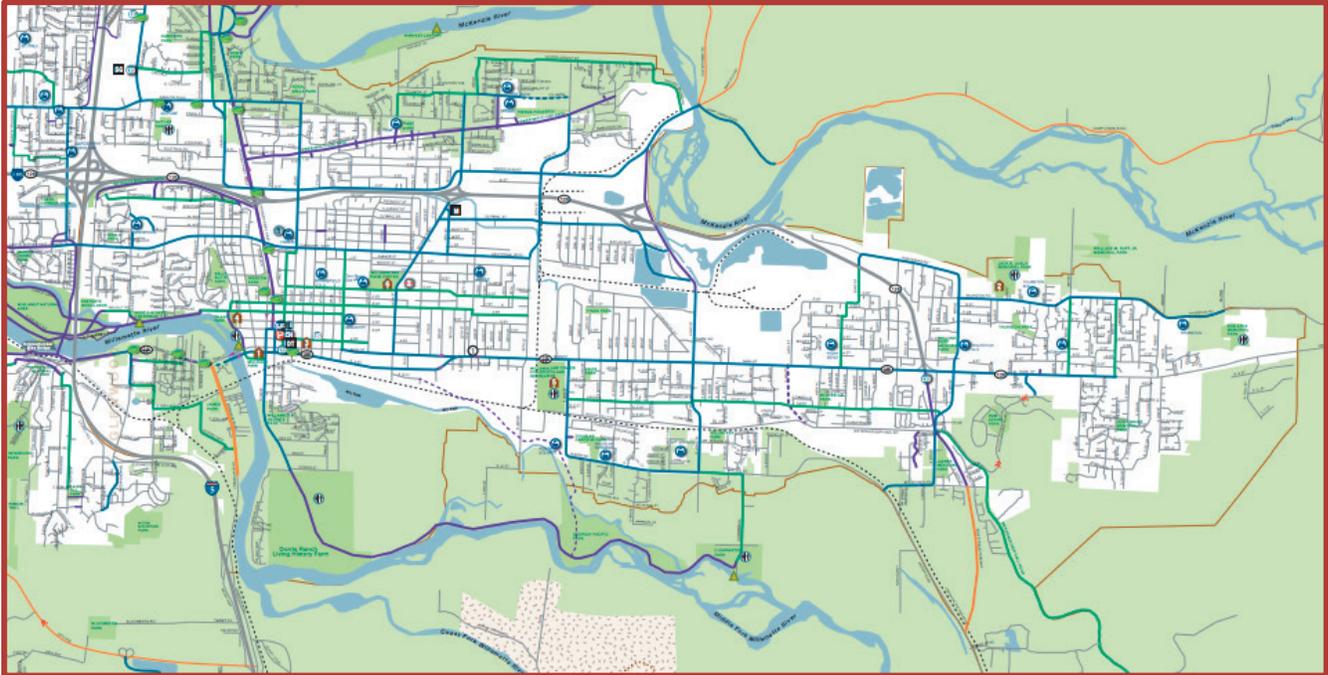
<sup>42</sup> Lane Transit District. *Lane County, OR* [map]. 2018. No Scale. "System Map." September 12, 2018. <http://www.ltd.org>

<sup>43</sup> Lane Transit District. *2015 Origin/Destination Study*. Tucson, AR: Transit Marketing, 2016. <http://www.ltd.org>

Major ride-sharing companies Uber and Lyft returned to the Eugene-Springfield area in mid-2018 after being banned in 2015. Prior to their return, Eugene-Springfield was the largest metropolitan area in Oregon without a ride-hailing service of this type.<sup>44</sup> PeaceHealth Rides, Lane County's first bikeshare system, also began operating in 2018. The bikeshare system launched in Eugene with over 300 bicycles and 35 stations. There is one station in Springfield (North Springfield).

### **Bike Routes**

<sup>45</sup>Main Street and South A Street are designated bike routes in Downtown Springfield. <sup>46</sup> These



routes are classified as Class II lanes at roughly 5 feet in width and separated from traffic lanes by a painted stripe. A Street and 2nd Street in Downtown Springfield have slower traffic use, so there are sharrows to indicate sharing of the roadway between vehicles and cyclists. Between Island Park and Millrace Park, there are shared use paths - or wider sidewalks - that are closed to motorized vehicles. The shared use path transitions into a sharrow when crossing Main Street and South A Street, then becomes a Class II lane and eventually returns to a shared use path at Dorris Ranch. Overall, there are not many designated bike routes in or through Downtown Springfield at level that cyclists may safely or comfortably navigate.

### **Constraints and Opportunities**

Based on the site analysis of the natural environment, built environment, and circulation, there appear to be several constraints and opportunities for Downtown Springfield. A list of constraints and opportunities is provided below, followed by implications for creating and fulfilling a vision for Downtown Springfield. To visualize the constraints and opportunities, a map is provided in Appendix D (Figure 14).

<sup>44</sup> Emily Matlock, "Uber and Lyft take to the streets of Eugene and Springfield," September 6, 2018. [www.dailymerald.com](http://www.dailymerald.com)

<sup>45</sup> Springfield, OR Bike Map, Appendix D Figure 15

<sup>46</sup> City of Springfield. *Springfield, OR* [map]. 2016. 2 5/16 inches = 1-mile scale. "Springfield Bike Map." <http://www.eugene-or.gov>

## **Constraints**

### **• Circulation**

- ODOT control of Main Street and Pioneer Parkway severely limits possibilities for infrastructure improvements and creating pedestrian and bicycle-friendly streets.
- Limitations related to parking supply, demand, and management, thus resulting in large, open parking lots that are visually unappealing.
- Disconnect between uses and circulation. Traffic patterns do not make it easy for cyclists or pedestrians to travel safely or efficiently in downtown.

### **• Linkages**

- The connection to Glenwood and Eugene needs to be addressed.
- One street north of downtown (B Street) there is an almost immediate transition to predominantly residential land use.
- One Street to the south (A Street) there is a shift to more industrial uses and underutilized lots.

### **• Built Environment**

- Limitations related to existing buildings that do not reflect the character desired for Main Street, and the amount of resources and investment needed to reflect that desired character.
- Lack of a distinct downtown character embodied in architecture.
- Stark differences between blocks in scale and character.

## **Opportunities**

### **• Human and Cultural Factors**

- Potential to bring out a diverse expression of community and develop a distinct identity with downtown's uniquely high percentage of minority population.
- "Alive after 5," there is a growing arts and culture scene, as observed by the theater and art uses on Main Street and nearby.

### **• Existing Buildings/Aesthetic Factors**

- Potential for creating a new environment infused with the old character of downtown through its many historic buildings.
- Availability of underutilized corner lots, which can serve as anchors for the block if redeveloped can help to address the cohesiveness of downtown.

### **• Linkages**

- An EmX connection makes downtown easily accessible, especially to a younger population of University students.
- Views of the forested hills to the South at intersections all along Main Street, and the proximity to the river and river parks help to ground downtown in the context of its natural environment.

### **• Circulation**

- Opportunity to take a closer look at public transit use, bicycle infrastructure, pedestrian amenities, traffic stops, and parking to ensure that these features work together to foster the type of vision Springfield has for downtown.

## **Impact on Vision**

Through the site analysis, a number of opportunities and constraints were identified for their implication in the overall vision for Downtown Springfield, as demonstrated above. These existing conditions provide tangible barriers and promising opportunities for developing a sense of place, increasing livability, and promoting mobility.

The barriers to achieving the vision for downtown lie in ODOT's authority of the couplet and Pioneer Parkway, which are major thoroughfares through Downtown Springfield. The inability to control how traffic moves through the heart of the area is an obstacle to creating a pedestrian-friendly environment and by extension, a place that is conducive to business attraction, growth, and retention. Foot traffic is crucial to commercial health and vitality of downtown.

The amount of space dedicated to surface parking is another barrier. These surface lots are spread throughout downtown and interrupt any sense of continuity in the pedestrian realm, negatively affecting livability and incentivizing automotive use. Alternatively, these barriers can be seen as opportunities by shifting perspectives. The space being used for surface parking can be transformed into lots for new development and infill projects that can be targeted to meet the quality and character hoped for in the new vision. Parking can be strategically consolidated to allow for more pedestrian activity at the street level.

Lastly, it is important to note that Downtown Springfield has a rich cultural, arts, and historical foundation. The murals and historic buildings weave through and within spaces and currently are the most effective means of creating a sense of place in the community. These characteristics, along with the diversity of residents can be the foundation for building on a true identity for Downtown Springfield and improving overall livability.



## **Section IV**

# **Plan Synthesis & Vision**

## About this Section

This section provides a review and synthesis of plans and policies for the study area. The section begins with the planning context for Springfield, then transitions into a review and synthesis of plans and policies for the study area, and concludes with a vision statement.

## Planning Context

### Comprehensive Planning and Growth Management

Oregon state law requires all incorporated cities and counties to develop a comprehensive plan based on 20-year population projections.<sup>47</sup> Local comprehensive plans must be consistent with 19 statewide land use planning goals and include an Urban Growth Boundary (UGB). If goals are not met, the state can block distribution of tax revenues and intervene by issuing or suspending building permits.<sup>48</sup> The law was put in place in 1973. A shared Eugene-Springfield Metropolitan Area General Plan (Metro Plan) has guided growth in Springfield since then.

The Metro Plan is a long-range comprehensive plan that provides guidelines and policies to guide planning efforts in the Eugene-Springfield Metropolitan Area. The Metro Plan goals include development in housing, economy, energy, and design. The Metro Plan also enforces protection of environmental and historical features, and encourages multifunctional transportation options, and citizen involvement. This plan is approved by the Oregon Land Conservation and Development Commission and is reviewed and updated periodically. The UGB balances the amount of land needed for population and economic growth, with the preservation of open space. The Metro Plan is the guideline for all subsequent plans.

In 2007, the Oregon Legislature adopted Oregon Revised Statute 197.304 with the passage of House Bill 3337. This required Springfield and Eugene to develop individual comprehensive plans and UGBs.<sup>49</sup> Since that time, Springfield has been working on its 2030 Comprehensive Plan and adopted two policies: the Residential Land Use and Housing Element and UGB. Although currently being enforced, these policies are not considered final until acknowledged by the Oregon Department of Land Conservation and Development (DLCD).

By developing its own comprehensive plan, the City of Springfield will be able to focus on area-specific, long-term visions, as well as plans and policies that uniquely address and serve those visions. Additionally, by establishing its own UGB, Springfield can assess its land use needs separate from Eugene. For example, through its 2016 UGB assessment, Springfield determined that additional land was needed. Thus, Springfield amended its UGB to add 455 acres of public lands and 257 acres of industrial lands to allow for employment sites greater than five acres in size. This amendment brought the UGB area to a total 15,411 acres.<sup>50</sup>

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<sup>47</sup> Oregon Revised Statutes 197.005, 2017. <http://www.oregonlegislature.gov>

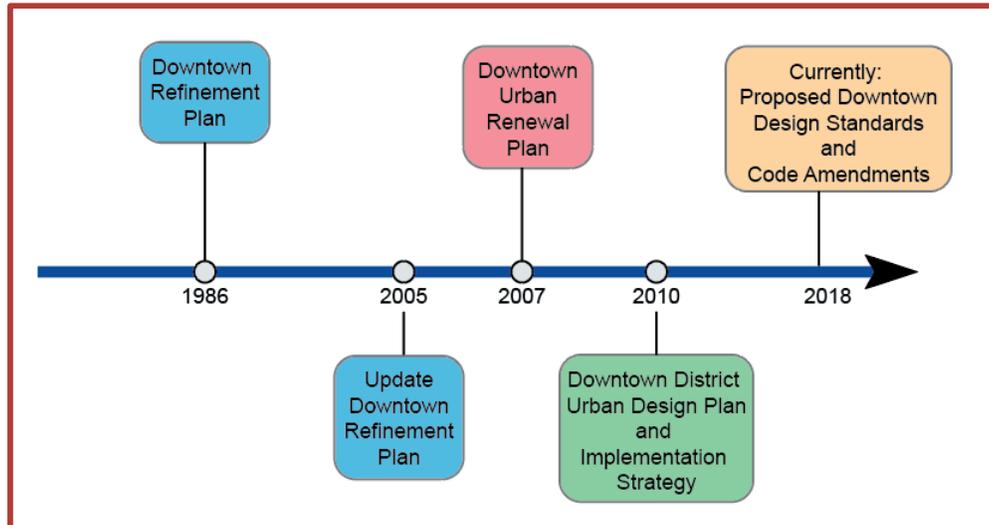
<sup>48</sup> Ingram, Gregory K. *Smart Growth Policies: An Evaluation of Programs and Outcomes*. Cambridge, Mass.: Lincoln Institute of Land Policy, 2009.

<sup>49</sup> City of Eugene. *Envision Eugene Comprehensive Plan*. Eugene, OR: Planning and Development, 2017. <http://www.eugene-or.gov>

<sup>50</sup> City of Springfield. *2030 Comprehensive Plan*. Springfield, OR: Development and Public Works, 2011. <http://www.springfield-or.gov>

## Plans and Policies

This analysis begins with an overview of plans, identifies key themes and components of the plans, and concludes with a framework for a Downtown Springfield vision statement. The following plans are in accordance with the Metro Plan and the 2030 Comprehensive Plan. The plans focus on creating a more vibrant and economically sound city center through varying visions for revitalization.



- **Springfield Downtown Refinement Plan.** The Downtown Refinement Plan (Refinement Plan) was first adopted in February 1986 and updated in 2005 in response to emerging redevelopment trends, problems, and opportunities.<sup>51</sup> The Refinement Plan is a long-range plan that regulates downtown land use to create a vibrant and vital city center. It is used as a policy guide by Springfield City staff to review site plans and development proposals. Ten goals and six elements are acknowledged to enhance business development and increase accessibility to recreational opportunities. These goals are summarized as: accessibility and connectivity, creating an identity, enhancing economic development and preserving the past.
- **Springfield Downtown Urban Renewal Plan.** The Springfield Economic Development Agency (SEDA) created the Downtown Urban Renewal Plan (Urban Renewal Plan) in 2007. The plan presents urban renewal goals and details projects that will enable Springfield to achieve these goals. The primary goal of this document is to aid in the “revitalization of business and elimination of blight in the downtown area.”<sup>52</sup> The main goal is executed by focusing on rehabilitation and revitalization of public infrastructure, improving circulation, and expanding housing opportunities and livability. The Urban Renewal Plan provides a roadmap to encourage high quality, commercial, industrial, residential and mixed-use development for future economic growth and stability.

<sup>51</sup> City of Springfield. *A Refinement Plan for Springfield Downtown*.

<sup>52</sup> City of Springfield. *Downtown Urban Renewal Plan*.

- **Downtown District Urban Design Plan and Implementation Strategy.** The Downtown District Urban Design Plan and Implementation Strategy (Urban Design Plan) was published in 2010 to provide “an innovative yet realistic vision and strategy for strengthening downtown Springfield’s role as the economic and cultural heart of the community.”<sup>53</sup> The plan was created by the City of Springfield and the Downtown Citizen Advisory Committee in order to illustrate the context and relationship of future developments between Glenwood and Downtown Springfield in an effort to ensure consolidated planning efforts to maximize utility and turn downtown Springfield into a “destination rather than a thoroughfare.”<sup>54</sup> The plan focuses on land-use and circulation for the downtown district to create a distinct cultural and economic heart of Springfield.
- **Proposed Downtown Design Standards and Code Amendments.** City staff are currently reviewing and updating the design standards for Downtown Springfield within the Springfield Development Code. The design standards will be in a new section, *Downtown Mixed-Use Plan District*, and provide guidelines for design standards in order to create consistency and functionality.<sup>55</sup> The design standards will serve as a review tool for Springfield staff to ensure new developments preserve, highlight and maintain the “unique pedestrian scale streetscape character, welcoming ambience and economic success” of downtown.<sup>56</sup> The proposed code amendments are listed by chapter; including: land use districts, development standards and definitions.

## Planning Synthesis

From the review of plans, three major themes were identified: (1) identity, (2) economic development, and (3) mobility. Each theme is divided into subsections below, and described in detail. Together, the themes are consistent with a vision to create a sense of place, promote economic growth, and enhance livability.

### Downtown Identity

Identity is a major theme that is emphasized in all of the examined planning documents. Identity will not be created by the City itself, but will be fostered and encouraged through planning policies. The City acts as a guide, recognizing that downtown patrons and the activities create a sense of identity. How this is developed is subject to the individual plans, but creating a place the community and visitors can support and engage with is essential to creating a vibrant community. The combination of historic preservation, design standards and sociability are key factors mentioned throughout the plans to foster a downtown identity.

- **Historic Preservation.** The Metro Plan incorporates historic preservation within its goal setting strategies. This signifies a city-wide understanding that preservation of historical features is key in the development of Springfield. The Metro Plan states that historical features are a nonrenewable resource and it is in the public interest to conserve the local

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<sup>53</sup> City of Springfield. *Downtown District Urban Design Plan and Implementation Strategy*.

<sup>54</sup> City of Springfield. *Downtown District Urban Design Plan and Implementation Strategy*.

<sup>55</sup> City of Springfield. *Proposed Design Standards - Development Code 3.4-400*. Springfield, OR: Development and Public Works, 2018. <http://www.springfield-or.gov>

<sup>56</sup> City of Springfield. *Proposed Design Standards - Development Code 3.4-400*.

history.<sup>57</sup> The City is focusing heavily on preserving the past through maintaining and improving infrastructure and implementing design standards to promote a hometown feel.



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Downtown Springfield holds the majority of known historical features within Springfield and through these features has the potential to develop educational opportunities, tourism, and an increased connection to the past. The Design Standards and Code Amendments present standards that are consistent with the historical nature of downtown including “human-scale” development.<sup>59</sup> This is development that is oriented to human activity, allowing for a sense of connectedness with a place. Complying with a historical standard means new development will not overwhelm smaller historical features and instead create a consistent character throughout the entire downtown.<sup>60</sup>

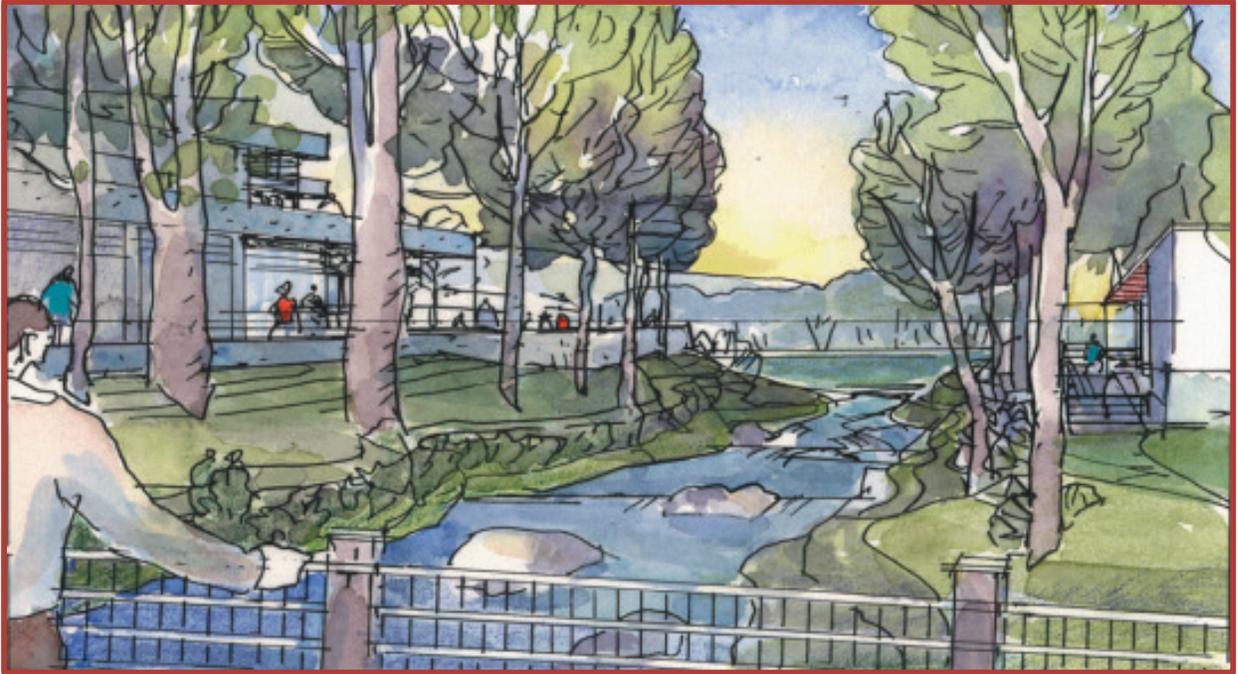
- **Design Standards.** The emphasis on appearance and design of development and redevelopment in downtown was a factor throughout the examined plans. The City has made this a priority in the Downtown Design Standards. The City’s goal is to give its patrons and residents a sense of place with a welcoming ambience that creates a positive connection and association with downtown. The Downtown Design Standards contextualize what “identity” is and how certain aspects can be controlled to help improve it. For instance, the document discusses the identity of Downtown Springfield in relation to its storefronts, architecture, streetscape, and plazas and public spaces. While this document does not say explicitly what the identity of Downtown Springfield is, it begins to associate it with specific physical elements and how they inform it.

<sup>57</sup> Lane Council of Governments. *Eugene-Springfield Metropolitan Area Plan*. Lane County, OR: Lane COG, 2004 updated. <http://www.lcog.org/metro>

<sup>58</sup> Photo: Google Maps

<sup>59</sup> City of Springfield. *Proposed Design Standards - Development Code 3.4-400*.

<sup>60</sup> City of Springfield. *Proposed Design Standards - Development Code 3.4-400*.



- **Sociability.** Public gathering spaces for a variety of users with events and programming can promote sociability, a sense of place, and civic engagement. The Refinement Plan, Urban Renewal Plan, and Urban Design Plan recommend a plaza addition in Downtown Springfield. The Urban Design Plan goes further in proposing “Mill Plaza” with the intention of creating a gathering space with increased pedestrian activity, retail development and access to local amenities. Creating a centralized gathering space promotes the development of identity by creating a space for interaction, gathering, and enjoyment.

Connecting downtown to the surrounding open and green spaces through multi-use paths will enhance the public’s sense of place and increase usage between outdoor recreation and downtown economic activities. Open space as a land use category includes recreation space as well as vacant, unused, or undeveloped land. These types of spaces are considered significant resources for the Springfield community, and have the potential to bring more visitors to downtown. The Refinement Plan focuses on natural resources for public enjoyment, while the Urban Renewal Plan goes further to address economic activity and livability that can result from greater access to open spaces.

### **Economic Development**

In order for Downtown Springfield to successfully attract, retain, and expand businesses and economic activity, there must be suitable and leasable space, a customer base, and a residential population to support an 18-24 hour downtown. The goals presented throughout the planning documents to achieve these objectives are land use, downtown revitalization and partnerships.

- **Land Use.** The right land use mix is crucial to attract new and existing businesses. The Urban Renewal Plan proposes goals to promote public and private development in order to create a vibrant commercial and industrial economy. One strategy is to increase mixed-use zoning and economic vitality by updating policies for current building aesthetics, compliance and

safety.<sup>61</sup> The Urban Renewal Plan and Urban Design Plan present policies to make downtown more visually and financially appealing, incentivizing investors and businesses to focus on downtown.<sup>62</sup>



As the City of Springfield encourages new development, it is cognizant of the importance of strengthening the current business base downtown. Supporting the retention of local business while also promoting the growth of public infrastructure will encourage localized economic development throughout the downtown area. Economic development is not a simple fix; it is tied to all aspects of society and cannot grow independently of other improvements. Increase in businesses without community-wide investment and improvements does not promote a well-rounded community, therefore improving livability is a necessity .

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- **Downtown Revitalization.** Revitalization is key to attracting a customer base and creating a lively atmosphere to enhance retail opportunities. All of the plans seek to make streets more welcoming, attractive, engaging, and pedestrian friendly by “installing new street trees, planters and furnishings,” as well as lighting and awnings.<sup>64</sup> This will allow for longer business hours and an increase in safety and comfort while navigating the area. The “Alive After Five” idea proposed by the Refinement Plan is a means to revitalize downtown. It is also consistent with the Urban Design Plan, which suggests that public areas should be utilized at a higher rate for a 16-hour period most days. By utilizing areas more intensely over longer periods of time, businesses will be encouraged to adjust hours for a larger customer base, thereby enabling economic development.
- **Partnerships.** The City aims to maintain and build relationships and partnerships with stakeholders who are invested in downtown. Partnerships ensure that the plans remain as living documents and are responsive to the changing needs of the community. The Refinement Plan states that collaboration between the private and public sector is of utmost importance for economic development. It is vital to encourage these ties in order to understand the needs and foster the growth of the community. The Refinement Plan is the only plan that identifies partnerships as a key goal to downtown revitalization; however, other plans refer to partnerships and stakeholders as parts of strategy and implementation.

<sup>61</sup> City of Springfield. *Downtown Urban Renewal Plan*. Springfield, OR: Development and Public Works, 2007. <http://www.springfield-or.gov>

<sup>62</sup> City of Springfield. *Downtown Urban Renewal Plan*. Springfield, OR: Development and Public Works, 2007. <http://www.springfield-or.gov>

<sup>63</sup> Image: City of Springfield. *Downtown District Urban Design Plan and Implementation Strategy*

<sup>64</sup> City of Springfield. *A Refinement Plan for Springfield Downtown*.

## Mobility

Mobility is a key component to livability because it encompasses the efficiency of different modes of travel throughout Springfield. Mobility is increased and improved through the plans by creating connections to and from neighborhoods, decreasing traffic in the city center, enhancing pedestrian safety and comfort, and developing greater access to open and green space. Effective mobility creates linkages for easy access to amenities and decreases the burden of transport for all people. Through its plans, the City incorporates infrastructure improvements for automobiles, public transit, bicycles and pedestrians.

- **Automobile.** Downtown is currently auto-centric, and to some degree always will be because Main Street is designated as a state highway. Plans are aware of this and present strategies to reduce negative impacts caused by automobile use such as bulb outs, continuous street trees, and traffic feedback signs. The Urban Design Plan, however, goes one step further by proposing that Main Street, currently one-way, be converted to a two-way street from Mill Street to 10<sup>th</sup> Street and that east-west traffic be redirected to South A Street. This conversion is considered a key project within the Urban Design Plan.
- <sup>65</sup>**Public Transit.** The EmX Springfield Station is the hub of public transit downtown. The City plans to build off of this amenity and increase public transit use and access to downtown. A number of the plans identify bus stop locations as particularly important because of the potential for increased foot traffic which could help support more intense commercial and mixed uses. The Urban Design Plan is the only plan that considers public transit possibilities outside of busses. It presents the idea of “a future high-speed rail and station adjacent to the Union Pacific rail corridor that will reduce auto dependency and help to provide access within the Springfield and Eugene metro area and the Pacific Northwest region.”<sup>66</sup>



- **Bicycle Infrastructure.** All of the plans express the need for more bicycle infrastructure. The Urban Design Plan suggests protected bikeways and several new bike routes. The Design Standards and Code Amendments and the Refinement Plan calls for more bike parking “as an additional measure to encourage bicycle use, new development of all types shall provide secure bicycle parking.”<sup>67</sup> The Urban Design Plan, Urban Renewal Plan and the Design Standards and Code Amendments consider safety standards that need to be met in order

<sup>65</sup> Photo: Springfield Renaissance Development Corporation, <http://srdc.wildishtheater.com/downtown-springfield-ltd-station/>

<sup>66</sup> City of Springfield. *Downtown District Urban Design Plan and Implementation Strategy.*

<sup>67</sup> City of Springfield. *A Refinement Plan for Springfield Downtown.*

for people to feel comfortable utilizing pathways, sidewalks and bike lanes. Factors such as street lighting, curb-less plazas, right of ways, street furniture and signage can all help create a safe and comfortable atmosphere that encourages use.

- **Pedestrian.** Safety is emphasized as a major factor for increasing pedestrian mobility, this includes improvements in curbs, sidewalks and crosswalks. The Urban Renewal Plan calls for sidewalk improvements and the Refinement Plan has a goal of improving the pedestrian friendly nature of downtown. Many of these plans have suggestions for increasing foot traffic, such as creating curb-less streets off of Main Street, or as the Refinement Plan outlines, implementing a pedestrian lighting program.

## **Vision for Downtown Springfield**

A single vision for Downtown Springfield is not immediately clear from reviewing plans. There are different visions, purposes, goals, objectives, and implementation strategies contained within each plan. However, through plan synthesis and identification of key themes and components, it has become clear that the City of Springfield seeks a Downtown Springfield that creates a sense of place, promotes economic growth, and enhances livability.

### **Summary of Visions**

- **Refinement Plan:** Through enhancement and support of retail, commercial, and recreational activities, Downtown Springfield will become a vital place to shop, conduct business, and recreate.
- **Urban Renewal Plan:** Through the elimination of blight, Downtown Springfield will become a favorable environment to private sector development and uses.
- **Urban Design Plan:** By understanding the developmental context between Downtown Springfield and Glenwood, the City will avoid isolated planning efforts.
- **Main Street Corridor Vision Plan:** Through changes in land use and transportation choices, Main Street will become a pedestrian-friendly environment with new retail, housing and mixed use.

### **Downtown Springfield Vision Statement**

A well-planned and well-designed Downtown Springfield will: create a sense of place that represents the identity and history of the Springfield community; facilitate growth for current and new retailers through downtown revitalization and community building; and improve livability by expanding safe modes of transportation and connectivity within downtown and to surrounding areas. (Visual: Appendix E)

# Sense of Place

*Promote an identity reflecting the people and history of Springfield*

# Livability

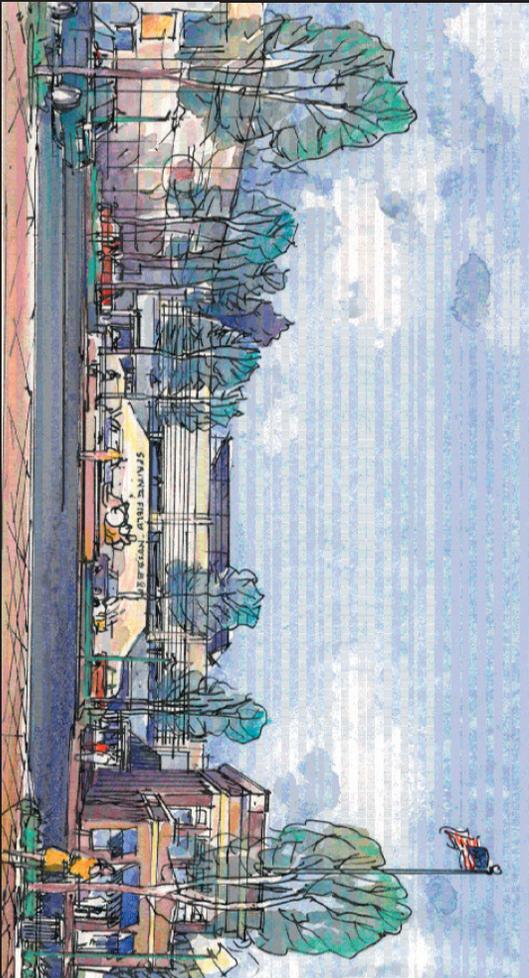
*Invest in transportation to encourage safe and efficient mobility within downtown and surrounding areas*

# Growth

*Promote public and private development to create a vibrant commercial and industrial economy*



# The Vision DOWNTOWN SPRINGFIELD



Team 1  
Chilingerian  
Harinaran  
Meinke  
Roban  
Luna



# **Section V**

## **Code Analysis**

## About this Section

This section analyzes the City of Springfield’s proposed Development Code and Design Standards for Downtown Springfield. The section begins with an overview of the code refinement process, including an assessment of the usability of the code, then applies specific proposed code amendments to a case study in Salem, Oregon to see how the project would work in relation to the code. The section concludes by connecting the code to the overall vision for Downtown Springfield.

## Code Overview

Downtown Springfield is attracting a mix of businesses, activities and land uses that hold broad community appeal. In order to foster this growth, the City of Springfield is currently reviewing and updating the design standards for Downtown Springfield within the Springfield Development Code. The design standards will apply to development in a newly designated Downtown Mixed-Use Plan District (Appendix F, Figure 1), and will serve as a review tool for downtown projects to help City staff ensure that new developments align with the character and vision for downtown. The Downtown Mixed-Use (DMU) Plan District emphasizes expanding retail, entertainment and office opportunities as well as increasing residential uses above ground-floor businesses.

In short, the proposed design standards seek to:

1. Establish a new “Downtown Mixed-Use [DMU] Plan District” section in the Springfield Development Code which will provide prospective businesses and developers one unified set of streetscapes, site and building design standards;
2. Clarify existing standards while addressing applicable regulatory boundaries,
3. Incorporate certain streetscape design standards that are currently located in the Springfield Engineering Design Standards and Procedures Manual (EDSPM) and City Standards Specifications (CSS); and,
4. Implement an “Active Use Streets” designation to encourage continuity of pedestrian-oriented commercial activity along primary downtown business district streets and plaza frontages.<sup>68</sup>

The DMU Plan District, coupled with applicable land use and zoning designations, allow and encourage mixing of compatible uses, including commercial, residential, employment, public land, and open space in close proximity. The amendments propose the creation of three zoning districts to further policies and implementation actions within the: Downtown Springfield Refinement Plan, Springfield 2030 Comprehensive Plan, and Metro Plan. The three distinct base zoning districts created are.<sup>69</sup>

1. Downtown Mixed-Use Commercial (DMUC): Where a mix of commercial uses is compatible with existing nearby uses. Development within this district shall have commercial dominance with residential and public uses also allowed.
2. Downtown Mixed-Use Residential (DMUR): Where a mix of medium and high density residential with commercial uses is intended. Development in this district shall have an emphasis of multi-dwelling residences, but may include small-scale retail, office and services when developed as a part of a mixed-use development.
3. Public Land and Open Space (PLO): This designation applies to all areas designated as

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<sup>68</sup> City of Springfield. *Proposed Design Standards*.

<sup>69</sup> City of Springfield. *Proposed Design Standards*.

Government in the Springfield Downtown Refinement Plan and includes government offices and facilities, educational uses, as well as publicly owned metropolitan and regional parks and open space uses.

The DMU Plan District design standards are based upon a streetscape concept (Appendix F, Figure 2). A streetscape concept takes into account the public realm and public space in relation to private building uses. Additionally, the streetscape concept considers human-scale in relation to building height and ground floor height. The design of the streetscape is critical in providing an attractive, high quality, and welcoming downtown environment.

## Usability

The Development Code and Design Standards are most effective when they are applicable and understandable. When determining the usability, multiple factors must be looked at including: language, organization, visual representations and ability of the code to accommodate developments the City desires.

1. **Language.** The language in the proposed design standards is not overly technical, and those analyzing the code for development purposes will likely be able to understand the standards. The updates to Section 6.1-110 *Meaning of Specific Words and Terms* will assist users of the document in understanding any complex or unfamiliar language.
2. **Organization.** The document is well-organized assuming that Section 3.4-400 *Downtown Mixed-Use Plan District* is the first page when published. The Table of Contents presents a logical progression of standards beginning with concepts of purpose and applicability, then transitioning to explanation of the new standards. This provides the user with the lens and context with which they will explore the standards. Adding indentations to the Table of Contents for sections within sections would increase readability. For example, Landscape Design Standards, Screening and Lighting are all within Landscape, Screening, and Lighting Standards, but this is not apparent to the reader solely based on the Table of Contents. Adding a footer to each page indicating which section of the code the user is reading would also assist with navigation of the document as it is easy for users to lose track of where they are within the code as it is now.
3. **Visual Representation.** Throughout the document visual representations are used for illustrative purposes. Visual examples are important because they make the document more understandable for unfamiliar users without technical knowledge. The use of visual examples helps to further Springfield's vision as it depicts what results the revised code is attempting to accomplish.

## Case Study

To assess the effectiveness of the code, it is helpful to see whether a development that occurred in a different jurisdiction, of the type that the City of Springfield would like to attract, could be built under the proposed code and design standards. The team was tasked with reviewing Park Front Development, a project that was approved in the South-Waterfront Mixed Use area in Salem, Oregon in October 2016. The application was processed as a Type III Decision and reviewed by the Planning Commission.

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<sup>70</sup> City of Salem. 2016. Notice of Decision #DR-SPR-SWMUDPP-16-05. Salem, OR: Community Development.



Park Front Development was approved as a two-part, phased development.<sup>71</sup> Salem Revised Code allows the mix of household living and non-household living to be met in phases (Appendix F, Figure 3). Phase I is an office building that has since been constructed; phase II includes a rehabilitation facility and retail space.<sup>72</sup> The office building is a class A, four-story building that is approximately 23,500 square feet and is located on a 1.06-acre parcel. The property abuts Front Street, which is a state highway similar to Main Street in Downtown Springfield. To help visualize a development like Park Front Development, the team prepared a rendering to show the scale of the development on an Active Use Street in Downtown Springfield. For the purposes of this project, the team selected a surface parking lot located on the corner of East Pioneer Parkway and westbound Main Street (Appendix F, Figure 4).

The team reviewed the Park Front Development approval criteria and code sections to determine its compatibility with City of Springfield’s proposed code amendments and design standards. A table with section-by-section comparisons (“Code Comparison”) is listed in Appendix F (Figure 5). Comparisons in narrative form are listed below for the following approval criteria: ceiling height, building transparency, weather protection, building entries, mechanical and service equipment, parking, and building materials. In short, the Park Front Development would likely not be approved in Downtown Springfield, unless changes to the development occurred.

- **Ground Floor Height.** The corresponding Salem code requires ground floors to be between

<sup>71</sup> City of Salem. 2016. Notice of Decision #DR-SPR-SWMUDPP-16-05. Salem, OR: Community Development.

<sup>72</sup> City of Salem. 2016. Notice of Decision #DR-SPR-SWMUDPP-16-05. Salem, OR: Community Development.

12 and 16 feet in height.<sup>73</sup> In its approval conditions, Park Front Development was required to reduce its ground floor height to 12 feet. City of Springfield's proposed design standards require ceiling height on the ground floor of a commercial building on an Active Use Street to be "at least 15 vertical feet from finished floor to the bottom of the structure above, in an area at least 25 feet deep measured from Main Street."<sup>74</sup> Overall, the Park Front Development would not meet the minimum ceiling height requirements in the City of Springfield's proposed design standards. Springfield's proposed height minimum may prove constricting to some developments, thereby preventing flexibility in design and uses.

- **Building Transparency.** City of Salem's code requires integration between private, commercial spaces and activities in the public space.<sup>75</sup> Park Front Development site plans show the structure having large transparent windows that would facilitate this type of integration. Similar to Salem, Springfield's proposed design standards require that all ground floors on Main Street be fenestrated with clear windows and doors to promote integration between private and public spaces.<sup>76</sup> The Park Front Development's office building ground floor has windows with a 60% transparency, which would not meet the 75% transparency required under Springfield's proposed standards.<sup>77</sup> In this case, the Park Front Development would not satisfy the proposed transparency provision.
- **Building Entries.** City of Salem's code requires buildings to have at least one entrance on the abutting street; additionally, building entries are to be inviting to pedestrians and the surrounding streetscape.<sup>78</sup> Similarly, City of Springfield's proposed design standards require certain conditions be met for the orientation of building entries.<sup>79</sup> All building entries are to be oriented toward a fronting street, providing convenient access from the streetscape. Therefore, the Park Front Development would likely satisfy the building entries condition in Downtown Springfield.
- **Weather Protection.** A weather protection device, such as an awning, may protect the main entry of a building. Awnings and their associated signage can significantly affect the appearance and architectural character of an area. City of Salem's code requires an awning to be a minimum of 5 feet deep and have a maximum clearance height of 13 feet and six inches.<sup>80</sup> The Park Front Development entry is protected by an awning that measures 5 feet deep at a height of roughly 12 feet above the ground; the awning does not extend onto a public right of way.

In comparison, the City of Springfield's proposed design standards require an awning project

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<sup>73</sup> City of Salem. *Salem Revised Code Section 531.035(a)(2)(A)*. Salem, OR: Community Development. <https://library.municode.com/or/salem/>

<sup>74</sup> City of Springfield. *Proposed Design Standards Section 3.4-435.2.A.i*. Springfield, OR: Development and Public Works.

<http://www.springfield-or.gov>

<sup>75</sup> City of Salem. *Salem Revised Code Section 531.035(a)(3)(A)*. Salem, OR: Community Development. <https://library.municode.com/or/salem/>

<sup>76</sup> City of Springfield. *Proposed Design Standards Section 3.4-435.2.A.II*. Springfield, OR: Development and Public Works.

<http://www.springfield-or.gov>

<sup>77</sup> City of Springfield. *Proposed Design Standards Section 3.4-435.2.A.II.1*. Springfield, OR: Development and Public Works.

<http://www.springfield-or.gov>

<sup>78</sup> City of Salem. *Salem Revised Code Section 531.035(a)(4)(A)*. Salem, OR: Community Development. <https://library.municode.com/or/salem/>

<sup>79</sup> City of Springfield. *Proposed Design Standards Section 3.4-435.B*. Springfield, OR: Development and Public Works. [http://www.springfield-](http://www.springfield-or.gov)

[or.gov](http://www.springfield-or.gov)

<sup>80</sup> City of Salem. *Salem Revised Code Section 531.035(b)(3)*. Salem, OR: Community Development. <https://library.municode.com/or/salem/>

no more than 4 feet into a public right of way, and the bottom of the awning be no closer than 8 feet above the finished grade of the fronting sidewalk.<sup>81</sup> The proposed design standards do not indicate a maximum height of the awning, like Salem's code. Additionally, the proposed design standards do not speak to awnings that do not project over an entrance that is not accessed from the public right of way. Since the Park Front Development's metal awning does not extend over a public right of way, a comparison here would not be appropriate.

Lastly, another distinction is that the City of Salem requires the use of awnings along streets to create a comfortable pedestrian environment, whereas the City of Springfield allows awnings that encroach into the public right of way, but does not require them. Requiring weather protection, such as awnings, can facilitate an inviting and comfortable pedestrian realm.

- **Mechanical and Service Equipment.** City of Salem's code requires that equipment be setback and screened so that it is not visible to a person standing 60 feet from the building.<sup>82</sup> Park Front Development site plans show that a parapet wall screens service equipment so that a viewer cannot see rooftop equipment, as Salem Code requires. City of Springfield's proposed design standards also require a visual impact reduction of building services and utilities from the streetscape, through parapets or other structures. Additionally, Springfield requires that equipment be set back 3 feet for each foot of equipment height.<sup>83</sup> Springfield and Salem attempt to achieve the same result through different means. Springfield's proposed design standards appear to be more uniform in construction and enforcement, as the placement would not be based on the person's height which would alter their line of sight and is therefore subject to a more objective review. Without knowing the exact dimensions of Park Front Development's equipment, it is not possible to determine whether it would meet Springfield's proposed design standards.
- **Parking.** Parking for Park Front Development is located to the south of the building and is setback from Front Street by 6 feet at its closest point, and 58 feet at its farthest point. The setback area is landscaped and includes a 3-foot-tall screen wall. City of Salem's code requires that surface parking lots be buffered from sidewalks, and whenever possible, surface parking lots shall be placed behind buildings.<sup>84</sup> Additionally, City of Salem's code requires developments to accommodate one parking space for every 350 square feet of building space; thus, Park Front Development has 68 parking spaces.

City of Springfield's proposed design standards remove minimum off-street requirements in the Downtown Mixed-Use area thereby not requiring development to allocate land for surface parking lots. The absence of parking minimums allow for intensified land use since no portion of the property must be used for surface parking purposes. Overall, Park Front Development could be accommodated downtown.

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<sup>81</sup> City of Springfield. *Proposed Design Standards Section 3.4-435.8.f.* Springfield, OR: Development and Public Works. <http://www.springfield-or.gov>

<sup>82</sup> City of Salem. *Salem Revised Code Figure 531-9. Screening of Rooftop Mechanical Equipment.* Appendix 3. Salem, OR: Community Development. <https://library.municode.com/or/salem/>

<sup>83</sup> City of Springfield. *Proposed Design Standards Section 3.4-435.5.f.iv.* Springfield, OR: Development and Public Works. <http://www.springfield-or.gov>

<sup>84</sup> City of Salem. *Salem Revised Code Section 531.035.b.2.A.* Salem, OR: Community Development. <https://library.municode.com/or/salem/>

- **Building Materials.** Salem Revised Code requires “incorporation of architectural detailing that visually divides and breaks up the building’s vertical mass in a manner that is complementary to Downtown Salem’s existing building stock.”<sup>85</sup> Park Front Development’s office building ground floor consists of a concrete masonry unit facade of one color, the middle portion consists of brick material of another color, and the top portion consists of a metal siding with a parapet cap/cornice that projects out from the face of the masonry. The banding used to separate the middle portion of the building consists of 8-inch tall bricks which project 2 inches from the facade. The rest of the facade of the building is comprised of brick veneer, metal siding and aluminum window systems.

Building materials used for Park Front Development conflict with City of Springfield’s proposed design standards. The City of Springfield proposed design standards require that 75% of the area of each street facing facade must incorporate masonry materials; when masonry materials are not used, the substituted materials shall have demonstrated durability and shall provide similar visual characteristics.<sup>86</sup> Park Front Development has masonry on the ground floor, but that is the extent of true masonry on the building façade; brick veneer is used extensively. The remaining building materials are incompatible with City of Springfield’s proposed design standards. However, Park Front Development is not in the Downtown Salem District, therefore there are fewer building material requirements to meet.

## Conclusion

The code analysis and applicability comparison between Salem and Springfield indicate that Park Front Development would not be approved as is in Downtown Springfield due to conflicts with: ceiling height, building transparency, and building materials. From this process, it is clear that the City of Springfield’s proposed design standards seek to establish and promote architectural variety and use of durable materials to convey a sense of place consistent with the area’s historical character. The proposed design standards work effectively to not allow buildings, such as Park Front Development, that are incompatible with downtown’s character and image. Overall, the team believes City of Springfield’s proposed design standards can create a sense of identity and history through the use of rigorous building material standards, facilitate growth by creating an exception area where no minimum parking standards apply, and improve livability with the designation of Active Use Streets.

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<sup>85</sup> City of Salem. *Salem Revised Code Section 531.035.a.1.A.* Salem, OR: Community Development. <https://library.municode.com/or/salem/>

<sup>86</sup> City of Springfield. *Proposed Design Standards Section 3.4-435.E.4.* Springfield, OR: Development and Public Works. <http://www.springfield-or.gov>



# **Section VI**

## **Public Engagement Strategy**

## About this Section

This section provides information about focus groups as a public engagement tool for the City of Springfield to use to better engage downtown residents. The section begins with an overview of focus groups, followed by strategies and recommendations specific to the City.

## Focus Group Overview

The City of Springfield is interested in designing a public engagement strategy to find out how downtown residents feel about downtown as it is now, as well as future changes they would like to see. Focus groups may serve as one tool within a larger public engagement strategy to gain an in depth understanding of perceptions and needs. This section covers focus group strategies that are specific to Downtown Springfield and the City's objectives to engage downtown residents in the planning process. Specifically, this section covers recruitment strategies, formulation of questions, conducting focus groups, and how to best use information collected from the focus groups. Best practices and non-specific recommendations about focus groups are not listed here but can be found in Appendix G.

## Recruitment Strategies

The City of Springfield has a rich history of public engagement, but has not been able to adequately reach the downtown residential population. Engaging residents is important because their needs, wants and priorities may differ from non-residents. However, encouraging resident involvement in focus groups is difficult because they are time and resource intensive. To combat these barriers, it's critical that recruitment efforts be tailored to the populations the City wants to engage, specifically young professionals, renters, and minorities whose voices have been absent from previous planning efforts.

The more the City can tailor engagement efforts towards the target population and decrease the degree of separation between itself and residents by interfacing through familiar entities the more effectively the City will be able to engage downtown residents. This necessitates working at a smaller scale, taking advantage of existing connections, being aware of opportunities, staying flexible and being open to new engagement strategies, and knowing the target population. Five strategies are outlined below as tailored ways to connect with residents. It's important to note that some of these strategies can be used to engage more than one group, and that target groups are not mutually exclusive.

- 1. Leverage existing personal connections.** The City should consider conducting outreach to past participants to see if they'd be willing to take part in a focus group, or if they have recommendations for potential participants. In this way, the City can build on existing relationships to create new connections. Recruitment can originate from staff or past participants, depending on the levels and sources of rapport. Based on these relationships, recruitment can be done in various forms: by telephone,



face-to-face, <sup>87</sup> letters, or emails. When connecting with recommended participants it's essential that the City establish how the recommended participant came to be known by the City as they may be turned off if they think the city is reaching out to them blindly.

- 2. Connect with gathering places.** The City can also consider conducting outreach at places frequented by residents, including places of worship, restaurants, schools, and stores. The City should consider the best ways and places in which to reach target groups . For example, young professionals may frequent food truck alley or the Booth Kelly Markers District, while Centro Cristiano Familiar caters to a minority Spanish speaking population. Additionally, connecting with local gathering places presents opportunities for co-sponsorship and incentives to encourage participation. These types of partnerships can be leveraged to engage broader audiences for other outreach efforts as well.
- 3. Connect with area service providers.** To encourage participation, the City can connect with service providers in the area and tap into existing networks. In Downtown Springfield, this includes, the Neighborhood Economic Development Corporation (NEDCO) and Downtown Languages. Each of these organizations provides unique opportunities to connect with a specific subset of residents. NEDCO acts as a resource for residents who want to buy a home or start a business, their services may appeal to the young professionals Springfield is targeting. Downtown Languages provides English and life skills classes to low income and minority families, another target group. In working with service providers, the City also has the opportunity to expand its outreach efforts and build partnerships that open doors to additional resources, meeting spaces, and staff and volunteers to ensure successful focus groups.
- 4. Connect with housing providers.** To engage the renter population, the City should consider outreach to individual renters, landlords and property managers, or nonprofit organizations that provide low-income housing (e.g. St. Vincent de Paul, Homes for Good). Outreach may be conducted through door-to-door knocking or distribution of flyers. Focusing on finding residents that “ground” the complex can also be advantageous as highly involved residents that have strong rapport with other residents can help inform the recruitment process. If this pathway proves fruitful, focus groups could even be held at the complex itself.
- 5. Add on to other events.** The City can take advantage of foot traffic at local events to promote public engagement opportunities and connect with community members. City Staff and volunteers can manage information booths at events to promote relevant information for community members, meet community members and engage in conversations about their needs and visions for the community, and collect contact information for future focus groups. The City should work with event organizers to determine the best situation and strategies for engaging patrons in non-intrusive ways.

### **Formulating Questions**

The City of Springfield may use the questions below as a starting point, or develop its own based on the intended outcomes. What is most important is encouraging residents to think about their impressions of downtown and the changes they would like to see in the future. These may or

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<sup>87</sup> Krueger, Richard A., and Casey, Mary Anne. *Focus Groups: A Practical Guide for Applied Research*. 3rd ed. Thousand Oaks, Calif.: Sage Publications, 2000.

may not be distinct from the impressions and wants of visitors and businesses, but for this focus group the resident's perspective should be emphasized. Lastly, the questions are not meant to serve as a script for a moderator; the conversation should be natural and flexible to allow group dialogue and exploration of unanticipated issues that may arise.

1. Where would you say the center of downtown is? Where are the borders of downtown?
2. What do you think people's impressions of downtown are?
  - a. How might this be different for younger and older people (ages 15, 30, 65)?
  - b. How might this be different for visitors and residents?
3. When you think of downtown, what comes to your mind? What are your immediate associations?
4. Different people like different things about downtown. What do you value or like the most about downtown? What parts of downtown do you use the most?
5. Do you think downtown is "on the right track" now? How do you feel about the changes you have seen in downtown in the past few years?
6. What do you think is missing from downtown? What would you like to see added? What could make downtown a better place to live, work and do business?
  - a. What are small things that could make a difference?
  - b. What are some larger things that could make a difference?
7. What are the most important areas for the city to focus on for downtown residents? What could the city do to address concerns in these areas?
  - a. What are some actions that could be taken within the next 2 years? 10 years? 20 years?
8. Alternatively, is there anything the city should avoid when planning for the future of downtown?
9. Given everything we've talked about, what might you tell a friend or family member who was considering moving downtown?
10. Do you have any other thoughts about downtown, as it is currently or for its future, that you would like to share?

## **Conducting Focus Groups**

Here we provide two recommendations and strategies for the City of Springfield to consider when conducting focus groups: selecting a moderator and utilizing visual aids. Moderators should aim to create a safe and informal space where participants feel secure and relaxed.<sup>89</sup> The addition of visual aids can help spur conversation among participants because they are better able to visualize the issue at hand.

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<sup>89</sup> Citizens Advice. (2018). How to run focus groups. [www.citizensadvice.org.uk](http://www.citizensadvice.org.uk)

**1. Selecting a moderator.** A moderator that is familiar with the community context, possibly from the standpoint of a resident, may be a good direction in which to go to ensure that residents are comfortable in participating. Additionally, a moderator who is familiar with the City goals, planning documents, and focus group objectives will be better able to steer the conversation in a useful direction. If an “in house” moderator is chosen there is an added benefit in that it allows for increased flexibility in focus group location, time and setting, which is important. Using a known moderator may create connections between the City, gathering places, and service providers. Because the moderator may be City staff, extra care should be taken to establish that the residents are the experts in the room. If participants feel that City staff is the expert, they may be less inclined to share their perspectives or comfortably engage in the conversation.



**2. Utilizing visual aids.** Having a large color satellite photomap of Downtown Springfield allows participants to orient themselves within the downtown framework. It also allows the moderator to define the geographic limits of downtown, which may be different than what participants view as the extent of downtown. The map should be centered on the table and easily reached by all of the participants to be used during discussion. Having pins, small tokens, or game pieces nearby that

can be placed on the map may prove useful as well. Pulling up locations of particular interest with Google Street View (GSV) can add additional depth to focus group conversations. GSV works particularly well in downtown because it is fairly up to date (2017-2018), and because downtown is experienced at a similar scale.<sup>90</sup>

<sup>90</sup> Photo: Capitol Region Council of Governments, Gap Closure Trail Study, July 2016

## Using Information Collected

The last step in the focus group process is to analyze data and report findings. Analysis should be done relatively soon after conducting the focus group to ensure accurate recollection of information. From the information, it is helpful to identify themes and think about how these themes and associated data can be used to address the problem.<sup>91</sup> It is important to note that one focus group represents one observation, rather than each participant representing individual observations.<sup>92</sup> Additionally, it is important to consider how the information will be summarized (e.g. report, media campaign) in order to inform how to best interpret and summarize.<sup>93</sup>

After transcribing focus group recordings and mining them for themes and new perspectives, the City can begin thinking about how best to use the information. What happens next will depend in part on the information itself. Broad ideas about what residents want to see in the future of downtown can be combined with ideas from other outreach efforts to form or amend plans. If focus groups determine concrete actions and strategies, the City could consider adding them to implementation plans. The focus groups may also highlight needs or perspectives that the City had not anticipated, necessitating that more information be gathered. Additionally, information gathered about preferences can be used to inform what priority the City gives to projects and how funding is distributed for special projects.. Lastly, information gathered can be compared to that from other outreach effort and be used to support, or oppose, those findings.

## Conclusion

Public engagement allows for meaningful public impact and alignment of plans, policies, and projects within the context of a community. The City of Springfield has shown affinity toward public engagement in the past decades; numerous planning documents show that the process and identified objectives center on community involvement. It may be worthwhile for the City of Springfield to contemplate moving toward greater public involvement or collaboration to bolster its public engagement and produce long-term goals and visions. Additionally, community building and partnerships may open the door to other opportunities. Overall, focus groups are one useful tool to ensure that plans, policies and projects meet the needs and visions of those who will be directly impacted by the outcomes.

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<sup>91</sup> Community Tool Box. (2018). Assessing Community Needs and Resources. In *Community Assessment*. [ctb.ku.edu](http://ctb.ku.edu)

<sup>92</sup> Longhurst, Robyn. (2016). Semi-structured Interviews and Focus Groups. In N. Clifford, M. Cope, T. Gillespe & S. French (Eds.), *Key Methods in Geography* (Third Edition). California: SAGE.

<sup>93</sup> Community Tool Box. (2018). Assessing Community Needs and Resources.

# **Section VII**

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# **Section VIII**

## **Appendices**

## APPENDIX A Demographic Profile

### Purpose and Methodology

The purpose of conducting a demographic analysis is to assist in the examination of the dynamics of Downtown Springfield and provide community context in which to understand the downtown revitalization process. To do so, the analysis provides a demographic data overview for Oregon, Lane County, Springfield, and Downtown Springfield (Census Tract 33.02). Data were collected from the American Community Survey 5-Year Estimates and range in dates from 2010 to 2016. Collected data show population, age distribution, Hispanic population, non-white population, median household income, poverty rate, and educational attainment. Data are presented through narrative, graphs, and tables.

### Figures

**Figure 1**  
**Population Change, 2010 to 2012-2016**

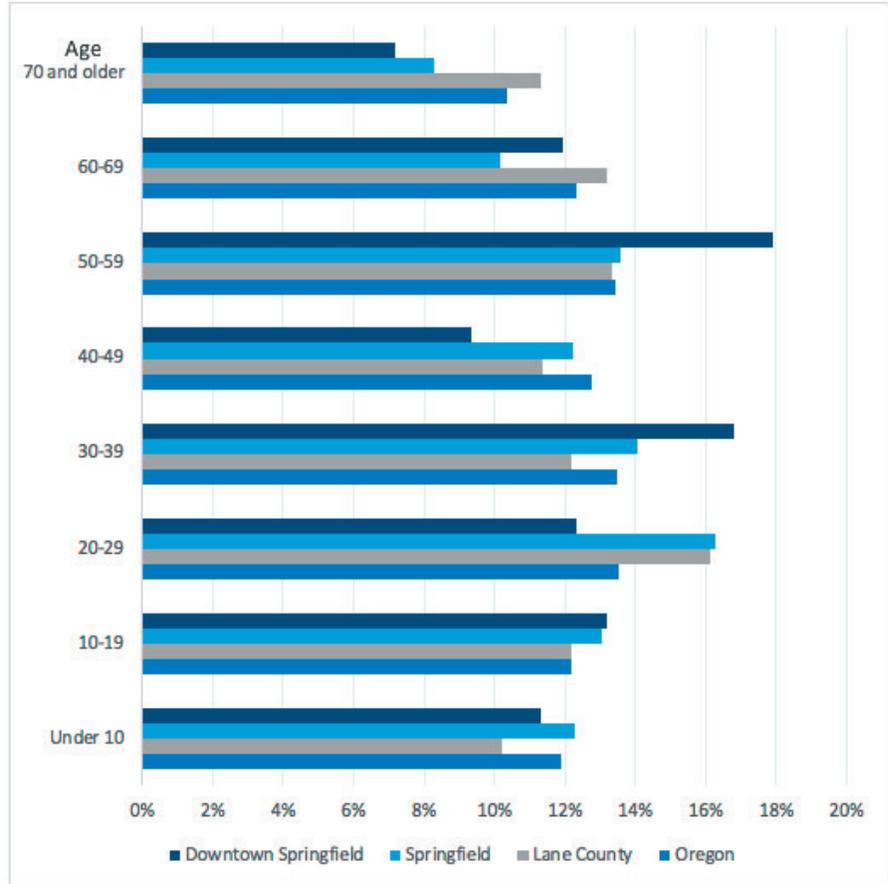
Oregon, Lane County, Springfield, Downtown Springfield

	2010	2016	Population Change 2010 to 2016	
			Number	Percent
Oregon	3,831,074	3,982,267	151,193	4%
Lane County	351,715	360,273	8,558	2%
Springfield	59,403	60,611	1,208	2%
Downtown Springfield	3,389	3,390	1	0%

*Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates (B01003), Profile of General Population and Housing Characteristics: 2010 (DP-1)*

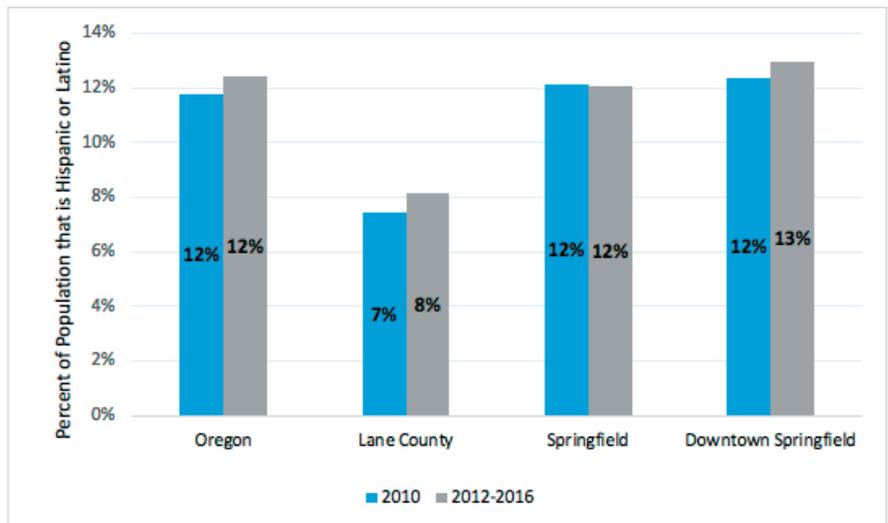
**Figure 2**  
**Age Distribution, 2012-2016**  
 Oregon, Lane County,  
 Springfield, Downtown  
 Springfield

Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates



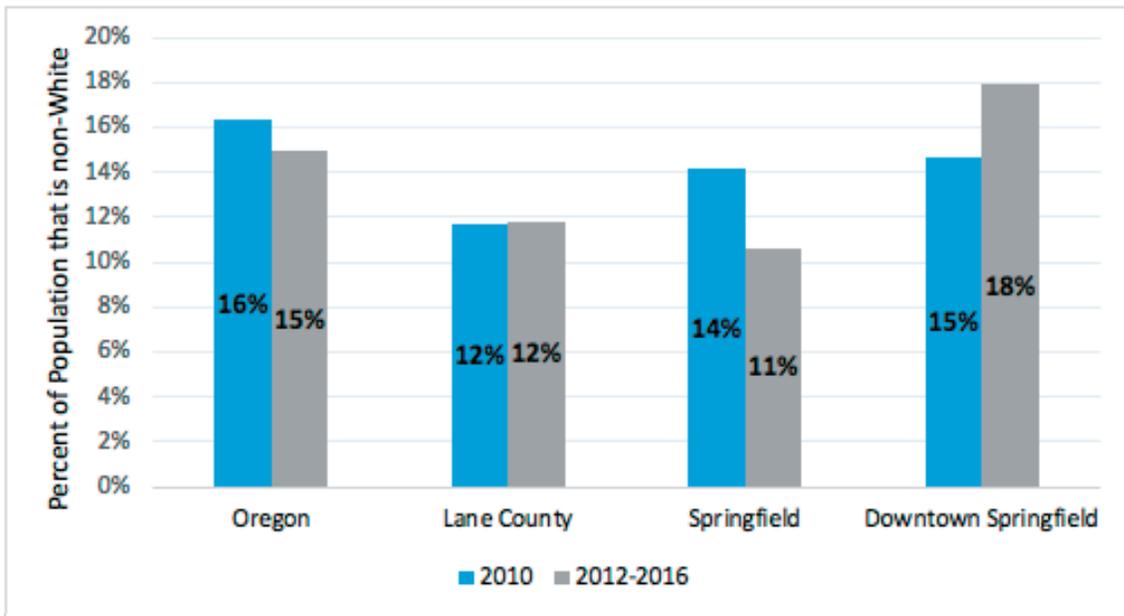
**Figure 3**  
**Percent of Population that is Hispanic/Latino, 2010 to 2012-2016**  
 Oregon, Lane County,  
 Springfield, Downtown  
 Springfield

Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: Demographic and Housing Estimates (DP05); Profile of General Population and Housing Characteristics: 2010



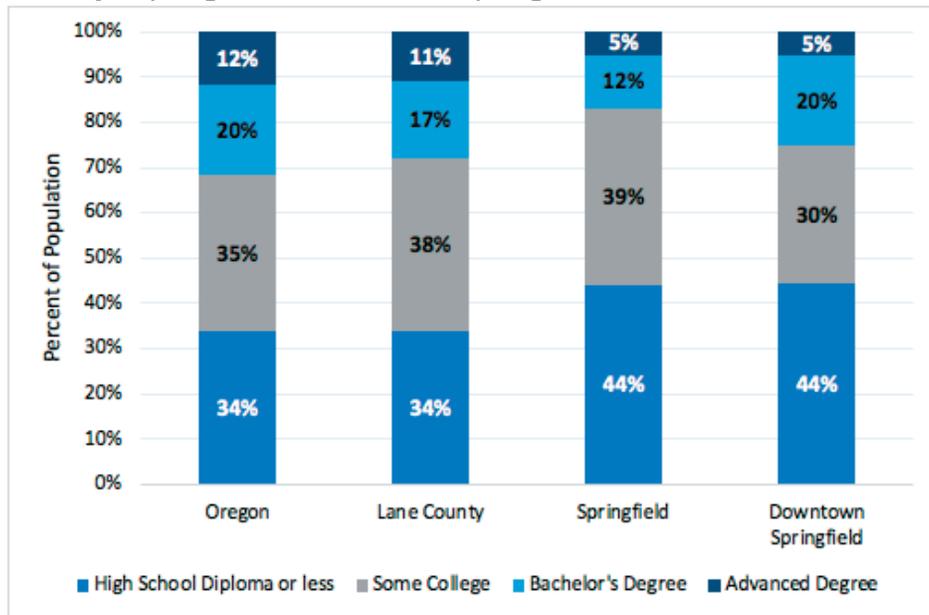
**Figure 4**

**Percent of Population that is Non-White, 2010 to 2012-2016**  
 Oregon, Lane County, Springfield, Downtown Springfield



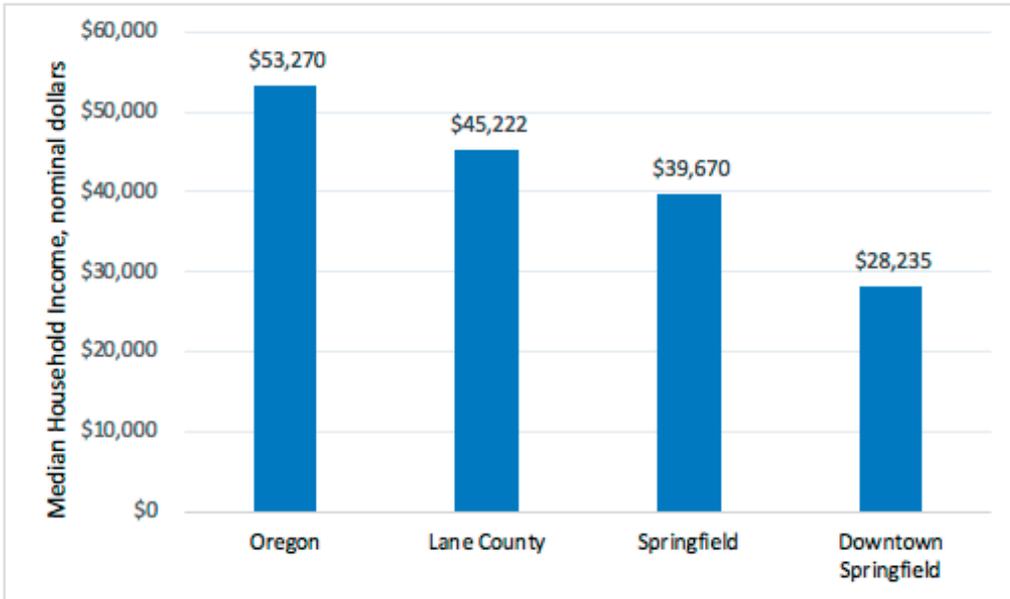
Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: Demographic and Housing Estimates (DP05); Profile of General Population and Housing Characteristics: 2010

**Figure 5**  
**Percent of Educational Attainment for Population 25 years+, 2012-2016**  
 Oregon, Lane County, Springfield, Downtown Springfield



Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: Median Household Income in the Past 12 Months (B19013)

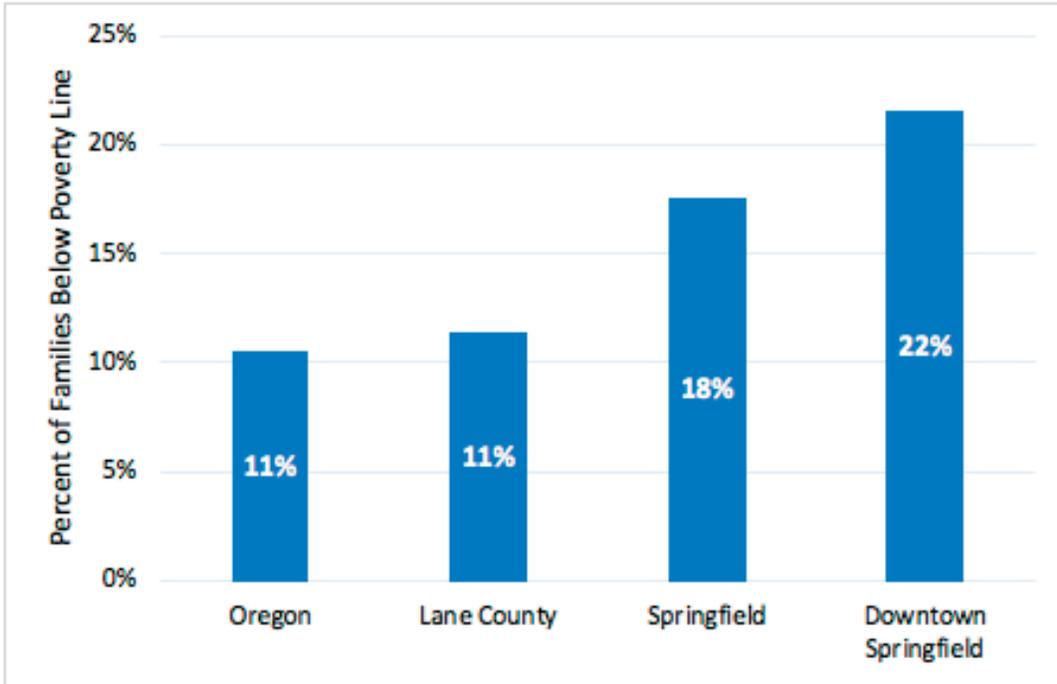
**Figure 6**  
**Median Household Income, 2012-2016**  
Oregon, Lane County, Springfield, Downtown Springfield



Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: Median Household Income in the Past 12 Months (B19013)

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**Figure 7**  
**Percentage of Families Below Poverty Line, 2012-2016**  
Oregon, Lane County, Springfield, Downtown Springfield



Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: Percentage of Families and People Whose Income in the Past 12 Months is Below the Poverty Level (DP03)

## APPENDIX B Housing Profile

### Purpose and Methodology

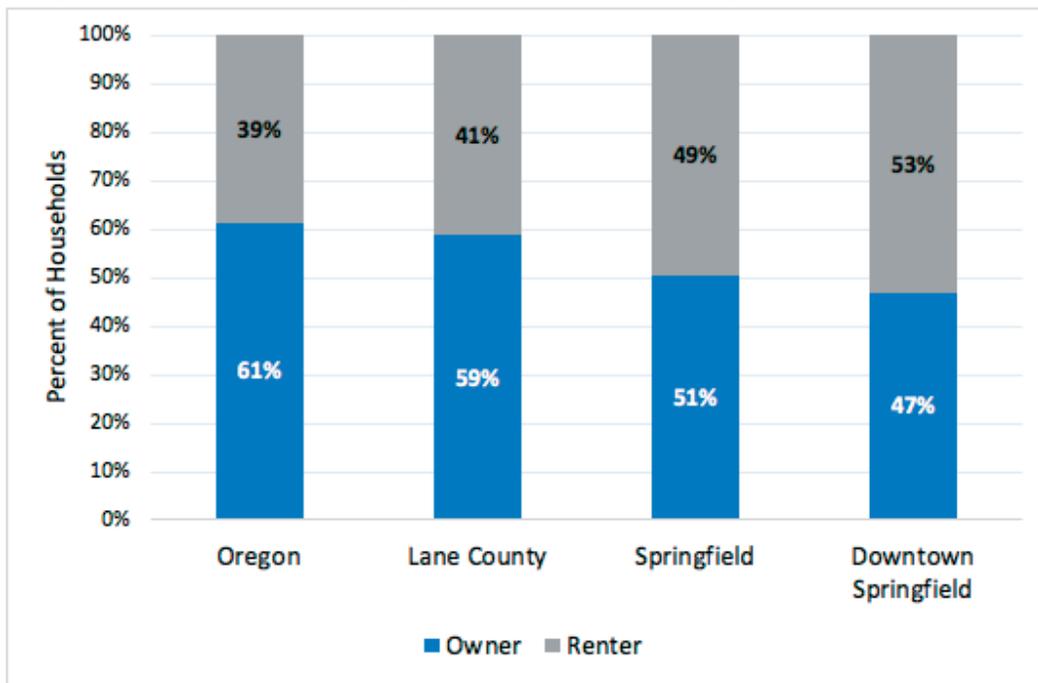
The purpose of conducting a housing trends analysis is to understand the dynamics of Downtown Springfield's housing market, thereby giving context to future housing needs and trends. To do so, the analysis provides an overview of housing data for Oregon, Lane County, Springfield, and Downtown Springfield (Census Tract 33.02). Data were collected from the American Community Survey 5-Year Estimates and range in dates from 2010 to 2016. Collected data show housing tenure, mix, median household income, gross rent, cost burden, rent-to-income ratio, and housing value-to-income ratio. Data are presented through narrative, graphs, and tables.

### Figures

Figure 1

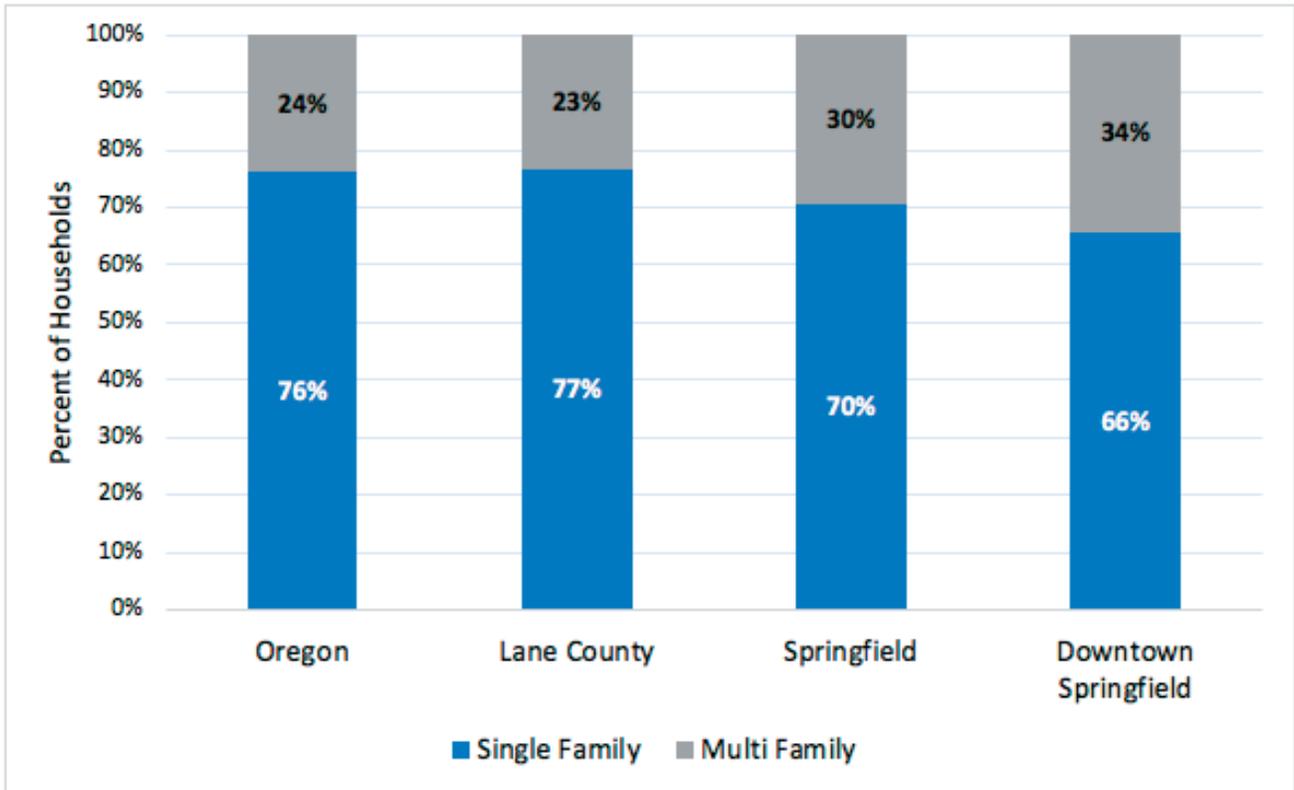
#### Housing Tenure, 2012-2016

Oregon, Lane County, Springfield, Downtown Springfield



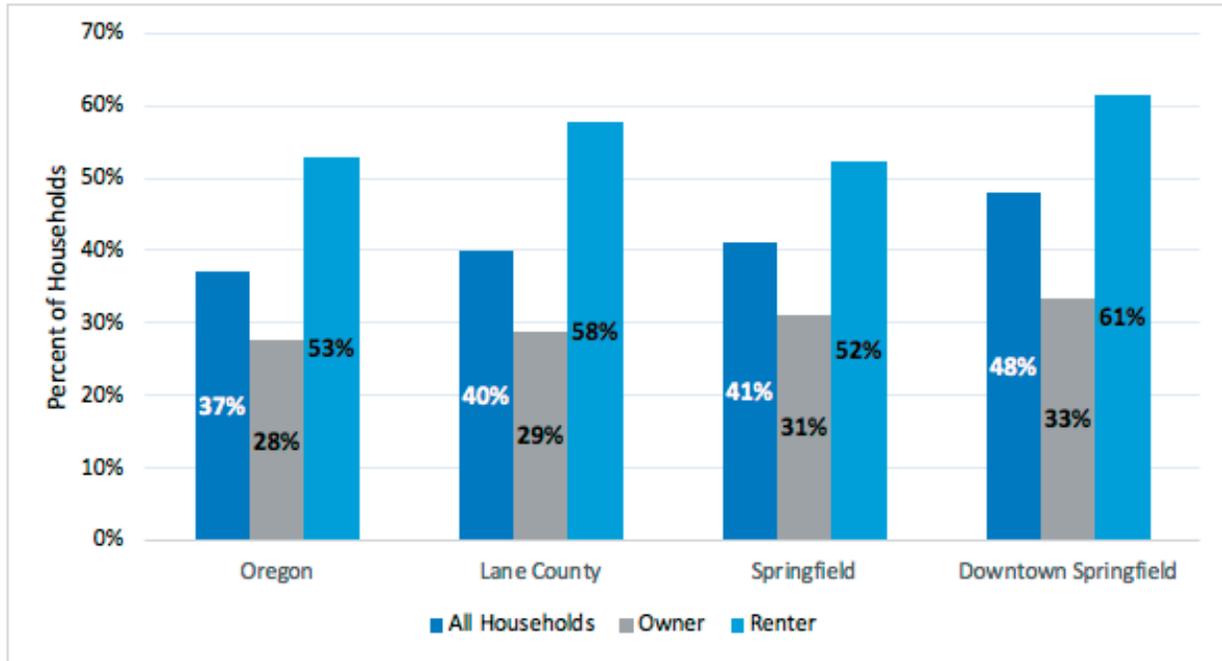
Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2012-2016: Tenure (B25003)

**Figure 2**  
**Housing Mix, 2012-2016**  
 Oregon, Lane County, Springfield, Downtown Springfield



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2012-2016: Units in Structure (B25024)

**Figure 3**  
**Cost Burden for Owners and Renters, 2012-2016**  
 Oregon, Lane County, Springfield, Downtown Springfield



Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2012-2016: Gross Percentage of Household Income (B25070); Mortgage Status By Selected Monthly Owner Costs As a Percentage of Household Income (B25091)

**Figure 4**  
**Rent-to-Income Ratio, 2010 to 2012-2016**  
 Oregon, Lane County, Springfield, Downtown Springfield

	Oregon	Lane County	Springfield	Downtown Springfield
Rent-to-Income Ratio (2010)	19%	21%	24%	27%
Rent-to-Income Ratio (2016)	21%	23%	25%	26%
Nominal Change	0.02	0.02	0.01	(0.01)
Percent Change	9%	9%	4%	-2%

Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2006-2010, 2010-2016: Median Gross Rent (Dollars) (B25064); Median Household Income in the Past 12 Months (in 2016 Inflation-Adjusted Dollars) (B19013)

**Figure 5**  
**Housing Value-to-Income Ratio, 2010 to 2012-2016**  
Oregon, Lane County, Springfield, Downtown Springfield

	<b>Oregon</b>	<b>Lane County</b>	<b>Springfield</b>	<b>Downtown Springfield</b>
Value-to-Income Ratio (2010)	5.13	5.36	4.91	6.21
Value-to-Income Ratio (2016)	4.64	4.89	4.19	4.98
Nominal Change	(0.49)	(0.47)	(0.72)	(1.23)
Percent Change	-10%	-9%	-15%	-20%

*Source: U.S. Census Bureau, American Community Survey 5-Year Estimates, 2006-2010, 2012-2016: Median Value (Dollars) (B25077); Median Household Income in the Past 12 Months (In 2016 Inflation-Adjusted Dollars) (B19013)*

## APPENDIX C Economic Profile

### Purpose and Methodology

The purpose of conducting a community economic analysis is to provide national and regional context for understanding Downtown Springfield's economy and employment. To do so, the analysis provides an economic data overview for Lane County in relation the United States. Economic data were collected from the U.S. Bureau of Economic Analysis, ranging in date from 2001 to 2016.

Economic data used are characterized by North American Industry Classification Systems (NAICS), which includes employment and industry types. Employment types are (1) wage and salary, and (2) proprietors. Industry types are (1) farm employment, (2) nonfarm employment, and (3) government and government enterprises. Employment and industry data are grouped by three NAICS: estimates for 2001 to 2006 are based on the 2002 NAICS; estimates for 2007 to 2010 are based on the 2007 NAICS; and, 2011 to 2016 estimates are based on the 2012 NAICS. The figures are limited to types of economic activity that are appropriate to Downtown Springfield; for example, farm employment, Forestry and Fishing, Manufacturing, Wholesale Trade, and Mining have been omitted.

Formulas were applied to data to aid in interpretation, including population-employment ratio, location quotient, and shift-share analysis. Population-employment ("PE") ratios were determined by dividing a community's population by employees in a sector in that community. Location quotients indicate the degree of a community's self-sufficiency in a sector. Location quotients were calculated by dividing the percentage of local employment in a sector by the percentage of regional employment in a sector. Lastly, a shift share analysis was used to determine how much of a sector's growth or decline was attributable to the national growth rate component, the industrial mix component and the competitive mix component. When added together the three components account for the total employment growth or decline in a sector.

### Figures

#### Number of employees per sector, 2001 to 2016

United States

Sector	2001		2016		Change 2001 - 2016	
	Employment	%	Employment	%	Number	%
<b>Total employment (number of jobs)</b>	165,519,200	100%	193,668,400	100%	28,149,200	17%
Health care and social assistance	15,253,400	9%	21,944,300	11%	6,690,900	44%
Accommodation and food services	10,806,200	7%	14,415,800	7%	3,609,600	33%
Retail trade	18,257,800	11%	19,390,100	10%	1,132,300	6%
Educational services	3,011,300	2%	4,716,600	2%	1,705,300	57%
Arts, entertainment, and recreation	3,165,100	2%	4,323,300	2%	1,158,200	37%

Source: U.S. Bureau of Economic Analysis, CA25N Total Full-Time and Part-Time Employment

## Number of employees per sector, 2001 to 2016

Lane County

Sector	2001		2016		Change 2001 - 2016	
	Employment	%	Employment	%	Number	%
<b>Total employment (number of jobs)</b>	185,118	100%	204,742	100%	19,624	11%
Health care and social assistance	20,353	11%	28,469	14%	8,116	40%
Accommodation and food services	12,630	7%	16,272	8%	3,642	29%
Retail trade	22,160	12%	24,428	12%	2,268	10%
Educational services	2,334	1%	4,222	2%	1,888	81%
Arts, entertainment, and recreation	4,197	2%	5,444	3%	1,247	30%

Source: U.S. Bureau of Economic Analysis, CA25N Total Full-Time and Part-Time Employment

## Location quotients that compare Lane County to the U.S., 2001 to 2016

Lane County, United States

Lane County: U.S. Location Quotient		
Industry	2001	2016
Health care and social assistance	1.19	1.23
Accommodation and food services	1.05	1.07
Retail trade	1.09	1.19
Educational services	0.69	0.85
Arts, entertainment, and recreation	1.19	1.19

Source: U.S. Bureau of Economic Analysis, CA25N Total Full-Time and Part-Time Employment

## Shift-share analysis, 2001 to 2016

Lane County

Industry	2001 to 2016 Employment Growth in Lane County Attributable to...			
	New Employment	National Growth Rate Component	Industrial Mix Component	Competitive Mix Component
Health care and social assistance	8,116	3,461	5,466	(812)
Accommodation and food services	3,642	2,148	2,071	(577)
Retail trade	2,268	3,769	(2,394)	894
Educational services	1,888	397	925	566
Arts, entertainment, and recreation	1,247	714	822	(289)

Source: U.S. Bureau of Economic Analysis, CA25N Total Full-Time and Part-Time Employment

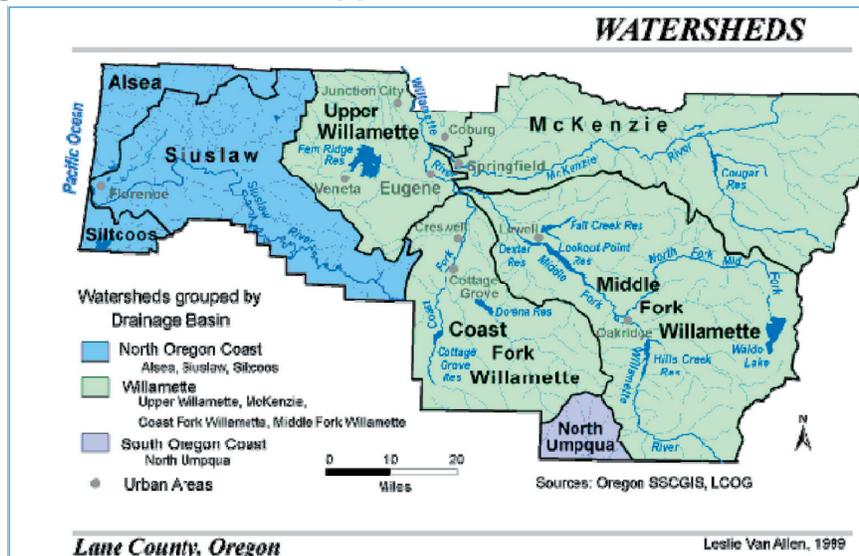
## APPENDIX D Site Analysis

**Figure 1: Location of Springfield and its position between the Willamette and McKenzie Rivers**



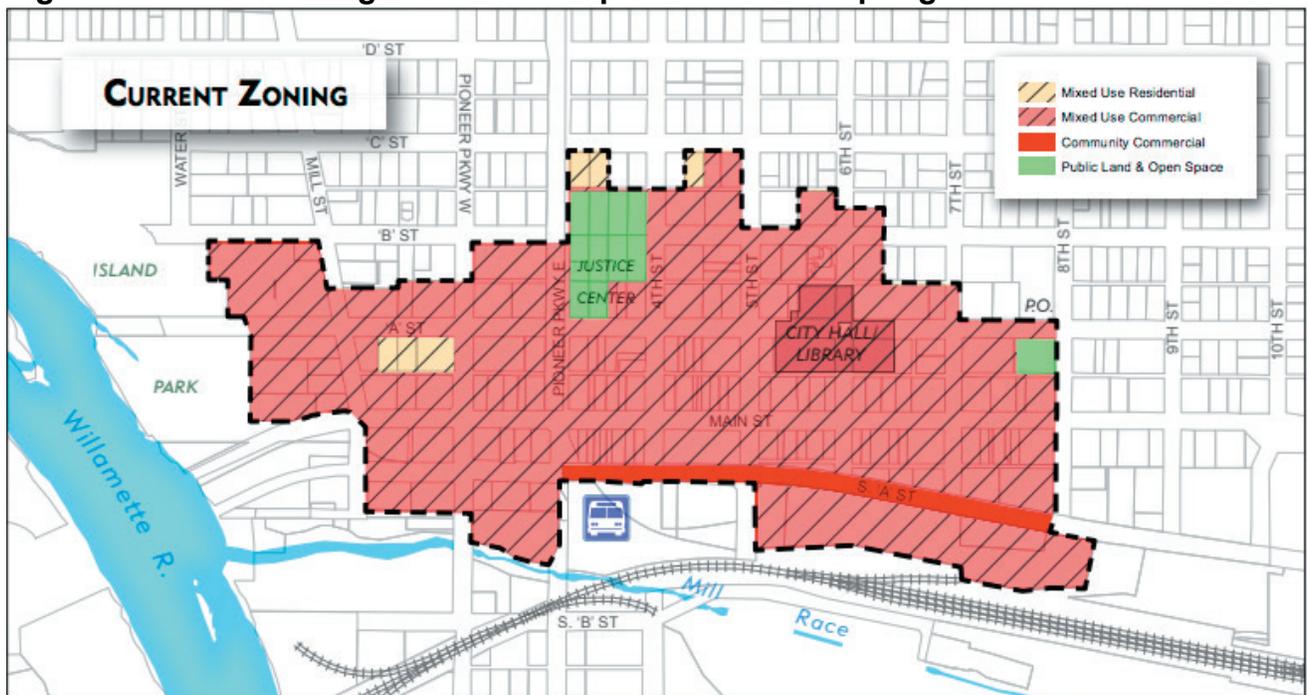
Source: Google Maps

**Figure 2: Springfield location in the Upper Willamette Watershed**



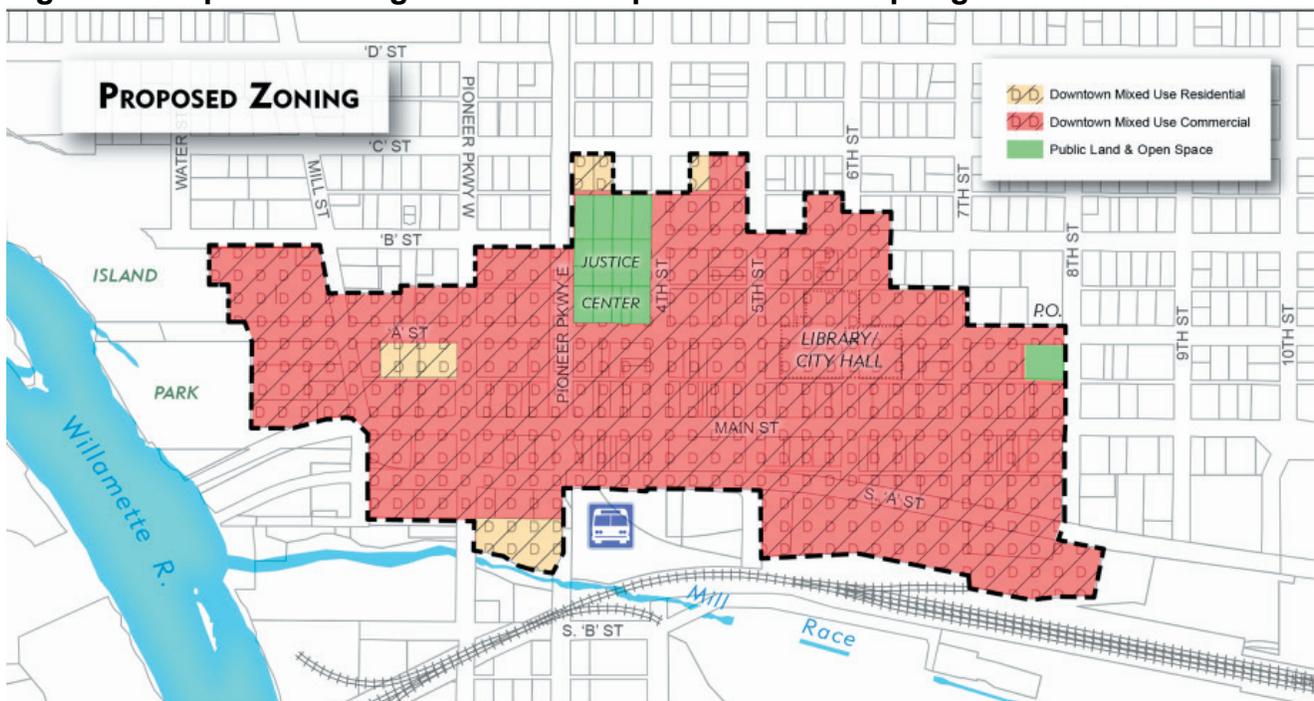
Source: Lane County Willamette Basin Total Maximum Daily Load, 5-Year Implementation Plan. July 2014

**Figure 3: Current zoning and tax lot map of Downtown Springfield**



Source: City of Springfield. Proposed Design Standards. Springfield, OR: Development and Public Works, 2018. <http://www.springfield-or.gov>

**Figure 4: Proposed zoning and tax lot map of Downtown Springfield**



Source: City of Springfield. Proposed Design Standards. Springfield, OR: Development and Public Works, 2018. <http://www.springfield-or.gov>

**Figure 5: Mixed-use development at the corner of Main Street & 5th Street**



*Source: Personal Photo*

**Figure 6: Historic Theater building on Main St. between 7th and 8th Streets**



*Source: Google Maps, Street View*

**Figure 7: Corner parking lot at intersection of Main Street and 8th Street**



*Source: Personal Photo*

**Figure 8: Plank Town Brewing Co. renovation of the historic I.O.O.F Building at Main Street & 4th Street**



*Source: Google Maps, Street View*

**Figure 9: Mural of Springfield's historical landscape on the east side of the parking lot outside of City Hall**



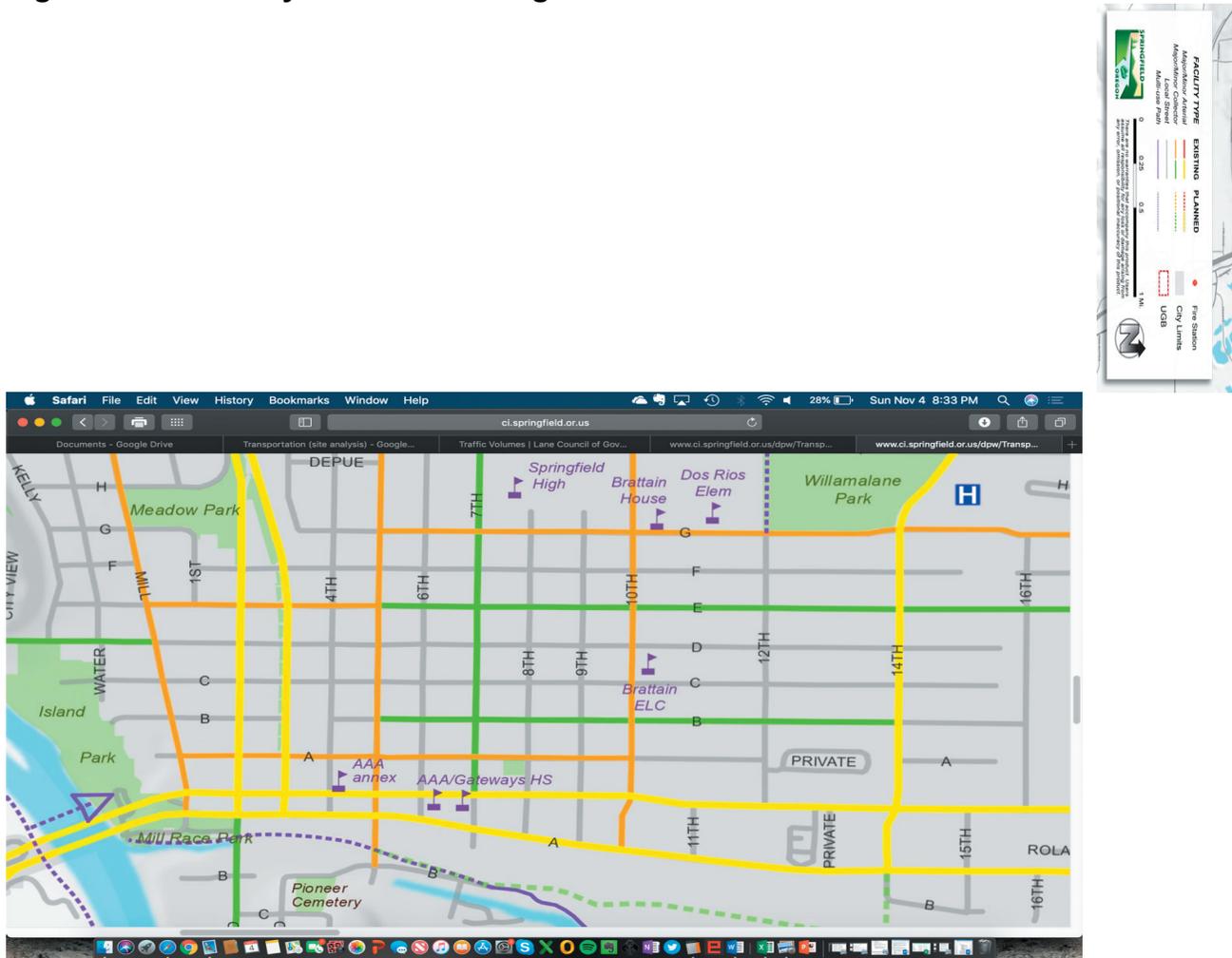
*Source: Personal Photo*

**Figure 10: View south toward the forested hills beyond the railroad track and the EmX bus station**



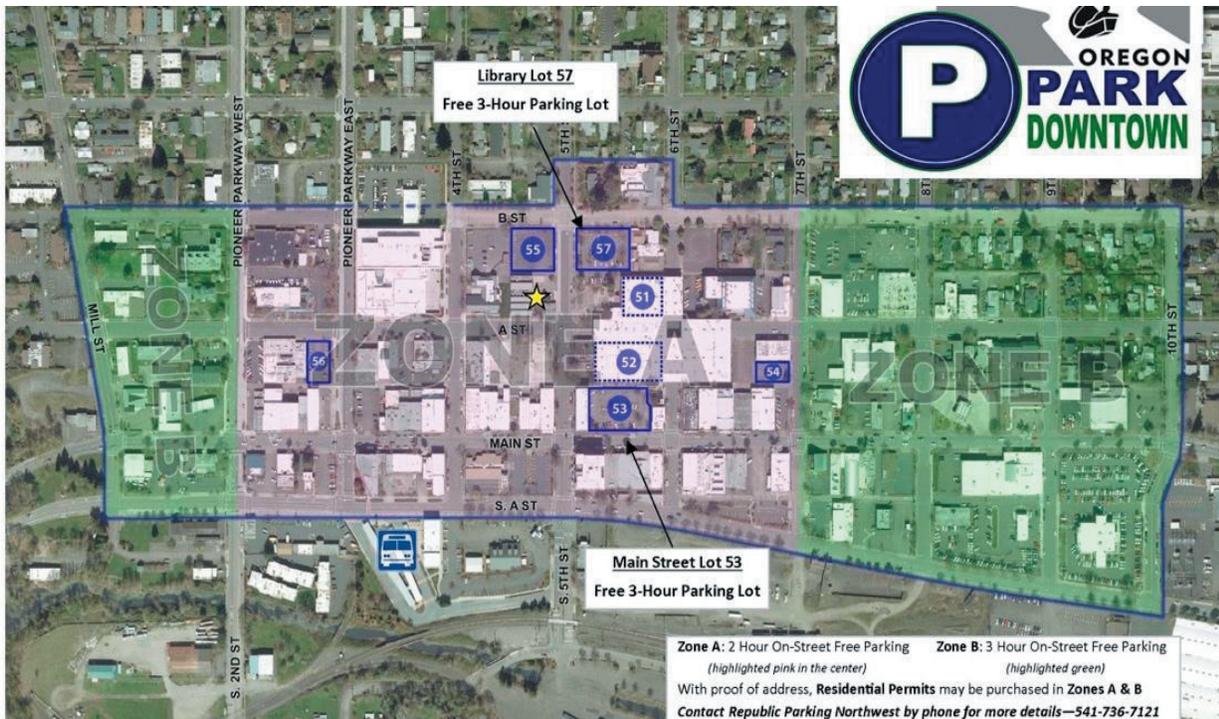
*Source: Personal Photo*

Figure 11: Hierarchy of streets through downtown



Source: City of Springfield. Springfield, OR [map]. 2017. Scale "Draft Local Street Network." August 17, 2018. <http://www.springfield-or.gov>

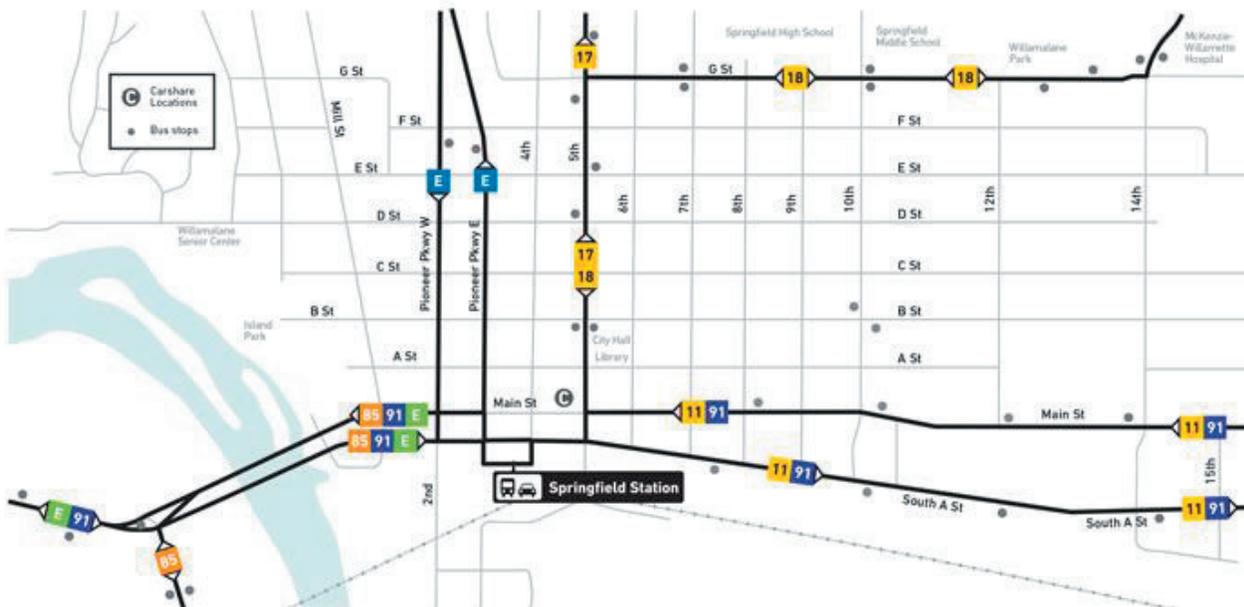
Figure 12: Breakdown of parking rules and locations within Downtown Springfield



Lot51 City Hall North - Permit Only	Lot53 Main Street - Free 3HR & Permit	Lot54 7th Street Pocket - Permit Only	Lot56 Pioneer East - Permit Only
Lot52 City Hall South - Permit Only	Lot 57 Library Lot - Free 3HR 7 Permit	Lot55 Justice - Permit Only	

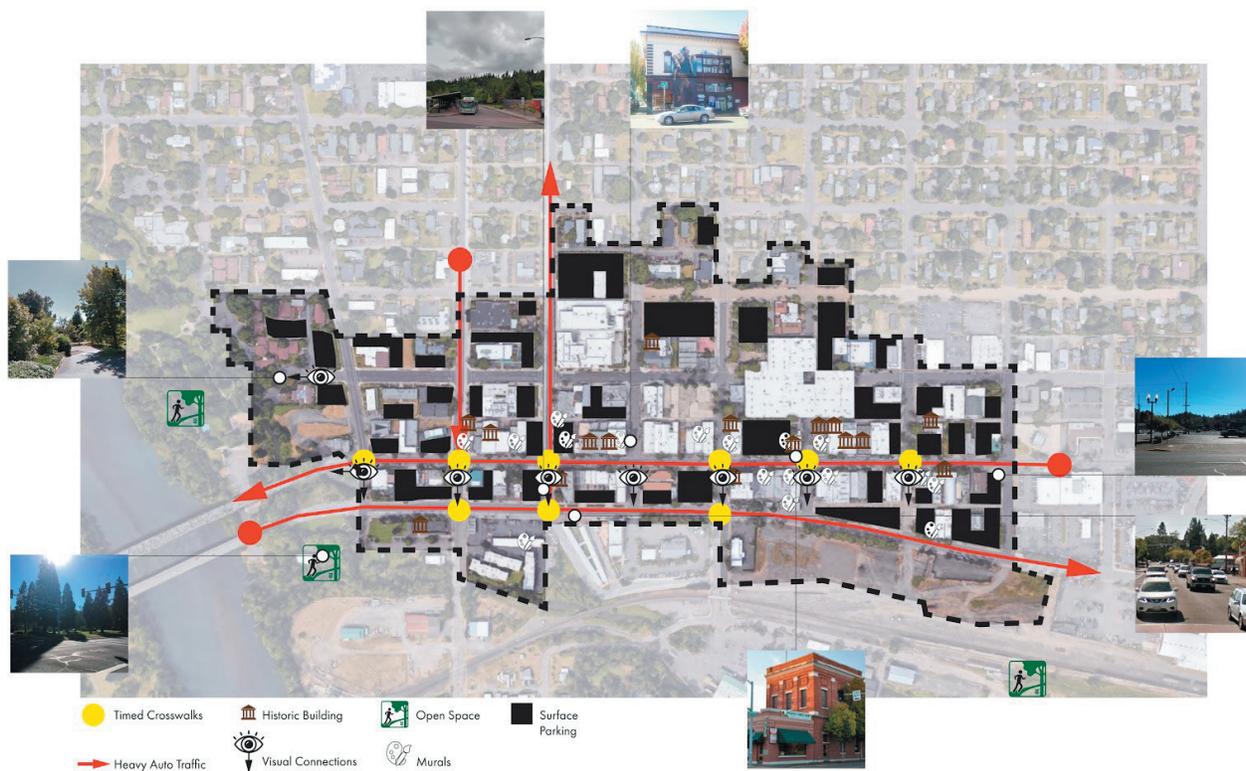
Source: City of Springfield, Springfield, Oregon Park Downtown, Springfield, OR: City of Springfield, Republic Parking Northwest. <http://www.ci.springfield.or.us>

**Figure 13: LTD Transit Map**



Source: LTD Springfield Transit Map

**Figure 14: Existing Conditions (Constraints & Opportunities Map)**



Source: Personal Image

**Figure 15: Springfield Bike Map**



# APPENDIX E Downtown Springfield Vision Visual

## Sense of Place

Promote an identity reflecting the people and history of Springfield

## Livability

Invest in transportation to encourage safe and efficient mobility within downtown and surrounding areas

## Growth

Promote public and private development to create a vibrant commercial and industrial economy



# The Vision DOWNTOWN SPRINGFIELD



Team 1  
Chilingirian  
Hariharan  
Meinke  
Rohan  
Luna

Photo Sources: Springfield Downtown Renewal Plan  
Green Infrastructure for Your Community  
Discover Downtown  
Springfield Renaissance and Development Corporation  
Eugene Cascades & Coast: Main St. Springfield, Mill Race Path

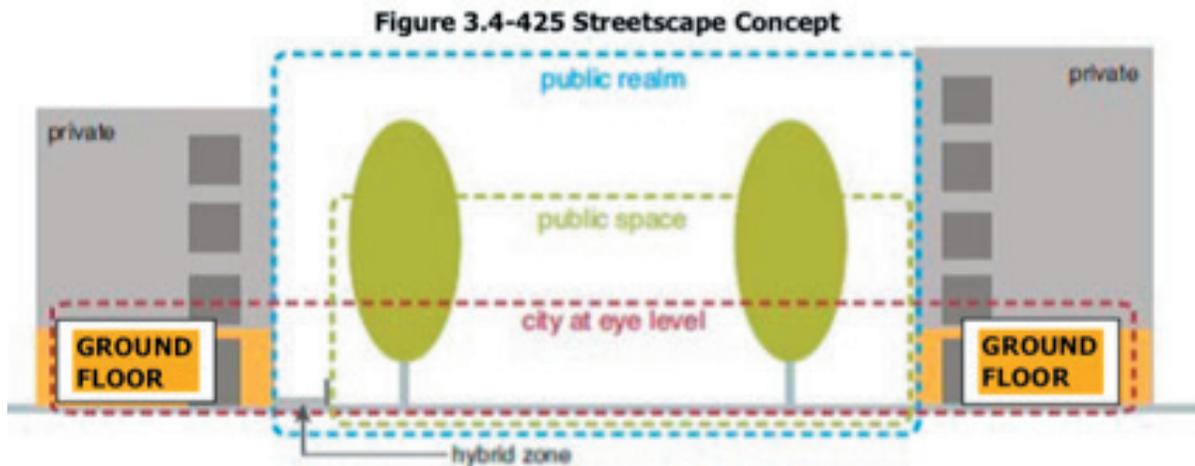
# APPENDIX F Code Analysis

**Figure 1 Proposed zoning and tax lot map of Downtown Springfield**



Source: City of Springfield. *Proposed Design Standards*. Springfield, OR: Development and Public Works, 2018. <http://www.springfield-or.gov>

**Figure 2: Streetscape Concept**



Source: Karssenberg, Hans & Jeroen Laven. *The City at Eye Level*. The Netherlands: Eburon Academic Publishers, 2016

**Figure 3: Salem Revised Code (SRC) Section 300.120(c), Consolidation of Applications**

When multiple applications are consolidated, a single application is filed for all land use actions. The application shall be accompanied by the information and supporting documentation required for each individual land use action. Review of the application shall be according to the highest numbered procedure type required for any of the land use applications. The Review Authority shall be the highest applicable Review Authority under the highest numbered procedure type required for any of the land use applications. Notwithstanding the provisions of this subsection, where multiple applications that are proposed to be consolidated include an application subject to review by the Historic Landmarks Commission, the application that is subject to Historic Landmarks Commission review shall be processed individually or concurrently.

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**Figure 4: Prototype Project Rendering**



Source: Personal Photo



**Figure 5: Code Comparison**

	<b>Salem Revised Code (SRC)</b>	<b>Springfield Proposed Code (SDC)</b>
<b>Building Facades</b>	<p><u>SRC 531.035(a)(1)(A)</u>            Architectural detailing shall be incorporated that visually divides and breaks up the building's vertical mass in a manner that is complementary to Downtown Salem's existing building stock.</p>	<p><u>SDC 3.4-435(E)(4): Materials</u>            Standards are established to promote architectural variety through the use of durable materials that convey a sense of place and permanence consistent with Downtown's historic pattern and character.</p> <p>a. Brick, cast concrete, concrete masonry units, glass, wood, stucco or similar troweled finishes, architectural ceramic and wood composite materials are permitted. At least 75% of the area of each street-facing facade (except alleys) of all new buildings (excluding doors and windows) shall incorporate masonry materials. When materials other than masonry are used, they shall have demonstrated durability and shall provide similar visual characteristics (e.g. color, texture, scale) similar to those used traditionally in Downtown Springfield.</p> <p>b. The following façade materials are prohibited:</p> <ol style="list-style-type: none"> <li>1. Corrugated or ribbed metal or similar materials.</li> <li>2. Vinyl, plastic, fiberglass or similar siding or roofing or products.</li> <li>3. Faux brick or faux stone panels.</li> <li>4. Stone veneers or panels.</li> </ol>
<b>Ground Floor Height</b>	<p><u>SRC 531.025.a.2.A.: Ground Floor</u>            The ground floor ceiling height be a minimum of 12 feet and no more than 16 feet.</p>	<p><u>Ground Use Active Use Standards, 3.4-435 (A)(2)(i)</u>            Ceiling height. The ground floor ceiling height must be at least 15 vertical feet as measured from the finished floor to the bottom of the structure above, in an area at least 25 feet deep as measured from the Main Street/Active Use street-facing facade.</p>
<b>Building Transparency</b>	<p><u>SRC 531.035(a)(3)(A): Building Transparency</u>            Ground floor building facades facing streets and open space shall include large transparent windows to ensure that the ground floor promotes a sense of interaction between activities in the building and activities in the public realm. 60% transparency required.</p>	<p><u>Ground Use Active Use Standards, 3.4-435 (A)(2)(ii)</u>            Ground floor transparency. The Active Use street-facing facade(s) must be fenestrated with storefront windows and glass doors to allow a clear and transparent opening in the facade that allows a perpendicular view at pedestrian eye level between the abutting public sidewalk and the storefront or building interior space. 75% transparency required.</p>
<b>Primary Building Entries</b>	<p><u>SRC 531.035(a)(4)(A): Building Entries</u>            Primary building entries shall be inviting to pedestrians and promote a sense of interaction between the public and private realms. Opaque doors shall be avoided.</p>	<p><u>3.4-435(B): Orientation of Building Entrances</u>            Entrances shall be oriented to provide convenient pedestrian access from the Downtown streetscape and public open spaces. Every building shall provide a visually prominent main entrance facing the fronting street. A main entrance is the widest</p>

		entrance provided for use by pedestrians. Corner entrances are highly desirable.
<b>Mechanical and Service Equipment</b>	<p><u>SRC 531.035(a)(5)(A): Mechanical and Service Equipment</u>  Ground level and rooftop mechanical and service equipment shall be visually screened and, whenever possible, located so it is not visible from public sidewalks and open spaces.</p>	<p><u>3.4-435(5): Screening of Building Utilities and Services</u>  Site design standards are established to reduce the visual impact of building services and utilities on the public streetscape and improve the appearance of the downtown.</p> <p><u>3.4-435 (f): Rooftop Standards</u>  All rooftop equipment shall be concealed behind parapets or other structures designed into the building. All rooftop equipment shall be concealed behind parapets or other structures designed into the building by means such as:</p> <ol style="list-style-type: none"> <li>1. Roof vent(s) designed into the building structure;</li> <li>2. Raising the parapet on all sides of the building to be as high as the highest mechanical unit or vent on the roof;</li> <li>3. Providing a secondary roof screening system designed to be as high as the highest mechanical unit or vent on the roof. Secondary roof screening systems shall be enclosed groups of units rather than a box around each unit, incorporated into the design of the building, and constructed with materials that are compatible with those of the building.</li> <li>4. The equipment is set back from roof edges 3 feet for each foot of equipment height.</li> </ol>
<b>Setback and Frontages</b>	<p><u>SRC 531.035(b)(1)(A): Setback</u>  Buildings shall create well-defined "edges" to the public realm by minimizing setbacks from the street right-of-way. Zero lot line buildings are encouraged. Buildings may be sited so as to create opportunities for well-designed public or civic spaces between buildings and the sidewalk.</p>	<p><u>Table 3.4-531.A.1: Street Frontage Design Standards</u>  New mixed-use buildings or developments with more than one ground floor use shall be designed to meet the applicable frontage design standard correlated to each use. Zero lot lines are encouraged.</p>
<b>Parking</b>	<p><u>SRC 531.035(b)(2)(A): Parking</u>  Surface parking lots along buildings facing public streets shall be buffered from view by pedestrians on the sidewalk. Whenever possible, surface parking lots shall be placed behind buildings.</p>	<p><u>3.4-435(c)(5): Parking Standards</u>  Onsite parking must be located behind or beside the building. In addition, the new Downtown Mixed-Use area creates an exemption from minimum parking requirements.</p>

<p><b>Weather Protection</b></p>	<p><u>SRC 531.035(b)(3)(A)</u> Weather protection, in the form of awnings, canopies, arcades, or galleries appropriate to the design of the building, shall be provided along ground floor building facades facing streets and public space in order to create a comfortable and inviting pedestrian environment.</p>	<p><u>SDC 3.4-435(8): Architectural Projects and Encroachments</u> Awnings and marquees encroaching into the public right of way shall be entirely supported by the building (have no structural supports within the right of way). Canopies and other coverings that require supporting columns, stanchions or poles are not permitted within the Plan District public right-of-way. Awning encroachments are permitted when the following criteria are met:</p> <ol style="list-style-type: none"> <li>1. An awning must not project more than 4 horizontal feet into the public right-of-way.</li> <li>2. All portions of awnings must be installed to provide at least 8 feet of vertical clearance above the finished grade of the fronting sidewalk. Any valance must be at least 7 feet above the finished grade. Valances of fabric awnings shall not exceed more than 12 inches in height and shall be unframed and flexible.</li> <li>3. Awnings shall be designed to ensure proper drainage and shedding of precipitation away from pedestrian areas of the sidewalk.</li> <li>4. Awnings shall be fabricated from durable materials such as metal, glass, wood, non-vinyl cloth or canvas with a matte finish or a material similar in appearance and texture.</li> <li>5. Awning size shall be proportional to the window and shall be installed above the window opening such that the awning does not obscure or alter the architectural features of the building.</li> <li>6. The use of a single awning spanning across multiple commercial storefronts is discouraged. Use of awning designs that contribute variety to the streetscape and break up the monotony of long facades is encouraged — such as multiple awnings of similar type and shape within the same building with varied colors and graphics to identify individual tenants.</li> <li>7. The following awning types and materials are not permitted: dome, quarter round and similar shaped vinyl or plastic awnings; standing seam, corrugated or other residential type roofing materials; internally illuminated or back-lit awnings.</li> </ol>
<p><b>Corner Treatments</b></p>	<p><u>SRC 531.035(d)(1)(A): Corner Treatments</u> Buildings located at corners and gateways shall incorporate architectural or site planning design elements that visually emphasize the corner of the building. One or more of the following techniques may be used to meet this guideline:</p>	<p><u>SDC 3.4-345(B): Corner Entrances</u> Corner entrances and architectural features designed to engage the corner are highly encouraged.</p>

## APPENDIX G

### Focus Groups

#### Focus Group Background

##### ***What makes focus groups unique?***

Focus groups are one method used to gather qualitative data. They are distinguished from other qualitative methods, such as interviews, in that they rely on group interactions to generate data. The value of group interactions and debate lies in the “potential for greater depth of findings to emerge as a result of the dynamic interplay of opinion.”<sup>94</sup> In this way, focus groups can draw out “answers” not found in individual interviews because participants can stimulate each other to remember forgotten or unconsidered details.<sup>95</sup>

##### ***When should focus groups be used?***

Data generated by focus groups is most valuable when both the limitations and advantages of using a focus group have been thoroughly weighed. To begin, focus groups should not be used if researchers want to collect quantitative data. Though this may appear obvious, the focus group method generates qualitative information. The decision to use a focus group should not hinge on their relative inexpensiveness or ease of implementation as compared to other information gathering efforts.<sup>96</sup>

Focus groups work best when participants share certain basic characteristics, placing them on equal footing and limiting barriers to group participation.<sup>97</sup> While this homogeneity within the group is essential to the development of group synergy, it also precludes any single focus group from being a representative sample. This limitation can be minimized by conducting focus groups within all identified populations, though finding those groups may prove challenging. Additionally, focus groups are not appropriate for emotionally charged or sensitive topics, as participants may shy away from group discussion.<sup>98</sup>

Focus groups should be considered when investigating motivation and complex behaviors. Focus groups are uniquely equipped to give insight into thought processes, reveal new perspectives on topics, and highlight why participants value certain issues over others. The focus group method can be used when there is a power differential between participants and decision makers or a gap between professionals and their target audience.<sup>99</sup> When a power differential exists, focus groups can provide a secure way for those with little or no power to express their views because the environment is comprised of their peers. Gaps between professionals and their audiences can exist because of language, culture or various other characteristics. Because focus groups gather information on thought processes and perceptions, they can bridge these gaps.

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<sup>94</sup> Kaczynski, Andrew T, and Michael T Sharratt. "Deconstructing Williamsburg: Using Focus Groups to Examine Residents' Perceptions of the Building of a Walkable Community." *The International Journal of Behavioral Nutrition and Physical Activity* 7 (2010): 50.

<sup>95</sup> Acocella, Ivana. "The Focus Groups in Social Research: Advantages and Disadvantages." *Quality and Quantity* 46, no. 4 (2012): 1125-136.

<sup>96</sup> Acocella, Ivana. "The Focus Groups in Social Research: Advantages and Disadvantages." *Quality and Quantity* 46, no. 4 (2012): 1125-136.

<sup>97</sup> Krueger, Richard A., and Casey, Mary Anne. *Focus Groups: A Practical Guide for Applied Research*. 3rd ed. Thousand Oaks, Calif.: Sage Publications, 2000.

<sup>98</sup> Morgan, David L. *Successful Focus Groups: Advancing the State of the Art*. Sage Focus Editions; v. 156. Newbury Park, Calif.: Sage Publications, 1993.

<sup>99</sup> Morgan, David L. *Successful Focus Groups: Advancing the State of the Art*. Sage Focus Editions; v. 156. Newbury Park, Calif.: Sage Publications, 1993.

## **Focus Group Logistics**

### ***Create and Understand Goals***

To structure a focus group, an understanding of the focus group goals for is essential. This is preliminary to the actual group and acts as a guide in deciding what questions are to be asked and who is to be involved. Goals are derived from the major themes an organization is focusing on. It is important for the organization as well as the moderator and participants to understand the goal of the focus group. This will ensure transparency and ground the focus group.

### ***Recruiting participants***

Recruiting quality participants is arguably the most difficult part of conducting focus groups.<sup>100</sup> Because of the discussion-based nature of focus groups, it is important that participants be interested in and able to talk about the topic at hand. For this reason many focus groups use self-selected participants who, by volunteering, indicate their interest. Alternatively, some focus groups construct panels of experts who have in depth knowledge of a particular field. Tapping into local existing networks, such as neighborhood associations and activist groups, can also be fruitful depending on the topic at hand.

Using incentives can increase participation, though it can also lead to less dynamic group discussions as some participants may be interested in the focus group not because of the topic but because of potential compensation. For this reason, the use of incentives to increase participation should be carefully weighed against any potential loss of perspective or depth of findings. This balance will depend on the nature of the topic being discussed and the population whose perspectives the focus group it trying to gather.

### ***Participant Mix***

Focus groups can be a self-selected mix of participants or a carefully selected panel that fits the needs and background of the topic at hand. The latter is used when the questions are more technical and experience will allow for in-depth discussion.<sup>101</sup> This type of focus group is understood as a Technical Focus Group.<sup>102</sup> Whether it be a voluntary group or a carefully crafted panel, a certain level of diversity is needed to create meaningful and non-homogeneous discussion.

Krueger and Casey (2000) highlight the need to balance homogeneity and heterogeneity within focus groups. A certain level of homogeneity, where people feel they are amongst equals whose experiences they can identify with is important in creating an atmosphere in which participants feel comfortable sharing their thoughts and opinions. Too much homogeneity, however, and the focus group may not generate the desired number of differing opinions. The same is true in terms of heterogeneity, too much and discussions may get out of hand, too little and the conversations may be less dynamic than hoped for.

### ***Group Size***

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<sup>100</sup> The Puget Sound Consortium for Manufacturing Excellence. (2018). A Guide for Planning, Organization, and Managing Focus Groups. <http://www.shoreline.edu>

<sup>101</sup> Penn State Office of Planning and Institutional Assessment. "How to Use Focus Groups to Solicit Ideas and Feedback." *Innovation Insights*, pp. 1–2.

<sup>102</sup> BPRD Appendices, Comprehensive Plan Project Team. "Bend Parks and Recreation Comprehensive Plan." *Appendices*, Adopted July 2018

Ideally, noncommercial focus groups will be made up of six to eight people. This ensures there are enough participants to form a dialog and bring a range of experiences to the table, but not so many that people do not have the chance the speak.<sup>103</sup>

### **Group Number**

The number of focus groups conducted depends on the number of sub-populations and perspectives trying to be gathered. For example, an extensive community engagement plan involving Downtown Austin conducted focus groups with African Americans, Asian Americans, visual and performing artists, developers, downtown residents and downtown retailers.<sup>104</sup> It's also important to note that participants can, and often do, belong to more than one group. In general, three to four focus groups per sub-population is considered a good rule of thumb.<sup>105</sup> Identifying when a study has reached saturation, i.e. when no new perspectives are being brought up in focus groups, can be an indicator that no new groups are needed.<sup>106</sup>

### **Setting**

Where a focus group takes place is important for a number of reasons. Hosting the focus group in a centrally located, easy to find space is important to encourage participation. Focus groups that are inconvenient to get to or confusing to find can discourage participants from attending.<sup>107</sup> Teufel-Shone and Williams (2010) also note the importance of the focus group setting and how it can influence group dialogue. They give the example of participants' responses being more guarded when discussing teen pregnancy in a church or school.

### **Timing**

Attention should also be payed to the timing of focus groups, which should consider when participants will be most and least available throughout the day, week and even year. Note that the ideal time for one sub-population may be different than another. For example, musicians and other performance artists often work in the evening and on weekends while real estate developers work Monday through Friday. Offering numerous focus group times can help account for differences in availability between participants. Timing of focus groups should also be sensitive to local events, such as football games and county fairs.

### **Length**

The length of the focus group is also important, Brookfield *et al.* (2013) suggests focus groups be an hour to an hour and a half in length.<sup>108</sup> This gives the group enough time to explore the topic at hand but is not so lengthy that participants become disengaged.

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<sup>103</sup> Krueger, Richard A., and Casey, Mary Anne. *Focus Groups: A Practical Guide for Applied Research*. 3rd ed. Thousand Oaks, Calif.: Sage Publications, 2000.

<sup>104</sup> Downtown Austin Alliance. (2018). *Downtown Vision*. <http://downtownaustin.com/vision>

<sup>105</sup> Krueger, Richard A., and Casey, Mary Anne. *Focus Groups: A Practical Guide for Applied Research*. 3rd ed. Thousand Oaks, Calif.: Sage Publications, 2000.

<sup>106</sup> Krueger, Richard A., and Casey, Mary Anne. *Focus Groups: A Practical Guide for Applied Research*. 3rd ed. Thousand Oaks, Calif.: Sage Publications, 2000.

<sup>107</sup> Krueger, Richard A., and Casey, Mary Anne. *Focus Groups: A Practical Guide for Applied Research*. 3rd ed. Thousand Oaks, Calif.: Sage Publications, 2000.

<sup>108</sup> Brookfield, Katherine, Alan Bloodworth, and John Mohan. "Engaging Residents' Groups in Planning Using Focus Groups." *Proceedings of the Institution of Civil Engineers - Engineering Sustainability* 166, no. 2 (2013): 61-74.

### **Questions Structure**

The success of a focus groups is largely dependent on the dialogue that's created within the group. This is important to remember when structuring questions and prompts. Questions that can be answered with a quick "yes" or "no" do not facilitate conversation, the same is true of questions that are too personal or loaded, and thus left unanswered.

Richard Krueger determined six key strategies to asking questions that yield powerful information:

- Use open-ended questions
- Use "think back" questions
- Allow for hands on involvement
- Focus the questions
- Avoid "yes" or "no" questions
- Ask about attributes and influence

Krueger and Casey (2000) suggest that questions should be ordered in as logical a manner as possible and become more specific as the focus group proceeds. This format gets participants thinking and talking about a subject and then prompts participants to share their perspectives more fully. Teufel-Shone and Williams (2010) also note that questions should be formatted to reflect the community of interest. For example, instead of asking about recreational spaces, the question could specify the "North Loop Trail", or "Cornerstone Park". The number of questions and prompts introduced will depend on the anticipated length of the focus group and the topic. Krueger and Casey (2000), however, suggest 12 questions for a two-hour long focus group.

### **Moderator**

The moderator has a unique role within the focus group. In addition to introducing new topics, moderators prod participants to expand on questions, facilitate the conversation and play a crucial role in establishing the "feel" of a focus group. The moderator must strike a balance between being hands on and hands off, ideally a moderator will guide and not direct the group. In this way, discussions are not unknowingly pushed towards any preconceived themes and conversations are able to occur naturally, often "snowballing" as one idea begets another. If a conversation veers too far off topic a moderator can gently guide it back. However, care should be taken to make sure the focus group does not turn into a group interview. A well-informed moderator will know the objectives of the focus group and can encourage participants to expand on those ideas and themes most relevant to the objective over the course of the discussion.

# **Appendix C**

## **A Vision for Downtown Springfield**

**Connor Clark Amber Jackson, Miranda Mernard Hannu,  
Leah Rausch, and Curtis Thomas.**



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## Executive Summary

This report outlines a comprehensive analysis of the downtown district of Springfield, Oregon.

### Background and Context

The history of downtown’s development and current demographic, economic, and housing trends provided a foundation to understand key implications for future development strategies. We compared key trends using 2010 U.S. Census data, 2012-2016 American Community Survey (ACS) five-year estimates, and Bureau of Economic Analysis employment data. The profile includes eight indicators, including: percent of minorities, families below the poverty rate, median household income, location quotient, population employment ratio, a shift share analysis, housing tenure, and cost burden by tenure.

### Plan Review Synthesis

Our team reviewed and compared six different comprehensive plans specific to the downtown. Each of the plans are synthesized and cross cutting themes included: A) multi-modal transportation, B) automobile parking, C) mixed land use, D) catalyst projects, and E) streetscape design.

### Site Analysis

Subsequently, a comprehensive site analysis and two supporting maps to pinpoint opportunities and constraints for downtown Springfield. The first map considers pedestrian and bicycle infrastructure in order to provide information on downtown’s mobility. The second map captures current clusters of commercial activity.

### Vision for Downtown Springfield

Utilizing the results of the background research, plan review and site analysis, our team interpreted a vision that resonates with residents and is harmonious with established downtown development strategies and comprehensive plans.

*“Downtown Springfield is the heart between two historic rivers where residents value opportunity, choice, and connection.”*

In order to achieve the vision of downtown Springfield, our team detailed three goals and supporting strategies to continue the momentum already established for downtown redevelopment. These goals included: 1) Downtown is pedestrian and bike friendly; 2) Residents feel connected to community assets in and around downtown; and 3) Downtown is alive and welcoming with a strong sense of place.

### Public Engagement

Our team researched web-based strategies that provide a new tool for public involvement, targeting the residents of downtown. The proposed online forum provides important benefits, including: providing a more accessible way for residents to engage; increased number of participants; serving as a complement to other outreach tactics; and improved accountability and transparency. Using a successful case study, we provide strategies for implementation of an online forum for the City.

### Design Standards Proposed Code Amendments

The report concludes with an analysis of the Downtown Springfield Design Standards Proposed Code Amendments, utilizing a code test of The Adrienne, a mixed-use building in Tigard, Oregon. Two main questions guided this analysis. First, does the proposed code allow the Adrienne building to exist in Downtown Springfield? Second, does the Adrienne align with the goals and vision for Downtown Springfield? Two final considerations are included: 1) the Code effectively prioritizes active uses to enhance the pedestrian experience; and 2) the Code misses an opportunity to address and weave in the issue of affordable housing.

## Background and Context

The purpose of this project was to analyze existing planning documents and Springfield City Council planning goals, review proposed design and code amendments, and provide a public involvement strategy to engage residents in a conversation about the future of downtown Springfield. This created the foundation for our work and understanding the scope of this challenge was the beginning of our group's process.

### Process

After agreeing on the problem definition, we completed a team agreement, outline, work plan, and engaged in team building activities. Then we were ready to complete a site analysis of downtown Springfield. During this stage, we had a chance to meet the city staff and clarify the direction of the project. Our team walked around the downtown district to experience a pedestrian viewpoint and identify opportunities and constraints of the area.

Next, our group participated in a design charrette. A design charrette is an interactive, brainstorming process to develop potential planning options. This activity allowed us to discuss placemaking, vision and goals for the area, and develop a site map to convey our findings.

**Figure 1. Our team engaged in a design charrette**



Afterwards, we analyzed existing planning documents, identified key themes and synthesized planning goals. The results formed the framework for the vision and our recommendations.

Our group researched a web-based public engagement strategy. We individually identified case studies and then created a plan that Springfield could adopt to engage residents.

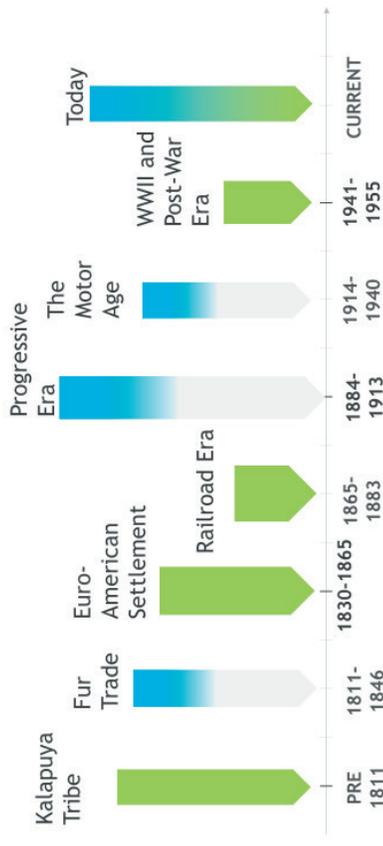
The final task was to review proposed code amendments and complete a code test with a mixed-use building from Tigard, Oregon called the "Adrienne." The purpose of this phase of the project was to provide city staff with our interpretation of how a specific building can impact downtown development and provide feedback on the proposed code amendments.

We completed additional class assignments that aided in the final development of our project, including demographic, economic, and housing research and data analysis that provided a foundation to better understand the changing dynamics in downtown Springfield as compared to the City, Lane County, and Oregon.

The timeframe of our project was over a ten-week period and included individual and group field work. The key to our group's success was collaboration and the resulting process shaped our presentation and this final report.

drove downtown's development - pre-European settlement when the Kalapuya tribe thrived, post-Euro-American settlement which was a spark of urban core development and finally, the Railroad Era when Springfield experienced its first mobility crisis.

**Figure 2. A timeline of Springfield's history<sup>1</sup>**



The Kalapuya tribe were the original inhabitants of the Willamette Valley.<sup>2</sup> Three bands spread out over the area that is now Springfield and Mohawk, near the confluence of the Willamette and McKenzie rivers.<sup>3</sup> The Kalapuya rotated between a permanent home base and provisional camps as they moved with the harvest cycle.<sup>4</sup> This strong reliance upon the natural resources created the foundation for "place" in our project. The introduction of diseases by European settlers became rampant and the population of the Kalapuya tribe greatly diminished.

*"The European settlers brought epidemic disease which proved devastating for the aboriginal population. Their numbers dwindled to such a low number, but by the time, first pioneers first started arriving in 1849, there was little resistance. In 1856, what was left of the Kalapuya bands were relocated to the Grand Ronde Reservation."<sup>5</sup>*

<sup>1</sup> Dennis, M. 1999, Springfield, Oregon Historic Context Statement (Revised Edition)

<sup>2</sup> Dennis, 1999, p. 7

<sup>3</sup> Beckham, Minor & Toepel 1981: 51-54, as cited by Dennis, 1999

<sup>4</sup> Dennis, 1999, p. 7

<sup>5</sup> Beckham, Minor & Toepel 1981: 63-69, as cited by Dennis, 1999, p. 7

The early days of urban development in the 1850's during Euro-American settlement period gave rise to the mill industry as principal driver to Springfield's initial growth. Elias Briggs built a water-powered sawmill and grist mill in 1853-1854 and became one of Springfield's earliest known settlers.<sup>6</sup> He carefully selected his home construction site to be next to the spring that "bubbled with ceaseless energy."<sup>7</sup> Not only did the bountiful water resource create a historical center to the city but also instilled a sense of place. The resource served as a catalyst for development of the downtown urban core as settlers recognized the power of the river water resource and started building mills.<sup>8</sup>

**Figure 3. Booth-Kelley Mill & Lumber Company**



The first businesses founded in the area created the city's core and set the stage for today's Highway 126 couplet through downtown. These businesses were located on Mill Street and on Main Street.<sup>9</sup> The heart of the business community was tied to place during the Euro-American period and continued to grow from this central core area. However, even as businesses started to develop, the main industry continued to be

<sup>6</sup> Dennis, 1999, p. 11

<sup>7</sup> Walling 1884:452, as cited by Dennis, 1999)

<sup>8</sup> Dennis, 1999, p. 11

<sup>9</sup> Dennis, 1999, p 11

agriculture, as demonstrated in the census of 1850 and 1860.<sup>10</sup> The change from an agricultural region to an urban area occurred over time and now industrial, commercial, and light residential make up the current downtown city environment.

**Figure 4. Early businesses on Mill Street in downtown**



Springfield experienced slower population growth during the Railroad Era, likely due to the failure to launch a railroad before the nearby City of Eugene.<sup>11</sup> This marks the first mobility issue facing Springfield. A railroad in the city center was crucial to transport goods and materials and inevitably, Springfield fell behind Eugene in terms of growth.<sup>12</sup> While the delay of the railroad hampered growth, this contrasts with today's mobility issues that center on creating a more pedestrian and bike friendly downtown.

Downtown Springfield has changed in many ways since the Kalapuya tribe inhabited the area. Still, the river and other natural resources created a strong sense of place for the Kalapuya, the early settlers, and even today's residents. While the rerouting of the railroad caused a delay in growth initially, the city quickly built momentum to foster further development in the downtown core. The city has embraced a modern "renaissance period" while maintaining deep historical ties. The proximity to the river remains one the City's most vibrant, historical features.

<sup>10</sup> US Census Office 1850, 1860, as cited in Dennis, 1999, p.14

<sup>11</sup> Dennis, 1999, p. 14-15

<sup>12</sup> Graham 1978 b:2-3, as cited by Dennis, 1999

## Demographic, Economic, & Housing Profile

This comprehensive profile for downtown Springfield outlines a variety of demographic, economic, and housing indicators informing our team's site analysis, code test, and proposed vision. We compared key trends for Downtown Springfield (Census Tract 33.02), City of Springfield, Lane County, and Oregon using 2010 U.S. Census data, 2012-2016 American Community Survey (ACS) five-year estimates, and Bureau of Economic Analysis employment data for 2001 and 2016.

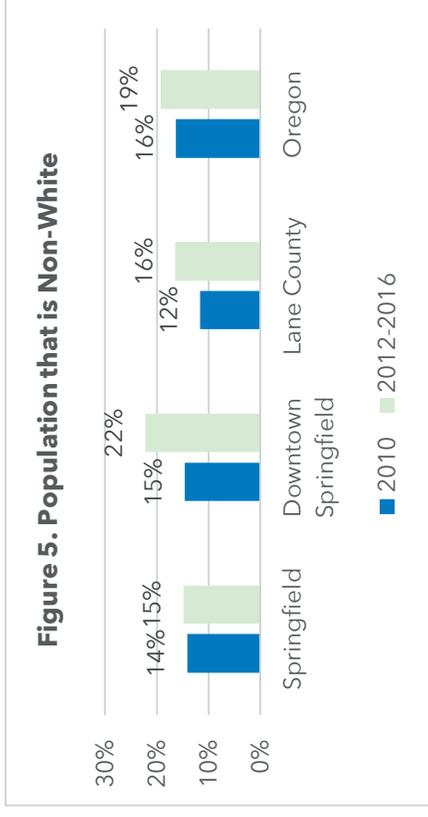
Three demographic indicators, including 1) percent of minorities, 2) families below the poverty rate, and 3) median household income, paint a picture of downtown Springfield's residents. Three economic indicators, including 1) location quotient, 2) population employment ratio, and 3) a shift share analysis, provide a broad understanding of current trends in employment in Lane County, and take into account the County's self-sufficiency, growth potential, and labor force participation. Two housing indicators provide a summary of housing affordability and diversity in downtown Springfield, 1) housing tenure and 2) cost burden by tenure.

Our team selected these relevant indicators to provide an overview of demographic, economic, and housing trends for downtown Springfield as well as implications for future downtown development strategies.

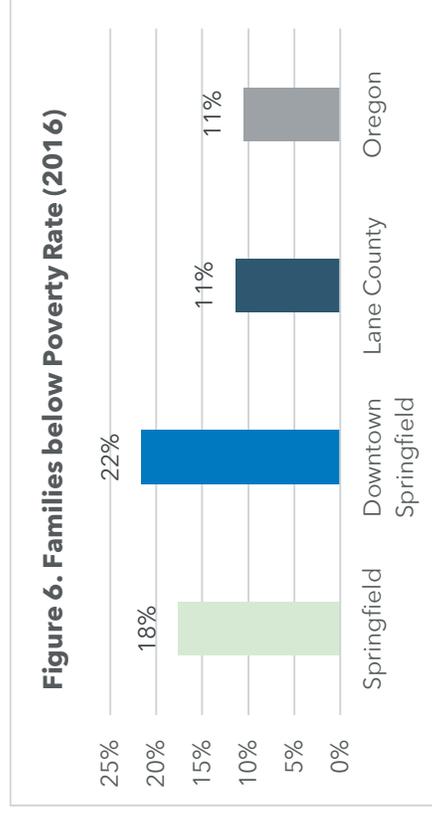
### DEMOGRAPHIC TRENDS

#### **Downtown Springfield grew more diverse between 2010 and 2016.**

Downtown Springfield's Hispanic population grew by 4.55% and the total non-white population grew by 7.6% between 2010<sup>13</sup> and 2016,<sup>14</sup> both increasing at a greater rate than Springfield as a whole. Figure 5 displays non-white population as a percentage of total population. Downtown Springfield had a non-white population of 22.3% in 2016, exceeding the state average.



**Downtown Springfield has a higher proportion of low-income residents compared to Lane County and Oregon.** As displayed in Figure 6, Downtown Springfield had the highest rate of families in poverty at 21.6%, more than twice the Oregon average in 2016.<sup>15</sup> Downtown Springfield had the lowest estimated median household income in 2016<sup>16</sup> of all four geographies at \$28,235, just 53% of Oregon's estimate of \$53,270, illustrated in Figure 7. Of all residents of Downtown Springfield, 70.5% had a household income of less than \$40,000 in 2016.

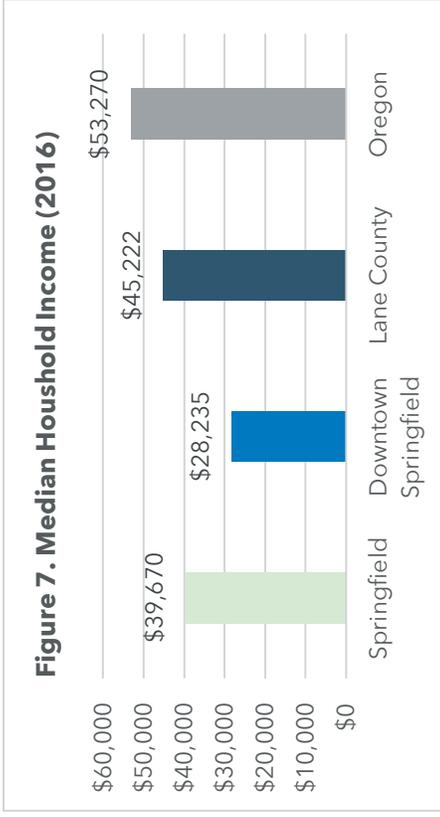


<sup>15</sup> U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: S1702 Poverty Status in the Past 12 Months of Families

<sup>16</sup> U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: B19013 Median Income in the Past 12 Months (in 2016 Inflation Adjusted Dollars)

<sup>13</sup> U.S. Census Bureau, 2010 Census Summary File 1: P008 Hispanic or Latino by Race

<sup>14</sup> U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: B03002 Hispanic or Latino by Race



### ECONOMIC TRENDS

**Health care and social assistance was the largest employment industry for Lane County in 2016.** The population employment ratio increased from 1 of every 16 residents in 2001 to 1 of every 13 residents in 2016.<sup>17</sup> This demonstrates a shift from the fourth largest industry in 2001 to the largest in 2016, passing retail, government, and manufacturing. The growth is not due to a change in the competitive mix component, but rather national sector and national employment trends.

**Manufacturing remains a key industry in Lane County but declined significantly in its share of employment.** This decline is a part of a national industry trend, with 8,322 manufacturing jobs lost in Lane County due to the industrial mix component. The competitive mix component experienced a decline of 1,027 jobs but demonstrates the local manufacturing industry is declining less rapidly than the national industry. Manufacturing stayed in the top five industries in Lane County but moved from the third largest employer in 2001 to the fourth largest in 2016.

**Lane County's only export commodity, forestry and fishing, declined significantly.** The location quotient for the industry declined from 2.71 to 2.11 between 2001 and 2016. The industry strongly outpaces all others based on location quotient. Most jobs lost in the industry can be attributed

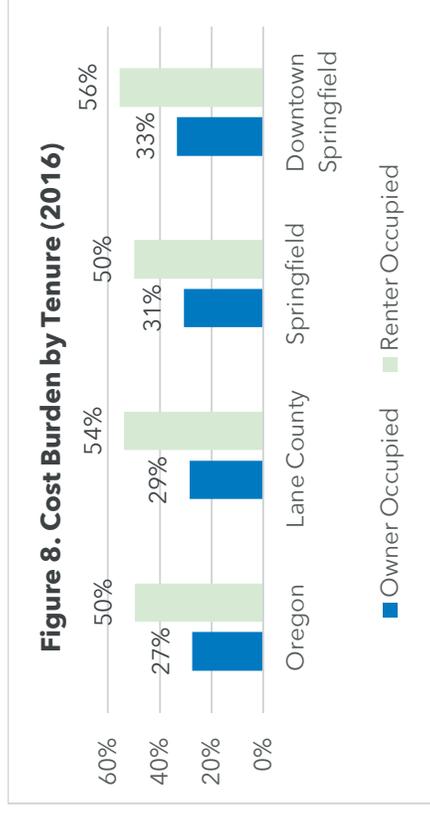
<sup>17</sup> U.S. Bureau of Economic Analysis, 2017, "Oregon CA25N Total Full-Time and Part-Time Employment by NAICS Industry"



to the competitive mix component, pointing to a localized disadvantage causing its decline.

### HOUSING TRENDS

**Both renters and homeowners in downtown Springfield are highly cost burdened.** As illustrated in Figure 8, Springfield renters were the most cost burdened across the four geographies at 56% of all renter-occupied households in 2016, 6% higher than the state and city average of 50%.<sup>18</sup> Downtown Springfield homeowners were also the most cost burdened among all homeowners at 33%.



**Downtown Springfield had a higher percentage of renters compared to the state average.** In 2016, 53% of all Springfield residences were renter-occupied, 14% higher than Oregon's distribution of 39%.<sup>19</sup> Downtown Springfield was the only geography where more than 50% of all households were renter-occupied.

### Key Implications

<sup>18</sup> U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: B25106 Tenure by Housing Costs as a Percentage of Household Income  
<sup>19</sup> U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: B25003 Tenure

Based on key trends in housing, demographic changes, and economic indicators, it is clear downtown Springfield and its residents are distinct from the City of Springfield, Lane County, and Oregon. Downtown residents are more diverse, lower income, and tend to be more cost burdened, however, there are unique economic development opportunities emerging. Using this data, we can interpret several important considerations to guide community development strategies.

**Downtown Springfield residents may feel less connected to their neighborhood.** Renters and low-income residents relocate or move residences more regularly. This can make outreach and engagement difficult, as residents may be less ingrained in community efforts and have weaker localized connections. This lack of connection can affect a resident's willingness to invest in local businesses, attend public meetings, or understand the availability of community assets. Additionally, demographic trends show a more racially diverse downtown, in contrast to the City of Springfield, which remains more heavily white (85%).<sup>2</sup> Successful community engagement and outreach efforts will depend on translated materials and culturally inclusive tactics that reach non-white communities.

**Downtown Springfield residents have less disposable income.** A higher proportion of residents are cost burdened, and downtown residents have a relatively low median household income. These households have fewer resources to spend at local businesses or on recreational activities. This strongly affects downtown Springfield's development when considering the buying power of residents and the negative implication for local businesses.

**Robust transportation connectivity will benefit downtown residents and visitors.** Low income residents traditionally rely more heavily on public transportation, requiring adequate connectivity, bus lines, and other transit options in Springfield's downtown. Springfield residents and businesses benefit from the new EmX transit station adjacent to downtown. For its proximity to several major universities and higher education institutions, Downtown Springfield does not have a large population of young adults.<sup>20</sup> Redevelopment efforts could consider strategies to recruit

this population into the downtown space from nearby communities, especially considering existing transit connectivity between University of Oregon and downtown.

**Downtown Springfield residents may face displacement.** With lower incomes and a higher proportion of cost burden, Springfield residents are more vulnerable to increased housing prices and rents. The protection of existing affordable and middle-income housing would serve the existing population and avoid future displacement. Support programs and affordable housing development efforts could target both homeowners and renters. Fear of gentrification could impact residents' willingness to participate in downtown revitalization efforts if it means increased rents.

**Capitalize on growth in healthcare industries.** Healthcare systems account for two of the top five employers in Springfield, PeaceHealth and McKenzie-Willamette Medical Center. Employment in the healthcare sector is expected to grow 18% in the next decade.<sup>21</sup> Healthcare practitioners have a higher median annual wage than other occupations and Springfield would benefit by enticing these higher wage workers to live and play in downtown. Less than two miles from downtown, McKenzie-Willamette Medical Center is investing \$800 million in renovated facilities.<sup>22</sup> The City could establish a partnership with healthcare employers and invest in connectivity to encourage more employees to live in or near the district.

**Redevelop Springfield's identity as a hub for timber manufacturing.** Advanced timber manufacturing remains a priority for Springfield economic development efforts, including major investments by Swanson Lumber, International Paper, and others. Manufacturing is losing its dominance in Lane County, but most of that decline is a result of national trends. The related industries of forestry and fishing continue to serve as Lane County's only export commodity. As downtown Springfield seeks to solidify a clear and tangible identity, the City could use industry dominance and a long history in timber manufacturing to create a narrative as a leader in the industry. The Cross Laminated Timber parking project in nearby Glenwood is a great example of leveraging Springfield's identity for redevelopment.

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<sup>20</sup> U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: S0101 Age and Sex

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<sup>21</sup> U.S. Bureau of Labor Statistics, 2018, Occupational Outlook Handbook  
<sup>22</sup> City of Springfield, 2017, Comprehensive Annual Financial Report

## Plan Review Synthesis

The City of Springfield is actively pursuing development in the downtown core, an ongoing effort to enhance the district for businesses, residents, and visitors. This pursuit is mirrored in the plan documents that cover a 30-year timeframe. Our group reviewed and compared six different plans specific to the downtown Springfield, including:

- Downtown Refinement Plan (2005)
- Downtown Urban Renewal Plan (2007)
- Downtown District Urban Design Plan and Implementation Strategy (2010)
- Downtown Design Standards and Proposed Code Amendments (2018)
- Springfield Downtown Urban Design Plan - Parking Management (2010)
- Capital Improvement Plan (2018)

Each of the plans are synthesized and cross cutting themes included: A) multi-modal transportation, B) automobile parking, C) mixed land use, D) catalyst projects, and E) streetscape design. Furthermore, key differences are explored.

### Plan Overview

**Downtown Refinement Plan (Refinement Plan, 2005):** The Refinement Plan is designed to guide policy targeting revitalization of the downtown district. The document is divided into several sections, each of which outlines key policies and implementation strategies to advance downtown revitalization.

**Downtown Urban Renewal Plan (Renewal Plan, 2007):** Springfield Economic Development Agency developed the Renewal Plan in 2007, which focuses on removing blight and ensuring a mix of uses in the existing and future stock of use types. The plan's goals are derived from the Refinement Plan and prioritize the rehabilitation of deteriorated features such as open space, streetscapes, public facilities, and private facilities.

**Downtown District Urban Design Plan and Implementation Strategy (Design Plan, 2010):** The Design Plan is highly detailed in addressing the land use, building types, and general circulation infrastructure. This plan emphasizes a mobility oriented downtown, one that is envisioned as a

destination rather than a thoroughfare. The plan offers a mix of land uses including ground floor retail, commercial, employment, civic and government, cultural and educational, housing, transit, and parks.

**Downtown Design Standards and Proposed Code Amendments (Design & Code Report 2018):** This report is a draft document collecting all relevant code updates in the transition of a new "Downtown Mixed-Use Plan District" to enable positive redevelopment in downtown. The hybrid form-based code attempts to unify downtown's streets, site and building standards, and facilitate redevelopment in line with previously described downtown plans and goals.

**Springfield Downtown Urban Design Plan - Parking Management (Parking Plan, 2010):** Rick Williams Consulting submitted this plan in 2010 to address downtown parking concerns. The intention of the plan is to review the parking system and make recommendations to maximize current supply and modify the parking system to sustain a more vibrant downtown.

**Capital Improvement Plan (CIP, 2018):** The CIP gauges the urgency of various downtown projects in relation to other construction and improvement projects for the City. The plan describes the allocation of capital funding for various public projects and plans.

### Cross-Cutting Themes

The following five sections describe themes that our group highlighted within the plan documents. The themes have evolved over time as the plans have changed over the years and influenced our vision for downtown Springfield.

### MULTI-MODAL TRANSPORTATION

The first goal listed in the Refinement Plan is to "Create a pedestrian and transit friendly downtown. Develop a setting that is conducive to walking, bicycling and transit while providing accessibility to the regional automobile and freight networks." The Refinement Plan proposes design changes including a protected bikeway that loops around the perimeter of the downtown district, while moving through traffic to South A Street and off Main Street. Additionally, the Design Plan proposes the creation of a

bridge connecting A Street to Glenwood dedicated to pedestrians and cyclists.

The Design Plan offers several targeted routes to improve neighborhood connections and a dedicated downtown protected bike lane loop. The Design & Code Report encourages these public realm improvements and allows for creativity in developing more active downtown streets and alleys, as well as streetscape enhancements. Further, the Design & Code Report enhances the mobility of downtown by requiring the development of parking structures with first floor commercial space.

### EFFICIENT PARKING

Currently and for the foreseeable future, parking is an important topic in downtown Springfield. While it is imperative to encourage pedestrian and bicycle traffic, automobile traffic will still play a large role in the downtown scene. The Refinement Plan describes parking as a “real and perceived issue” for shop owners. The plan highlights that employees often occupy prime parking spots, rather than customers. The Design Plan agrees customer parking needs should be met.

The Parking Plan offers the most comprehensive recommendations to alleviate parking difficulties in downtown. Like the other plans, the Parking Plan encourages on-street parking and offers a solution to convert more parking spots, on-street and off-street, to two-hour parking. This would discourage employees from parking in spots that are ideally reserved for customers. Wayfinding signage is mentioned in the Design & Code Report, but the Parking Plan goes into detail on placement of signage to orient newcomers. This could increase the efficiency of the current parking supply.

### MIXED LAND USE

The wording in the Refinement Plan about mixed-use is short and vague. The plan says, “design standards shall promote...” making it unclear if the standards will be implemented. The Design & Code Report provides design standards to preserve land supply when implementing mixed-use development.

The Design Plan provides a land use map outlining a variety of uses in the

downtown and calls for a vertical mix of uses with retail occupying the ground floor. Mixed-use development is a common theme in the plans, to prepare for growth, stimulate the shopping district and contribute to storefront beauty.

**Figure 9. Land Use Diagram from Design Plan**



The Renewal Plan also refers to increasing the mix of uses in the downtown district. This plan highlights the continued rehabilitation and stock of building types across uses, critical to a welcoming and widely used downtown district. Specifically, this plan states how public-private relationships across industries and use types is critical to a vibrant downtown. Key to this relationship building is assistance of property owners in rehabilitating buildings to accommodate mixed uses.

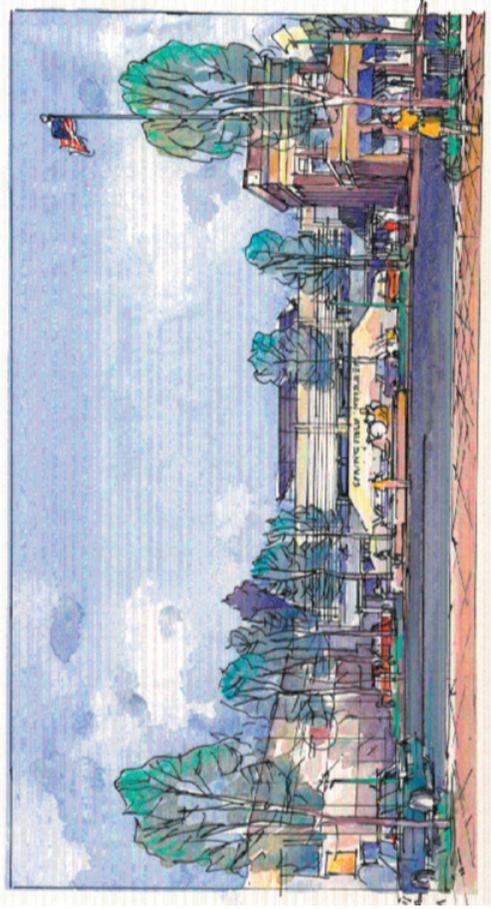
### CATALYST PROJECTS

Both the Refinement Plan and Design Plan emphasized the need to identify catalyst projects. The Design Plan is the most specific in its proposal, focusing on Mill Plaza, a downtown public space to serve as the first of three key projects. The plaza would be followed by the conversion of Main Street to a two-way street and a new surface parking lot to accommodate anticipated growth in street-level retail. The objective was to provide vision and focus of the design element frameworks needed for livability, civic

uses, employment, cultural, plaza, park and open spaces. The current priority projects listed in the CIP include the Waste Water Project, Franklin Blvd., and the Over Under Channel Pipe Replacement.

Similarly, improved public and open spaces within and nearby the downtown are positioned to serve as a catalyst for further development and activity. The Design Plan focuses on the creation of several new spaces, while the Refinement Plan encourages the use of existing spaces that could be converted for public use or have a public use component. Recommendations include the Millrace, Booth Kelly site, a portion of the City Hall parcel, or the now-complete Justice Center. In the 13 years since the development of the Refinement Plan, none of these sites were utilized as public spaces. About one-third of the massive space under City Hall remains unused, according to the Refinement Plan, and represents enormous potential not fully addressed in any of the plans.

**Figure 10. Image from the Renewal Plan, which calls for redevelopment of parking areas as public plazas and gathering spaces.**



## **STREETSCAPE DESIGN**

Another goal of the City is to create a downtown with a consistent design strategy, and according to the Refinement Plan, “increase the pedestrian experience” through use of architectural contrast and opportunities for activation of outdoor spaces. This could include fairs, markets, or even

relaxation next to a fountain. All these public spaces contribute to the vibrancy and encourage activity.

The Design & Code Report covers a variety of streetscape requirements mentioned in the other plans, however, the other plans provide much less detail. The plan describes the need for trees and lights to create an engaging outdoor environment. The plan acknowledges café seating can add to a lively downtown. It creates the identity that downtown Springfield is welcoming and lively. The Renewal Plan encourages enhanced banners, awnings, planters, and other amenities to add to the streetscape design. Adding lights is important to the City’s “alive after five” goal, making citizens more comfortable after dark. The Refinement Plan and Design Plan both set a clear layout to establish a network of street lights that add to the corridor’s streetscape.

The Refinement Plan requires buildings on Main Street have a commercial first floor. City planners must keep in mind the streetscape design features when considering implementation strategies. For example, a planner might want to encourage outdoor seating by suggesting awnings are installed along Main Street. The Design Standards Plan discourages this because awning also block sunlight from reaching inside of the buildings.

## **Conclusion**

Overall, the plans consistently outline the opportunities and obstacles facing downtown Springfield and the objectives within each plan are well aligned. To capitalize on downtown’s potential, planners will have more luck with projects aligned with multiple goals of downtown. The reports explored in this analysis are largely consistent with each other in identifying ways in which Springfield can encourage vibrancy in the downtown district. This sense of place, community, identity, and ultimate livability is what Springfield prioritizes most in these plans.

## Site Analysis

Our team conducted a comprehensive site analysis and populated two supporting maps to pinpoint opportunities and constraints for downtown Springfield. The first map considers pedestrian and bicycle infrastructure in order to provide information on downtown's mobility. The second map captures current commercial activity because our team noticed different clusters of activity in our firsthand observations of downtown. The district sits within a section of Highway 126 which is split into a couplet with one-way streets. The couplet generates a high volume of vehicle traffic and strongly affects downtown's identity. Downtown Springfield's vision, as articulated through the plan review, seeks to change downtown from a thoroughfare into a destination.

### Summary of Opportunities and Constraints

As our team conducted the site analysis, the first objective was to define downtown's opportunities and constraints that affect planning decisions and implications.

#### Opportunities:

- Natural Resources
- Booth-Kelley Site
- Small businesses on Main Street
- Transportation Infrastructure, EmX Transit Station
- Cultural & Civic Presence

#### Constraints:

- Highway 126 couplet
- Auto-centric environment
- Under-utilized public space
- Vacant Lots

### Regional Context

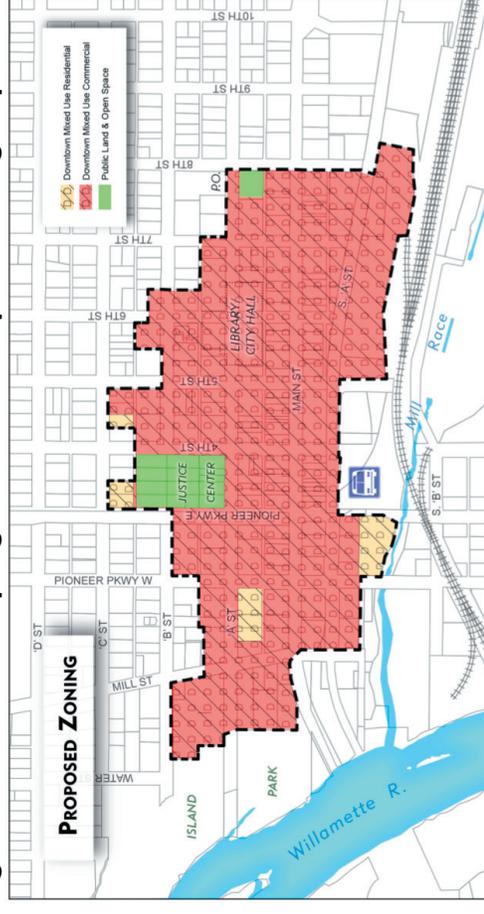
Downtown is situated in the southwest corner of Springfield and sits between Eugene and the Cascade Mountains. The City of Springfield is positioned between two rivers, the McKenzie River and the Willamette

River, separating downtown from Glenwood.

### Natural & Built Environment

While there are a few natural features such as the historic Millrace and Island Park, downtown Springfield is primarily a commercial district, see Figure 11. The current buildings have a charming character that contributes to Springfield's small-town atmosphere. Downtown faces negative stigma, stemming from a perception of high crime and vacancy rates. Perception can take a long time to change, but the city has worked to combat this stigma with investments in murals and the installation of light fixtures. The city also built a new Justice Center in 2009 which has correlated with lower crime rates, as shared by City of Springfield staff. New restaurants and increased pedestrian traffic from the nearby EmX transit station will help Springfield shift away from its old reputation and towards a welcoming one.

**Figure 11. Downtown Springfield District Proposed Zoning Map**



Downtown has a cultural and civic presence that provides a variety of benefits - jobs, visitors, and patrons. The Richard Wildish Community Theater provides entertainment for residents and abundant murals emphasize local history. Civic buildings establish downtown as a government center, holding political might for Springfield. This cultural

and civic presence makes downtown the hub for activities that extend past residential and commercial.

There are a number of vacant lots and under-utilized public space within downtown. Across from City Hall, the half-acre vacant lot is up for sale, but has not yet been repurposed. The other major vacant lot along South A Street is a brownfield where complete redevelopment could potentially take place. Additionally, existing public space, such as City Hall and the adjacent plaza, do not contribute to a positive public realm because of imposing structural features. The Justice Center, located near the center of downtown, is an intimidating building and occupies an entire block of public space.

### **Figure 12. Underutilized space beneath Springfield City Hall** **Mobility & Connectivity**

Maintained by Oregon Department of Transportation, Highway 126 plays a significant role in downtown Springfield's identity. Highway 126 is a constraint for downtown Springfield because it has contributed to a very auto-centric environment. The couplet consists of one-ways, two lane and three lane streets on Main and South A, respectively. The speed limit on South A Street is 35 mph while the speed limit on Main Street is 25 mph. The couplet provides a constant flow of cars through downtown.

Downtown Springfield's existing infrastructure improves mobility for pedestrians and bicyclists. Most intersections have crosswalks and there is a supply of bicycle racks throughout downtown. The sidewalks are wide and of good quality, but there are a few corners with accessibility barriers. Although there are 13 bike racks in the surveyed district, it is possible to count the number of bikes in use on just one hand.

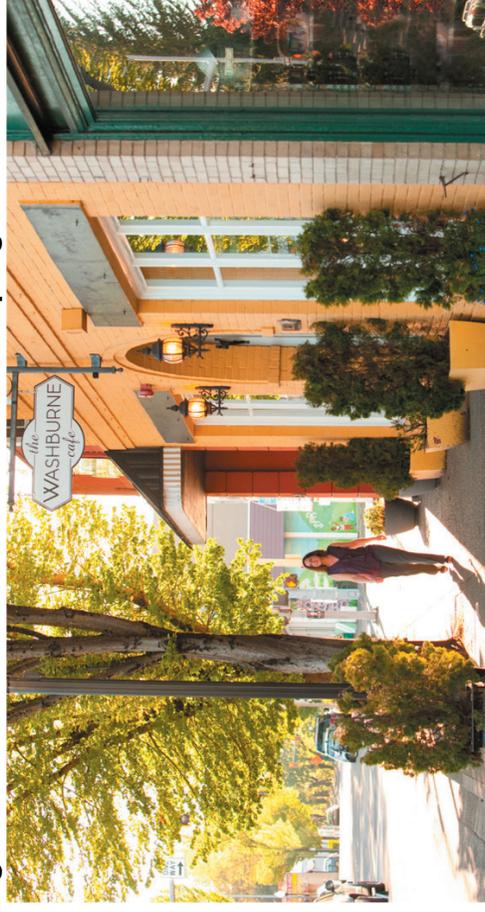
Another constraint are bicycle lanes within downtown, or the lack of them. To the west there is as network of trails connected to the river but no continuous bike path running through downtown. There are some shared use lanes, but without separate bike lanes, it is difficult to encourage or even recommend riding a bike downtown, especially for people who do not feel comfortable riding a bike alongside car traffic.



### **Commercial Activity**

The site analysis made it clear there is a mix of commercial buildings within downtown, consisting of office space, retail stores, and restaurants like the Washburne Café in Figure 13. There are 23 establishments open past 5:00 PM scattered around downtown. Currently, Main Street is well lit, but that does not extend to the tributary streets where there is limited lighting. The mix of uses within the current buildings demonstrate that downtown functions in a variety of ways.

**Figure 13. Washburne Café on Main Street in Springfield**



The section of Main Street between Pioneer Parkway East and 4<sup>th</sup> Street has the highest density of small businesses in downtown. Restaurants fuel the customer base and both sides of the street are active at the first-floor level. However, if pedestrians travel one block east, all the activity is on the north side of Main Street, and then one more block east, all the commercial activity is on the south side of Main Street. This irregular storefront placement creates a “hopscotch” pedestrian experience due to the travel back and forth across the street. On the block between 4<sup>th</sup> and 5<sup>th</sup> Street, there is a US Bank with a relatively large surface parking lot and on the block between 5<sup>th</sup> and 6<sup>th</sup> street, there is another surface lot for City Hall.

The Booth-Kelley site provides another concentration of small businesses. This structure is located on a historic lumber mill site, and developers have since repurposed parts of the structure and established a growing creative footprint. This site is separated from the rest of downtown by the railroad and South A Street. However, the site’s commercial development contributes to the overall economic activity of the region.

### Key Implications

South A Street poses a challenge to redevelopment in downtown. Pedestrians would feel safer if there was a barrier between the sidewalk and the heavily trafficked road. Heading east on South A Street is not a pedestrian friendly experience, despite a bike lane and wide sidewalk. If downtown wishes to further connect and engage businesses on the Booth-Kelley site, this section of Highway 126 will need to be redeveloped and the 35-mph speed limit could be reconsidered for pedestrian safety. The brownfield along South A Street, while currently a constraint, is also an opportunity for growth. Development on the brownfield could bridge Main Street to the Booth-Kelley site.

The EmX Springfield Station, shown in Figure 14, provides connectivity from both Eugene and neighboring districts within Springfield and serves as a great asset for downtown. The EmX station is a gateway to downtown and presents an opportunity for redevelopment. Currently, when visitors depart the bus, they face visual and physical barriers to accessing downtown, including the “alley-side” view of several businesses and the

daunting crossing of South A Street. Wayfinding signage could benefit commuters and visitors and help address these barriers into downtown.

**Figure 14. EmX Springfield Station**

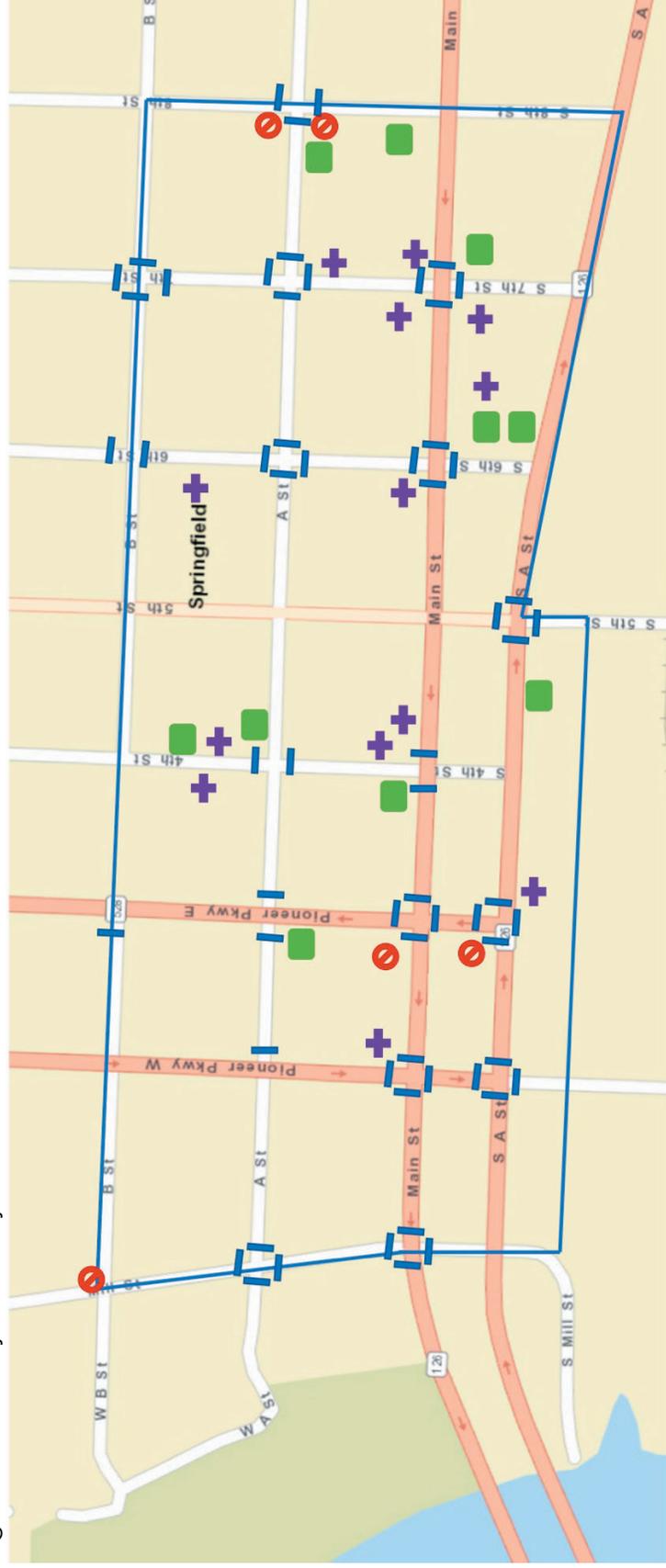


The Public House is another asset within downtown Springfield. It is a lively restaurant with charming character but is currently separated from the string of small business on Mainstreet, requiring additional navigation for the pedestrian. This is another example where wayfinding signage could be incorporated. The streetscape from Main Street to Public House does not meet the new downtown design standards and has limited street lighting.

The surface lots along the “hopscotch blocks” between 4<sup>th</sup> and 6<sup>th</sup> Street could be developed in order to activate the first-floor level. If development is not possible, short-term improvements could be made to create a more continuous streetscape for downtown Springfield.

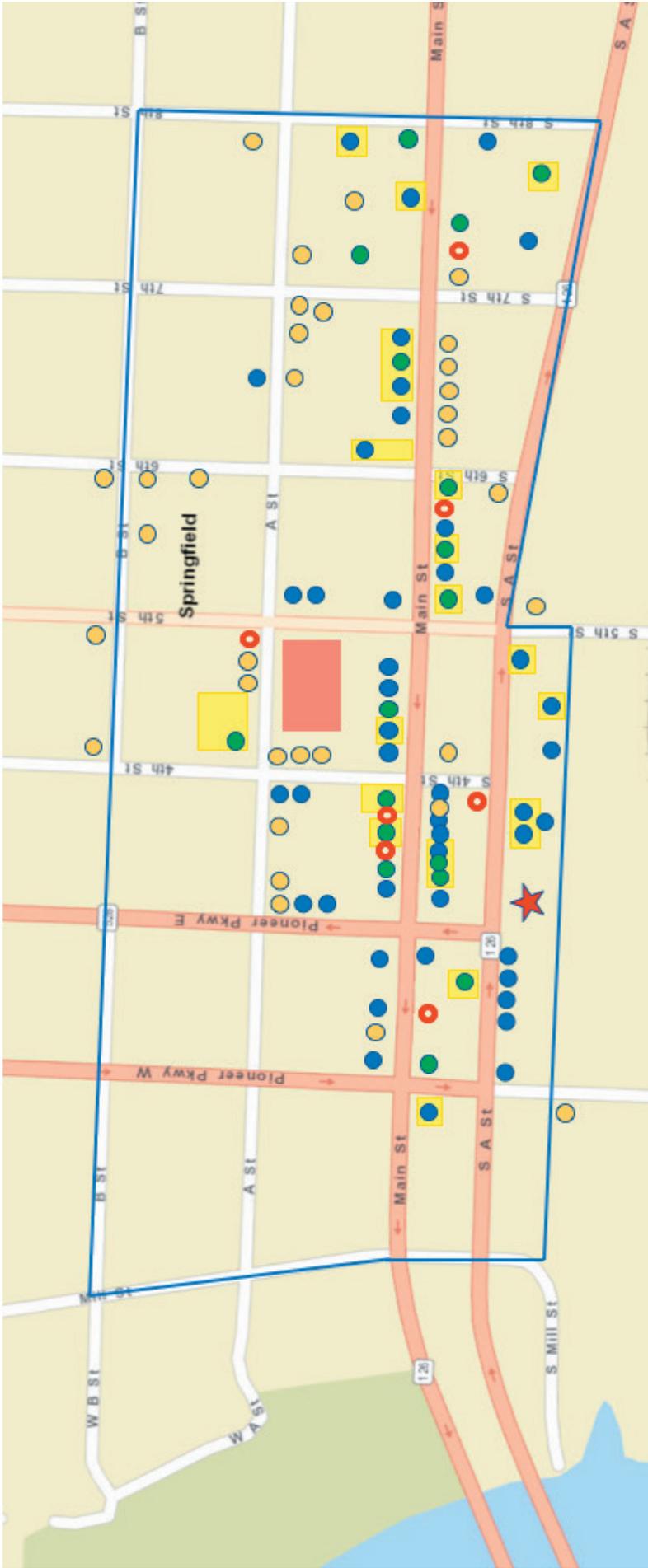
The site analysis uncovered themes for Springfield that were positive and negative. Pedestrian infrastructure exists on all but a few corners, the roads are easily wide enough for bikes lines, and there is a strong collection of restaurants that are attracting people of all ages. Downtown Springfield is still very auto-centric and has clustered activity on only one block, but over time downtown will create positive first impressions on new visitors and the historic perception will remain in the past.

Figure 15. Mobility Site Analysis



-  Crosswalks
-  Potential Barriers / Non-Accessible
-  Outdoor Seating (Public or Private)
-  Bike Rack

Figure 16. Commercial Site Analysis



- Commercial Office Spaces
- Restaurant Sites
- Retail Sites
- Vacant Building
- Open after 5pm
- ★ EmX Transit Hub

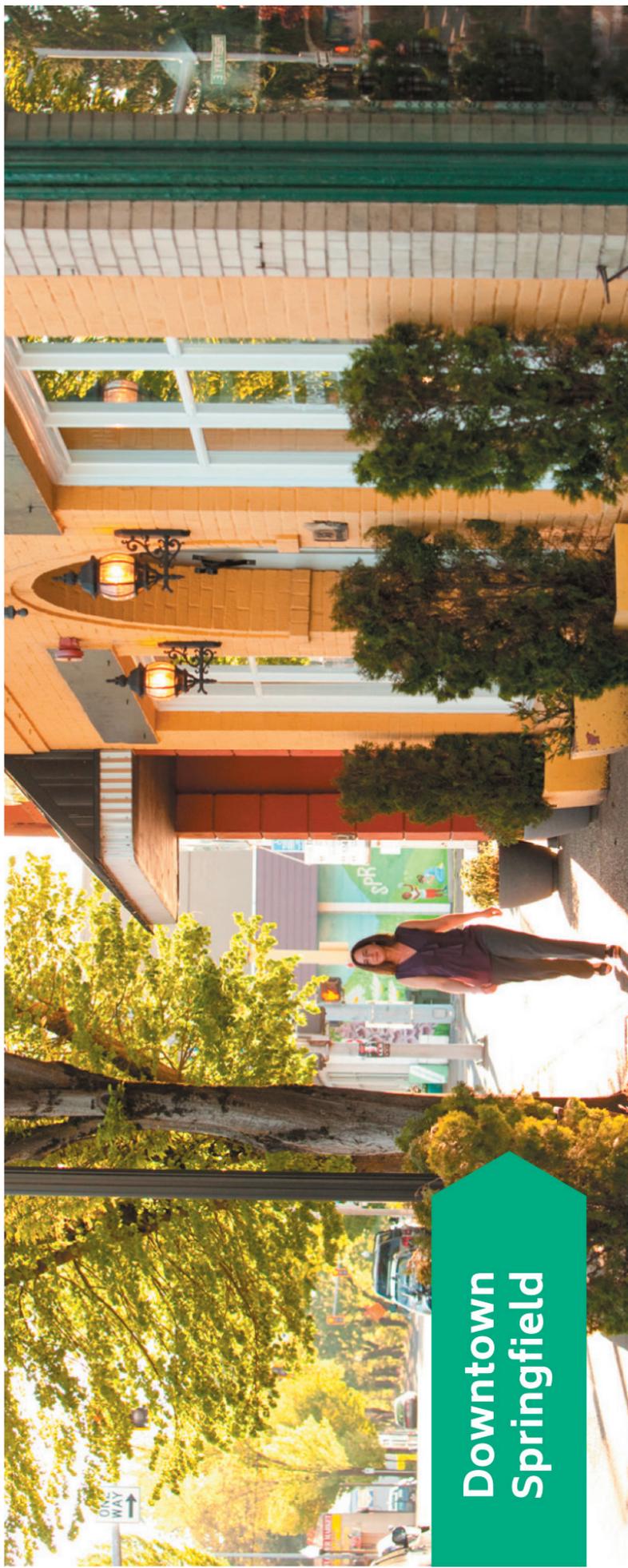
Figure 17. Vision Graphic

**Downtown Springfield is the heart between two historic rivers, where residents value opportunity, choice, and connection.**

Pedestrian, Car & Bike  
Friendly

Connected to  
Community Assets

Strong Sense of  
Place



## Vision for Downtown Springfield

A vision provides a shared direction for residents and stakeholders so future generations can look back and see how much the community has improved. A stated objective of our project was to involve downtown residents in a conversation about the future of downtown Springfield. We defined “residents of downtown” to include those who live in Census Tract 33.02.

We constructed the vision, Figure 17, based on five themes from the plan review, opportunities and constraints in the site analysis, and feedback from the City of Springfield staff. To hone our interpretation of the vision, we researched local demographics, economic, and housing trends, and reviewed the site history.

The Kalapuya Tribe was the first to recognize the area that now encompasses downtown Springfield had a lot of heart. They cultivated the land and chose this area because it was close to resources. Later, European settlers established roots and started some of the first businesses where Mill Street and Main Street are located today.<sup>23</sup>

Mill Street and Main Street continue to be the center of downtown, withstanding the test of time. The vision we crafted for downtown Springfield articulates a bridge from the past to the present that resonates with residents and is harmonious with established downtown development strategies and comprehensive plans. The vision that emerged was:

*“Downtown Springfield is the heart between two historic rivers where residents value opportunity, choice, and connection.”*

The city has invested in several iterations of needs assessments and strategic planning efforts since the Downtown Refinement Plan of 1986. Downtown has made progress towards the vision, including the EmX Springfield Station, Springfield Justice Center, and vibrant new restaurants

along Main Street. A vision dedicated to the residents of downtown will encourage further progress over the next twenty years.

### Achieving the Vision

In order to achieve the vision of downtown Springfield, our team interpreted three goals and supporting strategies to continue the momentum already established for downtown redevelopment.

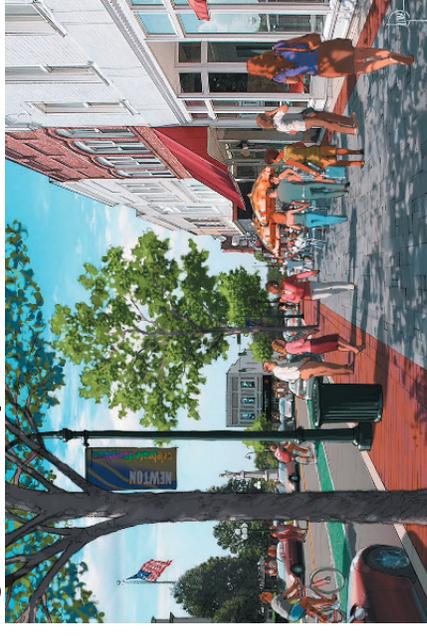
#### **GOAL #1: DOWNTOWN IS PEDESTRIAN AND BIKE FRIENDLY.**

A key theme in the plan review was multi-modal transportation. The City of Springfield is keenly aware of the importance of providing infrastructure for pedestrians, cyclists, transit riders, and drivers, but remains an auto-centric district. Strategies to further this goal include:

#### **Explicitly prioritize modes and invest in infrastructure accordingly.**

Investment in key infrastructure such as improved bike lanes and safer pedestrian crosswalks will communicate the City’s priority for other modes of transportation and contribute to a less auto-centric district.

**Figure 18. Example of a multi-modal downtown street.**



**Design for slower speeds on central Main Street.** The Highway 126 couplet is designed to move a high volume of cars quickly. Small changes that naturally slow the speed of traffic would benefit pedestrian safety, lend to more efficient on-street parking, and encourage commuters to engage with the positive changes in downtown.

<sup>23</sup> Dennis, M., 1999, p.11

**Investigate City jurisdiction of Highway 126 through downtown.** In order to accomplish the first two strategies, the City of Springfield could consider acquiring jurisdiction of the couplet in order to drive positive changes without the significant barriers posed by ODOT.

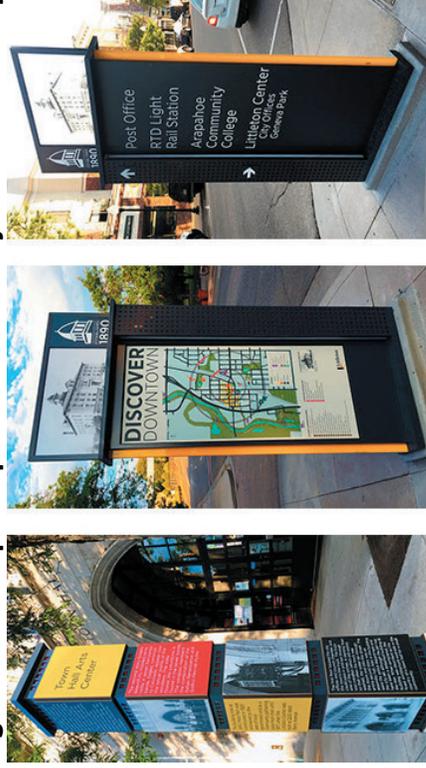
**GOAL #2: RESIDENTS FEEL CONNECTED TO COMMUNITY ASSETS IN AND AROUND DOWNTOWN.**

As indicated in the site analysis, downtown Springfield has a strong foundation of natural, business, and cultural assets. There is an opportunity to enhance connectivity to these spaces for residents and visitors on foot, bike, and by transit. Strategies to further this goal include:

**Leverage the EmX transit station as a welcoming gateway to other downtown assets.** The transit station is a starting point for visitors and commuters but does not cohesively connect with downtown. Currently, transit riders are turned off by busy traffic along South A Street and the “alley-side” view of several businesses. Focused investment on this transition zone is a key opportunity to drive traffic.

**Expand wayfinding signage efforts.** Wayfinding is a low-cost tactic to create a brand for downtown Springfield and remind visitors of the community and cultural assets in the district. Some wayfinding already exists, but there is little targeting pedestrians or cyclists. This effort would be easy to implement in phases, beginning with the transit center.

**Figure 19. Example of pedestrian friendly and cohesive wayfinding.**



**Invest in connectivity to growing employment centers.** As a major transportation hub, downtown Springfield experiences a significant number of commuters each day. Partnerships with major employers around the district could capitalize on this traffic and encourage employees to spend more time in the downtown. For example, McKenzie Willamette Medical Center’s renovated campus is just 1.5 miles from the EmX Springfield Station. By leveraging this growing healthcare workforce, employees could use their buying power to support local businesses and spend more time in downtown after work.

**GOAL #3: DOWNTOWN IS ALIVE AND WELCOMING WITH A STRONG SENSE OF PLACE.**

One of the key goals of Springfield’s planning efforts is developing a downtown that is “alive after five” with a strong, cohesive identity. In order to communicate downtown’s historic character and emerging opportunities, the following strategies could be utilized:

**Target redevelopment of “hopsotch” blocks to improve the pedestrian experience.** As discussed in the site analysis, two large parking lots on Main Street between 4<sup>th</sup> and 6<sup>th</sup> Street create a broken pedestrian experience. Improving this experience through the development of street front, active spaces would contribute to a more engaging central corridor.

**Implement short-term streetscape improvements to activate underutilized public spaces.** While redevelopment may take years, there are opportunities to implement quick and easy improvements that enhance the public realm. This could include “pop-up” parks, planters and signage, or painted crosswalks. These small fixes could contribute to positive momentum and community enthusiasm as other development takes place.

**Pursue new library downtown to serve as a catalyst project.** The city plans to construct a new library, and this major project is a great opportunity to develop an engaging, street-front public space and energize further development and activity.

## Public Engagement Strategy

Many cities seek new, creative strategies for community outreach as a way for residents and stakeholders to effectively engage with ongoing comprehensive planning efforts. Some now utilize a web-based portal that functions as a collaborative space during planning processes. Our team researched web-based strategies that could target the residents of downtown, as business owners are already very engaged, according to City of Springfield staff. Incorporating a web-based community engagement tool can increase involvement in downtown development projects.

As highlighted in the demographic profile, downtown residents are more diverse and lower income than the rest of the city, generating an underrepresentation of residents in planning and decision-making. According to City of Springfield staff, residents have not engaged through current outreach strategies, which generally cater to older, whiter, and more educated residents. Broad public engagement ensures policy is made with representation of a variety of stakeholders and generates opportunity by creating a network of people and ideas.

*“Drawing a larger and more diverse range of engaged citizens into community participation requires new tools and strategies, particularly those that tap the power of technology, to have a transformative impact.”<sup>24</sup>*

### Benefits of an Online Forum

We propose an online forum as an effective tool to engage a broad cross-section of downtown residents and other stakeholders. The forum creates a new way for residents to engage; all they need is access to the internet. An online forum demonstrates aspects of successful engagement as outlined by the National League of Cities, including the use of new tools and the ability to reach a broad spectrum of people.<sup>25</sup> There are four important outcomes of utilizing an online forum, including: providing a more accessible way for residents to engage; increased number of

participants; serving as a complement to other outreach tactics; and improved accountability and transparency.<sup>26</sup>

### PROVIDE A MORE ACCESSIBLE WAY FOR RESIDENTS TO ENGAGE

An online forum can break down barriers that limit engagement in public planning and outreach efforts. A web-based engagement tool can remove barriers to participation, such as access to transportation, language, work conflicts, and the need for childcare, because it removes the necessity to be physically present in order to engage. By lowering these barriers, there is an opportunity for new groups of people to engage that would not have done so previously. Residents and stakeholders are able to participate on their own time regarding issues that are most important to them. Springfield can make the online forum multilingual, encouraging participants to leave comments in their preferred language. A multilingual forum overcomes differences in language that impose a significant barrier for non-English speakers in a public meeting setting.

### INCREASE THE NUMBER OF PARTICIPANTS ENGAGING

An accessible online forum enables more residents able to engage in the planning and redevelopment process. More people are willing to contribute 5-10 minutes responding to questions online than will typically show up to a time intensive engagement like a design charrette or focus group. The online format of the forum minimizes or eliminates intimidation factors that can prohibit people from sharing ideas, like location of the meeting.

### COMPLEMENT OTHER OUTREACH TACTICS

The online forum can be used alongside public meetings, project updates on City websites, tabling at community events, and mailers. Utilization of a variety of outreach strategies allows residents to engage more regularly and prioritize the issues they care about most. For example, a resident might comment on the features of the new public library online but would rather show up in-person to a meeting about bus routes. The online forum may make them feel more consistently connected to downtown, as opposed to random occurrences where a public meeting fits into their

<sup>24</sup> Hoene, C., Kingsley, C., and Leighninger, M. Bright Spots in Community Engagement, John S. and James L. Knight Foundation, 2013, p. 8

<sup>25</sup> Hoene et al., 2013, p. 5

<sup>26</sup> Hoene et al., 2013, p. 25

schedule or is important enough to attend. By requiring participants to have internet access, this partnership with other tactics avoids the assumption that all those who wish to participate can do so online.

### **ENSURE ACCOUNTABILITY AND TRANSPARENCY**

Comments made on the forum are public and visible to anyone who wishes to see them. It also provides a platform for city staff to respond to ideas and demonstrate that citizen-suggested initiatives were incorporated in planning efforts. By providing a central place for community suggestions and opinions to be shared and stored, participants can collaborate with other residents. Not only will the city likely be more creative in development efforts, but residents and stakeholders see the city responding and listening to many voices.

*“Public engagement enhances research so that it contributes positively to society and results in greater relevance, accountability and transparency.”*

**Professor Alan Thorpe, Chair, Research Councils UK**

### **Case Study, The City of Austin – “SpeakUp Austin”**

The City of Austin began an intensive effort in 2009 to create a new 30-year comprehensive plan to replace its original plan, adopted in 1979 and updated in 2008. As a rapidly growing city, the Austin City Council set out to develop a plan that would reflect the City’s evolving values and establish a vision for the future. *Imagine Austin* sought to engage more than 25,000 residents in the plan development process. This process used a variety of tools and impressive community engagement strategies, including a series of community forums, ongoing working groups, social media outreach, “meeting in a box” toolkits, and online community forums. The process was recognized as a national best practice by the Alliance for Innovation.

After a series of community forums to develop eight priority areas of the plan, the City utilized an online community forum called *SpeakUp Austin* to gather feedback. Over 1,800 comments were generated on the forum and contributed to an ongoing summary of public input. The City creatively used this online platform to broaden the number of people engaged in the process and ultimately get beyond the “usual suspects” and regular public meeting participants. Social media outreach complemented the online forum and the City successfully leveraged these tools for public education

and to keep momentum through a long engagement process.

After the new plan was adopted unanimously by the Austin City Council in 2012, the City maintained use of *SpeakUp Austin* as a platform for civic engagement. The simple website hosts an active “idea forum” where residents can submit creative ideas for consideration by the City’s planning department. Other residents can comment and brainstorm on these citizen-generated suggestions. Resident ideas range from street improvements to adding dog parks or eliminating dock-less scooters. Additionally, the City regularly posts engagement opportunities seeking feedback from residents. In November 2018, five diverse open engagements included: demolition permit process, dock-less mobility program, Assistant City Manager position profile, community conversations on police oversight, and parks and recreation long range planning.

Each open engagement includes a survey or comment feed on the particular issue, as well as key dates in the decision-making process, upcoming community forums on the topic, direct contact information for a relevant city staff person, links to supporting documents, and links to summary reports or actions after the engagement is closed. For example, the Assistant City Manager position sought resident feedback on questions like “What skills and abilities are most important for you to see from executives in the City Manager’s Office?” and “What do you see as the most critical challenges Austin will face in reaching the targeted outcomes of the City’s Strategic Direction?” Hundreds of comments were recorded on this engagement alone. *SpeakUp Austin* maintains an archive of closed engagement opportunities. As of May 2014, the site had more than 3,000 users who contributed to brainstorming ideas and commenting on city initiatives. The City reported implementing 26 of these publicly-sourced strategies with dozens more in the works.

### **Implementation**

Springfield’s office of economic development recently launched the Discover Downtown Springfield website, providing a central location for downtown events and businesses, as well as implementing consistent branding for downtown. This site provides the perfect platform for the online forum and can be used along-side the current city website to further

advance city branding efforts. Utilizing an existing website will ensure the forum is easily discoverable and creates a cohesive identity. An online forum that is tied to the “Discover Downtown Springfield” can direct website traffic so that participants can find everything in one place. An additional tab on the home page, titled: “Your Springfield” would direct website users to the online forum. Here, the City could pose questions and request feedback from the community. Participants can browse different topics, comment, and brainstorm on these city-generated questions. Each topic hosts an active “idea forum” where residents can submit creative ideas for consideration by various city departments.

Each comment would have a “like” feature, so the City can quickly see which comments are most popular and gained traction. Participants can share posts and add comments to posts that others have created. Comments can be made in the participant’s language of choice, further increasing accessibility.

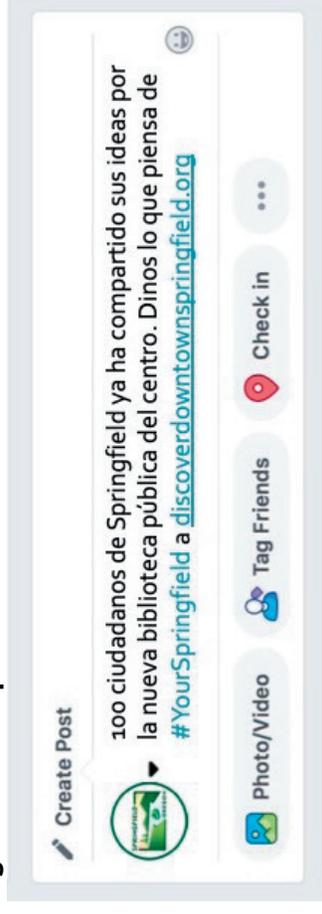
The forum can be used by the City to gather feedback on specific ideas, as shown in Figure 23. In this scenario, staff are collecting desired features for the new public library in downtown. Once collected, this feedback can be used to design a space that fits the community’s needs and the City can directly demonstrate citizen-impact on design and decision-making.

The City would need to commit some resources to ensuring the online forum is a success. There must be an active moderator to take down inappropriate comments and keep the website community friendly. The moderator would be responsible for documenting comments and distributing them to the appropriate departments.

When the forum is launched, it needs to generate significant traffic for it to be successful and useful. During this project, City staff expressed the lack of website traffic on the current “Discover Downtown Springfield” website and the desire for better outreach to get the public to access the website. For the public forum, an outreach campaign could be used to boost popularity. Social media, including Facebook, Twitter, and Instagram, are fast and low-cost ways to advertise the new “Your Springfield” forum. An example of social media content is included as Figure 20 and 21.

Additionally, e-newsletters, mailers, and postings at local hotspots provide opportunities to reach the community and encourage use of the forum.

**Figure 20. Example Facebook Post**

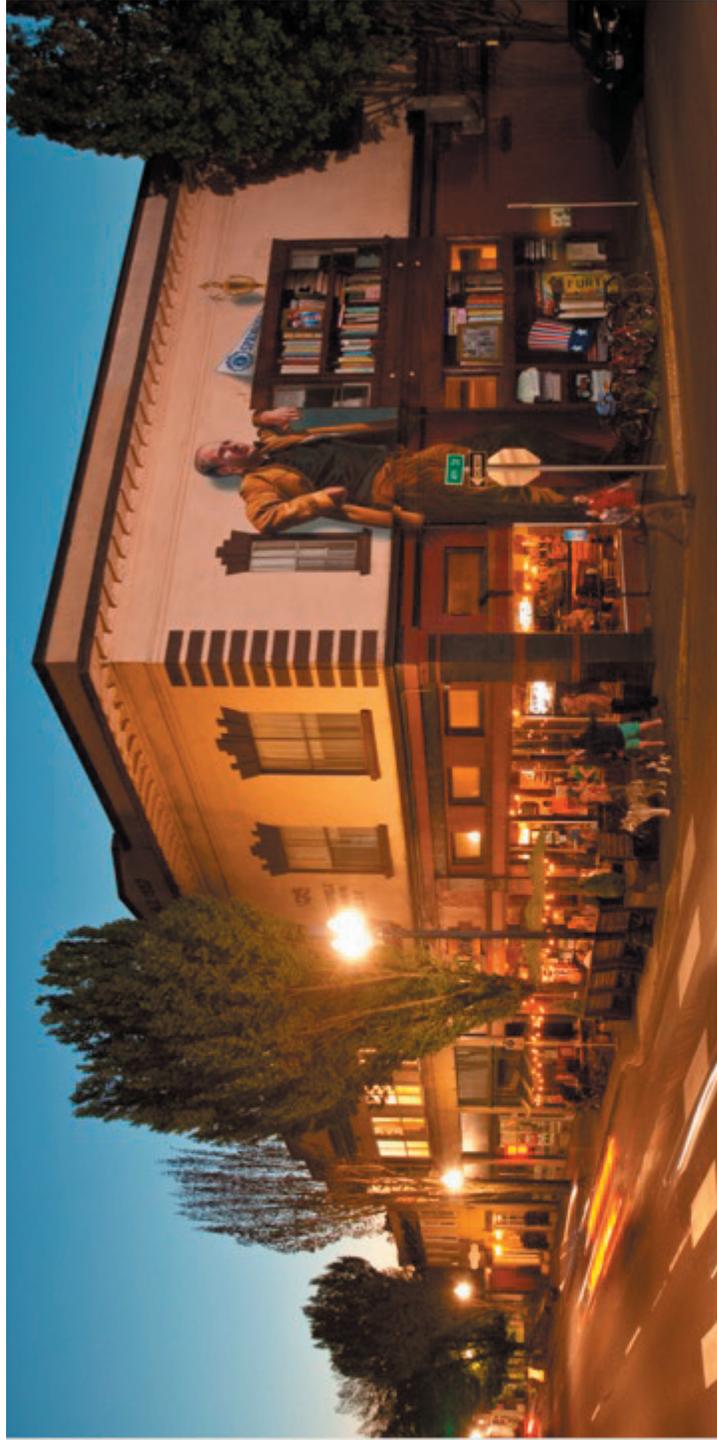


**Figure 21. Example Tweet**



A successful online forum aims to further engage residents and provides a platform that is more representative of the community. The web-based strategy will alleviate current barriers to participation and ensure that public policy is made with the intentions and aspirations of the big and small voices. With the web-based strategy, it casts a wider net for participation and encourages a community identity because of the increased engagement. With a united community identity, residents and business owners can efficiently work in alignment to achieve the vision of Downtown Springfield.

Figure 22. Proposed Online Forum on Discover Downtown Springfield Website



DISCOVER DOWNTOWN  
• SPRINGFIELD •  
OREGON

HOME  
VISIT  
EVENTS  
DIRECTORY  
YOUR SPRINGFIELD

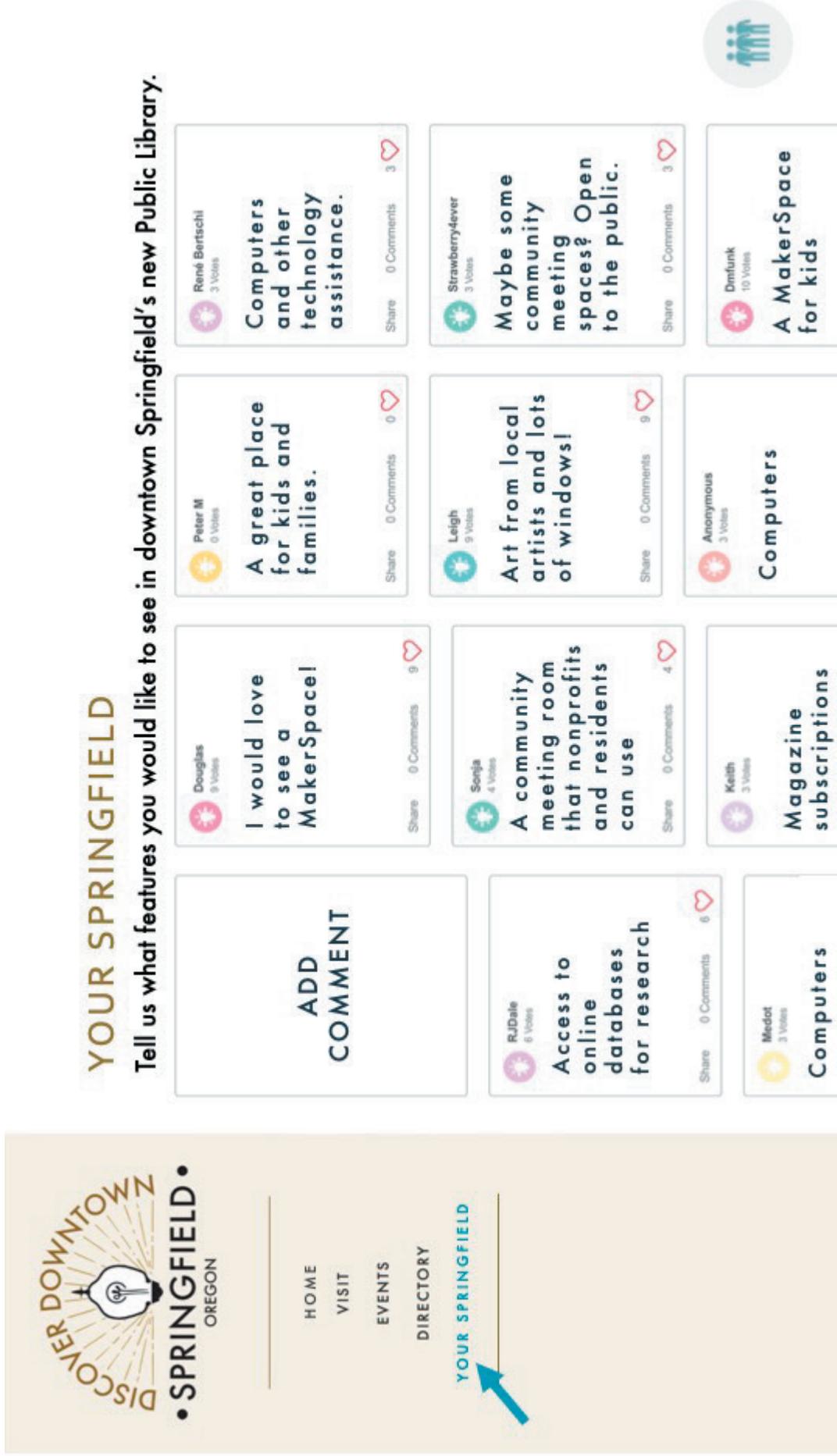
## DOWNTOWN SPRINGFIELD, OREGON

With a diverse array of shopping, dining and event opportunities, there has never been a better time to Discover Downtown Springfield in Oregon.

Downtown Springfield has a rich history as the city's commercial center. Now, with flourishing new developments, businesses and a renewed focus on revitalizing the area, residents and visitors shop, dine, and play every day!



Figure 23. Proposed Online Forum on Discover Downtown Springfield Website

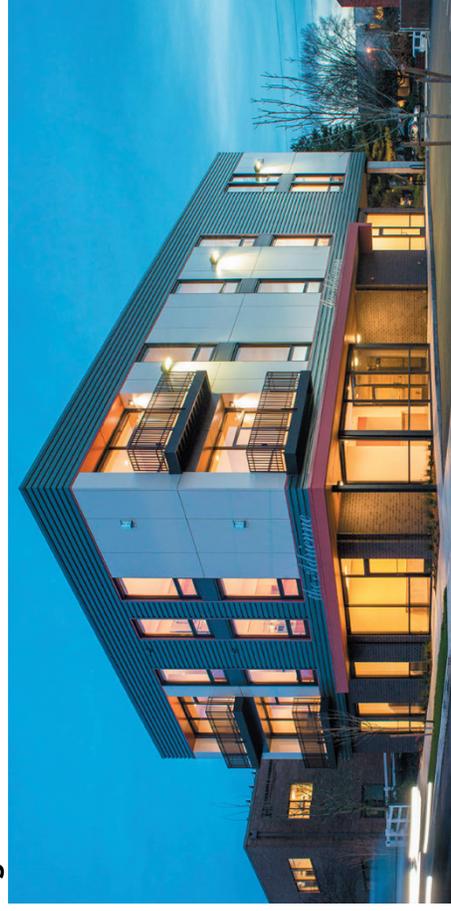


## Design Standards Proposed Code Amendments

Our team analyzed the Downtown Springfield Design Standards Proposed Code Amendments and completed a code test utilizing The Adrienne, a mixed-use building in Tigard, Oregon. Two main questions guided this analysis. First, does the proposed code allow the Adrienne building to exist in Downtown Springfield? In other words, through a code test, does the Adrienne work in Downtown Springfield. Second, does the Adrienne align with the goals and vision for Downtown Springfield? In other words, through a usability test, how well does the Adrienne fit in Downtown Springfield?

Elements from section 3.4-435 of the proposed code, Site Design and Building Form Standards, were compared to the existing Adrienne building. The Adrienne is transposed on a parcel in Downtown Springfield to consider the building's usability and impact on the community. Ultimately, our team provided two key considerations in finalizing code amendments, including: 1) the Code effectively prioritizes active uses to enhance the pedestrian experience; and 2) the Code misses an opportunity to address and weave in the issue of affordable housing.

**Figure 24: The Adrienne**



## Background & Context

The Adrienne is located at 7148 SW Gonzaga Street in Tigard, Oregon. The three-story mixed-use building was built in 2015 in the Tigard Triangle, a mixed-use district bounded by Interstate 5 to the east, Highway 217 to the southwest, and the Pacific Highway (99W) to the north, see Figure 25.<sup>27</sup> Situated in the northeast corner of the city and due east of downtown, the Tigard Triangle is a district with renewed focus on improving walkability, housing options, and neighborhood services.<sup>28</sup>

The Adrienne, totaling 39 vertical feet, is comprised of commercial office on the ground floor, eight total apartment units split evenly between the second and third floors, and rooftop garden and patio space. In addition to a roughly 5,000 square foot building footprint, the site includes a 4,800 square foot surface parking lot. The development sits on a 0.45 lot zoned Mixed-Use Employment (MUE) zone.<sup>29</sup> According to the Tigard Development Code, this MUE zone is "designed to accommodate a wide range of uses including major retail goods and services, business and professional offices, civic uses, and multifamily housing".<sup>30</sup>

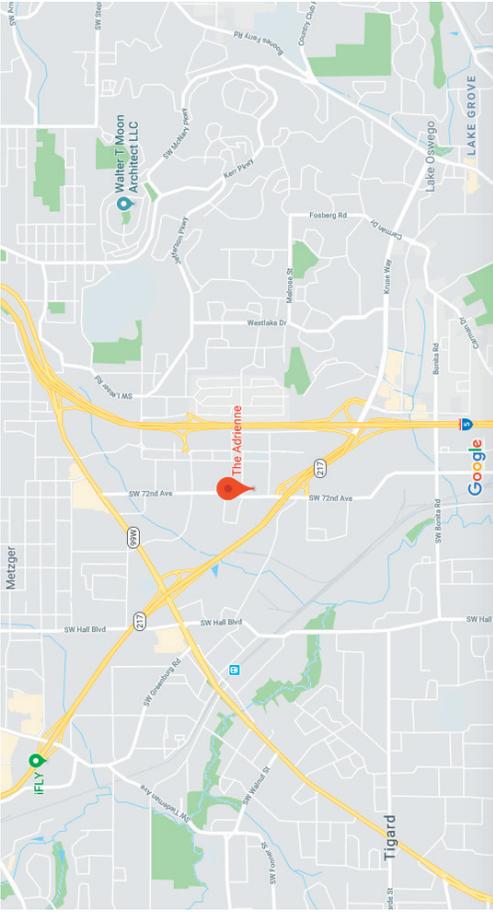
**Figure 25: Map of Adrienne in Tigard Triangle District**

<sup>27</sup> Planning a New Future, Tigard Triangle. City of Tigard, Oregon. Retrieved from [http://www.tigard-or.gov/tigard\\_triangle.php](http://www.tigard-or.gov/tigard_triangle.php)

<sup>28</sup> City of Tigard Oregon, Tigard Triangle Strategic Plan, 2015. Retrieved from [http://www.tigard-or.gov/Projects/TigardTriangle/tigard\\_triangle\\_final\\_plan.pdf](http://www.tigard-or.gov/Projects/TigardTriangle/tigard_triangle_final_plan.pdf)

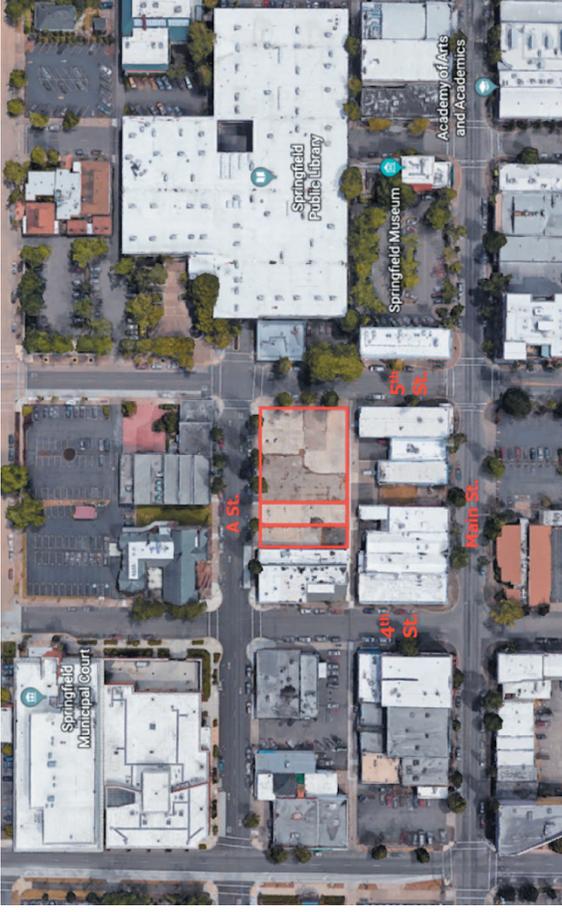
<sup>29</sup> City of Tigard, Oregon. Adrienne Site Development Review, p. 2

<sup>30</sup> City of Tigard, Oregon. Tigard Development Code. Retrieved from <http://www.tigard-or.gov/DevelopmentCode/18-120.pdf>



The site selected to test the Adrienne’s use in downtown Springfield is 140 N 5<sup>th</sup> Street. Positioned at the corner of 5<sup>th</sup> and South A Streets, this vacant lot has immediate development potential. Just north across 5<sup>th</sup> Street is the Public House restaurant, while diagonally across the intersection is the Springfield City Hall, Library, and plaza. With two community gathering spaces in immediate proximity and Main Street just one block to the south, this vacant lot is appropriate for visualizing development with the applied Proposed Code Amendments. The vacant lot is three separate tax lots, the largest being 0.36 acres and the remaining two lots each 0.08 acres. These lots can be found on tax map 1703353 (lot #105400, #105300, and #105200). According to Lane County parcel owner information, each of the lots are owned by the same real estate developer, McKenzie River Motors Incorporated.<sup>31</sup>

**Figure 26: 2D Map View of Site Location**



**Figure 27: 3D Map View of Site Location**



### Code Test

To answer the first guiding question of this analysis – Does the proposed code allow the Adrienne building to exist in Downtown Springfield? –

<sup>31</sup> Lane County Easy Property Information Lookup Online Tool. Retrieved from [https://lanecounty.org/government/county\\_departments/information\\_services/maps\\_\\_\\_g\\_i\\_s/lane\\_county\\_g\\_i\\_s\\_map\\_gallery/easy\\_property\\_information\\_lookup](https://lanecounty.org/government/county_departments/information_services/maps___g_i_s/lane_county_g_i_s_map_gallery/easy_property_information_lookup)

elements from section 3.4-435, Site Design and Building Form Standards, are applied to the Adrienne to determine if the building works in Downtown Springfield. The seven subsections of the Site Design and Building Form Standards applicable to the Adrienne include:

- A. Frontage Design Options and Setbacks
- B. Building Orientation/Entrances
- C. Location and Design of On-Site Vehicular Circulation, Loading and Parking
- D. Open Space and Outdoor--Residential Development
- E. Building Form: Height, Articulation, Scale and Neighborhood Transitions
- F. Landscape, Screening and Lighting Standards
- G. Storage--Residential Development

After careful review, the Adrienne is compliant with all of the standards listed in the subsections above, with the exception two standards described in subsection A. Frontage Design Options and Setbacks. These inconsistencies arise in Subsection 3.4-435A.2, titled Ground Floor Active Use Standards. These standards “are established to support and encourage continuity of pedestrian-oriented commercial activity along primary Downtown business district street or public plaza frontages”.<sup>32</sup> Two of the standards include minimum ground floor ceiling height of 15 vertical feet and a ground floor transparency of at least 75% of the total ground floor façade area. The ground floor commercial space of the Adrienne is only 11 vertical feet with a transparency of approximately 60% percent.<sup>33</sup> Assuming these two standards are met through architectural updates, the Adrienne building works in Downtown Springfield.

### Usability Test

To answer the second guiding question of this analysis - Does the Adrienne align with the goals and vision for Downtown Springfield? - the Adrienne is transposed to the identified vacant lot. Building on the Code Test, the goal in answering this question is to determine if and how the Adrienne fits in Downtown Springfield.

<sup>32</sup> City of Tigard, Oregon. Tigard Development Code, p.84

<sup>33</sup> City of Tigard, Oregon. Adrienne Site Development Review, p. 11 and p. 200

**Figure 28: Rendering of The Adrienne in Downtown Springfield**



The rendering in Figure 28 provides a visual perspective for how the building fits in Downtown Springfield. Key building and site aspects become apparent from this visualization. First, the modern architecture style of the building, while technically allowed under the Code Test, seems out of place with other building frontages in downtown. Second, sidewalk landscaping along 5<sup>th</sup> and A Streets is maintained to offer an attractive streetscape. In addition to its compliance with the Springfield code, onsite and street landscaping was a major theme of the site review process in Tigard. Building position is consistent with the 0-foot setback permitted by the code and promotes an active streetscape.

Most important in determining usability was comparing the Adrienne to Springfield’s goals and vision.

### #1: Downtown is pedestrian and bike friendly.

The Adrienne aligns with this goal, though it falls short with some minimum frontage requirements. The building design is aligned in promoting a friendly pedestrian experience through a 0-foot setback to the curb, mixed-use commercial and residential spaces, onsite bike racks, and landscaping buffer between the sidewalk and surface parking lot.

### #2: Residents feel connected to community assets in downtown.

This goal is less applicable to the Adrienne. However, since the building features mixed-use employment, residential space, and multi-modal infrastructure such as bike racks and a parking lot, the development subtly promotes increased connectivity and is therefore in alignment with Goal #2.

### #3: Downtown is alive and welcoming with a strong sense of place.

The Adrienne is in partial alignment with this goal. The Adrienne is a welcoming building in offering an attractive streetscape, however, the luxury apartment units create an exclusive housing choice tailored to the wealthy. Central to Goal #3 is a welcoming and strong sense of place for a diverse community. Though the luxury units of the Adrienne may have a place in downtown Springfield and add to the overall housing stock, apartments that offer a mix of affordable and market rate units are a better fit for the downtown community.

### Active Uses

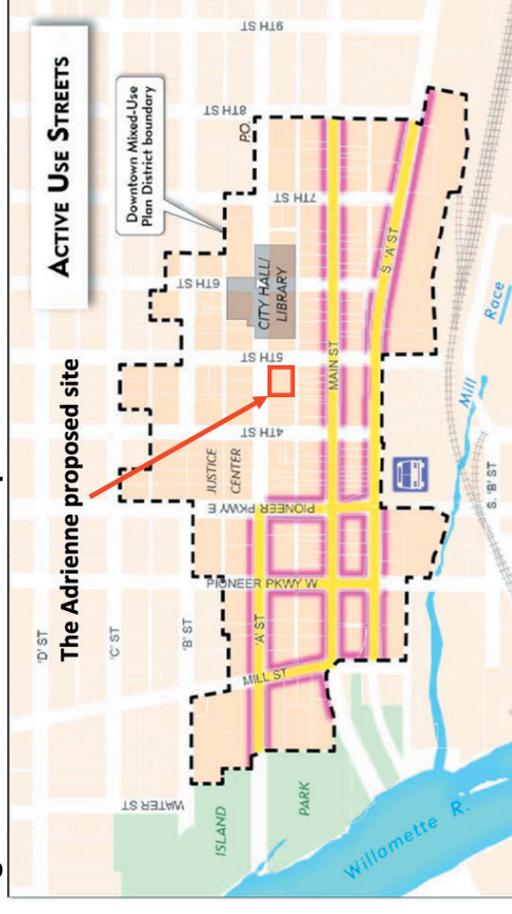
The Downtown Springfield Design Standards Proposed Code Amendments are effective at prioritizing active uses that enhance the pedestrian experience. For example, in section 3.4-435 Subsection A, frontage design options and setbacks and detailed with a clear emphasis on enhancing the streetscape. In this section on page 72, the frontage options commentary box explains how “the presentation building facades and storefronts within the streetscape is critical to the identify and success of the Downtown business district.” Furthermore, these standards “are established to maintain and enhance the distinguishing human-scale physical characteristics of the district while accommodating contemporary development needs”. Page 83 of the same section provides a similar narrative on how ground floor active use standards work to encourage pedestrian activity. This commentary demonstrates how active ground uses are key target areas for creating a pedestrian friendly space and a downtown that is alive and welcoming with a strong sense of place. In this sense, the Code both works and fits in promoting the vision for Downtown.

Though the emphasis on active uses aligns with Goals #1 and #2, there are opportunities for the Code to stress these themes further. First, the code does not appear to prioritize commercial office or retail space as a ground floor use in the Downtown Mixed-Use Commercial (DMUC) zones. While commercial office comes with benefits, ground floor commercial retail is

far more consistent with the goals and vision for Downtown Springfield. An office space does not create an attractive and welcoming storefront in the same way that a retail storefront can. Furthermore, in accordance with Springfield’s *Alive After Five* goal, retail/restaurant space can stay open later. Springfield staff might consider revisiting the code and pursue standards that prioritize retail on active use streets.

There is an opportunity for the Code to further emphasize active uses by extending the Active Street designated blocks to encompass the proposed Adrienne site, as indicated in Figure 29. With Active Street designation comes stricter standards for frontage elements that effectively enhance the pedestrian experience. This designation should reflect the goals and forward-looking vision for the downtown streetscape, rather than where current street activity exists. The undeveloped site selected for the Adrienne is a clear opportunity for the City to see how the Code effects new building development. Though these blocks are currently less active than Main Street, the Active Streets designation could extend to anticipate future development and pedestrian activity.

Figure 29. Active Use Streets Map



Affordable Housing

The Proposed Code Amendments miss an opportunity to address affordable housing in downtown. This finding is most apparent when visualizing the Adrienne in Springfield. The Adrienne is advertised as a luxury apartment complex within short driving distance to downtown Portland. While small design changes to the ground floor would allow this building to *work* in Springfield, the luxury complex does not appear to *fit* with the existing demographic profile and vision for downtown. As noted in the Demographic Profile, 56% of renters in downtown Springfield are cost burdened. Furthermore, residents are less wealthy than in Springfield and Lane County. The Adrienne neither helps alleviate this cost burdened population nor does it effectively align with Goal #3 to make downtown welcoming with a strong sense of place.

One strategy to better align with Goal #3 and encourage affordable housing development is to create a Housing Overlay Zone. A housing density bonus could be implemented to accompany the creation of the Downtown Mixed-Use Commercial and Downtown Mixed-Use Residential zones as described in section 3.4-420 of the proposed Code. This tool encourages developers to include affordable housing units in exchange for an increased maximum density of their project. Though a density bonus does not guarantee creation of affordable housing units, it is a low-cost and long-term strategy for the City of Springfield to pursue in order to keep downtown inclusive and welcoming for an economically diverse community.

In addition to the potential benefits of a housing density bonus, the Code could pursue more explicit language of how its standards effect future affordable housing development. The word “affordable” does not appear once in the 147-page document. Compared to the decision to include housing overlay zones in the Code, which likely requires extensive analysis and discussion from city planners and staff, the inclusion of an affordable housing commentary section, like those that thoroughly explain frontage options and active uses, is a more attainable strategy.

Many of the elements present in the proposed code already work to promote affordable housing. For example, in their Guidelines for Affordable Housing Bonus Program Design report, the San Francisco Planning Department acknowledges four specific design guidelines that

promote and accommodate affordable housing, including: 1) Create a gracious, well-defined ground floor; 2) Ensure tops of buildings contribute to neighborhood quality; 3) Articulate sidewalks; and 4) Express exceptionally complementary architectural character.<sup>34</sup> Many of these guidelines and their specific strategies, such as including ground floor heights of 15 feet and landscape buffers, are consistent with the proposed Springfield Code. Including a commentary within the Code will significantly enhance its readability and acknowledge implications on Springfield community.

## Lessons Learned

Ultimately, the Adrienne building neither *works* nor *fits* in Downtown Springfield. This is an indication that the Proposed Code Amendments are effective, to some degree, in promoting the goals and vision for Downtown Springfield. The code is effective in that its strict frontage and design standards promote an active use streetscape to create a friendly pedestrian experience. However, the code can go further to promote this goal by increasing the Active Use Streets designation to include the blocks to the west and southwest of City Hall on 4<sup>th</sup>, 5<sup>th</sup>, and A Streets. Furthermore, the code has the opportunity to include implications for affordable housing development. With small design changes to the Adrienne, this building could be built in Downtown Springfield. While it may *work*, these luxury style apartments do not *fit* with the goal of ensuring downtown remains alive and welcoming with a strong sense of place for all residents. Though increasing affordable housing development is a complex task, the Code can better encourage development via housing overlay zones and provide commentary on how building design and form standards can allow future affordable housing developments.

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<sup>34</sup> City of San Francisco, Guidelines for Affordable Housing Bonus Program Design. Retrieved from [https://www.sf-planning.org/ftp/files/plans-and-programs/planning-for-the-city/ahbp/AHBP\\_Draft\\_Design\\_Guidelines.pdf](https://www.sf-planning.org/ftp/files/plans-and-programs/planning-for-the-city/ahbp/AHBP_Draft_Design_Guidelines.pdf)

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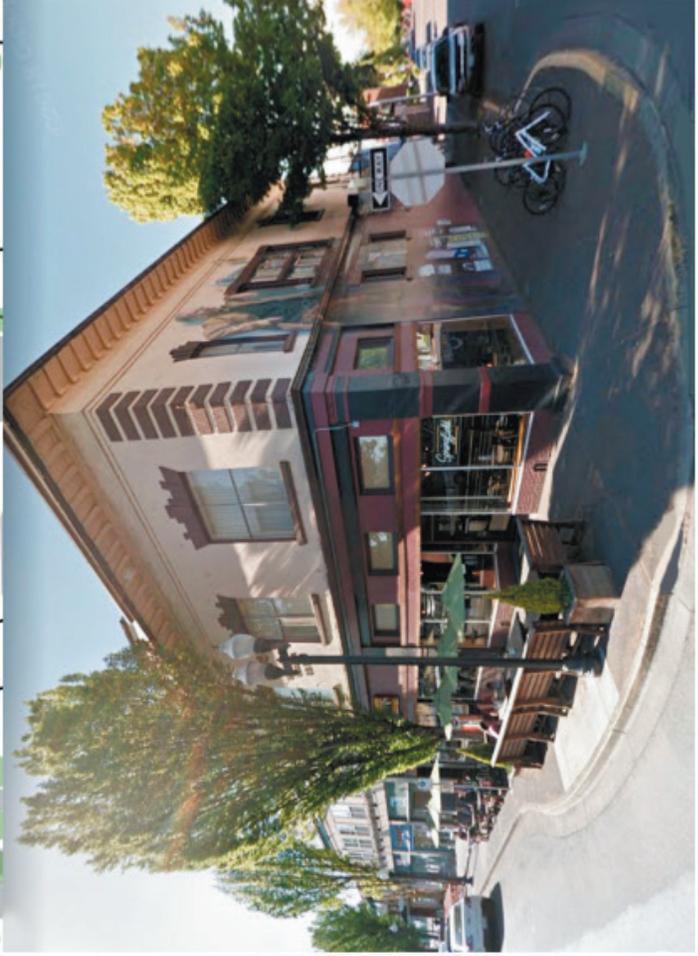
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# Appendix D



**DOWNTOWN SPRINGFIELD:  
A Unique Hometown Destination**  
*“Proud History, Bright Future”*



*Renaissance Planning Group*

ALYSSA GAMBLE

BECCA PULEO

EMERSON HOAGLAND

GENEVIEVE MIDDLETON

JAY MATONTE



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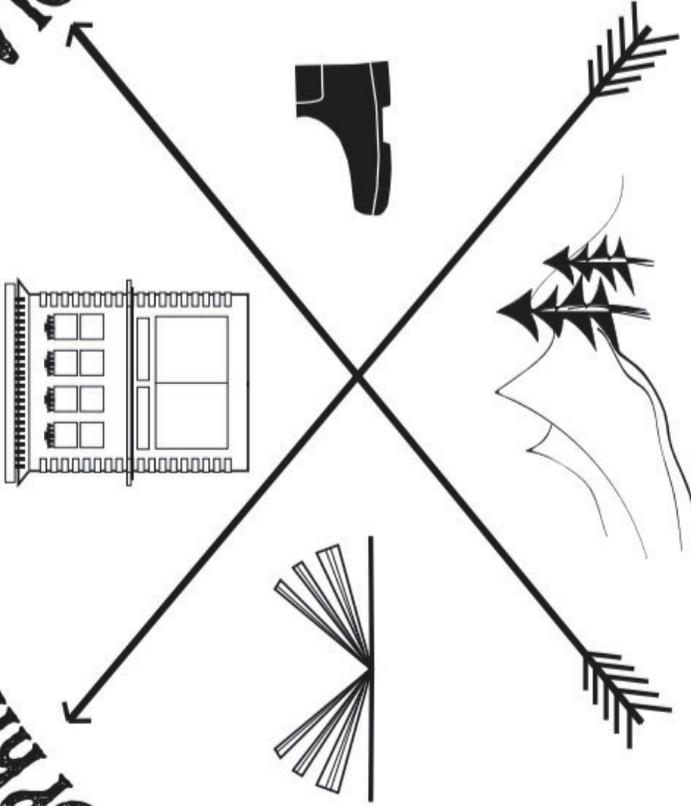
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# SPRINGFIELD OREGON VISION STATEMENT



Creating an unique and vibrant  
community that honors history,  
promotes commerce, and  
enables livability.

# Introduction

The purpose of this paper is to examine the City of Springfield's proposed design standards and community outreach to support in this endeavor. The effectiveness of the design standards at promoting a form supportive of the Springfield character and the importance of community engagement in this process will be presented during the course of this paper. Observing the history of the area, current context found through site analysis, and examination of current and past planning initiatives will inform the evaluation of the proposed design standards. Use of the design charrette as a tool for community engagement will provide insight to the code changes through collaboration with community stakeholders. This interaction will present the values and character of the community and assist in the planning process.

# History of Downtown Springfield

## *Making Downtown Springfield*

### **Historical Context**

Springfield's Downtown has been a hub of civic, cultural, and economic activity since the first pioneers began to settle in the southern Willamette Valley in the mid-19th Century. Springfield, founded in 1848 by Elias and Mary Briggs, initially derived its economic activity from operating a ferry across the river at what is now the western end of the Downtown<sup>1</sup>. As the city grew larger, the area's commercial potential was further exploited by the digging of the mill race waterway and the establishment of a Union Pacific rail line, both of which helped supply lumber to the Briggs and Driggs Company's, and later Booth-Kelley Company's, lumber processing operations. The land use legacy of this industrial activity can still be seen in the vacant Booth-Kelley site in the Southeastern quadrant of the Downtown.

The activity of the ferry, and later of the lumber mills, created the demand for a variety of supporting commercial activities to develop. By 1891, "Springfield had a general merchandise store, two grocery stores, two cigar stores, a drug store, two dress shops, two blacksmiths, a variety store, a meat market, a saloon, a barber shop, a shoe store, three hotels, two schools, and three churches" in the downtown area.<sup>1</sup>

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<sup>1</sup> City of Springfield. (2010). Early History of Springfield. Retrieved from <http://www.ci.springfield.or.us/history.htm>

These staples-based retail operations provided the basic services of life for the workers in the lumber mills and their families.

This pattern of downtown activity was followed until the Second World War dramatically transformed Springfield. Before the war "The retail center was still Main Street, industries were northwest of the railroad tracks and residences were to the north. In 1940, the City's area was only 1.5 square miles and the population only 3,805. By 1998, apartments covered the spring. The city expanded to more than 13 square miles and the population grew to 51,700"<sup>1</sup>. This rapid growth had implications for the downtown. Commercial land uses "expanded at first eastward along Main Street and the McKenzie Highway toward Thurston, and then northward along Mohawk Boulevard" while industrial development "located south of the downtown business center along the railroad, expanded primarily eastward along or near the railroad"<sup>2</sup>. The post-war commercial and industrial decentralization process reached its zenith with the opening of Gateway Mall in northwest Springfield in 1990.<sup>3</sup> The mall, along with increasing use of internet retail, replaced Downtown Springfield as the basic retail center of the city.

While Springfield's Main Street has seen its traditional retail and industrial roles decline in the second half of the 20th Century, a revitalization renaissance has begun in the Downtown through the establishment and expansion of civic, cultural, and entertainment organizations. Prominent businesses downtown include restaurants and bars, such as Planktown, Los Faroles, and Bartolotti's Pizzeria, as well

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<sup>2</sup> Dennis, M. L. (1999). Springfield Oregon: Historical Context Statement. Retrieved November 25, 2018, from [https://www.oregon.gov/oprd/HCD/OHC/docs/lane\\_springfield\\_historiccontext\\_1999.pdf](https://www.oregon.gov/oprd/HCD/OHC/docs/lane_springfield_historiccontext_1999.pdf)

<sup>3</sup> Glucklich, E. (2017, March 09). Gateway mall sells for \$107 million, a Lane County record. Retrieved from <https://www.registerguard.com/rg/news/local/35356667-75/springfields-the-shoppes-at-gateway-purchased-for-107-million.html.csp>

as a variety of specialty retail establishments. Downtown Springfield is also the site of civic and cultural centers such as the Wildfish Theatre, Emerald Art Center, Springfield Museum, and the Springfield City Hall. This combination of businesses and attractions has the potential to create a downtown district that embraces retail elements of the past, while also being a modern downtown with multiple uses for multiple user groups.

## Downtown Demographics: Key Data & Trends

In addition to historical context, demographic data and trends have implications for future downtown planning and development. To create this demographic profile of Downtown Springfield, data was gathered from the US Census Bureau decennial census and the American Community Survey for Census Tract 33.02.<sup>4</sup> One caveat with utilizing this census tract for Downtown Springfield is that the area of the tract is larger than the area of the downtown. This phenomenon will likely influence results for additional households outside of the area of analysis will be included in the data presented. For the purposes of this report, Census Tract 33.02 and Downtown Springfield are used interchangeably. To provide additional context to Downtown Springfield’s demographic profile the data presented from Tract 33.02 is compared to Springfield as a whole, Lane County, and the entirety of the state of Oregon.

### Population

Table 1, below, illustrates the population trends for Downtown Springfield from 2010 to 2016. The population of the downtown increased less over that time period than the areas used for comparison. While Oregon as a whole saw a 3.95% growth rate from

2010 to 2016, Downtown Springfield had notably comparatively limited growth at .03% over the same period of analysis.

**Table 1:** Population Change by Area 2010 to 2016

	2010	2016	Change
<b>Oregon</b>	3,831,074	3,982,267	3.95%
<b>Lane County</b>	351,715	360,273	2.43%
<b>Springfield</b>	59,403	58,409	2.03%
<b>Downtown Springfield</b>	3,389	3,390	0.03%

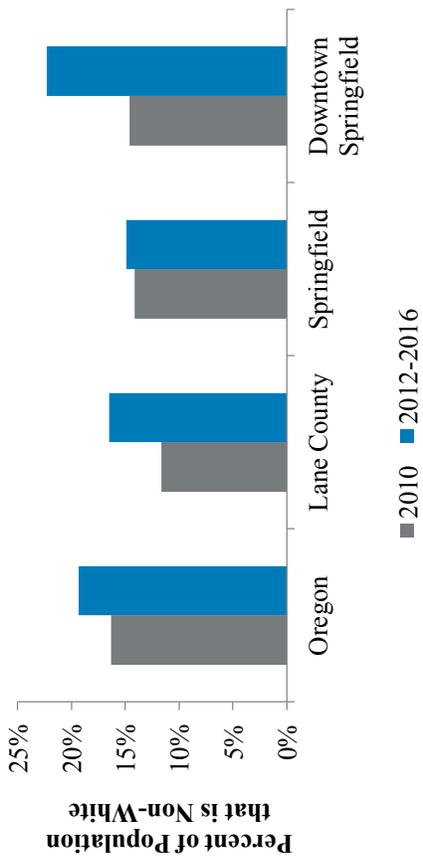
\*Note: The data presented in this table is from the US Census Bureau 2010 decennial census and the 2012-2016 American Community Survey

### Diversity

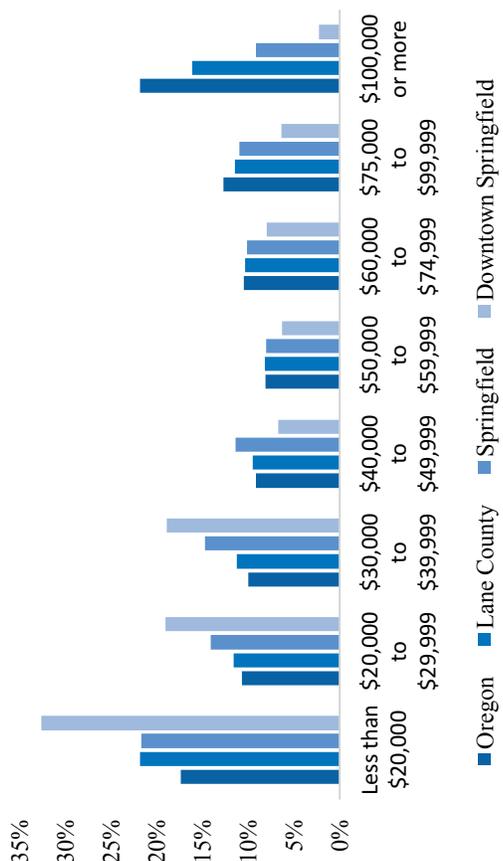
While Downtown Springfield has seen limited growth in overall population, it is experiencing a notable change in the demographic composition of its population. From 2010 to 2016 there was an increase in the percent of the population that identifies as non-white, as illustrated in Figure 1. In the time period of analysis, the overall non-white composition increased by seven percentage points. In general, these trends indicate people are leaving the tract area at almost the same rate that non-white residents are entering.

### Household Income & Poverty

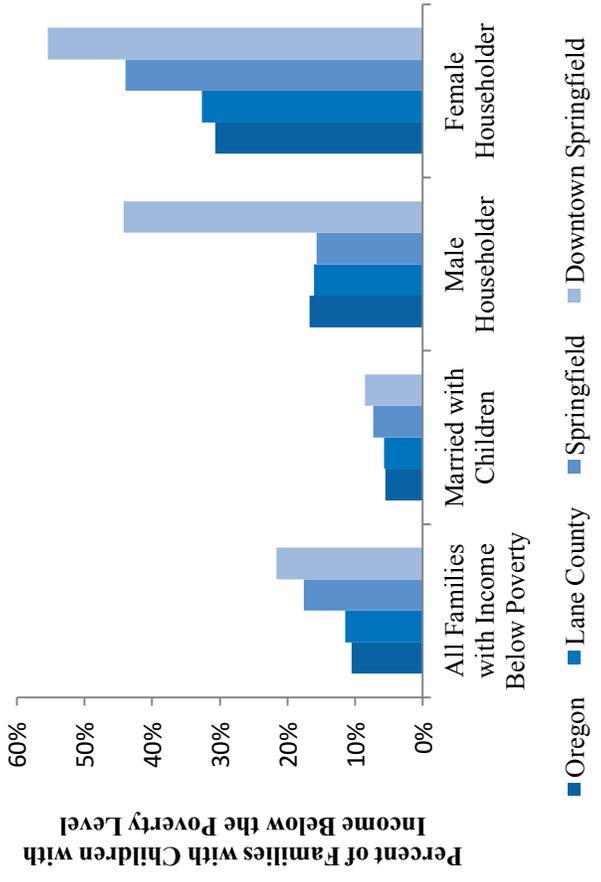
Figure 2 illustrates household income distribution by area. Household income in Downtown is still lower than those in Springfield, Lane County, or Oregon. Compared to these other areas, Downtown Springfield has a large incidence of families living below the poverty line with 21% of Downtown families living below the poverty rate. This number is more than twice that of Oregon’s family poverty rate, which is 10.5%. In addition to this, 71% of households Downtown have incomes of less than \$40,000 a year. These figures indicate that people who live in this area may face financial hardship. Figure 3 illustrates the differences in different poverty measures by area.



**Figure 1:** Percent of population that is non-white by area.  
 \*Note: The data presented in this table is from the US Census Bureau decennial census and the 2012-2016 American Community Survey



**Figure 2:** Distribution of Income by Area  
 \*Note: The data presented in this table is from the US Census Bureau 2012-2016 American Community Survey



**Figure 3:** Measures of Poverty Across Areas  
 \*Note: The data presented in this table is from the US Census Bureau 2012-2016 American Community Survey

## Implications of Findings

Downtown Springfield is undergoing a demographic shift in its population with an 8.5% increase in its Hispanic population from 2010 to 2016. This demographic shift impacts future planning and development conversations for Downtown Springfield because obtaining the public engagement of this demographic is now important to the implementation of equitable policy. Additionally, it is imperative to the planning process that existing and non-Hispanic populations are comfortable with the new larger Hispanic population participating in planning decisions.

In addition, Downtown residents have a disproportionately low household incomes, with over 30% living below the poverty level. While Downtown Springfield has experienced a large increase in its median income, overall median income is still quite low. Given the high incidence of families living below the poverty line, planning in Downtown Springfield must be sensitive to how improvements and changes in the area effect living affordability. If the cost of living increases rapidly, Downtown Springfield's impoverished population may be displaced. However, given the high rate of poverty, federal monies may be a potential avenue for future funding of planning initiatives.

Actively pursuing housing opportunities which would allow lower income households to stay in the area, including subsidized housing is one possible course of action. Redevelopment can create cost prohibitive housing to the vulnerable groups identified in this profile. The community that remains, and continues to grow, Downtown will contribute to the overall economic resurgence and cultural identity of the City.

While the City of Springfield continues to look for ways to develop and revitalize Downtown, it would be wise to keep this community profile at the forefront of those discussion. There are vulnerable populations Downtown at risk of being displaced through efforts to improve the livability and economic vitality of the area. With this in mind, policy implementation must not only support the continual growth of median income but, must also ensure that the opportunity for income growth is available for all income classes of the population, not just one niche sect.

# Plan Review

## *Defining Goals and Developing a Vision*

### **Introduction**

The City of Springfield’s downtown area has struggled with economic blight for decades, starting with the reduction of the timber industry during the latter part of the twentieth century. Several businesses and residents left the downtown area, creating an abandoned and dilapidated feel to the Main Street corridor while other areas of Springfield developed. The City has developed several plans aimed to create an economically vibrant downtown that is safe and accessible. The plans include:

- *Downtown Refinement Plan* (updated 2006)
- *Downtown Urban Renewal Plan* (2007)
- *Downtown District Urban Design Plan and Implementation Strategy* (2010)
- *Glenwood Refinement Plan* (2016)
- *Downtown Design Standards and Proposed Code Amendments* (2018)

This section provides a collective overview of the vision that the City of Springfield has for downtown by synthesizing these planning initiatives, highlighting key themes and goals. Analysis of plans reveal some inconsistencies, but more noteworthy is the continued progression of a vision for revitalization, from investment strategies and to specific design standards for downtown. (See Appendix A)

### **Overview of Plans**

The City released the 1968 Core Area Plan to address issues specific to the Downtown Area.<sup>5</sup> The City’s planning efforts, since that time, provide insight to the needs of Downtown Springfield and the surrounding area, noting the best measures to make these improvements. The *Eugene-Springfield Metropolitan Area General Plan* (“*Metro Plan*”), last updated in 2004, was the comprehensive plan for both municipalities for several years. However, in 2007 the Oregon legislature passed House Bill 3337 which required each city to create its own comprehensive plan. Springfield is currently developing a 2030 Comprehensive Plan.

### ***Downtown Refinement Plan***

The 2006 *Downtown Refinement Plan* (“*Refinement Plan*”), adopted as Ordinance No. 5316 on February 18, 1986, provides goals and policies to promote a vital and attractive downtown. (Springfield Planning and Development Department, 2006) The purpose of the plan is to outline policies to revitalize downtown for shopping, business and recreation. This plan provides a framework to mitigate the historic issues of economic fatigue in the city. Goals stated in the *Refinement Plan* are:

- Create a pedestrian and transit friendly downtown
- Preserve the past
- Reconnect to natural resource features
- Alive after five
- Revitalize downtown with new uses
- Ensure adequate parking
- Create civic gathering places

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<sup>5</sup> City of Springfield. (2006). *A Refinement Plan for Springfield Downtown*. Springfield, OR.

- Identify catalyst projects
- Create downtown partnerships
- Establish a possible identity for the downtown
- Develop the Downtown as a Gateway to Springfield

These goals continue to be an essential part of the downtown vision today. The *Refinement Plan* is codified law and will aid in future planning endeavors by the City.

### ***Downtown Urban Renewal Plan***

The 2007 *Downtown Urban Renewal Plan's* (“*Renewal Plan*”) purpose is to identify opportunities for economic and infrastructure investment, including the beautification of the downtown area.<sup>6</sup> The *Renewal Plan* stresses the importance of community involvement in executing economic development plans, and identifies the Springfield Economic Development Agency (SEDA) as the administrator of the plan. The *Renewal Plan* encourages the goals set in the *Refinement Plan* by formulating a more condensed vision for investment. The plan outlines eight goals, listed below, which focus on re-development and new development that will create jobs, housing, tax revenue, rehabilitation of buildings, roads and parking facilities, and improve utilities.

- Promote public and private improvements
- Rehabilitate building stock
- Improve streets, streetscapes, parks and open spaces
- Make utility improvements
- Construct or rehabilitate parking facilities
- Construct or rehabilitate public facilities
- Improve and expand housing opportunities

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<sup>6</sup> Springfield Economic Development Agency. 2007. *Downtown Urban Renewal Plan, Part I: Renewal Plan*. Springfield, OR.

- Improve public signage and make the gateway improvements to downtown

These goals encompass construction of a new Public Library, relocation of the Fire Station downtown, and new parking garage construction.

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

The purpose of the 2010 *Downtown District Urban Design Plan and Implementation Strategy* (“*Design Plan*”) is to communicate strategies to develop Downtown Springfield as a cultural and economic hub.<sup>7</sup> The *Design Plan* builds upon the infrastructure investments identified in the *Renewal Plan*, and includes opportunities for the riverfront area to become a conduit between Glenwood and Downtown Springfield. The objectives of the *Design Plan* are to implement land use consistent with the *Refinement Plan*, and to increase connectivity and mobility through streetscapes and path design.

### ***Glenwood Refinement Plan***

The *Glenwood Refinement Plan* was adopted in 2012, acknowledged by the Department of Land Conservation & Development in 2014, and revised in 2016.<sup>8</sup> Historically, industrial and commercial uses have dominated Glenwood. The purpose of this refinement plan (Phase I) is to establish direction for the development of the Glenwood area for multiple uses, including residential. The *Glenwood Refinement Plan* vision statement goals include:

- Beautification of public spaces

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<sup>7</sup> Downtown Citizen Advisory Committee. 2010. *Downtown District Urban Design Plan and Implementation Strategy*. City of Springfield, OR.

<sup>8</sup> City of Springfield. (2006). *Glenwood Refinement Plan*. Springfield.

- Accessibility of the Willamette River
- Allowing for mixed uses
- Connectivity through pedestrian/bike paths and LTD transit
- Capitalization of Glenwood’s strategic location between Eugene and downtown Springfield

In the progression of planning efforts, it is the *Glenwood Refinement Plan*’s emphasis on connectivity, through transit and pathways, which is critical to the development of Downtown Springfield.

### ***Downtown Design Standards and Proposed Code Amendments***

The 2018 *Downtown Design Standards and Proposed Code Amendments* (“*Proposed Design Standards*”) communicate a set of design standards to the Downtown Mixed-Use Plan District to ensure the continuity of new development. The goal of the design standards is to apply consistent design to buildings, public spaces, street and sidewalks, landscaping and lighting. These design standards are set to create a “unified, functional and pedestrian friendly atmosphere.”<sup>9</sup> Infill development with pedestrian access to Downtown Springfield and redevelopment at outer edges of the downtown core are also objectives in this plan.

The continuity emphasized in the *Proposed Design Standards* extends to transportation planning, with a specific goal to promote the vision of the *2035 Springfield Transportation System Plan*. Recent amendments to the downtown *Proposed Design Standards* bring attention to the development standards for biking and pedestrian transportation in the downtown area. The standards address how to link existing

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<sup>9</sup> Springfield Planning and Development Department. 2018. *Downtown Design Standards and Proposed Code Amendments*. Springfield.

transportation infrastructure with new infrastructure, as well as the need to link existing developments with new developments. The code presented in these design standards will aid in future planning by presenting a legal framework that will regulate future development to an equitable and desirable standard.

## **Plans Synthesis**

Each of these plans are extensive and detailed. Analysis revealed consistent thematic elements throughout these plans. For the purpose of this report, the evaluation of commonalities and conflicts between these plans will focus on land use (residential, open space and parking) and transportation (circulation and multi-modal) themes.

### **LAND USE**

#### ***Housing***

As previously discussed, the population downtown experience higher rates of cost burden and poverty. While new businesses have entered the Main Street corridor during recent years, housing options remain limited downtown. Goals within the plans vary in approach for increasing housing options downtown. Themes include:

- Increased Housing
- Residential infill downtown
- Rehabilitation of housing stock

The *Refinement Plan* and the *Renewal Plan* envision identical goals to “Increase housing development in the downtown to generate the 18 to 24-hour city.” (Springfield Planning and Development Department, 2006, 15; Springfield Economic Development Agency, 2007, 9) The *Renewal Plan* includes an objective to “provide assistance to help maintain and assist in the rehabilitation of the stock of existing

housing in the renewal area,” which may be in the form of grants or loans. (Springfield Economic Development Agency, 2007, 21 and 40)

The purpose of the *Proposed Design Standards* is to “establish a new ‘Downtown Mixed-Use District’ section in the Springfield Development Code which will create one continuous set of streetscape, site and building design standards,” and specific design standards for residential buildings. (Springfield Planning and Development Department, 2018, 12) The proposed standards will apply to mixed use development identified in the *Refinement Plan* and the *Metro Plan*. (Springfield Planning and Development Department, 2018, 1) The *Design Plan* calls for “transitions of [residential] building height and massing down to complement the adjacent historic Washburne neighborhood,” and identifies locations for housing that could accommodate over 1,000 dwelling units, a sizable infrastructure investment. (Downtown Citizen Advisory Committee, 2010, 17)

The *Glenwood Refinement Plan* plans for dense, mixed-use developments and open-space “including riparian areas, wetlands, hillsides, and park and recreation spaces, provide numerous intangible benefits for urban locales that increase desirability and property values.” (City of Springfield, 2014, 80).

### ***Open Space***

Planning documents consistently contain goals and objectives for more public and open space, specifically a plaza, but contradictions between plans exist. Open-space is a reoccurring theme between the plans and goal change in subtle ways as the plans progress. Consistencies between the plans include:

- Island Park as an essential natural resource asset
- Locating a public plaza
- Emphasizing more connectivity to open spaces

Springfield has unique ecological features worthy of preservation, specifically Island Park and the Mill Race. These open spaces provide recreation opportunities very close to the downtown and draw residents and visitors to the area. The *Refinement Plan* and the *Renewal Plan* are consistent in discussing access to open space as a livability issue, promoting economic development, and attracting tourists (Springfield Economic Development Agency, 2007, 39) (Springfield Planning and Development Department, 2006, 11). Both of these plans encourage additional attention to refine the Mill Race and Island Park as historic assets to the area.

Currently, Island Park is the only public park in Springfield’s downtown and is an essential open space in the area. Plans identify several opportunities to increase connectivity from downtown to Island Park. The *Refinement Plan* includes a goal to “connect the downtown with...Island Park,” and a policy to “improve connections between Island Park and the Downtown, including exploring feasibility of developing a pedestrian connection to the park from Main Street.” (Springfield Planning and Development Department, 2006, 14 and 32) The *Proposed Design Standards* support “pedestrian crossing improvements at or near access points to Island Park,” and the *Design Plan* calls for a downtown bicycle loop “from A Street to 10<sup>th</sup> Street and along South A Street to Island Park.” (Springfield Planning and Development Department, 2018, 22; Downtown Citizen Advisory Committee, 2010, 29)

In addition to natural open spaces, the *Refinement Plan* envisions 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. (Springfield Planning and Development Department, 2006, 37). The *Renewal Plan* also locates a public plaza on Main Street south of City Hall, while the *Design Plan* places the plaza west of Mill Street, strategically closer to Island Park, identifying the Mill Plaza as a ‘catalyst project,’ which

would serve as a focal point for civic engagement near the economic ‘hot spot’ downtown. (Springfield Economic Development Agency, 2007, 45; Downtown Citizen Advisory Committee, 2010, 7 and 18) Additionally, the *Design Plan* calls for a ‘Post Office Park’ one block east of City Hall, which does not appear in other plans. (Downtown Citizen Advisory Committee, 2010, 7)

The *Renewal Plan*, for which Springfield Economic Development Agency is the plan administrator, states that “SEDA may participate in funding the design, acquisition, construction or rehabilitation of existing or new park sites” (Springfield Economic Development Agency, 2007, 19) and “Willamalane and the City shall work together with affected property owners to improve connections between Island Park and the Downtown”. And, the *Design Plan* encourages investments in the physical features of existing parks and open spaces in addition to the development of smaller open spaces throughout the Downtown area.

Finally, the *Proposed Design Standards* recommend increasing physical accessibility to open spaces by connector streets and sidewalks, and expands on these ideas recommending reorienting main entrances to open spaces to face fronting streets to provide visitors with a more distinct welcome to the park facilities (Springfield Planning and Development Department, 2018, 99). Access to and design of these parks and open spaces will be key features of the development and revitalization of Downtown Springfield. These plans show the value in creating a place for recreation within a downtown and the benefits that will be provided to the residents of this area.

### ***Parking***

Parking is a recurrent theme, however the plans are not consistent in the evaluation of the need for parking. Major themes include:

- Increased off-street parking
- Reduction of visual impact

The *Renewal Plan* states that “there are several thousand spaces in the Downtown [and yet] off-street parking remains a real and perceived issue.” (Springfield Economic Development Agency, 2007, 24). While the *Design Plan* states that “[while] a reduction in parking is encouraged, the parking framework ensures that adequate public and private parking is provided” the same plan contains a conflicting strategy for “Downtown parking upgrades and the construction of a new parking facility [which] will provide much needed parking to the retail core.” (Springfield Economic Development Agency, 2007, 17) Furthermore, the *Proposed Design Standards* provide form-based standards for parking garages intended “to support efficient use of the land supply, and to locate and orient structured parking in a way that reduces its visual impact and promotes public safety.” (Springfield Planning and Development Department, 2018, 106)

## **TRANSPORTATION**

### ***Circulation***

The plans evaluated in this section consistently identify the need for increased circulation to, and within, Downtown Springfield. Major themes include:

- Circulation between Glenwood and downtown
- Infrastructure to accommodate truck traffic
- Safe pedestrian and bicycle connections

Promotion and expansion of transportation systems and options in Downtown Springfield is prominent in each of the reviewed plans. The primary circulation discussions include exploration of a two-way Main Street, connection bridges to Glenwood, and pedestrian and bike access to the downtown. The *Refinement Plan* provides background

information to understand the major traffic patterns of the area. It establishes that the Main Street and South A Street couplet are the major East to West routes through town, with Pioneer Parkway couplet act as the major North to South commuter ways (Springfield Planning and Development Department, 2006, 24).

The *Refinement Plan* envisions retained one-way traffic on Main Street and South A Street, while the *Renewal Plan* and *Design Plan* envision a two-way Main Street, diverting truck traffic to an expanded six-lane two-way South A Street. (Springfield Planning and Development Department, 2006, 28; Downtown Citizen Advisory Committee, 2010, 5) The *Design Plan* calls for an explicit return to the historic two-way Main Street, which would strategically divert truck traffic to an expanded two-way South A Street, creating a more attractive environment for businesses downtown, specifically on the Main Street. The *Proposed Design Standards* and the *Renewal Plan* plans reiterate the existing traffic pattern of the downtown area.

The *Glenwood Refinement Plan*, like the *Design Plan*, focuses heavily on the quality and quantity of circulation. The *Glenwood Refinement Plan* advocates for making Glenwood and Downtown Springfield more interconnected and accessible through infrastructure improvements and new infrastructure construction.

### **Multi-Modal Transportation**

All plans support continued efforts to enhance multi-modal transportation and connectivity, however plans are in conflict regarding rapid transit and traffic flow. Major themes include:

- Increased bike/ped connections to Island Park
- Safe streets
- Improved streetscapes

The importance of Lane Transit District busses, including the EmX station in downtown, is recognized appropriately depending on the date of each plan. The *Design Plan* calls for a high-speed rail connection at the south end of 7<sup>th</sup> Street, strategically placing park and ride between 8<sup>th</sup> and 10<sup>th</sup> Streets, which is not supported by the *Proposed Design Standards*, which prohibits of “transit park and rides, major or minor” within the downtown. (Downtown Citizen Advisory Committee, 2010, 7; Springfield Planning and Development Department, 2018, 11)

Pedestrian access to downtown is a key goal of the *Refinement Plan* and the *Proposed Design Standards*. Both of these plans emphasize on street design features such as adequate lighting, trees, and benches to not only make the downtown feel more lively, but to promote safety (Springfield Planning and Development Department, 2018, 22). The *Renewal Plan* focuses primarily on investments for safe pedestrian routes, encouraging increased signage for vehicles and established right of way for pedestrians and cyclists using these routes. Springfield’s *Design Plan* contains objectives for promoting “pedestrian-friendly streets,” protected bikeways, and improving access to the river and parks. (Downtown Citizen Advisory Committee, 2010, 2 and 29)

Both the *Design Plan* and the *Glenwood Refinement Plan* have goals for enhanced transportation systems for all modes of transportation, including a pathway connection between Glenwood to Island Park. (Downtown Citizen Advisory Committee, 2010, 10; City of Springfield, 2014, 76) The *Glenwood Refinement Plan* envisions the extension of the multi-use river path to “downtown Springfield, Dorris Ranch, Buford Park, and beyond.”<sup>10</sup> Bike-friendly streets are

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<sup>10</sup> “A conceptual multi-use path alignment is identified in the 2002 TransPlan, the 2004 Willamalane Park and Recreation Comprehensive Plan, the 2007 Regional Transportation Plan, and the 2014 Springfield Transportation System Plan.” (City of Springfield, 2014)

designated in the downtown, and Booth Kelly and Willamette River trail systems provide protected routes for cyclists and pedestrians.

The *Renewal Plan* calls for the improvement of existing streets, multi-use paths, and sidewalk and alleyway connections. (Springfield Economic Development Agency, 2007, 39) Likewise, the *Proposed Design Standards* support the enhancement of pedestrian and bicycle pathways, improvements to crosswalks, and implementation of traffic calming measures. (Springfield Planning and Development Department, 2018, 22) To further promote pedestrian and bike access to the Downtown, the *Design Plan* identifies the construction of bike and pedestrian bridges connecting Springfield and Glenwood to Eugene. Construction of one or both of these bridges could promote greater access to the downtown area as the east/west bike path through Springfield is expanded (City of Springfield, 2014, 30).

## **Conclusion**

The aforementioned plans commissioned by the City of Springfield contain a number of common goals and objectives supporting the revitalization of Downtown Springfield through investment strategies and design standards. The plan themes and goals emphasize increased housing, open space and parking, and identify multi-modal transportation and circulation opportunities.

The plans synthesized in this report illustrate a consistent, but evolving, vision for downtown. The findings illustrate the need to generate corresponding action plans that will fulfill the original goals in the *Downtown Refinement Plan*, as well as the new goals that have developed over time.

# Site Analysis

## *Downtown Springfield*

Springfield Municipal Courthouse and the Springfield City Hall-Public Library building, both of which are highly frequented by pedestrian and employee traffic, confirmed via observational research. Just north of the downtown area is an historic single-family housing neighborhood with several multi-family housing apartment complexes situated along the edge of downtown and the historic neighborhood.

### **Context Map**

The context map in this analysis is illustrated in Diagram 1. Downtown Springfield is situated near the center of the Eugene-Springfield Metro Area. It is adjacent to the major north-south corridor of Interstate-5 and the East-West corridor of Highway 126. These routes are main connectors for commerce, commuting, and tourism. Downtown Springfield is edged by the Historic Washburne district to the north and is connected to the Willamette River via Island Park and a recreational bike route.

### **Figure/Ground Diagram**

The figure/ground diagram presents existing building footprints and green space, which includes parks, street trees, and the Mill Race. This diagram is presented in Diagram 2. The study area, as presented in the figure/ground diagram, is bordered by the Willamette River and Island Park to the West. Island Park has a riparian forest and a classic understory park landscape orientation including a bike path that connects Eugene and Springfield. Just south of downtown is the historic Millrace, which is flanked by an expanding greenery. The site of downtown has moderate tree coverage along streets and parking lots, and has one developed plaza with denser greenspace and landscaping.

There is moderate continuity in form of the downtown buildings along Main Street, and a fragmented suburban form on the east and west edges of downtown. The largest structures in the study area are the

### **Circulation**

The transportation circulation systems for Downtown Springfield are outlined in the City of Springfield's "Local Street Network Map".<sup>11</sup> Vehicle transportation along Oregon State Highway 126, South A Street eastbound and Main Street westbound, experience the heaviest street traffic, and is defined as a minor arterial roadway. This traffic is supported by the Pioneer Parkway, which serves as the minor arterial roadway for north-south traffic. In addition to these streets, a variety of major and minor collectors provide access within the area, see Diagram 3.

Bus (and EmX), bicycle, and pedestrian transportation are three other integral forms of Downtown Springfield's circulation. The Lane Transit District's bus station on South A Street serves as a hub for the popular EmX rapid transit bus line. The rapid transit system makes use of the minor arterials that flow through downtown.<sup>12</sup> The bike paths system in downtown run along two streets, A Street and Pioneer Parkway East. The bike path system provides necessary access to the central downtown from the north, east, and west. This includes the bike route that connects Downtown Springfield with the University of Oregon and Eugene. The central blocks of downtown are equipped with designated pedestrian sidewalks that can connect with all of the forms of circulation mentioned above. The LTD EmX stations

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<sup>11</sup>

<sup>12</sup>

generate the heaviest pedestrian travel downtown and facilitates foot traffic to the public library, retail, and education sites on Main Street.



Diagram 1: Satellite imagery, provided by Google Maps, of the case study area for the City of Springfield. This diagram highlights the boundary of the study area, as well as prominent roads such as I-5 and Highway 126.

# Figure/Ground Diagram

## Downtown Springfield, Oregon



Diagram 2: This image depicts existing building footprints and green space, which includes parks, street trees, and the Millrace.

# Downtown Springfield, Oregon

## Circulation

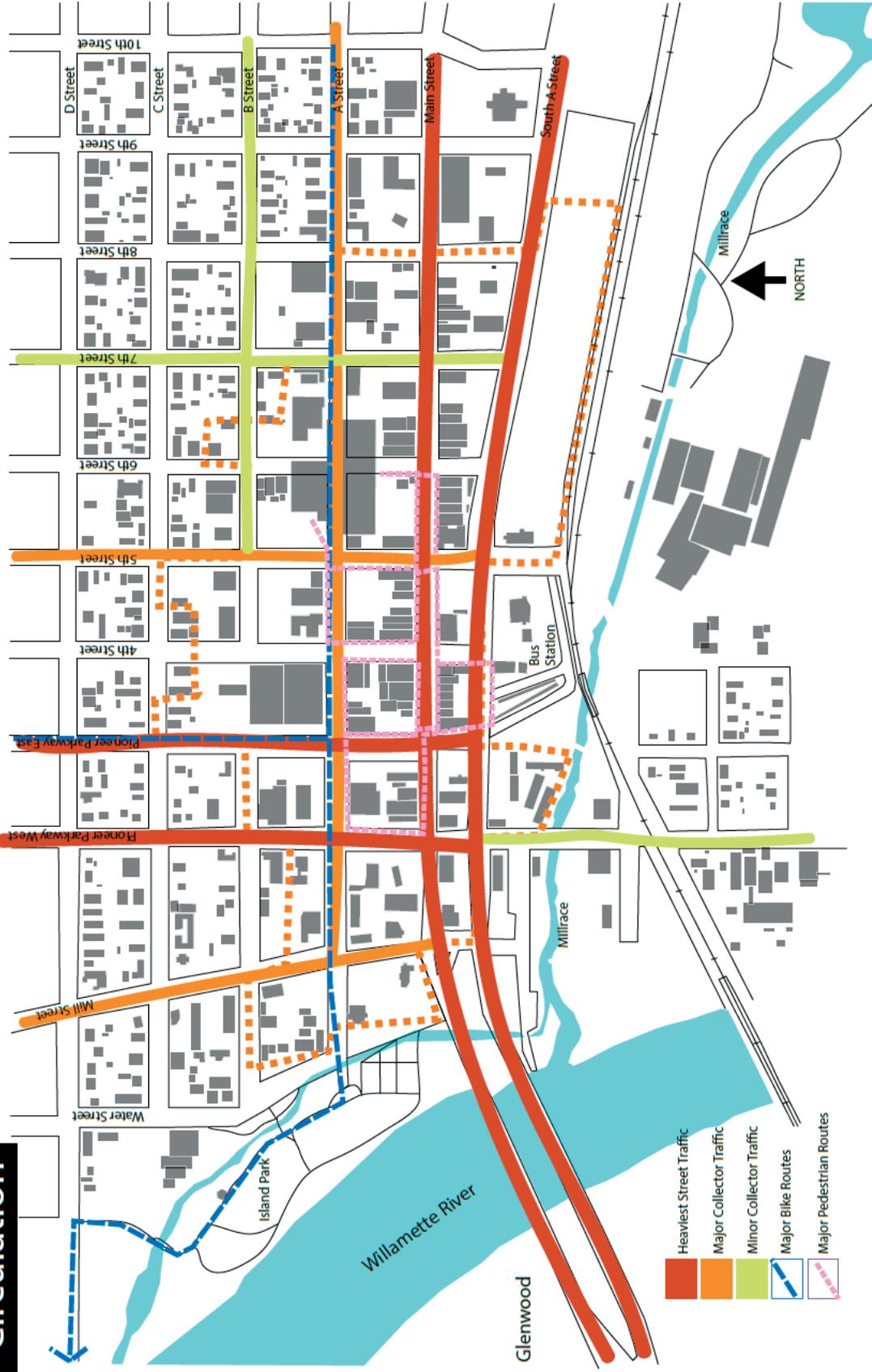


Diagram 3: This diagram illustrates traffic usage by roadway, bike routes, and major pedestrian routes in the case study area.

### ***Building Inventory Diagram***

The building inventory diagram, presented in Diagram 4, examines the existing buildings structures and their uses within the study area. A list of structure types presented within the building inventory diagram are office/retail, multi-unit housing, single-unit housing, government buildings, mixed-use buildings, and educational buildings. Several education buildings, including the Academy of the Arts and Academics and Gateway High School, can be seen in the south-east portion of the map in green. Businesses, indicated in blue, occupy the greatest proportion of buildings in Downtown Springfield. Most of the structures along main street that are beyond single-story have a mixed-use designation, with retail on the ground floor and housing or offices on the second floor. The blocks between Pioneer Parkway and 5<sup>th</sup> Street along Main Street are active with small businesses, boutique shops, and education.

### ***Parking Lot Inventory***

The parking lot inventory, depicted in Diagram 5, illustrates the unbuilt spaces of Downtown Springfield. Unbuilt spaces within this diagram are defined as existing off-street parking, free public-parking, city-parking by permit only, and brownfield sites. Within Downtown Springfield's designated case study area, the identified unbuilt spaces are mostly off-street and public parking, as indicated by the pink, blue, and yellow areas. There is a large brownfield site (previously known as the Booth-Kelly Site), on the south boundary of the case study area, as well as one directly in the center of downtown (citation). The parking lot inventory demonstrates that there is ample private parking in downtown.

### ***Opportunities and Constraints***

The opportunities and constraints map highlights, presented in Diagram 6, in red the focal area for pedestrian realm urban development for downtown. The area highlighted in yellow is the existing example of a positive public realm. This section of positive public realm is denoted by having a continuous building wall with retail on the ground-floor and adequate pedestrian protection from traffic. This section of downtown allows people to move along the edges of the street space and offers a visual line of site so one can read the continuity of the block. This continuity is on both sides of the street and feels safe and positive to move through. The suggested focal area for pedestrian realm development is derived from the opportunities of circulation access, continuity of existing built form on Main Street, proximity to the EmX transportation hub on South A Street, and connection with Island Park and the bike route along A Street. The red brackets indicate where the street wall is fragmented (i.e. broken continuity of built form) and indicate where urban infill opportunities exist. Focus on creating a continuous tree canopy in downtown is another opportunity to create a more legible public realm (citation).

# Building Inventory

# Downtown Springfield, Oregon

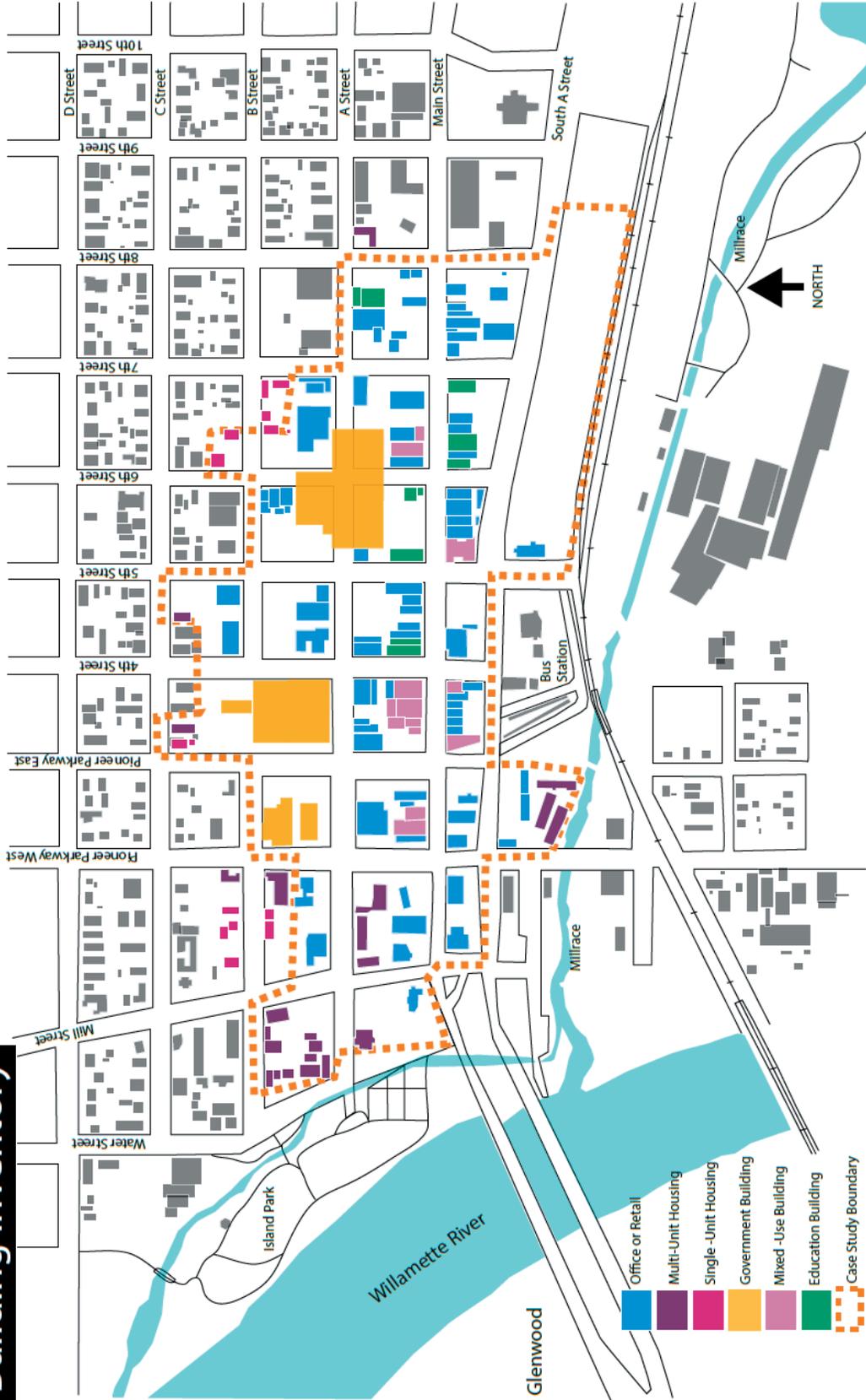


Diagram 4: This diagram illustrates building inventory and building usage type in Downtown Springfield.

# Parking Lot Diagram

## Downtown Springfield, Oregon

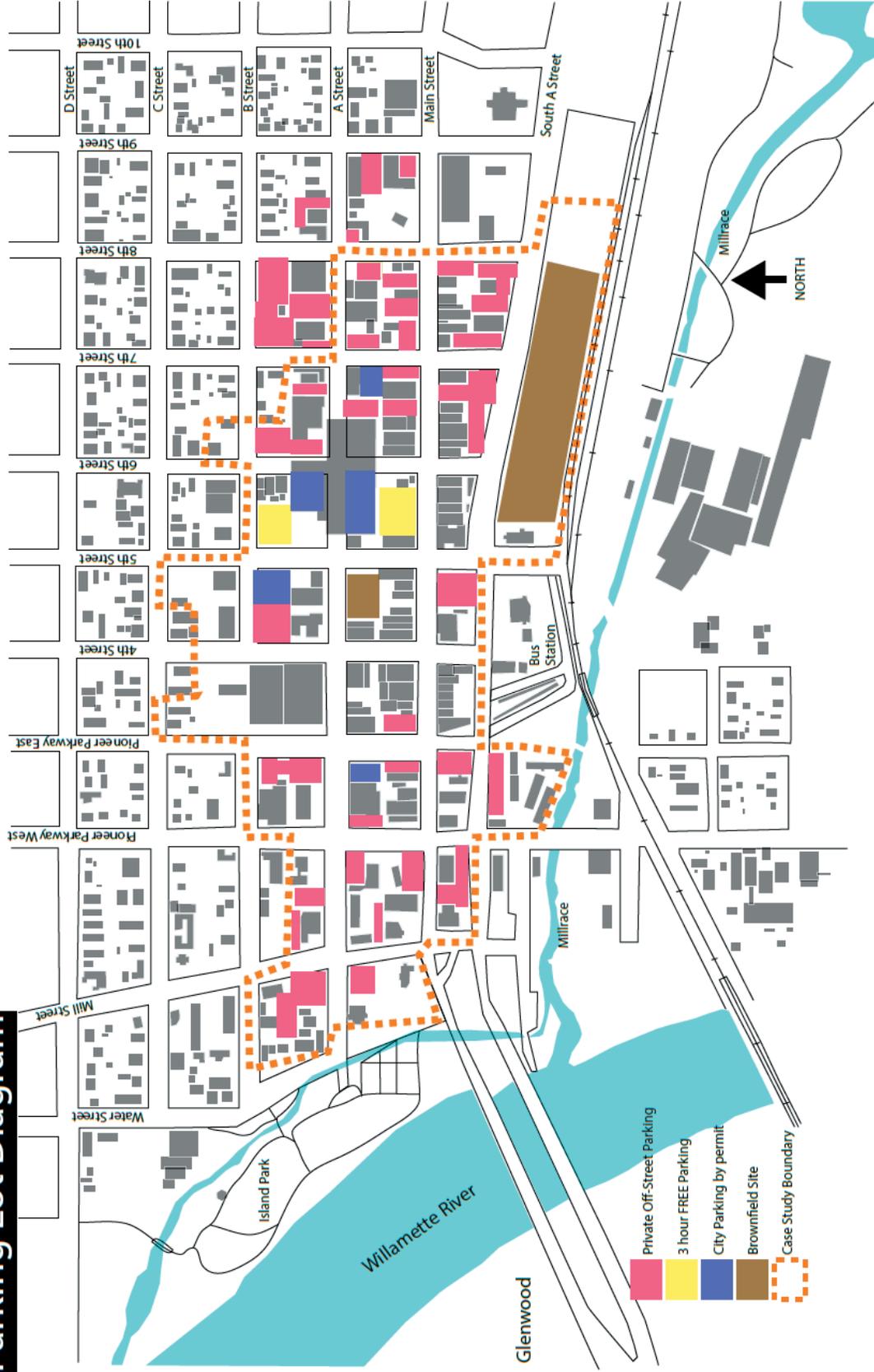


Diagram 5: This diagram illustrates parking spaces by type and Brownfield sites within the study area.

# Opportunities & Constraints

# Downtown Springfield, Oregon



Diagram 6: This diagram illustrates the opportunities and constraints for Downtown Springfield. The yellow highlight areas present existing examples of positive public realm and the pink highlighted areas present focus areas for pedestrian realm urban development.

# Proposed Design Standards

## *An Exploration and Application*

The City of Springfield is in the process of generating a comprehensive vision for downtown that simultaneously preserves and displays Springfield's unique past, paves a path forward to economic prosperity, and promotes citizen safety. The design standards are a legal framework that promotes this vision by requiring developers to comply with Springfield's vision.

While Springfield's definitive vision statement is still in the process of being generated, these design standards capture the essence of what Downtown Springfield aspires to be.

### **What are the Proposed Design Standards?**

The proposed design standards are an in-progress "tune-up" of Downtown Springfield's design code.<sup>13</sup> This code presents rules and guidelines for new developments to comply with to generate a downtown area that coincides with applicable laws, as well as the city's vision for downtown. The design standards presented in the code aim to facilitate pedestrian safety, transportation and transit functionality, economic development, and business expansion. The design standards promote a harmonious, but not homogenous, downtown streetscape that is welcoming to commerce and visitors, distinguishing Springfield as a unique Willamette Valley destination.

The design standards address every facet of design for development in the downtown area including building height, façade design, parking, sidewalks, landscaping, etc. Springfield is pushing for a downtown filled with mixed-used commercial and retail uses to promote vibrant and efficient living and commerce areas.

### ***How do these design standards align with the vision of Downtown Springfield?***

#### ***How do these design standards align with the goals of city council?***

The Springfield City Council has generated goals that focus on safety, economic prosperity, revitalization, infrastructure improvements, and promoting a sense of place. These design standards align with these goals by placing an emphasis on pedestrian use over automobile use, as well as generating a transportation network that facilitates active streets to promote commerce. The proposed designs standards demand the use of quality building material and the implementation of building design guidelines to aid the operation of businesses.

#### ***How do these design standards coincide with Downtown Springfield as it currently stands?***

The Proposed Design Standards promote a vibrant downtown with new architectural designs and planning practices. As the downtown currently stands, many buildings do not conform to the new proposed standards. Many buildings do not meet the minimum height requirements of 25 feet, as stated in section, and do not extend two stories above the ground level, as per page 115. Some buildings are not composed of the appropriate material, or possess building materials that are prohibited, see Images 1 and 2.

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<sup>13</sup> City of Springfield. *Downtown Design Standards – Proposed Code Amendments* [eBook]. Springfield, Oregon. Retrieved from [http://www.springfield-or.gov/dpw/documents/DowntownDesignStandardsProposed\\_CodeAmendments\\_8-16-18.pdf](http://www.springfield-or.gov/dpw/documents/DowntownDesignStandardsProposed_CodeAmendments_8-16-18.pdf)

## An Application

Downtown Springfield's new proposed design standards have yet to be tested with a development proposal. As they stand, they are an abstract legal framework with limited physical visualization. The Royal Building in Downtown Springfield, built in 2007, is the most recent representation of the proposed design standards but was built under the current design standards. Downtown Springfield is eager for more development but, it is unknown as to how the proposed design standards will be physically translated into a flowing streetscape.

To garner a sense of effectiveness of the design standards, a building from another city in Oregon is run through Springfield's design standards to see how effective the proposed code is at promoting Springfield's desired goals and vision, as well as preventing disruptions in the flow and feel of downtown.

### *What is the exercise?*

The following exercise is an attempt to test the proposed design standards to see if they allow for development that would promote the goals and vision of the downtown area. This exercise takes a proposed development for Bend, Oregon and runs it through Springfield's proposed design standards to see how the development aligns with Springfield's goals and vision.

### *What building is being evaluated?*

The building being evaluated is the "Lake Place Mixed-Used" development originally intended for Bend, Oregon, see image 3 and image 4. This proposed development is a mixed-use residential building with a bottom floor dedicated to retail/commercial, two middle floors of residential, and a top floor that serves as a common area for residents. This building was evaluated under Bend's design

standards and was deemed an appropriate fit for the Bend community.<sup>14</sup>

"Lake Place Mixed-Use" Building Specifications

- Lot size – 14,250 SQ FT
- Building Height – 54' 9"
- Number of Stories - 4
- Mixed use residential

### *What is the objective of this exercise?*

This exercise aims to test the validity of Springfield's Proposed Design Standards in terms of successfully promoting the vision of Downtown Springfield. To confirm the code's validity, a semi-technical and subjective approach is utilized. The proposed design standards will be applied to the building and a verdict of compatibility will be rendered using the following criteria:

- Does the development match Downtown Springfield's design theme?
- Does the development provide "flow" to the downtown area?
- Does the development comply with Springfield's new proposed design standards?

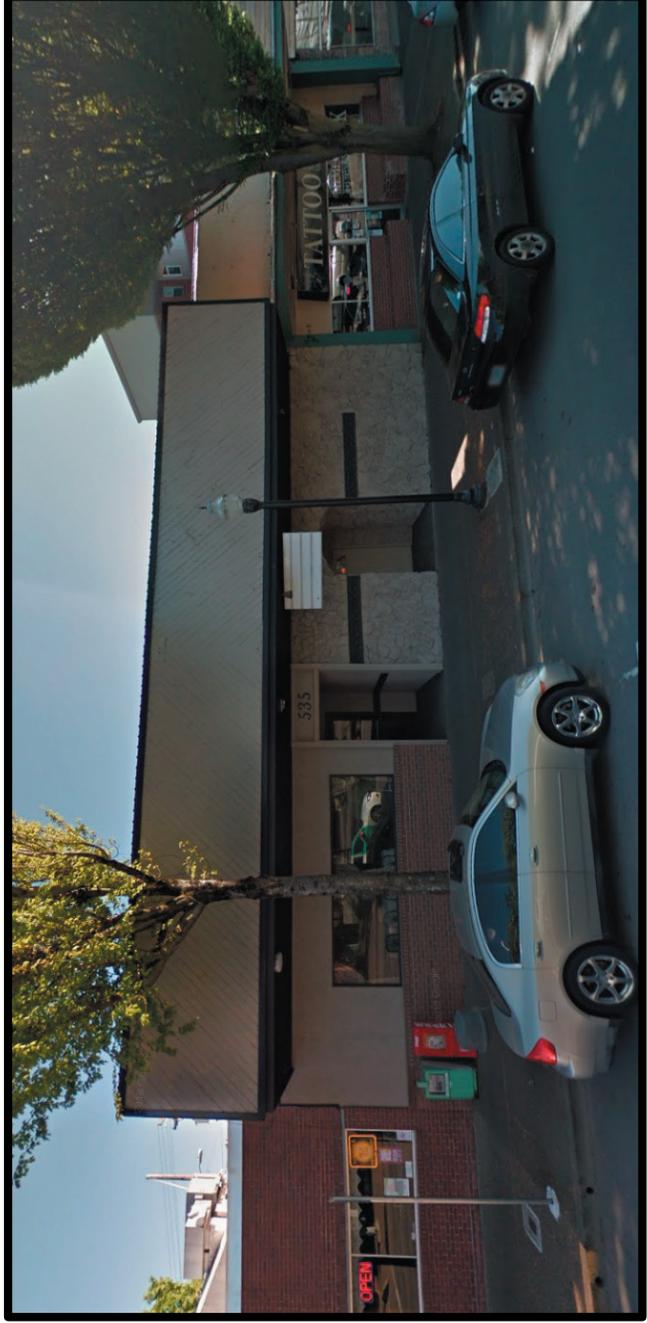
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<sup>14</sup> City of Bend, Oregon. *City of Bend Planning Division Type II Administrative Decision*. Bend. Retrieved from <https://drive.google.com/drive/folders/1Dik2xFMK3NSPY5KJlIbt12QQ8aG-8Tp9>



Image 1: This image depicts a building on the corner of Main and 4<sup>th</sup> Streets in Downtown Springfield. This building does not comply with the new proposed design standards due to improper façade material, minimum building height, minimum first floor height, and a lack of ground floor transparency.

Image 2: This image depicts a building on Main Street in Downtown Springfield. This building does not comply with the new proposed design standards due to improper façade material, minimum building height, minimum first floor height, lack of ground floor transparency, and an improper awning.





SOUTHWEST PERSPECTIVE  
SCALE: 1/8" = 1'-0"

2



NORTHEAST PERSPECTIVE  
SCALE: 1/8" = 1'-0"

1

Image 3: This image depicts the Lake Place Mixed-Use building, a building that was designed for Bend, Oregon. This building was deemed acceptable by Bend, Oregon's design standards.

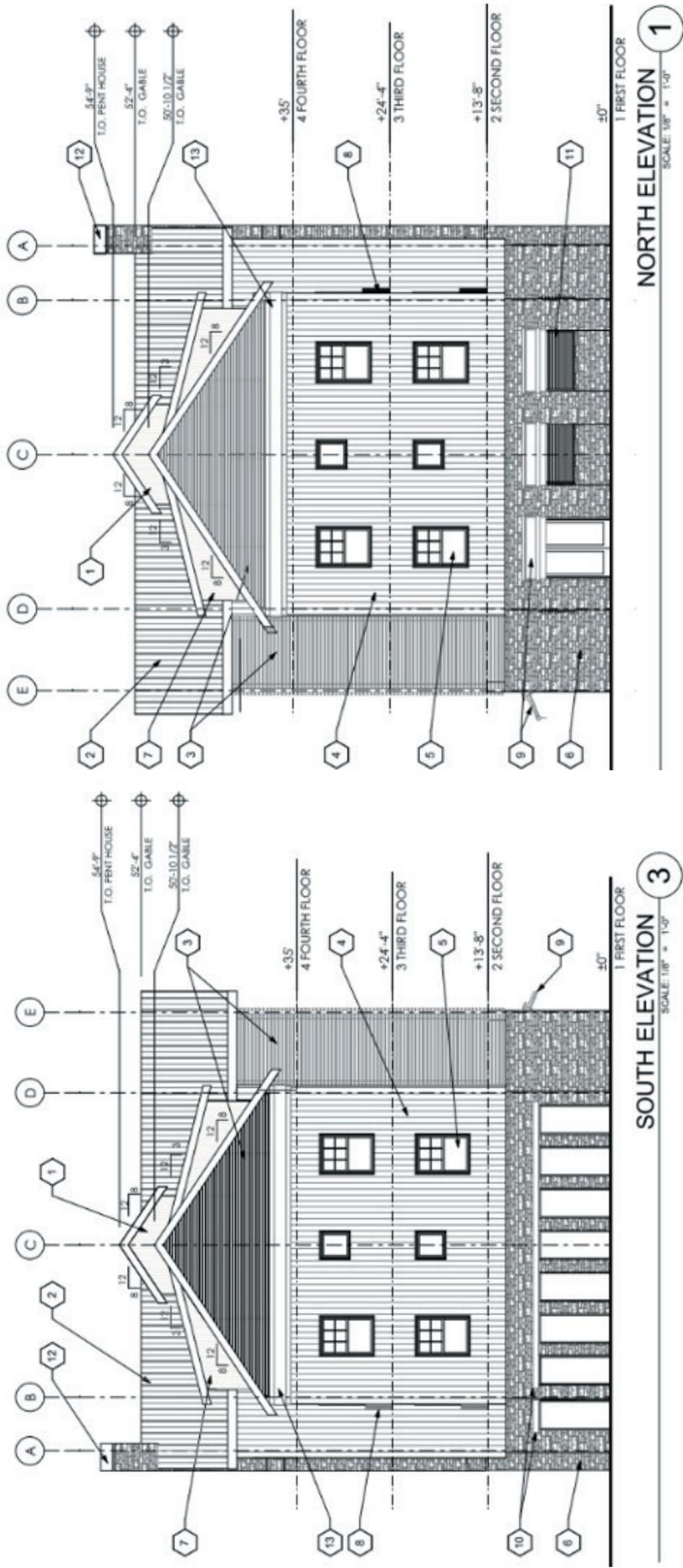


Image 4: This image depicts the exterior features of the Lake Place Mixed-Use building. The North Elevation is the A Street facing side and the main entrance. This image coincides with Table 2.

### ***How is it being evaluated?***

The documentation for the building from Bend is sparse in many key details necessary for performing a comprehensive evaluation. A dearth of information regarding full building dimensions, parking dimensions, and landscape dimensions have limited the ability to fully explore how well this building conforms to all aspects of the design standards. Given the void of information, this exercise focuses on strictly aesthetic features of the building as opposed to functionality with the streetscape and commerce.

A list of external aesthetic features was provided in the building documentation and the aesthetic conformity in regards to the design standards are tested using this list of features. For a list of the features see Table 2.

- 
2. Metal Roof
  3. Metal Louvers
  4. Hardipanel Vertical Siding
  5. Metal Clad Wood Windows
  6. Basalt Veneer
  7. Corrugated Metal Vertical Siding
  8. Horizontal Metal Guardrail at balcony
  9. Fabric Awnings
  10. Basalt Lintel
  11. Storefront Windows with Metal Privacy Louvers
  12. Metal Spark Arrestor
  13. Hardi Trim Board
  14. Unglazed Opening
  15. Sectional Overhead Door
- 

\*Note: This table coincides with Image 4.

### ***What are the findings?***

In this exercise, the Lake Place Mixed-Used building was placed on the corner of A Street and Pioneer Parkway West, see image 5. Selection of this location is due to mixed-use residential zoning and the surrounding “active-use streets” designation, see image and image 6. Active-use streets require design standards to promote pedestrian thoroughfare and commerce.<sup>15</sup>

The lot that was selected is already occupied by a small residential multi-unit complex, see Image 7. For the sake of this exercise, this lot was treated as empty. Image 8 offers an illustration of how the Lake Place Mixed-Use building when placed on the site.

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Table 2: List of Lake Place Mixed-Use Exterior Building Features

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1. Mechanical Penthouse - Elevator Shaft
- 

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<sup>15</sup> City of Springfield. 2035 *Transportation System Plan*. Springfield. Retrieved from [http://www.ci.springfield.or.us/DPW/Transportation/SupportFiles/WEBSpringfield2035TSP-072114\\_1.pdf](http://www.ci.springfield.or.us/DPW/Transportation/SupportFiles/WEBSpringfield2035TSP-072114_1.pdf)

From a subjective and preliminary evaluation, this building is significantly different from the surrounding buildings, any building downtown, and looks as though it belongs in a completely different community. However, what aspects of this building make it not fit in with the surrounding buildings and Springfield? And will the design code parallel these findings?

Using the design standards as a guide to depict “what belongs in Springfield”, each exterior building feature from Table 2 is evaluated with the proposed design standards to determine its conformity with the code for that design feature. Table 3 presents an overview of how each Lake Place Mixed-Use exterior building feature complied with the proposed design standards, as well as what section of the code targeted that specific exterior design feature.

Of the 15 identified exterior building features, only five features are clearly identified as being allowable. These features being the metal clad wood windows, horizontal metal guard rail at balcony, fabric awnings, Hardi trimmed boards, and the sectional overhead door. Other features of the building were deemed unacceptable by either not being compliant with the required build material, or not conforming to the design aspect of the design standards, or a combination of both. For instance, the basalt veneer on the building does not comply with allowable building materials, as indicated on page 128 of the proposed design standards, but it also violates the overall general guideline that the building must match current buildings in the downtown area, as indicated of page 85 of the proposed design standards.

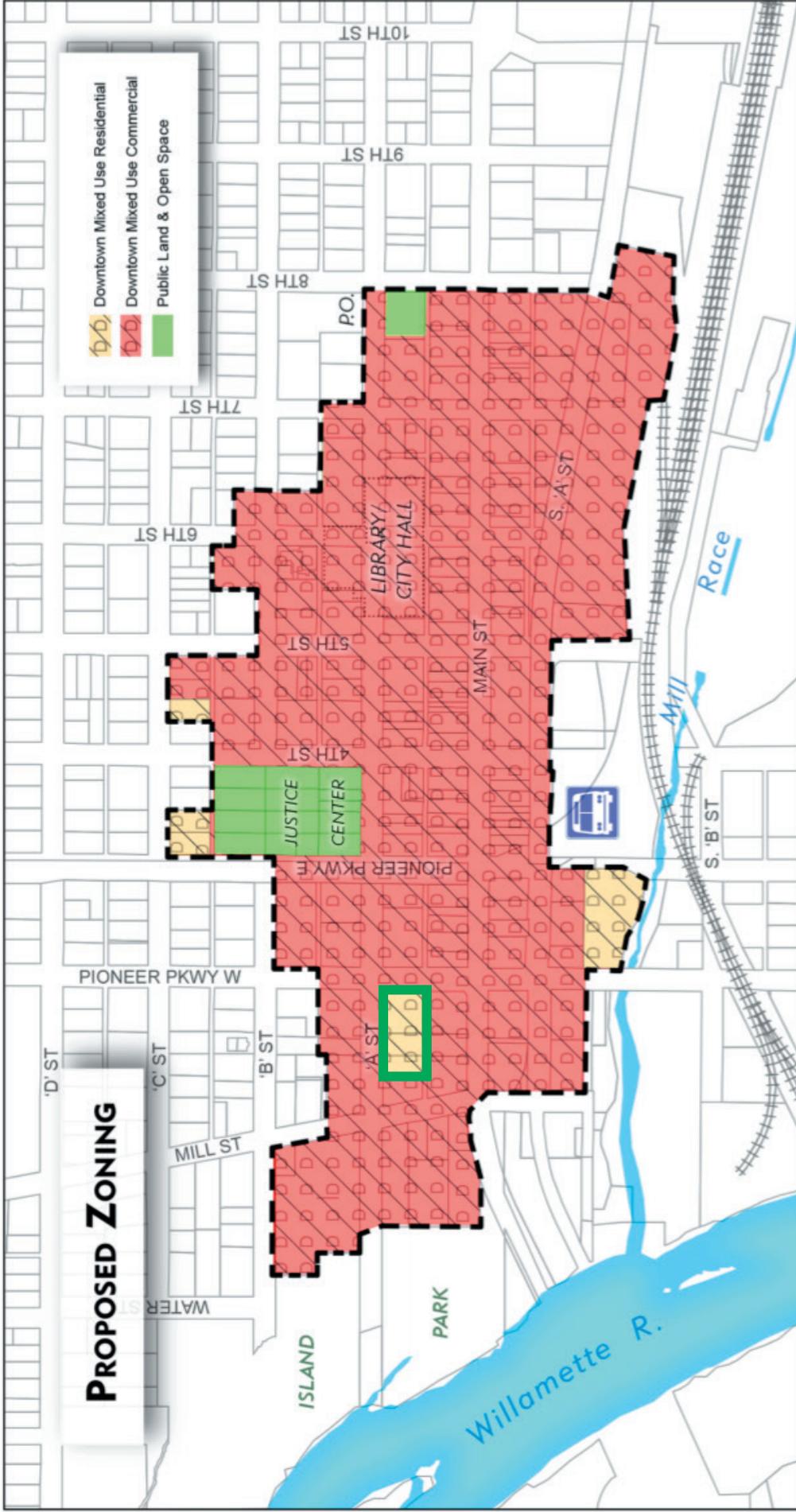


Image 5: This image depicts the proposed zoning for Downtown Springfield. The green rectangle depicts the proposed hypothetical location of the Lake Place Mixed-Used building. This location was chosen due to it being one of only a few areas where mixed use residential development is allowed, as well as it being the only mixed used residential area that is also on an active-use street.

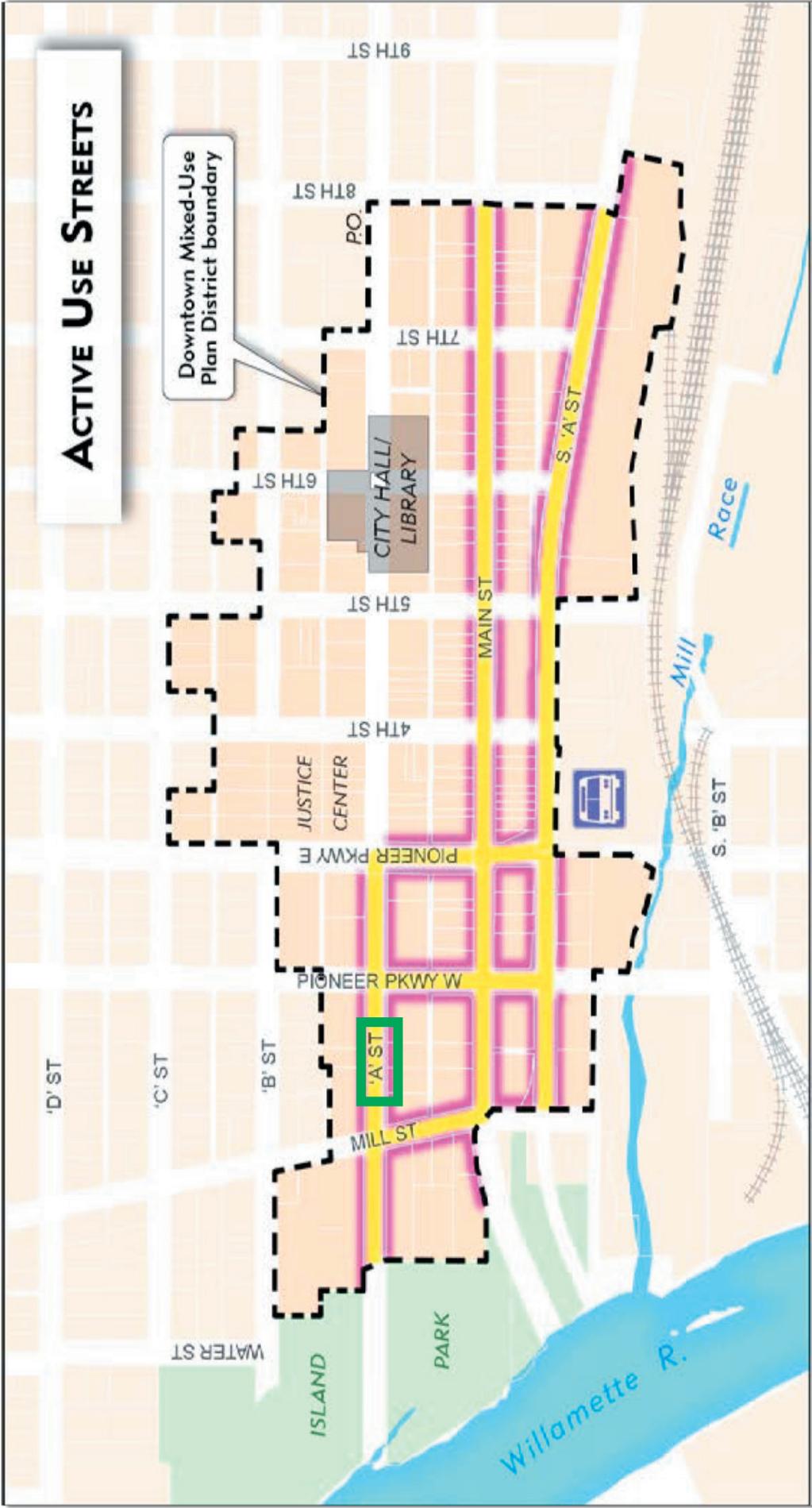


Image 6: This image depicts proposed “Active-Use” streets in Downtown Springfield. These streets are highlighted in yellow. An active-use street in Downtown Springfield comes with additional design standards guidelines in the proposed design standards that aim to facilitate more pedestrian thoroughfare and increased commerce. The green rectangle depicts the location of the Lake Place Mixed-Use building.



**The Lake Place Mixed-Use  
Ascent Architecture**

**Pioneer Parkway & A Street  
Springfield, Oregon**

Image 7: This image depicts the location of the Lake Place Mixed-Use Building on the north corner of Pioneer Parkway West and A Street in Downtown Springfield.



Image 8: This image depicts the Lake Place Mixed-Use building on the juxtaposed on the lot located on the corner of Pioneer Parkway West and A Street. This image also has callouts that indicate where the exterior building features comply (green) and do not comply (red).

**Table 3: List of Lake Place Mixed-Use Exterior Building Features**

<u>Exterior Feature</u>	<u>Finding 1</u>	<u>Reference 1</u>	<u>Finding 2</u>	<u>Reference 2</u>
Mechanical Penthouse - Elevator Shaft	N/A	N/A	N/A	N/A
Metal Roof	No mention of roofing material	N/A	N/A	N/A
Metal Louvers	Not an allowable material	Page 128	N/A	N/A
Hardipanel Vertical Siding	Allowable material	Page 128	Not allowable in current quantity	Page 128
Metal Clad Wood Windows	Acceptable	Page 129	N/A	N/A
Basalt Veneer	Does not match downtown	Page 85	Not allowable material	Page 128
Corrugated Metal Vertical Siding	Not an allowable material	Page 128	N/A	N/A
Horizontal Metal Guardrail at balcony	Complies	Page 93	N/A	N/A
Fabric Awnings	Complies	Page 93 & Page 94	N/A	N/A
Basalt Lintel	Does not match downtown	Page 128	Not an allowable material	Page 128
Storefront Windows with Metal Privacy Louvers	Need to be 75% of bottom floor for active use street	Page 79	Metal louvers not allowed	Page 128
Metal Spark Arrestor	N/A	N/A	N/A	N/A
Hardi Trim Board	Allowable Material	Page 128	N/A	N/A
Unglazed Opening	No Mention	N/A	N/A	N/A
Sectional Overhead Door	Allowable	Page 86	N/A	N/A

The information and data presented in this table is gathered from the Springfield Proposed Design Standards. The building that is reference is the Lake Place Mixed-Use building from Bend, Oregon.

### ***Additional Findings – Building features, traits, criteria, and other requirements***

In addition to the exterior building features, there are several other key aspects of the building that are addressed within the design standards. Table 4 offers an overview of some of these other features, building traits, criteria, and requirements and illustrates whether or not they comply with the proposed design standards.

The additional features covered in Table 4 center around development density, façade composition and articulation, parking landscaping, building orientation, and façade lighting. These features were not explored in further detail in this report for it was deemed unnecessary to analyze whether or not this building aesthetically complied with the vision of Downtown Springfield and the proposed design standards.

### ***Conclusion: Does this building belong in Springfield?***

The “Lake Place Mixed-Use” development from Bend does not satisfy any of the three previously identified compatibility criteria. The building does not coincide with the overall theme of Downtown Springfield, it breaks the “flow” of the streetscape, and it violates many of the design criteria in the proposed design standards.

### ***Did the design standards “work”?***

Given that this building was subjectively identified as being not compatible with Springfield’s overall vision and being disruptive of

the design theme of downtown, the design standards worked in that they caught the design aspects that made the building incompatible. In other words, the facets of the building that were deemed undesirable subjectively, were also identified as being non-conforming to the proposed design standards. Although this test proved successful in regards to this particular building, the proposed design standards will not be fully recognized as successful until Downtown Springfield begins implementing new physical structures and performing comprehensive evaluations on new developments.

### ***Could it or should it be changed to fit in to Springfield?***

While this building’s exterior features fail to satisfy the design criteria, the overall purpose and lay-out of the building is desirable. This building’s purpose of providing ground-floor retail use and upper-floor residential use, coincides with Springfield’s future proposed zoning, goals, and vision. So, with the broader functionality of the building being desirable, how could this building be changed to fit the design standards and vision for downtown? Would an overhaul of the exterior make this building “fit in” with Springfield? At what point of exterior feature changes does this building become completely different? Additionally, would this building ever be desired to fit in with the downtown area? The design standards dictate whether such a building could ever exist and thus it is imperative that the design standards are constructed in a way to facilitate the development of all buildings desired by the Springfield community.

**Table 4: Additional Building Trait, Criteria, and Requirements Evaluation**

<u>Building Traits and Criteria</u>	<u>Finding 1</u>	<u>Reference 1</u>	<u>Does Building Comply?</u>
Density	<i>Need to achieve 12 units per acre</i>	<i>Page 14</i>	<i>YES</i>
4th floor partially covered common area	<i>Exempt from section 6 page 113</i>	<i>Page. 112</i>	<i>YES</i>
Parking landscaping	<i>Adequate</i>	<i>Page. 106</i>	<i>YES</i>
Building façade	<i>Appropriately articulated</i>	<i>Page. 117</i>	<i>YES</i>
Needs façade lighting	<i>2 lights for every 25 feet of building front</i>	<i>Page. 142</i>	<i>NO</i>
<b><u>Additional Requirements</u></b>			
75% of Façade needs to be masonry	-	<i>Page. 128</i>	<i>NO</i>
Minimum street frontage has to be 40 feet	-	<i>Page. 15</i>	<i>N/A</i>
Has street oriented entrance	-	<i>Page. 99</i>	<i>YES</i>
Needs physical indication of residential use	-	<i>Page. 101</i>	<i>NO</i>
Minimum building height 25 feet	-	<i>Page. 115</i>	<i>YES</i>
Maximum building height 90 feet	-	<i>Page. 116</i>	<i>YES</i>

The information and data presented in this table is gathered from the Springfield Proposed Design Standards. The building that is reference is the Lake Place Mixed-Use building from Bend, Oregon.

# Community Engagement

## Design Charette

Community engagement strives to create mutual understanding between developers, planners and the public. Working with the public on a project can make the project more amenable event to the harshest critics as they feel involved and heard.<sup>16</sup> The City of Springfield understands this need and states in their Downtown District Design Citizen Involvement Plan<sup>17</sup> that they wish to “ensure that citizens have the opportunity to be involved at all stages of the planning process” as they begin the move forward with their proposed design standards.<sup>18</sup>

Planners rely on several community engagement models to gain support for development projects, including focus groups, survey and design charrettes. The IAP2 Public Participation Spectrum provides a list of community involvement levels to use as a tool for understanding the goals of your outreach. (See Diagram 7) For example, the collaborate column provides the following promise to the public; “We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible”.<sup>19</sup> The design charrette is one of the tools

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<sup>16</sup>Lutzenhiser, B. L. (2003). Charrettes 101: Dynamic Planning for Community Change . Washington, DC: the Fannie Mae Foundation, 6.

<sup>17</sup> The title of the City of Springfield Downtown District Design Citizen Involvement plan will be referred to as the Citizen Involvement Plan moving forward for simplicity.

<sup>18</sup> The City of Springfield Committee for Citizen Involvement. (2014). Downtown District Design Citizen Involvement Plan . Springfield : The City of Springfield.

<sup>19</sup> International Association for Public Participation (IAP2). (NY, NM ND). Core Values, Ethics, Spectrum – The 3 Pillars of Public Participation. Retrieved

that may be used to collaborate with the public on a project and directly serves the goal that Springfield details in the Citizen Involvement Plan.

## Design Charrette

Design charrettes are condensed community engagement methods in which community members provide feedback on development proposals, which inform design alternatives. This process is meant to be creative and limited to a short timeframe to force consensus among a group. The intent of a design charrette is to “bring planners, residents, business people, architects, environmental experts, policy makers, and others work together in brain storming sessions and other exercises designed to air tensions, resolve differences, and generate consensus”.<sup>18</sup>

The National Charrette Institute provides an outline for the organization of a charrette to ensure that adequate time is dedicated to each phase of the process. The process includes:

The preparation phase is a one to six month timeframe in which research of the study area, scheduling, budgeting, researching stakeholders, and assembly of the team occurs. Bill Lennertz, founder of the National Charrette Institute (NCI), calls for an extended timeline greater than 6 months to best engage the community and stakeholders in this process.<sup>20</sup>

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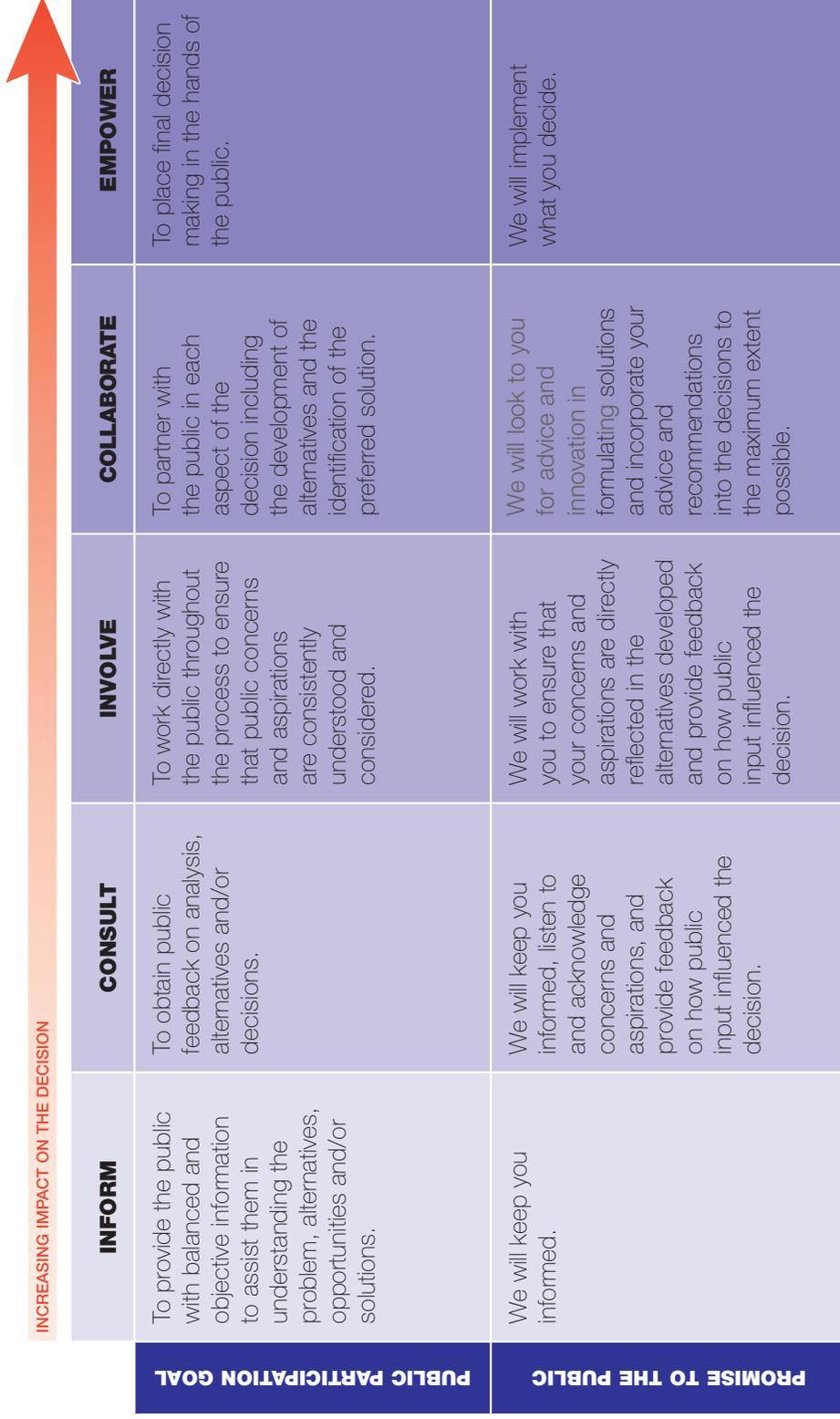
November 20, 2018, from International Association for Public Participation (IAP2): <https://www.iap2.org/page/pillars>

<sup>20</sup> Cohen, J. (2017, May 25). 5 Ways Planners Get Charrettes Wrong. Retrieved November 10, 2018, from Next City : <https://nextcity.org/daily/entry/how-to-hold-charrettes-successful-planning>

# IAP2'S PUBLIC PARTICIPATION SPECTRUM



The IAP2 Federation has developed the Spectrum to help groups define the public's role in any public participation process. The IAP2 Spectrum is quickly becoming an international standard.



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Diagram 7: the IAP2 spectrum shows the types of public participation along with a participation goal and promise a planner is making to the public in engaging in a specific type of outreach.

The charrette phase is no less than a four-day process.<sup>23</sup> A true charrette session is to include planning and community vision, alternative concepts development, preferred plan synthesis, plan development, production, public presentation, and review per the NCI.<sup>21</sup> The charrette is a visual exercise that utilizes maps, drawing, and photographs to express the group's plan and vision. Image 9 provides an example of the visual nature and process of a charrette. This process includes several feedback loops in which a workshop is completed and the planners or charrette leaders return to the drawing board to address citizen concerns about the project.



Image 9: An example of a design charrette for the City of Springfield conducted for the 611/613 group project.

The implementation phase may span two to four months following the design charrette. During this time the team will conduct thorough testing and consultations with legal teams to determine whether the charrette outcomes are practical to implement. Once complete, meetings with the stakeholders and decision makers are conducted to discuss the revised proposal and implementation of the final product.<sup>24</sup>

### **Best Practices**

A charrette provides the opportunity to include many voices from different backgrounds in a collaborative setting. While there are constraints on the success and viability of a charrette—available time and funds or the ability of stakeholders and community members to attend—there are several practices, which can help to mitigate these constrictions.

Realistic expectations need to be set by subject matter experts. The concept of the design charrette could generate a number of ideas, which vary in feasibility. The planners, engineers, architects and other experts should be on hand to respond to design suggestions and to honestly address feasibility. Subject matter experts' attendance at the design charrette is an efficient use of time – meaning planners will not need to go out and get the answers. In addition, representation from the developer will ensure financial feasibility is addressed.<sup>24</sup>

Clear communication is necessary to avoid confusing the attendees with jargon. Speaking to the charrette participants in clear and simple terms fosters understanding and trust.<sup>24</sup> The charrette process should be a two-way communication channel, not only the public providing ideas and comments on design concepts, but the planners and consultants providing feedback to those comments. An immediate feedback loop reinforces realistic expectations. This feedback loop is why some experts encourage a multi-day process—to achieve true collaboration, including feedback and adjustments to design concepts.<sup>24</sup>

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<sup>21</sup> Michigan State University . (ny, nm nd). NCI Charrette System . Retrieved November 10, 2018, from Michigan State University, School of Planning, Design and Construction: <https://www.canr.msu.edu/nci/nci-charrette-system/process>

Respecting the community character is a best practice to generate local support. “The protection and continuation of a town’s character and appearance ... begin with the places that people know and call their own.”<sup>22</sup> Planners conducting charrettes should pay close attention to the identity of the community stakeholders. Part of the process may include taking a cultural inventory of the topics or areas under consideration. Having attendees take pictures of the places most important to them, to be incorporated into the maps and diagrams used in the charrette can be a participatory tool that also provides community context to a planner.

## Case Studies

The review of several case studies provided a foothold to evaluate the proposed design standards for the City of Springfield with a design charrette. Observation of the design charrettes and outreach strategies for Walnut Creek, California and a rural Michigan charrette inform the recommendations for the City of Springfield’s engagement strategy proposed in this paper.

### *Walnut Creek, California*

Until the 1960s, Walnut Creek was “filled with bungalows and ranch houses nestled in the orchards.”<sup>23</sup> The introduction of Interstate 680 began to transform the area into a regional transportation hub, which

was reinforced by the Bay Area Rapid Transit (BART) station near Walnut Creek<sup>24</sup>.

One goal of the BART system was to make commuters less reliant on automobiles. In the 1980s, vehicle dependence was a challenge faced by residents in the area surrounding the Walnut Creek station. Most BART commuters drove themselves to the Walnut Creek parking lot, which had a capacity of nearly 1,500 vehicles. There was a bicycle path nearby, but it did not directly connect to the BART station, making a bike connection to BART unfeasible at that stop.<sup>25</sup>

Contra Costa County sought to mitigate traffic congestion and housing demand by creating a transit village at the Walnut Creek station.<sup>25</sup> After several failed attempts at development, the County hired the consultant firm Lennertz, Coyle & Associates to engage the community and generate support for the development concept.

Lennertz, Coyle & Associates was a planning consultant group, which relied heavily upon the collaborative design process of charrettes. When Lennertz, Coyle & Associates were hired to engage the Walnut Creek community its planners began doing their homework. The consultants studied the historical significance of the transit hub at Walnut Creek and prepared for the design charrette for months. Six weeks prior to the planned Contra Costa Centre Transit Village charrette, a steering committee, consisting of consultants, planners, architects and engineers, held a public meeting to foster trust within the community. The consultants shared their goals, the design charrette process, and the role the public would play. At the meeting, the

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<sup>22</sup> Segedy, J., & Daniels, T. (2007). Small Town Design: Getting It Right. *Planning*, 73(6), 36-39.

<sup>23</sup> Lennertz, B., & Lutzenhiser, A. (2006). A Charrette is the Best Way to Share. *Planning*, 72(8), 44-47.

<sup>24</sup> The station near Walnut Creek is called Pleasant Hill. For simplification, the station will be referred to as ‘Walnut Creek’ throughout this paper.

<sup>25</sup> Worrel, G. (2012). A Model of Transit-Oriented Development. *Planning*, 78(4), 29.

committee solicited ideas from the public, which informed the committee's alternative concepts for the site.<sup>25</sup>

The steering committee held specific stakeholder meetings with neighbors, bicycle and pedestrian advocacy groups and BART representatives. The committee used ideas from all sessions to create alternative concepts, which were refined and synthesized over and over to represent the best ideas. Lennertz, Coyle & Associates revered this feedback loop as an essential to the process.<sup>25</sup>

The importance of the feedback loop was exemplified in an impactful moment when neighbors pushed back on traffic data being shared at the charrette. Neighbors thought that the proposed development would further increase traffic congestion. To put these concerns to rest, the charrette manager ordered new traffic studies, which started the following day. The active response to a community concern established trust from the participants because they felt validated.<sup>25h</sup> At an ad hoc traffic meeting following the new studies, the charrette committee shared data with participants to illustrate how traffic would worsen if development occurred at a greater distance from the proposed site. In the end, the neighborhood participants were convinced of the merit for a transit-oriented development.

“Over the course of the six-day process, the participants created form-based zoning and architectural codes; market and financial feasibility analyses; street and transit circulation plans; a pedestrian paths and parks plan; a transit plan for buses, taxis, and a kiss-and-ride drop-off area...”<sup>26</sup> Overall, the process ended years of gridlock and resistance to the transit village concept. The following year the Contra Costa County board of supervisors approved the plan without opposition.

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<sup>26</sup> Lennertz, B. (2003). *The Charrette as an Instrument of Change*. New Urbanism: Comprehensive Report & Best Practices Guide. Pp. 12-2 to 12-8.

Ultimately, the outcome from the design charrette was a form-based code for the Contra Costa Centre Transit Village.<sup>37</sup>

### ***Patricia Macheimer Case Study***

This case study is drawn from Patricia Macheimer's Landscape Planning Education: Utilizing a Design Charrette for Rural Children, where the design charrette is utilized as a tool in a broader project to investigate an “active teaching activity for children (the landscape planning design charrette) and.... a research study on children's perceptions and preferences in designing an ideal community”<sup>27</sup>.

The charrette participants consisted of 93 Hispanic 3rd-10th grade children in rural Michigan. The children were divided into teams of 3-4 children with each team assigned a supervising adult landscape planning students, artists, and design consultants. The supervisors were encouraged to act as guides instead of director, facilitating the work of the children, not driving it.

Once the supervisors briefed the children on the goals and objectives of the charrette, the children were instructed to select from 48 pictorial representations of things they felt belonged in their ideal community. These community items consisted of “a variety of housing types, commercial establishments, service facilities, entertainment places, parks, plazas, fountains, workplaces, recreation fields, farms, open space, forests, industry, office spaces, shops, schools, and religious facilities”<sup>28</sup>. With the advice and guidance from their supervisors, the participants arranged the selected images into their desired land use.

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<sup>27</sup> Macheimer, P. (2006). *Landscape Planning Education: Utilizing a Design Charrette for Rural Children*. *Journal of Natural Resources and Life Sciences Education*, 35, 102.

By the nature of the charrette process, there are no right or wrong answers when it comes to design. Machemer claims that the charrette in this case study produced “preference patterns that emerge from the analysis provide insight into children’s perceptions of what constitutes an ideal community” and that the “research presents a method for understanding children’s perceptions about their communities, and for active learning in landscape planning”. Considering the youth and inexperience of the children involved in the process, the success of this charrette is promising when working with individuals who are not versed in the design process. There is a way to effectively communicate with the community to engage appropriately in this topic.

## **Designing a Charrette for Downtown Springfield**

The proposed design standards provide an excellent opportunity to engage in a design charrette due to their spatial and visual components. As the City of Springfield prepares to gauge public opinion on its new downtown design standards, inclusion of a design charrette would serve many benefits to both the city and the public. There are ample examples of effective design charrettes that could provide insight to the City of Springfield as they approach this project. In this paper, several best practices from the aforementioned case studies have been broken down to give the city recommendations for a design charrette discussing the proposed design standards community outreach.

The BART charrette was a prime example of the importance of dedicating time to seeing the full extent of the charrette process through. The six weeks of historical and context research by Lennertz, Coyle & Associates provides an excellent example of the time that should be dedicated to the research and context gathering of the preparation phase of a charrette, as detailed by the NCI. It is in this process that the ever-important stakeholder research will occur.

As the City of Springfield has detailed their interest in hearing from residents in the study area, the preliminary phase should be directed to reaching out to these citizens. The Citizen involvement plan notes outreach to potential Title XI constituents through “phone, paper, and face-to-face communication strategies”.<sup>20</sup> These can be highly effective ways to reach out to these communities, however it might also be helpful to conduct outreach through the use of community based organizations that might already be in contact or working with these populations.<sup>28</sup> Examples of organizations that would be effective partnerships to increase engagement include:

- St. Vincent de Paul
- Neighborhood Economic Development Corporation
- Downtown Languages

The BART case study is also an effective example of the successful use of the feedback loop. While a charrette will include feedback loops between each workshop as the planners draw from the discussions of that day and update their materials and agenda for the following day, the BART example shows explicitly where the feedback loop can curb contention within a project. While there are few ways to prepare for contention on a project without knowing what citizens are displeased with, it is important to know that these topics may come up and be prepared to answer these questions for your community. Springfield can use this method to inform and educate its community on the proposed design standards while receiving the community input on these standards.

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<sup>28</sup> Institute for Local Government. (2015). Partnering with Community-Based Organizations for More Broad-Based Public Engagement . Sacramento: Institute for Local Government, 1.

Patricia Macheimer's Landscape Planning Education: Utilizing a Design Charrette for Rural Children examines what the charrette phase of the process will look like. With specific explanations of the role that the charrette leaders have in facilitating this process, the City of Springfield should include experts to facilitate these groups who will provide sound information but who will also guide the conversation.

The use of photographs to determine visual preference prior to beginning the charrette can be a helpful tool to engaging the public in a preferred design for Springfield. To apply this to the City of Springfield's charrette process, it is recommended that the City conduct a visual preference study as Macheimer did in her charrette. A formal depiction of this example is a visual preference survey, which "is a technique that assists the community in determining which components of a plan or project environment contributes positively to a community's overall image or features".<sup>29</sup> This can be structured in several different ways, but it allows the public to observe the visual preferences and encourages the planner to utilize a feedback loop to incorporate this gathered information into the next phase of the charrette.

The use of Macheimer's charrette as a case study to format the City of Springfield engagement strategy will be helpful as we observe the ability to effectively communicate complex issues such as form based code and design preferences with members of the community and importantly how these concepts are communicated back to the planner. The use of children in this case study provides evidence that complex

issues can be discussed in plain language to members of the public and not just to experts.

## Conclusion

The City of Springfield can effectively utilize the design charrette to promote community engagement in their proposed design standards update. This tool coincides directly with their objective to allow citizen engagement at all levels of the planning process and in fact, requires this engagement for success. It is through this process that the study area of Downtown will truly represent the character of Springfield and those who reside, conduct business, and use this area. Image 10 shows an example of a completed charrette map from the 611/613 class with recommendations from our charrette group.

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<sup>29</sup> U.S. Department of Transportation . (2002, August n/a). Public Involvement Techniques . Retrieved November 18, 2018, from U.S. Department of Transportation Federal Highway Administration/Federal Transit Administration: [https://www.planning.dot.gov/PublicInvolvement/pi\\_documents/4c-g.asp](https://www.planning.dot.gov/PublicInvolvement/pi_documents/4c-g.asp)



# Conclusion

This paper examined the historic and current context for the City of Springfield via review of documents, census data, and site analysis to evaluate a community engagement strategy to support the proposed design standards. The proposed design standards are cohesive with the visions of previous City of Springfield planning documents and that build upon items currently visible in the case study area of downtown. The use of case studies and tests of the current code showed that the proposed standards are effective at preventing a building that neither meet the standards of downtown Springfield, nor represent the vision communicated by the planning initiatives. The use of the design charrette informed the need for comprehensive and collaborative form of community engagement and the ways in which it can interact with the public and helpfully inform moving forward with the proposed design standards.

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# Appendix

## Themes and Goals

	Refinement	Urban Renewal	Urban Design	Glenwood	Design Standards
<b>Residential</b>	Increase housing Downtown to generate 18-24 hour city	1,000 new dwelling units	Mill Plaza and Post Office Park		Mixed-use commercial maintains min. density of 12 units/acre
<b>Open Space</b>	Public plaza on Main Street, south of City Hall				Increased accessibility by connector streets and sidewalks
<b>Parking</b>	Ensure adequate parking for a vital Downtown.	Off street parking needed	Parking reduction encouraged; parking structures needed		Locate to reduce visual impact; promote public safety
<b>Multi-Modal</b>	Pedestrian connection from Downtown to Island Park	Mobility Oriented Downtown (DOT)	Enhanced systems, including high-speed rail	Enhanced connections to Island Park	Standards for bike/ped paths and crosswalks
<b>Circulation</b>	Retain one-way traffic on Main Street	Envisions two-way Main Street		Improved infrastructure between Glenwood and Downtown	Extend and enhance existing framework of streets

Revitalization

Investment

Strategy

Connection

Continuity

**Appendix A:** This diagram illustrates the continued progression of a vision for revitalization, from investment strategies and to specific design standards for downtown.

# Appendix E



# Reestablishing the Hub: A Vision for Downtown Springfield



## Downtown Springfield as a Hub

Report Prepared by the Planktown Planners  
Corrie Parrish, Marianne Nolte, Rachel Doyne, RJ Theofield, Zack Luckin

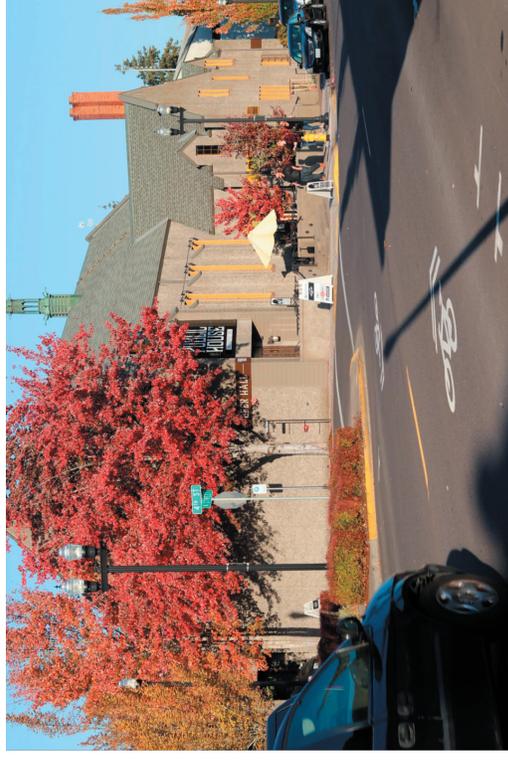
## Acknowledgements

The Planktown Planners prepared this report on behalf of the City of Springfield. The Planktown Planners would like to thank the many professional mentors who helped to develop our vision and our report while also supporting our learning objectives.

City of Springfield Staff

Bob Parker, Project Manager and PPPM 613 Professor

Rich Margerum, PPPM 611 Professor



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# Executive Summary

To understand the scope of our work, we researched the history and demographics of downtown Springfield. In this report, we outline our findings, as well as present a site analysis which helps to show opportunities and constraints in the downtown area. We also reviewed the many downtown plans written over the past fifteen years. From that basis, we outlined a vision for downtown Springfield that encompasses the city's goals and provides direction for the future.

Downtown Springfield is considering changes to its design standards for the downtown area. We analyzed Springfield's Downtown Design Standards document, and used it to imagine how a wine bar currently being built in Bend, Oregon might fit into the downtown area. The purpose of this section is to judge whether the proposed design standards help the city achieve the visual character that city leaders envision.

Lastly, the city has expressed a desire to better understand how residents envision Springfield in the coming years. We have drafted a proposal for a survey instrument which city leaders could use to gather feedback from residents and visitors about the future of downtown.

## Introduction

Springfield, Oregon's downtown area is on the brink of a renaissance. Over the last fifteen years, city leaders have made many improvements to the downtown area. The city has completed the Mill Race recreational trail, a transit hub on South A Street, and there are several landmark businesses in the downtown core. These new developments help Springfield's downtown feel active and vibrant. City leaders hope to continue this work in the years to come, creating a well-connected city that caters to residents and businesses, while maintaining its small-town feel.



# Vision

# A Vision for Reestablishing Springfield as a Hub of Activity

## *What's in a Vision?*

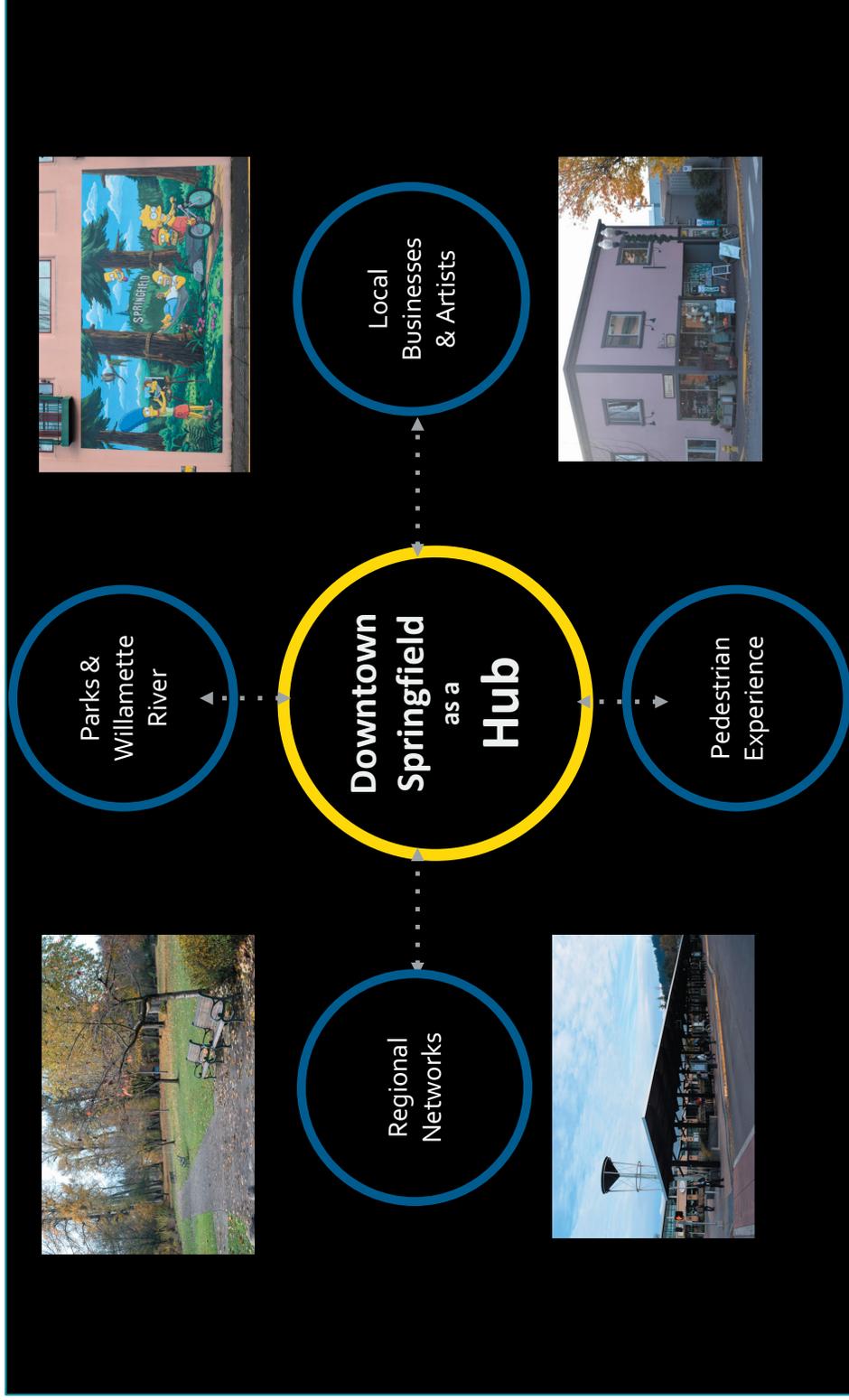
A community vision, as described by the Municipal Research and Services Center (MRSC), “captures what community members most value about their community, and the shared image of what they want their community to become.” Establishing a city’s vision can help public officials ensure development strategies are aligned with the community’s priorities and that future initiatives will be supported by the public. A vision defines the community’s “long-term-comprehensive perspective,” and can be an effective tool in city planning.

The language used in a vision should be active, tied to precise objectives, and communicate a straight-forward message. A strong vision is not one-size-fits all, and avoids lofty aspirations, such as “livability” and “sustainable” – terms that are broadly defined and universally desirable. A city’s vision will need to be communicated on various platforms and should be concise and uncomplicated to have an impact on a diverse audience. Agreeing to a vision is not an easy process. City officials are challenged to gain buy-in from all participants. Reaching a compromise can result in vision language that is cumbersome and vague, and lead to ambiguous objectives. By using more specific language, the vision leads to measurable evaluation and accountability. While the process for developing a vision can be time-consuming, when well-crafted, a vision can be a useful tool to unite residents, business partners, public officials and community resources behind a shared future for the city.

An effective vision will reflect a city’s character and identify the city as a distinct place of community. The language, while aspirational, should read as authentic, reflecting the city’s history, goals and assets. The vision for Springfield aims to incorporate the city’s history as a place of industry and its central geographic location. Both these themes are apparent in evolving city plans for activating the downtown neighborhood, and the area’s rich cultural and recreational attractions. The proposed vision language uses a brief tag-line, “Downtown Springfield as a Hub”, supported by four, more specific spokes to anchor the concept. [Image 1] Each spoke is an example of how Downtown Springfield is a current hub of activity, and each spoke is a driver for future development. The underlying theme that drives the four spokes of this vision is connectivity. Downtown Springfield is a central hub with connections to physical spaces and as a place for making connections, now and going forward. The vision is introduced as a tool to “reestablish” Springfield, pointing to a continuation of an existing identity.

# Our Vision: Reestablish Downtown Springfield as a hub of activity.

Our vision is to reestablish Downtown Springfield as a hub of activity by connecting to parks along the Willamette River, accessing regional networks, promoting local businesses and the arts, and enhancing the pedestrian experience.



### *Enhancing Pedestrian Experience*

The city's evolving plans to revitalize and activate the downtown neighborhood focus on promoting safe, attractive, and inclusive spaces that people want to visit and use. Plans vary in grandeur, but include consistent themes of walkability, outdoor space for civic engagement, and preservation and promotion of historic structures and building sensibilities. Over the years, the plans have included high-cost catalyst projects, like building a large civic plaza, and more manageable projects, like installing new lighting fixtures along Main Street. Ultimately the goal is to find new ways to attract people to spend time downtown, and for the time spent to be enjoyable and safe.

### *Accessing Regional Networks*

Springfield has a rich history in the timber industry and has been a long-standing transportation hub in the region. Springfield's industrious history and transit-oriented infrastructure contribute to Springfield's identity as a central location for the region. Geographically, Springfield is located at the heart of Lane County, and is situated between the Willamette River and the McKenzie River. Springfield's central location provides the community with access to abundant natural resources in the Willamette Valley.

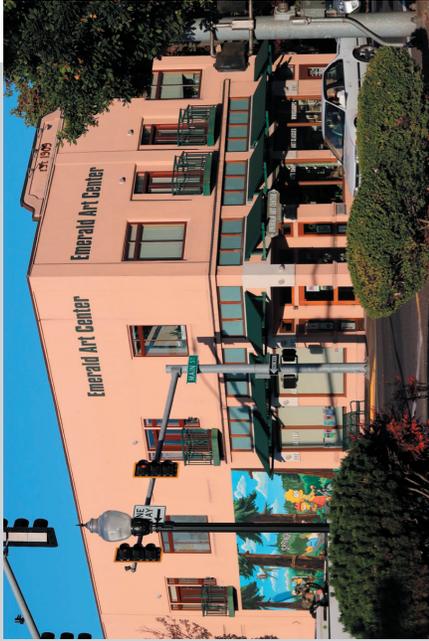


### *Promoting Local Businesses and Artists*

Local business owners and artists are pivotal to the character of Downtown Springfield. Dining hotspots, such as the Washburne Café, Plank Town Brewing and PublicHouse are lively spaces that promote local producers and attract residents and visitors. Shops that cater to a niche market, like Cedar Sage & Roses, are a growing retail trend in the US, and well-suited for Downtown Springfield, in moderation. To promote Downtown Springfield, the city can rely on a prominence of public art, in addition to the appealing commercial outposts to attract new visitors. The Springfield Arts Commission is an active organization dedicated to promoting the arts and culture of Springfield. The Commission oversees the City Hall Gallery exhibitions, the murals in Art Alley, Heritage Arts Grants, Youth Art Events, the Puppet Festival, and other art-oriented programs. The city is creating a legacy that encourages artistic expression, showcases local talent, and supports entrepreneurs. Future public investments that are guided by this legacy will continue to serve the Downtown Springfield community.

### *Connecting to Parks along the Willamette River*

The natural resources adjacent to Downtown Springfield are defining characteristics of the City's history and beauty. The Willamette River and Millrace are within walking distance of Main Street, accessible from Island and Doris Ranch Parks. The abundance of green space in close proximity to the City's central hub of activity is an undeniable asset to the community. Future infrastructure plans that make public access to the river easier and navigation between the natural resources more user-friendly will attract more visitors and showcase Downtown Springfield as a place for play and recreation.

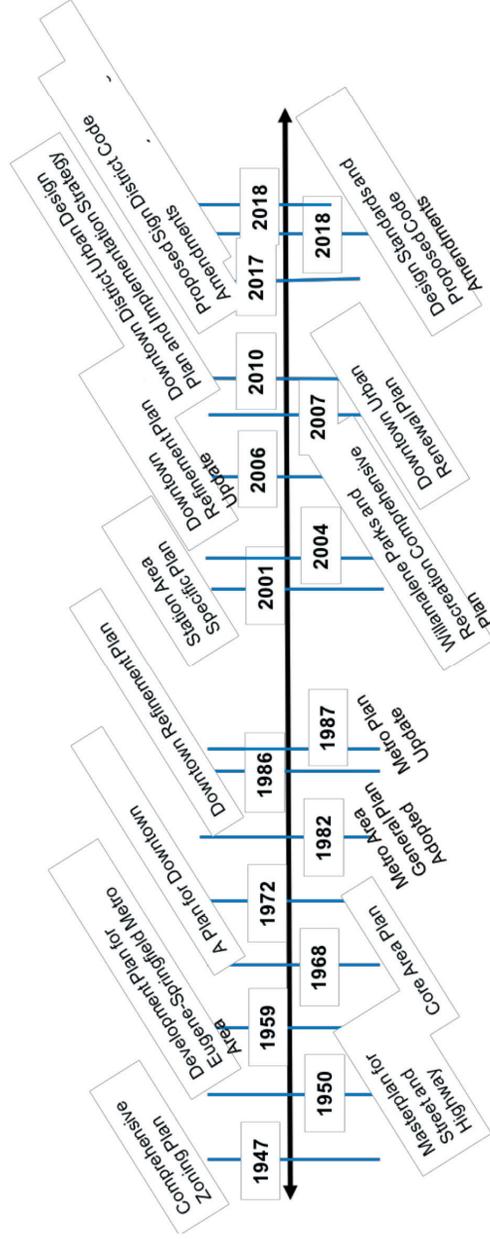


# Plan Synthesis

# Plan Synthesis

## *Evolution of Planning in Downtown Springfield*

Planning is an iterative process that utilizes earlier studies, collects public input, and builds from previous approvals to extend implementation projects that are in accordance with a set of desired goals. Revitalizing the Downtown core has been pivotal in Springfield's planning efforts over the last 30 years. The plans range in scope, from broad, long-term goal setting for the city, to very specific design standards that only apply to particular sections of downtown. From these plans there are crosscutting themes and common goals that contribute to the vision for Downtown Springfield and the future of Springfield as a whole.



### *How Shared Themes Inform a Vision for Springfield*

The goals and projects outlined in planning documents have evolved over time both in conjunction, and in reaction, to the community's priorities. Individual elements in each plan may not always be unified, but the overarching themes contribute to the shape of, and vision for, Downtown Springfield. Strategic themes that are common across public planning documents and a community's aspirations for the future become the foundation for a city's vision and can lead the way forward. Across the plans, the ever-present ideas that are recommended for revitalizing Downtown Springfield, include:

#### *Accessing Parks along the Willamette River*

The ecological locational advantages of Downtown Springfield are repeatedly cited as the one the area's greatest strengths and opportunities. Plans reference creating new public spaces and improving existing outdoor green space as a way of making downtown more attractive and appealing to visitors. Downtown's proximity to the Willamette River and historic Mill Race are emphasized as untapped resources. The City's strategy to create connections to the area's local ecology is clearly articulated in the Downtown District Design Plan. This plan calls for "the 44-acre former Mill Pond to be transformed into a natural citywide stormwater park." The benefits of this plan include reducing the impact on and extending the life of existing stormwater infrastructure, enhancing fish, wildlife and riparian areas, and creating public trail access for viewing the restored habitat. "Park-to-park" connectivity, as suggested in several plans, would link Island Park with other recreation spots in the area (Dorris Ranch, Millrace, Clearwater Park, Booth-Kelly). Collectively, the plans outline a spectrum of projects that to increase accessibility and activate public outdoor spaces that are inviting and safe for people to visit.



### *Enhancing the Pedestrian Experience*

A comprehensive review of the different Plans for Downtown Springfield highlights a suite of development strategies that will enhance the pedestrian experience. These contributing factors, individually and in concert, will enhance the pedestrian experience:

- Streetscape elements that are human-scale and personal
- Elevated design standards that aim at improving building aesthetics to evoke character and a sense of place
- Transportation upgrades meant to increase and ease access to and from the regional networks
- Park and river projects that intend to connect the natural resources that are in proximity to Downtown Springfield

### *Promotion of Local Businesses and Artists*

All of the plans have described projects that will attract people and businesses to the area, with the goal of stimulating economic activity. Retail, food and service industries are growing sectors in Springfield and reliable development opportunities. The potential projects that have been recommended vary in size, scale, and ultimately feasibility, but are united by the notion that more shops and restaurants in Downtown Springfield is desirable. In the Downtown District Design Plan, catalyst projects are recommended to fuel long-term change. At the centerpiece of this plan is the creation of a public plaza, Mill Plaza, surrounded by 150,000 square feet of retail space. While the scale of the proposed plaza may not be feasible, the concept illustrates Downtown Springfield as a premier destination that attracts people to desirable retail and entertainment options which can be achieved with less public investment. Other plans, including the Downtown Urban Renewal Plan, focus on private-public partnerships and emphasize redevelopment through new construction.

The (proposed) subsequent zoning changes will not designate a space for a massive plaza, but will introduce more mixed-use development in Downtown Springfield, and offer more space for small businesses to occupy. Less drastic land use changes will not change the economy or character of Downtown Springfield overnight, but instead position the community for steady progress towards the City's goals.

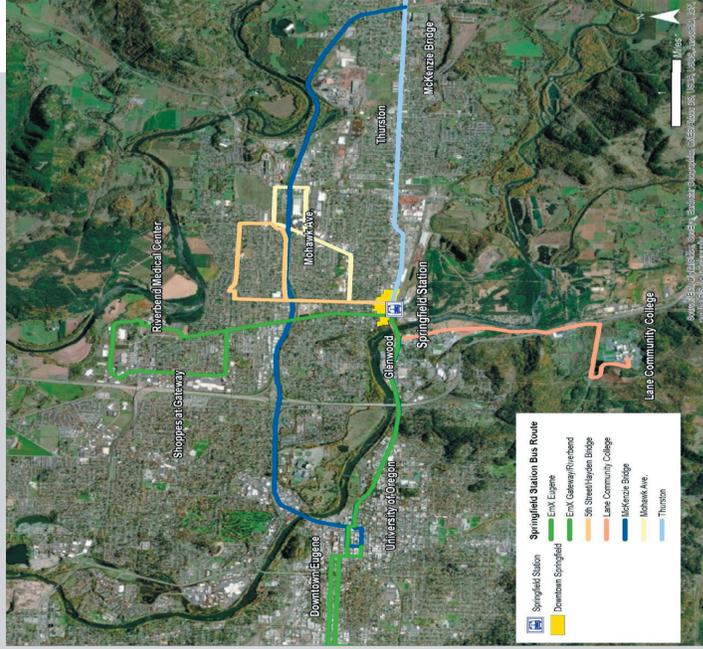


Beyond retail and dining opportunities, Downtown Springfield is connected by art and theater outposts, described as a cultural corridor. The Emerald Art Center and Wildish Theater are staples in the community, and the 16 outdoor murals on buildings and in alleys around Main Street are conversation starters, prompting spontaneous engagement with public art. The City welcomes artistry and has promoted the murals through self-guided walking tours and informational brochures. Murals are cost-effective investments for the City to promote walkability and communicate the community's commitment to the arts.

### Access to Regional Networks

Even as plans evolved, a transportation network that is used by pedestrians, cyclists and vehicles to connect Downtown Springfield and the city and Springfield with the broader region has remained a paramount, long-term city objective. Today, the local and regional transportation network is an asset, and a valuable investment for the City to support. Multi-modal access to employers, medical facilities, housing and recreation will spur future development provide residents with the valuable amenity of choice. The plans for Downtown Springfield have consistently highlighted the importance of safe and attractive transportation options that offer people the choice to walk, bike, take public transport, or drive. Changes to infrastructure are costly and require a cooperative approach with various stakeholders. In the Refinement Plan, specific projects are identified including collaboration with Lane District Transit to construct pedestrian and bike infrastructure plans and obtain easements for pathways. The Downtown Urban Renewal Plan cites specific public improvement projects within the Downtown to be funded by the Springfield Economic Development Agency. The most recent planning effort – the Downtown Design Standards (2018) – will require future development projects to include public improvements to streetscapes and to take into account accommodations for bicycle parking to reinforce Main Street as a pedestrian and transit oriented space that is user-friendly and accessible.

The themes that surfaced most frequently in the plans for Downtown Springfield—accessing parks along the Willamette River, enhancing the pedestrian experience, promoting local business and art, and investing in transportation, are directly linked to the City's vision. Future projects and initiatives should align with these themes in order to advance the vision and make long-term impacts on Downtown Springfield.



Springfield Station Service Routes

# Site Analysis

## Site Analysis

The City of Springfield is located 4 miles east of Eugene, Oregon in Lane County. The city is bordered on the north by the McKenzie River, and on the south by the Willamette River. The city's roughly 62,000 people have access to a bus rapid transit system that connects Springfield and Eugene, as well as highway 126 which connects the two communities. Interstate 5 connects Springfield to Salem in the north and Roseburg in the south.

In the last decade, Springfield's downtown leaders have made concerted efforts to improve the area. The city has completed the Mill Race recreational trail, as well as enhanced amenities in Island Park, which accesses the Willamette River. The city has invested in the arts and cultural facilities in the downtown core. Many of the historic buildings boast colorful murals, and facilities like the Wildish Theater and the Emerald Arts Center provide access to music, dance, film, and visual art for residents and visitors. Additionally, Main Street is home to several thriving restaurants, which add vibrancy to the area.



# Historical Context

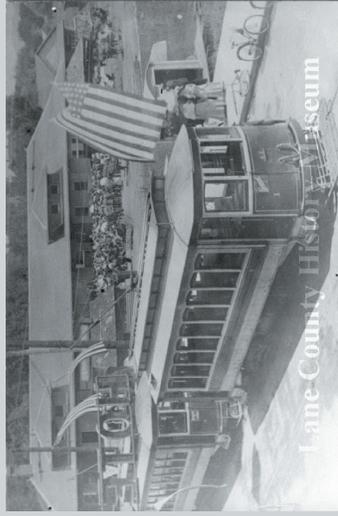
It is important to consider future steps for Springfield's downtown within the context of the area's history. Springfield was founded in 1848, and grew to be a thriving, if small, lumber and flour mill town. In 1940, the entire city was 1.5 square miles, with a population of 3,805. By 1998, the city had expanded to cover 13 square miles, and house about 52,000 people.<sup>1</sup>



Mounjoy, Smith. *Lumber – Booth-Kelly*. Circa 1940. Photograph. Lane County History Museum, Eugene, Oregon.

1. City of Springfield. *Early History of Springfield* 2018.

# Timeline of Historical Events<sup>2</sup>



Top Photo: Stevenson, Chester. Lumber – Booth-Kelly. Circa 1920. Photograph. Lane County History Museum, Eugene, Oregon.

Bottom Photo: Eugene – Transportation – Rail. Circa 1910. Photograph. Lane County History Museum, Eugene, Oregon.

Pre-1848: Area occupied by the Kalapuya people.

1848: Elias and Mary Briggs stake their claim to the area.

1850: The Mill Race is dug for the flour and saw mills in the area.

1891: Springfield receives its first railroad line. Springfield’s mills depended on the railroad to transport materials from the forest to the mills, and from the mills to the market. The railroad station also became a hub for development.

1901: Booth Kelly Lumber is built. This mill was the major employer for Springfield, and led to Springfield’s nickname of “Mill City.”

1910: Springfield welcomed the Portland, Eugene and Electric Railroad streetcar. This connected Springfield residents to Eugene and Portland. The electric streetcar was removed in 1926.

1961: The lumber market dips, causing many of Springfield’s mills to reduce shifts, reduce production, and in some cases close altogether.

1964: Congress passes the Wilderness Act. The Act protected over 9 million acres of National Forest land, and made it inaccessible to tree harvest. This had a lasting effect on the lumber industry and on Springfield’s economy.

2000’s to the present: Downtown leaders create visioning documents for the downtown area of Springfield. Leaders sought to create economic opportunity, reduce blight, and enliven the area.

2. Carter, Liz. Lumber Heritage of Springfield, Oregon 1901-1970. City of Springfield, August, 2017.

## Population Trends

The downtown area (Census Tract 33.02) is bordered by Pioneer Parkway on the west, and 14th Street on the east; Highway 126 on the south, and Centennial Boulevard and G Street on the north.<sup>3</sup> This area is approximately .7 square miles, and home to 3,390 people in 2016. The population did not change between 2010 and 2016, while it grew by about 4% in Lane County and broader Springfield.<sup>4</sup>

Median household income in the downtown core is \$28,235, compared to \$39,670 in broader Springfield.<sup>5</sup> Seventeen percent of downtown residents identify as non-white, compared with 7% in the larger Springfield area.<sup>6</sup> In short, downtown residents have lower incomes and are more diverse than Springfield on the whole.

## Key Implications

All this poses certain challenges for downtown leaders. The city should create new downtown residential areas for a range of income groups. This can lead to an increase in downtown population, as well as create more economic activity in the area. The city will need to be aware that new development has the potential to displace current residents due to rising housing costs. Additionally, downtown residents likely do not have much disposable income, which impacts the types of businesses that will be successful in the area. The city will need to attract and invest in diverse businesses in the downtown core. Downtown leaders should continue to invest in industries that pay well despite a lower educational attainment, such as the service sector, food, and accommodation. Finally, the culture of downtown Springfield should reflect the demographics of its population by promoting businesses, civic engagement, social events, and amenities that serve a diverse population.



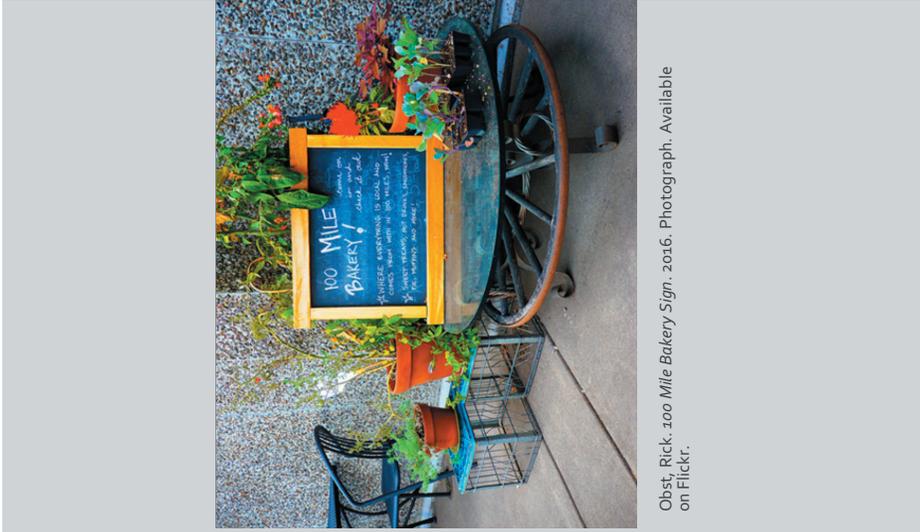
Figure 1: Census Tract 33.02, Springfield, OR

3. <https://censusreporter.org/profiles/14000US44039003302-census-tract-33-02-lane-or/>

4. U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: B01003 Total Population

5. U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: B19113 Median Family Income in the Past 12 Months (in 2016 inflation-adjusted dollars)

6. U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates: B25006 Race of Householder



Obst, Rick. *100 Mile Bakery Sign*. 2016. Photograph. Available on Flickr.

## Economic Trends

The healthcare sector is growing in Springfield, likely due to PeaceHealth Sacred Heart Medical Center located in north Springfield. Accommodation and Food Services; Office; and Educational Service sectors are also growing in the area, offering continually more jobs in Lane County.<sup>7</sup> Manufacturing, farm employment, and forestry have been strong sectors in Lane County, and continue to offer many jobs. These industries, however, are declining over time.<sup>8</sup>

The region's Retail Trade sector is a top-three employer, and a higher concentration of people are employed in retail in Lane County than nationally.<sup>9</sup>

## Key Implications

Retail Trade shows limited expansion opportunities, so downtown plans should incorporate a mix of businesses that can lead to an active downtown. In addition to retail and restaurants, the city may want to explore other experiential activities and entertainment options that support local products and one-of-a-kind services. The City of Springfield should also aim to attract professional businesses, such as real estate, small medical offices, law offices and educational services to balance the earned wages of local employees and offer a diverse job market to incoming residents.

7. City of Springfield Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis for the Planning Period 2010-2030.

8. Bureau of Economic Analysis, 2012. CA25N Total Full-Time and Part-Time Employment by NAICS Industry.

9. *Ibid.*

## Housing

The population for broader Springfield is growing, while downtown's population has remained flat. Additionally, 2016 data show that downtown residents are cost burdened (paying 30% or more of their monthly income on housing expenses) at a higher rate than Springfield residents. This cost burden is more pronounced for people who rent.

### Key Implications

Downtown leaders should invest in housing projects that attract new residents and add new life to the downtown core. As much as possible, this new housing should be in a price range attainable for most people. Downtown leaders can incentivize the development of affordable housing units, both for rent and for sale. This will help downtown retain long-time residents as well as attract new people.



# Access to Regional Networks

Downtown Springfield is served by a multi-modal transportation network. People travelling to, from, and within Downtown Springfield have the option to drive, bike, walk, or take the bus to any of the surrounding area's centers. The site's opportune access to comprehensive vehicular, bus rapid transit, and bike networks makes it well positioned to serve as a regional hub of activity.

## *Vehicular Network*

The study area is internally connected by a street grid pattern. This type of street network is easily navigable and allows vehicles to access all parts of the Downtown, though variations in the roadway configurations and jurisdictional classifications do alter the flow, feel, and function of the streets. **Figure 2 on page ??** provides a visual of the existing road network around and within Downtown Springfield. Within the Downtown, two jurisdictions maintain responsibility for the right-of-ways/roadways: City of Springfield and Oregon Department of Transportation (ODOT). The City of Springfield is responsible for the planning and maintenance of all roads except for the following four: Pioneer Parkway West, Pioneer Parkway East, Main Street, and South 'A' Street. Those roads are ODOT's responsibility to plan and maintain. This jurisdictional reality has serious implications for the purpose and goals of the road network.

Pioneer Parkway East and Pioneer Parkway West run parallel, north-south through the site. Both parkways are classified as minor arterial roads. This classification means they have county-wide significance. Both Pioneer Parkway East & West function to deliver traffic from lower trafficked roadways to Eugene-Springfield Highway No. 227 – an east-west freeway of Oregon Route 126. Oregon Route 126 measured an annual average daily traffic (AADT) count of 66,900 vehicles less than a mile west of where the parkway feeds traffic. Within the Downtown, the parkways are moderately trafficked. In 2016, the AADT on Pioneer Parkway East measured 5,000 vehicles and Pioneer Parkway West measured 5,100 vehicles. The majority of vehicles traveling on the parkways were light trucks. Light trucks composed 52.15% of the traffic while cars composed 40.37%. Both parkways are designated as "City Truck Routes" by the City of Springfield.

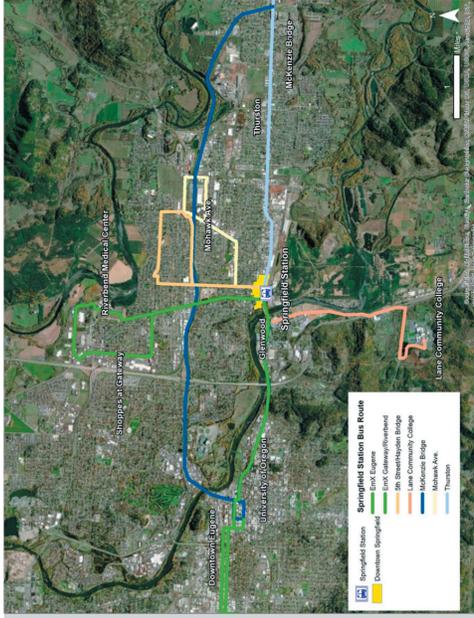
Oregon Route 126 is a state highway that travels over 200 miles east-west and connects Oregon's coast, Willamette Valley, and central cities. The route provides access to US Interstate Highway 5 (I-5) which travels north-south along the entire west coast of the United States ending at the Canadian and Mexican borders. Within the Eugene-Springfield area, Oregon 126 transitions into a business route. In Springfield, Business Route 126 heads eastbound through the community of Glenwood, crosses the Willamette River, and enters Downtown Springfield. This section of Route 126 then rejoins the main stem of Route 126 in the Thurston neighborhood of the City.

Where Business Route 126 traverses Downtown Springfield from the east, it is locally referred to as “Main Street”. Main Street is a one-way, two lane road classified as a principal arterial state highway. Where Main Street intersects Pioneer Parkway East, the AADT counts measured 11,400 vehicles in 2016. Here, 51.15% of vehicles were cars and 22.16% were light trucks. Interestingly, Main Street between Mill Street and 10th Avenue is the only ODOT designated special transportation area (STA) in the City of Springfield. A STA designation, “allows additional design and management flexibility to cater toward Main Street goals”. Within the Downtown, the westbound section of Business Route 126 is locally referred to as “South ‘A’ Street”. South ‘A’ Street is a one-way, three lane road classified as a principal arterial state highway. On South ‘A’ Street, the AADT counts measured 17,400 vehicles in 2016—almost 6,000 vehicles higher than on Main Street. On South ‘A’ Street 75.58% of vehicles counted were cars and 18.15% were light trucks. Both Main Street and South ‘A’ Street are designated as “City Truck Routes” by the City of Springfield.

The presence of Pioneer Parkway W & E and Oregon Route 126 presents both tremendous opportunities and local constraints for Downtown Springfield. The high levels of annual average daily traffic these roadways collect and pass through the Downtown presents great market access, yet hinders the pedestrian experience and causes safety challenges. The roads under City of Springfield jurisdiction include A Street, B Street, South Mill Street, 4th Street, N & S 5th Street, 6th Street, 7th Street, and 8th Street. These roads typically travel two ways and are classified as major collector, minor collector, or local roads. They provide access to local institutions such as Springfield City Hall, Justice Center, Springfield Station, and Gateway High School.



Existing Vehicular Network



Springfield Station Service Routes



Springfield Station

### Bus Rapid Transit Network

Directly south of the Downtown Springfield site is the Lane Transit District (LTD) Springfield Station. Springfield Station serves as a major terminal for LTD's bus system, providing transit services to Eugene, Springfield, and the surrounding communities. The Springfield Station features seven bus bays, a Park & Ride lot, and a multi-purpose building including an LTD office and restroom. The Station's proximity to Downtown, bicycle storage, and Park & Ride facilities makes riding highly accessible from multiple modes of transportation.

The LTD Springfield Station serves eight bus routes, providing a comprehensive network throughout the Eugene-Springfield area. Six of the routes departing from Springfield Station are regular LTD routes. These routes offer access to Thurston, 5th Street/Hayden Bridge, Mohawk Ave., Lane Community College, McKenzie Bridge, and Eugene Station. The remaining two are Emerald Express routes. **Figure 3 on page ??** showcases the routes serviced by the Lane Transit District Springfield Station.

Springfield Station is serviced by the Emerald Express (EmX), one of the first Bus Rapid Transit systems to operate in the United States. The EmX serves 28 system miles between west Eugene, downtown Eugene, the University of Oregon, Downtown Springfield, and the Gateway and RiverBend areas. Stops along the EmX route operate at an increased frequency, being served every 15-30 minutes. Service on the EmX on weekdays begins at 5 am and ends at 12 am. From 8 am to 10 pm a bus arrives on average every 0 to 15 minutes. Combined, the EmX network averages 13,564 weekday, 8,119 Saturday, and 5,264 Sunday boardings. Of all the LTD stations in the City of Springfield, Springfield Station is the most frequently used with over 100 daily average weekday boardings.

Along the Gateway/RiverBend EmX route, the majority of the boardings occur at the Gateway Station. The Gateway Station is adjacent to the Shoppes at Gateway, a sprawling retail center featuring big-box stores, chain restaurants, and entertainment centers. The Eugene EmX route departs from Springfield Station via Main Street/Business Route 126 towards Eugene to access Glenwood, the University of Oregon, Downtown Eugene, the Whitaker Neighborhood, and West Eugene. Springfield Station's EmX Bus Rapid Transit plays an essential role in creating connections between Downtown Springfield and the region's major centers.

### Bicycle and Pedestrian Network

Downtown Springfield's access to its regional networks begins at the human scale. The ability of pedestrians and bicyclists to easily, safely, and efficiently move throughout a downtown area is essential. **As shown in the map below**, Downtown Springfield has bike lanes on several primary corridors, but lacks overall connectivity.

The Downtown area has four main bicycle access points: Mill Race Park, A Street, Pioneer Parkway, and 2nd Street. From the West, Island Park's shared use path connects to a shared roadway running through Mill Race Park. Then, the bicycle route in Mill Race Park connects to South 'A' Street and enters the Downtown. From the East, A Street serves as a popular route utilized by bicyclists due to its low traffic. From the North, a shared use path traveling within the median separating Pioneer Parkway West and Pioneer Parkway East provides access to the Downtown. A bike lane on 2nd Street (Pioneer Parkway south of South 'A' Street) provides access to the Downtown from the South.

Within the Downtown, bicyclist circulation is limited and spotty. A combination of bike lanes and signed bike routes in the area east of Pioneer Parkway provides reasonable connectivity. Bike lanes currently exist along four roadways: South 'A' Street, Pioneer Parkway West south of B Street, B Street between Pioneer Parkway West and East, and Pioneer Parkway East south of B Street. These roadways experience some of the highest traffic in the Downtown. The area west of Pioneer Parkway (the rest of the Downtown) has minimal bicycle infrastructure. This underdeveloped bicycle network constrains the feasibility/allure to bike.

The Downtown's pedestrian network is adequately connected. Nearly all of Downtown Springfield's roadways have 5-10-foot-wide sidewalks. The area's land use pattern likely generates high volumes of foot traffic and creates the need for the provision of sidewalks. This comprehensive system of pedestrian routes allows for strong connectivity and circulation throughout the District. A Walk Score is a useful metric to measure how walkable a place is. Places are scored from 0-100, with 100 being a "Walker's Paradise" and 0 being "Car-Dependent". Walk Scores throughout Downtown Springfield typically range from 70-89, much higher than the City of Springfield at large which scores from 50-69.



Existing Bicycle Infrastructure

### *Connections to Parks Along the Willamette River*

Downtown Springfield's proximity to the Willamette River and surrounding parklands make it both a starting point and destination for all who wish to enjoy the area's natural environment. Connections to parks along the Willamette River provide the Downtown and its patrons, visitors, and residents, with unique recreation, cultural, lifestyle, education, and economic opportunities.

### **Ecology**

The City of Springfield is bordered by two rivers—the McKenzie to the North and the Willamette to south. Beginning as snow and rain runoff in the High Cascades, the McKenzie River mainstem travels approximately 90 miles where it ultimately feeds into the Willamette River. The Willamette River flows 187 miles north to its confluence with the Columbia River. The Willamette River and its riparian areas are home to a number of native species, including Chinook, Steelhead, Cutthroat, and Bull Trout salmon. Downtown Springfield is located just several hundred feet to the west of the Willamette River and within the Willamette River Basin. This proximity has a myriad of implications for the physical conditions of the Downtown. For example, the Malabon-Urban soils present in the Downtown result from the historic flooding of the Willamette River. Malabon soils are composed of silt and clay deposits. This means the area is naturally well drained and the depth to the water table is more than 80 inches. The Downtown's topography is flat, with a slope of 0-3 percent.



*Regional Parks Along the Willamette River*

## Parks

There has been significant investment in the creation and preservation of parks and open spaces along the Willamette River in the Eugene-Springfield area.

General Plan as the park and recreation service provider for Springfield. Willamalane owns and operates approximately 783 acres of land encompassing 37 parks.

No parks are located in Downtown Springfield, yet adjacent parklands and open spaces serve defining roles. Abutting the western boundary of the Downtown are Island Park and Mill Race Park as shown in Map ?? on page ????. The proximity and distinct ecological assets present within these two parks are the key to Downtown Springfield connecting to the Willamette River.

Island Park features approximately 0.3 miles of frontage along the Willamette River and is nearly 15 acres in size. Island Park hosts a boat landing, picnic shelters, stage, restrooms, and is connected by a shared use path and bridge crossing the Mill Race. Mill Race Park is located directly to the south of Island Park. The park is small, only 0.42 acres in size. Flowing through the southern portion of the park is the historic Mill Race. The park features a pergola, interpretive displays, gravel pathways, and a Mill Race overlook Willamalane.



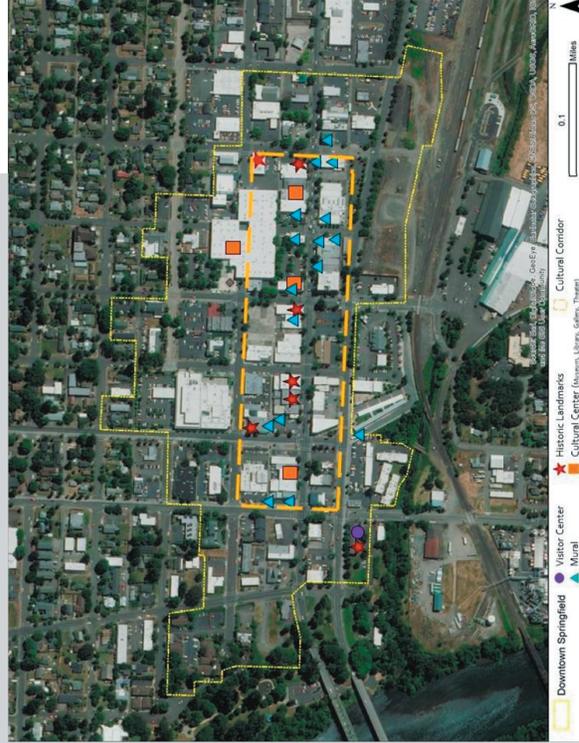
Parks Within 1 Mile of Downtown Springfield

### Promoting local businesses and artists

Local businesses, cultural centers, and the arts are often the essence of what creates a place's character. In Downtown Springfield, these characteristics interact to form a cultural corridor. This cultural corridor is the hub of activity that defines what it means to be part of the Downtown Springfield community.

Currently, a wide variety of businesses operate in Downtown Springfield. The 69 businesses identified on the Discover Downtown Springfield Business Directory can be grouped into six categories: Arts & Entertainment, Automotive & Repair, Banking and Finance, Professional Services, Lodging, Restaurants & Bars, and Retail. Arts & Entertainment composed the largest group Downtown, accounting for 25% of the businesses. Retail was the second largest group at 23%. Restaurants & Bars was the third largest group, accounting for 20%. This mix of businesses within the Downtown area creates a unique sense of place. Nearly all businesses in the downtown are locally-owned and pay homage to Springfield's history, environment, and culture. Plank Town Brewing Co. is exemplary of this connection. Plank Town Brewing Co. is situated in the center of Downtown Springfield in the 112 year-old International Order of Odd Fellows building (a City of Springfield historic landmark). The brewing company's namesake plays off the city's historic nickname, the interior showcases photographs of millworkers, and old saw mill memorabilia lines the walls.

Between the streets of A Street/Main Street and Pioneer Parkway West/7<sup>th</sup> Street, a cluster of murals, historic landmarks, museums, theatres, and art galleries define Downtown Springfield's cultural corridor as showcased in **Map ?? below**. This cultural corridor is the result of concerted community, city, and private investments to illuminate Downtown Springfield's character. The City of Springfield's Historic Commission has designed four historic landmarks in the Downtown. The Southern Pacific Railroad Depot, Pacific Power and Light Building, the I.O.O.F Building, and the Stevens & Perkins Building serve as physical reminders of the downtown's history over the past 100 years. Furthermore, these buildings are all currently being reused to serve various cultural and Discover Downtown Springfield. Art Alley is a collaborative project featuring a collection of 16 outdoor murals and public art between the City of Springfield Council and Springfield Arts Commission The Wildish Community Theater (originally named the McKenzie Theater) was renovated in 2006 by the Springfield Renaissance Development Corporation and the Wildish Family. Since then, the theater has become a major arts attraction for the Downtown.



Cultural Corridor

# Site Opportunities & Constraints

Based on the site analysis, the following table summarizes the opportunities and constraints to re-establishing Downtown Springfield as a hub of activity.

Key Theme	Opportunities	Constraints
Access to Regional Networks	Proximity to the Lane Transit District Springfield Station / Emerald Express (EmX) Bus-Rapid-Transit Routes.	Oregon Department of Transportation jurisdiction of Main Street and South 'A' Street – roadways prioritized for vehicles, not pedestrians or bicyclists.
	High volumes of vehicular traffic in Downtown's commercial core – access to markets/economic opportunity.	High volumes of vehicular traffic in Downtown's commercial core – safety, health, and pedestrian experience challenges.
	Main Street designated as a Special Transportation Area by the Oregon Department of Transportation – flexibility to meet "Main Street" goals.	Prevalence of designated truck routes – not pedestrian and bicyclist friendly.
	Bicycle access from Island Park and Mill Race Park.	Intermittent bike infrastructure throughout Downtown – lack of infrastructure west of Pioneer Parkway East.
Connections to Parks Along the Willamette River	Proximity to the Willamette River – recreational, lifestyle, economic opportunities.	Poor condition of amenities at Island Park and Mill Race Park.
	Access to Island Park and Mill Race Park – ease of connectivity between downtown and Willamette River.	Lack of signage in the Downtown noting the proximity to the Willamette River.
	Presence of extensive existing system of parks along the Willamette River – access to regional assets.	Absence of clear, identifiable pedestrian, bicyclist, and motorist entrances to Island and Mill Race Park.
Promoting Local Businesses and Artists	A diversity of local businesses – presence of restaurants, retail, and arts & entertainment.	Activity concentrated in the core – businesses on the periphery may not perform strongly.
	Existing cultural corridor – high concentration of arts, history, and culture in the downtown core.	
	Proximity to the University of Oregon and the City of Eugene – commerce and culture networks	

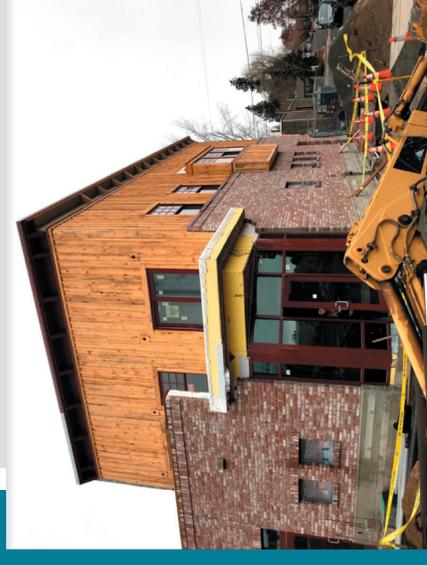
# **Downtown Springfield Proposed Design Standards**

## Downtown Springfield Proposed Design Standards

Downtown Design Standards and Proposed Code Amendments (2018) establish downtown as a distinct, Mixed-Use Plan District and creates a detailed framework for design standards that will guide future development. The zoning districts and associated goals are consistent with those outlined in the Downtown Refinement Plan (update 2006) and the Metro Plan. The overall theme and goals for the plan are built around how people will interact with different spaces in downtown Springfield. The plan focuses on how design elements such as building facades, streetscapes, and the overall character of Downtown will influence the pedestrian experience as well as future development. The proposed code amendments aim to maintain the character of Downtown Springfield and create design standards that accentuate Downtown's assets.

A key part of the Design Standards is the establishment of Active Use Streets (Figure 1). The intent of these street designations is to promote better retail and commercial spaces with unbroken, continuous shopfronts. To achieve this continuity, the Design Standards establish Ground Floor Active Use Standards. The goal is to encourage pedestrian activity, and create "edge to edge" visual continuity and human-scale development. These changes will allow for a more walkable

Downtown, which has benefits for Downtown businesses and the local economy. By focusing on enhancing the public realm, Downtown Springfield will be able to reestablish itself as a flourishing hub of economic activity and civic engagement. This process will happen gradually as development continues, filling in gaps where vacant lots and surface parking lots currently exist.

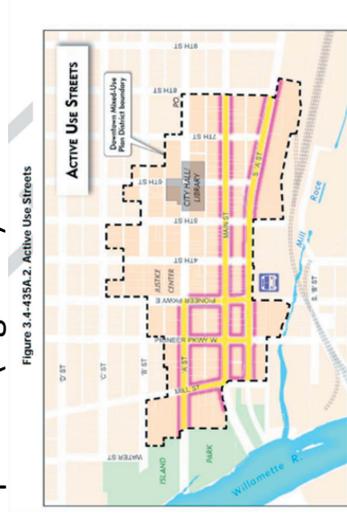


# Case Study: Elixir Wine Building

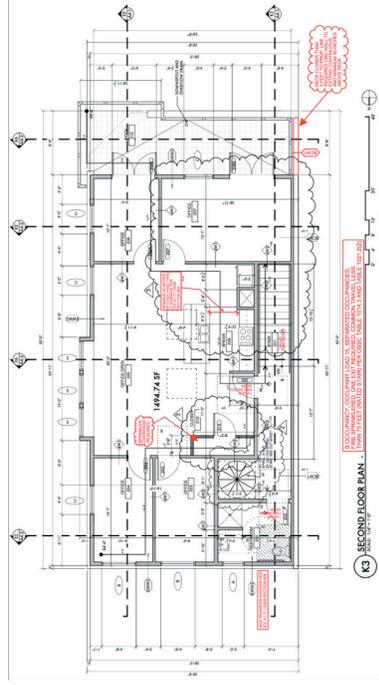
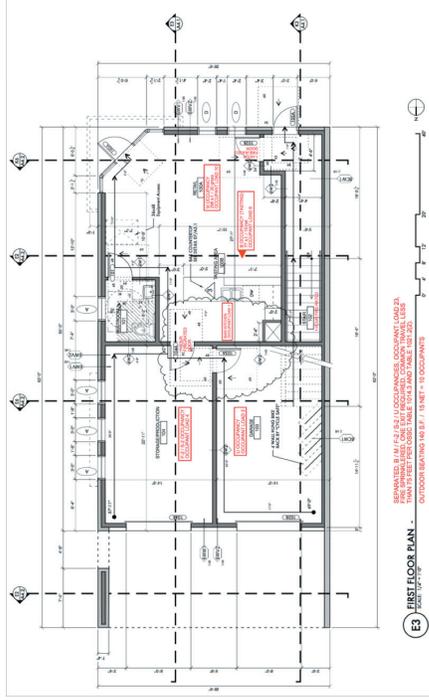
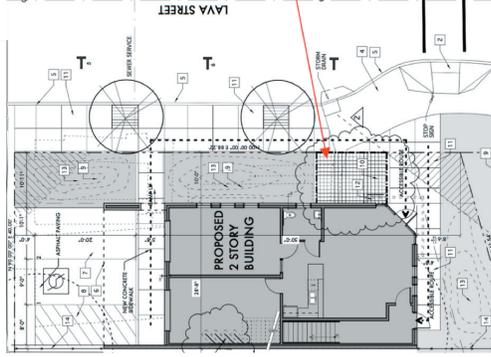
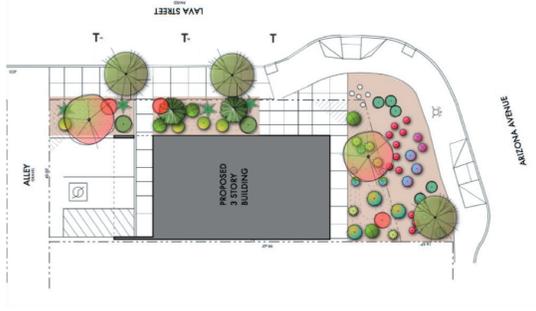
To assess the Proposed Design Standards for Downtown Springfield, we compared them against a wine bar currently being built in Bend, Oregon. This allowed us to test whether the Proposed Design Standards are applicable to current projects, and what limitations exist in Springfield's code. During this process, we found potential improvements to the code that will allow new development to contribute to the vision and goals for Downtown.

Elixir Wine Group Building Specifications:

- New, 2-story, Mixed-Use Commercial Building
- 1<sup>st</sup> floor wine bar/production space & 2<sup>nd</sup> floor offices (4+) (Figures 2 & 3)
- Retail Space Occupancy: 23 people
- Building Footprint: 1,494.74 square feet
- Landscaping on both street-facing sides of development (Figure 4)
- Outdoor seating area: 10 People (Figure 5)
- Craftsman Style (Figure 6 & 7)
- Plaza Frontage (Figure 4 & 5)
- Corner Entrance



# Elixir Wine Building Designs

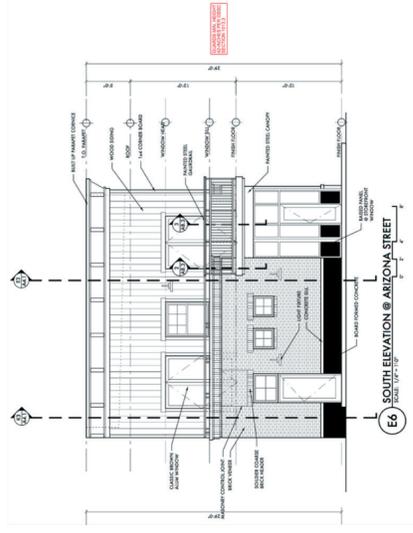
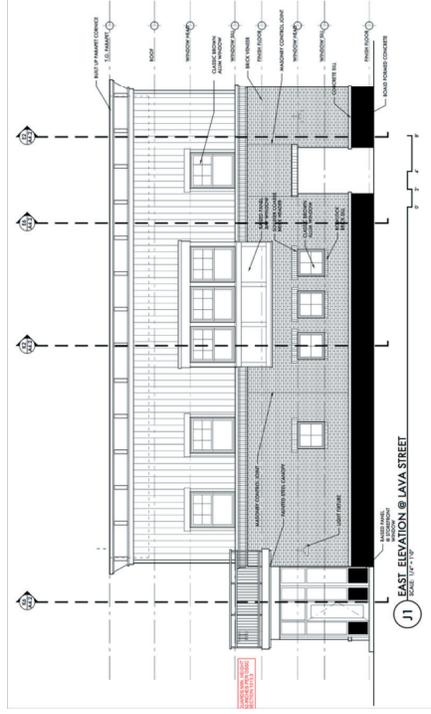
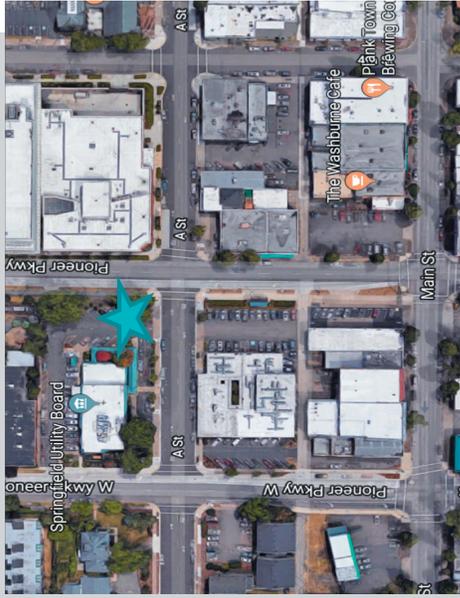


***Building Location and Context in Bend, Oregon***

Location: 502 NW Arizona Ave. Old Town Historic District, South of downtown Bend, Oregon  
Location Context: Bordered by Single-Family Residential, Commercial, and Industrial development  
Zoning: Commercial General (CG)  
Code Requirements: The Bend Code Chapter 10.20 Historical Preservation Code

***Building Location and Context in Springfield, Oregon***

Location: Corner A Street and Pioneer Parkway E, Downtown Springfield, Oregon (Figure 8)  
Location Context: Bordered by Commercial Government development  
Zoning: Downtown Mixed-Use Commercial (DMUC)  
Code Requirements: Downtown Design Standards



# Review and Application of Design Standards

The follow sections of Springfield's code were applied to the Elixir Wine Group building:

## **3.4 415 - Development Review Procedures**

This section outlines procedures that must be followed for development and redevelopment. Guidelines are given for how to address potential conflicts, non-conforming buildings, changes to existing buildings, alternatives and exemptions for residential development, and the process of phased development.

## **3.4 420 - Mixed-Use Development Standards**

This section provides guidelines for the mixed-use development standards. This entails requirements and exemptions for the Downtown Mixed-Use Commercial (DMUC) and Downtown Mixed-Use Residential (DMUR) zones.

## **3.4 425 - Downtown Design Standards – General**

This section outlines general purpose and goals for the Design Standards. Emphasis is given to the importance of improving streetscape and the effects that it will have on the pedestrian experience.

## **3.4 435 - Site Design and Building Form Standards**

This section provides specific, detailed design standards for structures and sites in the Downtown Mixed-Use District. These design standards focus on seven main elements of development:

- Frontage Design Options and Setbacks
- Building Orientation/Entrances
- Location and Design of On-Site Vehicular Circulation, Loading and Parking
- Open Space and Outdoor Areas—Residential Development
- Building Form: Height, Articulation, Scale and Neighborhood Transitions
- Landscape, Screening and Lighting Standards
- Storage—Residential Development

# Connection to Vision and Goals

The Design Standards relate to the vision and goals for Downtown in several ways:

## **2.4.1 Relation to Vision**

Enhance Pedestrian Experience

Creating visual continuity, theme, a more active and inviting public realm through human-scale development

Filling in gaps by requiring parking behind buildings instead of in front of them

Creating more outdoor spaces by encouraging parklets

Creating safer pedestrian spaces through improved street access, walkways, signage, and lighting

Establishing Active Use Streets and Ground Floor Active Use Standards

## **2.4.2 Relation to Goals**

Create a Pedestrian and Transit Friendly Downtown - ADA accessibility requirements, improved street access and parking design, bicycle infrastructure, and better walkways, entrances, and elevators

Preserve the Past - small lots and walkable blocks, preserving historic buildings, maintaining historic building character and aesthetic through façade design, materials, and awnings

Create Civic Gathering Places - encouraging creation of parklets, open and outdoor space requirements for residential developments

Establish a Possible Identity for the Downtown - creating visual continuity, theme, and a more active and inviting public realm through human-scale development

# Design Standard Inconsistencies

Based on the review of the Design Standards and the comparison to the Elixir building, the following consistencies and inconsistencies were identified:

- 3.4.4.15 Development Review Procedures – Consistent
- 3.4.4.20 Mixed-Use Development Standards – Consistent
- 3.4.4.25 Downtown Design Standards – General – Consistent
- 3.4.4.35 Site Design and Building Form Standards – Inconsistent (3)

3.4.4.35 Site Design and Building Form Standards:

- Ground Floor Active Use Standards
  - Ground Floor Ceiling Height – 15'
- Only 12' for Elixir Building
  - Ground Floor Transparency – Minimum 75%
- Under 75% for Elixir Building
  - Refuse and Recycling Storage – Must be incorporated into building or site design
- Not shown for Elixir Building

The Current Proposed Design Standards for Downtown Springfield would not allow for the Elixir development. While the current Elixir Wine Group Building design is not compliant with the Design Standards, based on Figures 9 and 10 showing the building currently under construction, city staff should consider if this is the type of use and aesthetic that is desirable in Downtown. The building serves as a good test of both the application of the Design Standards, as well as the overall purpose of the code. If it is identified as a desirable development, staff may want to reconsider how the Design Standards are being focused, how they may limit future development, and if the code is achieving what it was set out to.

# Considerations and Recommendations for Proposed Design Standards

## *Design Standards Accessibility and Readability*

The numbering and referencing of subsections and diagrams can be difficult to follow and understand, requiring jumping back and forth and searching for particular parts of the codes mentioned. We recommend providing page numbers of diagrams and subsections referenced, as well as an appendix at the end of the code. Parts of the code also lacked a logical progression and repeated other sections. Guidelines and standards for parking, sidewalks, and other connectivity and accessibility elements were discussed multiple times and in different ways in different sections. Changing the order and content of particular sections would improve the overall organization of the code. Many of the diagrams and pictures shown in the code displayed potential development options that did not seem to align with the current character of Downtown or the overall vision for how Downtown should look and feel.

## *Plaza Frontage Location Requirement (West of Pioneer Parkway E if on Main St.)*

The Design Standards reference the need for a plaza from the Downtown Refinement Plan. The location for the plaza stated in this plan locates the plaza in a current parking lot on Main Street, South of City Hall, which is inconsistent with the location restriction in the Design Standards. The plaza location restriction, being West of Pioneer Parkway E if on Main Street, references the Downtown District Plan's Mill Plaza. This plan was not adopted and restricting plaza frontage to this plan may not be desirable. Plaza frontage can be very effective at activating corners and may benefit businesses by providing visible, outdoor spaces for customers without breaking visual continuity or obstructing pedestrian movement. With the high number of street corners on Main Street and other Active Use Streets, having less restrictive plaza frontage requirements would provide more opportunities to the enhance pedestrian realm and experience.

# Considerations and Recommendations for Proposed Design Standards

## *Additional Costs Incurred by Façade Requirements*

Some of the façade requirements in the Design Standards may add extra costs to construction that could deter development, such as 75% ground floor transparency, façade breaks, and 15' ground floor ceiling height. While the 75% ground floor transparency requirement could incur higher operational costs due to heat loss, and could be a potential liability if broken or vandalized, the advantages to businesses in terms of marketing and visibility would likely outweigh the drawbacks. Requirements such as the 15' ground floor ceiling height would incur considerable extra costs to developers, without providing equivalent benefits. With the exception of Plank Town Brewing Company and the Robert E. Wildish Community Theater, no other buildings on the Active Use Streets have 15' ceiling heights. Taking this into consideration, and with the current economic and development environment in Downtown Springfield, the market might not allow for Design Standards that incur unnecessary costs. A more detailed economic analysis may show how the Design Standards could affect future development.

## *Enhancing Existing, Compliant and Con-Compliant Buildings*

Existing buildings such as those pictured in Figures 11 and 12 are compliant, but are likely not contributing to the goals and rationalization behind the 75% ground floor transparency requirement. While meeting the requirement, these buildings have cluttered or covered windows that reduce the overall amount of transparent frontage and are not creating a desired aesthetic. Measures to ensure that these buildings are utilizing their frontage would help contribute to the goals and vision for Downtown.



# Public Participation

The Possibilities of Surveying

# Public Participation: Surveying

Several key considerations should be discussed before survey implementation for better response rates. Given that the population of Downtown Springfield 17% non-white, and many identify as Latinx, it would be appropriate to make sure the language and literacy used in the survey is inclusive of the demographics of Downtown Springfield. For instance, when the Center for Disease Control conducted a survey of Latinx smokers they had a response rate of eighty percent, much higher than average response rates, because they took into consideration of a culturally appropriate questionnaire design.<sup>1</sup> In addition, they also used community members or people reflective of the community for interviewing. In essence, not every survey is designed equally. Surveys that are short, easy to understand, and accessible is going to look different for every community, including Downtown Springfield.

Another strategy to consider when designing a survey for Downtown Springfield residents is incorporating weighting into Springfield's Downtown Citizen Engagement Strategy.<sup>2</sup> This would help to create a clearer picture of not only who lives in Downtown, but how they interact with space and ways they believe the area could be improved. In creating a vision for Downtown Springfield, making sure that low-income and minority populations are accounted for is essential, especially since they make up such a significant portion of the population. In the DCES section titled "Outreach to Stakeholders and the Public," it discusses different strategies for engaging these populations while using "phone, paper and face-to-face communication strategies." When conducting these phone, paper, and face-face surveys, weighting should be included to give a more accurate representation of the data. Data collected by local government and from the U.S. Census and American Community Survey from Springfield Census Tract 33.02, should provide the demographic information necessary for developing Design and Post-stratification Weights. While creating these weights may require extra time and resources initially to develop, the long term benefits in terms of a more inclusive and engaging downtown would outweigh the costs out the survey. By better supporting the individuals that live in downtown, Springfield may indeed be able to create the vision and future that they want, with increased and diversified economic activity and a true sense of place and community that are a foundation element of healthy cities.



1. O'Hegarty, M., et al. (2010). Customizing survey instruments and data collection to reach Hispanic/Latino adults in border communities in Texas. 5159
2. "Weighting Corrects for Oversampling." Pew Research Center, October 25, 2016. Accessed November 10, 2018. [http://www.pewresearch.org/fact-tank/2016/10/25/oversampling-is-used-to-study-small-groups-not-bias-poll-results/ft-16-10-25\\_oversamplingweighting/](http://www.pewresearch.org/fact-tank/2016/10/25/oversampling-is-used-to-study-small-groups-not-bias-poll-results/ft-16-10-25_oversamplingweighting/).

# Case Study: HappyorNot Kiosks



Image from: <http://www.govtech.com/dc/articles/through-data-customers-tell-riverside-if-theyre-happy-or-not.html>

HappyorNot terminals are kiosks, with four, large, brightly colored buttons. The buttons are labeled with smiling or frowning faces, ranging from very happy, pretty happy, pretty unhappy, to very unhappy. Respondents are encouraged to rate their experience with the push of a button. HappyorNot kiosks are usually placed in physical locations where the target audience can engage without breaking their stride. The kiosks have been placed in stadiums, airports, malls, museums, in more than one hundred countries (Owen, 2018). The intuitive interface is language-agnostic, using universally familiar symbols of satisfaction rather than words. No other data is collected, except for a time and date stamp for each button pushed. The data input is simplistic, and the process for gathering the data is self-service. People are not prompted to complete the survey, nor are they asked any follow-up questions, they simply push the button when they walk by and their input is collected, measured and analyzed. What the HappyorNot kiosks lack in input detail, they make-up for in data volume. After eight years on the market, HappyorNot kiosks registered six hundred million responses (Owen, 2018). People's high degree of willingness to use the HappyorNot kiosks sets it apart from other traditional survey modes.

The data that is collected by HappyorNot terminals is not detailed, but highlights where there are satisfaction levels that are either high or low. The satisfaction levels signal to the surveyor when there is a potential problem, which might be related to the physical space (poor lighting, crowded lines, loud noises), the level of service (employee attitudes or availability), or the product (costs, temperature, quality). While the kiosk is only reporting the satisfaction level, the surveyor can compare results to other kiosk areas or to different times and days to understand what might be contributing to the feedback and then make adjustments to improve the satisfaction score. Changes can be made quickly and monitored in real-time to see how small modifications alter the overall score.

# Case Study: Trail Town Community Assessment Model

## 12. STREETScape

- YES NO
- Does the community enforce building codes? (Leave blank if unsure)
  - Is there a solid strip of buildings/businesses?  
*Ex: Not broken up by parking lots*
  - Are the walls and storefronts kept free of graffiti?
  - Overall, are the structures in town in good condition?
  - Are historic buildings restored and recognized?
  - Does the town use decorative lampposts for night lighting?
  - Are there banners?

Top Image: Question from Trail Town Community Assessment, trailtowns.org

Bottom Image: Question taken from Planktown Planners Trail Town Assessment booklet

8. GENERAL IMPRESSIONS

YES NO

- Are downtown businesses clustered in a compact area?
- Do business hours match visitors' needs?
- Do business facilities (ATM's, "Wi-Fi" access) meet?
- Are customers greeted warmly when they walk through the store?
- Do businesses offer out-of-town shipping for large items?
- Are there public restrooms in available in any businesses?
- Can employees answer questions about the town/regional attractions?

Who did you talk to?  
Conversation comments:

*call me work*

*see - A/C*

*lets to be - 1/2*

*1*

Do employees answer questions in a friendly manner?

Do employees' appearance, especially related to uniform, meet professional standards?

*3/20/15*

The Trail Town Program (TTP) was developed by a community development cooperation called the Progress Fund, and launched in 2007 to help revitalize rural communities along major bike trail corridors. After identifying new "Trail Towns" TTP staff worked with city officials and community leaders to survey the town for its strengths, weaknesses, opportunities, and threats, otherwise known as a SWOT analysis, for economic development. TTP developed a survey assessment tool, called the Trail Town Community Assessment, to help facilitate the group through the SWOT analysis. In order to administer this survey, TTP staff worked to gather city officials, stakeholders, and community leaders to form a quasi-focus group. Every person was given a copy of the assessment, and the group walked through the town identifying opportunities and needs for the town.

The goal of TTP was to identify economic development opportunities for recreational tourism in these communities. After identifying new "Trail Towns" TTP staff worked with city officials and community leaders to survey the town for its strengths, weaknesses, opportunities, and threats, otherwise known as a SWOT analysis, for economic development. TTP developed a survey assessment tool, called the Trail Town Community Assessment, to help facilitate the group through the SWOT analysis. In order to administer this survey, TTP staff worked to gather city officials, stakeholders, and community leaders to form a quasi-focus group. Every person was given a copy of the assessment, and the group walked through the town identifying opportunities and needs for the town. One section of the assessment survey is dedicated to what infrastructure, or lack of thereof, already existed in the community. Questions could be answered as "yes," or "no." There is also space located next to and below the questions on every page of the survey to take notes. If a question may not be clear, examples are given below the question. If there is the potential in uncertainty, notes by the questions encourage to leave the question blank.

Some of the questions are related to design standards for the city yet the questions are easy enough to understand by most audiences. Additionally, it is also important to highlight that some of the questions are designed to encourage conversation within the group. For instance, a city official may see that a building is in disrepair but a community leader may know the historical context of the building, and its significance to the community. Having a conversation about the different perspectives can lead to brainstorming of potential development opportunities. Once the assessment is completed by the group, TTP staff compiles the information, produces a SWOT analysis report for the town, and presents the report in a community meeting.

As a result of using this style of survey method, towns are better able to identify potential development opportunities to be more "trail-friendly" to touring cyclists. Additionally, this style of survey helps towns prioritize projects, and develop a plan to meet those goals. Most importantly, this survey tool encourages discussion between city officials, stakeholders, and the community, which encourages holistic design and development of the town to meet everyone's needs.

1. About Us. Trail Town Program. Retrieved from <https://www.trailtowns.org/about-us/>.

# Case Study: Scorecard

Motion/ Recommendation	Vote	NBMA Response	Results
Expand Town Center (TC1) into a larger area of North Beach (TC2 and TC3)	<b>PASSED</b> Yes: Brown, Peter, Jones, Brown, Lickman, Vega No: Prasad	 Oh, how nice high fives!	Holds up to 12 additional feet permits from 68th to 72nd Streets and from Collins to Main Creek. The new height limit is between 70th and 72nd Street.
Increase FAR to 3.5 in Town Center	<b>PASSED</b> Yes: Brown, Jones, Brown, Lickman, Vega No: Prasad	 Oh look, now more density too!	By City Order, FAR increases require a vote. Although there was some support for a FAR increase in the Town Center, the lack of local historic designation and the fact that the area is a Conservation District, this would be a hard sell to North Beach voters.
Promote mixed-income housing through inclusionary zoning in Town Center	<b>FAILED</b> Yes: Brown, Prasad, Lickman No: Brown, Jones, Brown, Vega	 Are you kidding us?!	This committee rejects an inclusionary zoning ordinance as a proven-effective way—the luxury development trend there's already underway. The ordinance would restricts out of North Beach.
Explore Historic Preservation Fund	<b>PASSED</b> Yes: Unanimous	 Hmm, we'll see.	This valuation on TDR would enable as a town, provide for grants to property owners to help restore or rehabilitate properties. Theoretically.
Analyze options for protecting 2 MIMO structures on 71st St	<b>FAILED</b> Yes: Lickman, Brown, Prasad No: Brown, Vega, Jones, Brown	 Why?! That's just mean.	The motion will be held in abeyance, of irrevocable landmarks along 71st such as the iconic MIMO sculpture. The motion was specifically referenced as a landmark of the area and the historic significance of the area and the historic significance of MIMO Modern in the North Beach Master Plan.)

<http://www.nobeneighbors.org/category/master-planning-process/>

The last case study considered for this portion of the report was using scorecards as a method of surveying. Scorecards can be an effective tool in surveying for several reason. First, it engages the community members and encourages stakeholders to be accountable. Second, you can combine the use of color to indicate progress. In San Francisco, for instance, they use real-time scorecard monitoring of their city's major functions, such as public work.<sup>1</sup> They use the color green to indicate positive response, yellow for improvement, and the color red for not meeting the target specified. Some of the items on the scorecard, such as graffiti service requests, are not graded and are left as grey. Next to the percentage scores, there are graphs indicating increase or decreases since the prior month. This particular scorecard is based on public requests and responses, and the score is adjusted as needed. At the bottom of the scorecard is an overall letter grade for that particular part of the scorecard. In another scorecard example, a neighborhood alliance employed the use of color and smiley faces to demonstrate whether their city was meeting its motions and recommendations.<sup>2</sup> Lastly, this is a model that can be used over a period of time to evaluate whether progress is being made and if not, how to change course so that the city can meet its needs.

Some cities use scorecards to evaluate major programs, such as San Francisco does. Others, like the North Beach Neighbors Alliance, has used the scorecard method to evaluate more technical projects, such as design standards for their town center. This kind of surveying also allows for more transparency in what is going on in city development projects.

1. <https://sfgov.org/scorecards/livability>
2. <http://www.nobeneighbors.org/category/master-planning-process/>



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