

Q STREET REFINEMENT PLAN

(Interim Printing March 2024)

Prepared by:

**Development and Public Works Department
City of Springfield**



ADOPTION DATE:

City of Springfield – March 16, 1987

TEXT AMENDMENT DATE:

**June 18, 2007
November 20, 2023**

DIAGRAM AMENDMENT DATES:

**June 18, 2007
April 16, 2018
November 20, 2023**

ORDINANCE HISTORY

Ordinance Number 5369; Adopted March 16, 1987

- An ordinance adopting the Q Street Refinement Plan, as amended, as a refinement plan of the Eugene-Springfield Metropolitan Area General Plan.

Ordinance Number 6193; Adopted June 18, 2007

- An ordinance amending the Q Street Refinement Plan Diagram by Redesignating 1.17 Acres of Land from Medium Density Residential (MDR) to General Office (GO) and Amending the Refinement Plan Text to Establish a Policy and Criteria for Locating the General Office Designation within the Refinement Plan Area.

Ordinance Number 6378; Adopted April 16, 2018

- An ordinance amending the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) Diagram by redesignating approximately 1.96 acres of land from low density residential (LDR) to medium density residential (MDR); Concurrently amending the Springfield Zoning Map by rezoning the same approximately 1.96 acres of land from LDR to MDR; Amending the Metro Plan Diagram by redesignating approximately 1.39 acres of land from low density residential (LDR) to high density residential (HDR); Concurrently amending the Springfield Zoning Map by rezoning the same approximately 1.39 acres of land from LDR to HDR; Adopting a severability clause and providing an effective date.

Ordinance Number 6463; Adopted November 20, 2023

- An Ordinance Amending the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) and Springfield Comprehensive Plan to Adopt the Springfield Comprehensive Plan Map and Land Use Element; Amending the Downtown Refinement Plan, Gateway Refinement Plan, Glenwood Refinement Plan, East Kelly Butte Refinement Plan, East Main Refinement Plan, Mid-Springfield Refinement Plan, and Q Street Refinement Plan; Amending the Springfield Development Code; Adopting a Savings Clause and Severability Clause; and Providing an Effective Date.

NOTES

- Note:** The following Plan Diagram that appears before the Table of Contents reflects amendments to the Diagram since its initial adoption. The remaining diagrams and maps in this document have not been updated to reflect changes in current condition/status.
- Note:** The various plans referenced in this document, such as the Eugene-Springfield Metropolitan Area General Plan, the Willamalane Comprehensive Plan, etc., have either received a series of updates since adoption of this Refinement Plan or have been replaced. In the case of conflicting information between versions, the most recently adopted version of each plan takes precedence.
- Note:** References to the prior Development Code in effect in 1987 have been inserted with the applicable provision under the existing Springfield Development Code (as of March 2023).
- Note:** Some provisions (e.g., allowable uses and approval processes) as of adoption of this Plan may differ from current provisions. Additionally, this Refinement Plan has not been updated to incorporate changes in state statutes that may impact or limit Refinement Plan policies or uses allowed within the plan area. Development Code requirements demanded by statute or administrative rule override any refinement plan text that appears to be in conflict.

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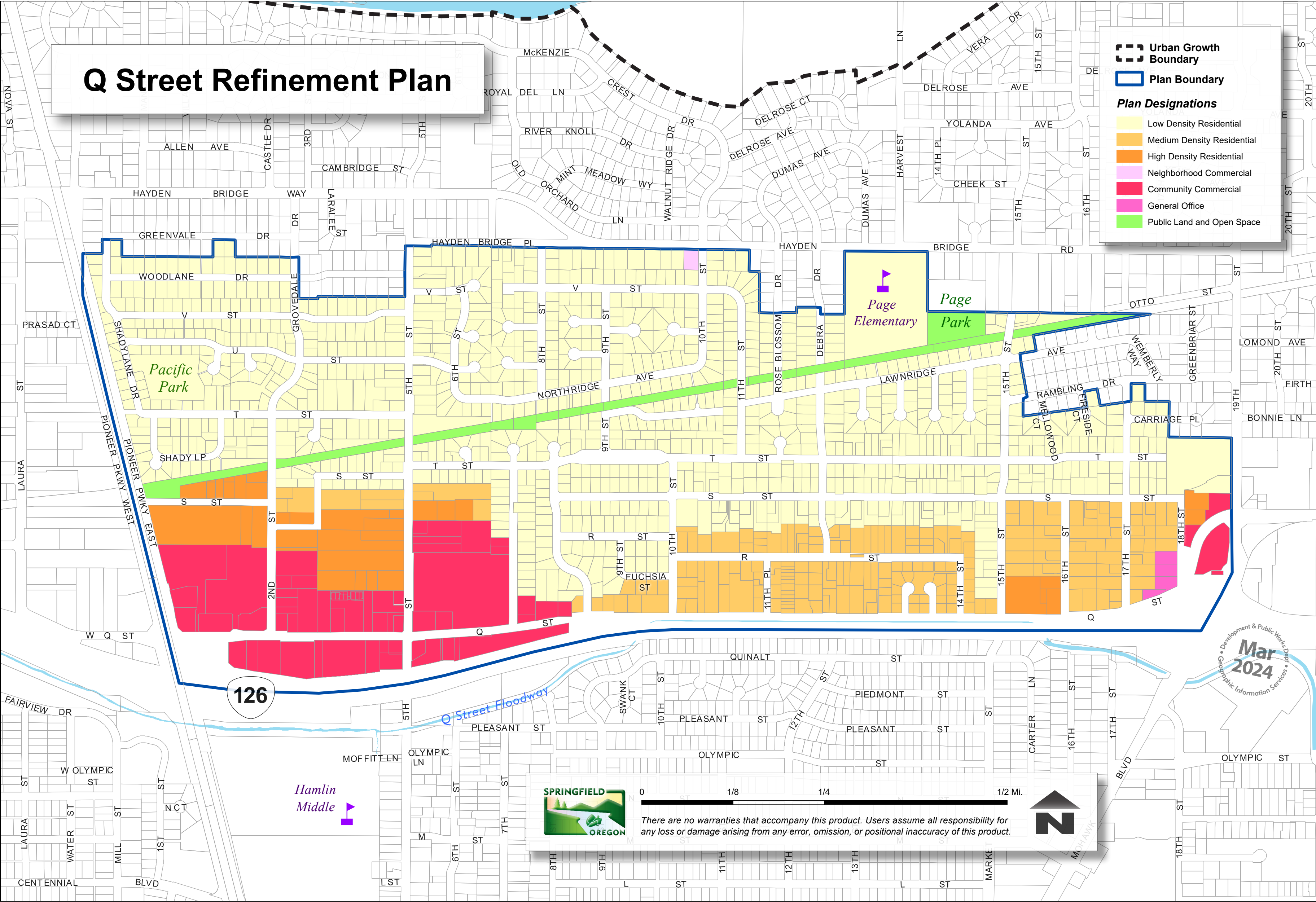
Q Street Refinement Plan

Urban Growth Boundary
 [Dashed Line]

Plan Boundary
 [Blue Line]

Plan Designations

- [Light Yellow] Low Density Residential
- [Orange] Medium Density Residential
- [Dark Orange] High Density Residential
- [Light Pink] Neighborhood Commercial
- [Red] Community Commercial
- [Magenta] General Office
- [Green] Public Land and Open Space



126

Street Floodway

Hamlin Middle

Page Elementary

Page Park



0 1/8 1/4 1/2 Mi.

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Mar 2024
 Development & Public Works Dept.
 Geographic Information Services

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INTRODUCTION

HISTORY

Planning in the Q Street area has been evolving in the last 20 years. The Q Street area had been rapidly growing, leaving large areas of vacant land between developments, with little policy direction to provide for orderly development. In 1972 the Eugene/Springfield Metropolitan Area 1990 General Plan was adopted. The Q Street area was designated Low Density Residential with a strip of Medium Density Residential north of Q Street between 5th and 19th Streets.

The North Springfield Community Plan, one of the first refinement plans of the newly adopted 1990 General Plan, took a closer look at the area north of the Eugene/Springfield Highway. In this plan the Q Street area was examined in more detail; the area at the corner of the 2nd/3rd Street Couplet and Q Street was designated Low-Medium Density Residential (5-10 units/acre), the area between 5th and 7th Street adjacent to Q Street was designated Neighborhood Commercial, the area south of Q Street was designated Service Wholesale, and the area between 10th and 15th streets was designated Medium Density Residential (10-15 units per acre) if certain “detailed development criteria” were met (i.e., a Development Area Plan concept). These “detailed development criteria” required such things as combining narrow tax lots into developments of no less than 3.75 acres in size, using an internal circulation pattern.

The North Springfield Community Plan guided planning in the Q Street area until the adoption of the Metropolitan Area General Plan (Metro Plan) in 1980. The Metro Plan recognized the need for a community commercial center in the Q Street area and designated a section between N. 2nd and 7th Streets Community Commercial (for other designations see the Metro Plan map on page II-E-25 of the Metro Plan).

The Q Street Refinement Plan is the latest evolution of planning in the Q Street area. A citizen review group was formed in September of 1986 to develop a draft Q Street Refinement Plan. Shortly after the committee completed their work in late October, a neighborhood meeting was held at Page School to present the Plan to area residents. The comments received at the neighborhood meeting were forwarded to the Planning Commission at their November 5 work session. At the Planning Commission’s December 3 public hearing on the Plan, the commission directed staff to get together with property owners in the area between 2nd Street and 5th Street north of Q Street, to work out a compromise to the proposed 4-acre development area concept in that area.

The property owners formed a representative committee to work with staff from the Planning and Development Department. This committee met four times between mid-December and the February 4th Planning Commission public hearing. General consensus of the property owners in the area was reached on a compromise which was forwarded to the Planning Commission. (Text amended by Ordinance Number 6463; Adopted November 20, 2023.)

PURPOSE

(Text amended by Ordinance Number 6463; Adopted November 20, 2023.)

The Q Street Refinement Plan guides local development and decisions with land use policies addressing this area's specific issues and needs. The application of site-specific plan designations is based on findings of fact and clear criteria. Refinement Plan designations, policies, and implementation actions are designed to minimize the negative impacts of development on existing residential neighborhoods and natural resources, while facilitating development consistent with applicable comprehensive plans.

A "policy" is a statement mandating the direction that private developers, the City and other public agencies must follow in making land use decisions and developing property. Information about existing facilities, services, and conditions in the planning area are found under the "findings" heading. Findings serve as the factual basis for the policies in this plan. The "Plan Diagram" is a graphic depiction of site-specific land use designations, and when used in conjunction with plan policies, gives direction for development in the Q Street area.

In addition to serving as a refinement plan and an information source, the plan will be a valuable tool for commissions, committees, and neighborhood groups regarding capital improvements, budgeting, block grant allocations and neighborhood self-improvement actions.

PLAN RELATIONSHIPS

(Section added by Ordinance Number 6463; Adopted November 20, 2023.)

COMPREHENSIVE PLANS

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is the regional long-range comprehensive plan that establishes the broad policy framework upon which Springfield, Eugene, and Lane County make coordinated land use decisions within the Eugene-Springfield Metropolitan planning area. In 2011, Springfield began to create its own Comprehensive Plan, which started with a Metro Plan amendment to establish a Springfield urban growth boundary and adopt a city-specific residential element (chapter). The City has since added more elements to the Springfield Comprehensive Plan. The Springfield Comprehensive Plan is the local long-range comprehensive plan that establishes city-specific goals, policies, and implementations strategies to inform land use decisions within the Springfield urban growth boundary. Together, the Metro Plan and Springfield Comprehensive Plan serve as Springfield's applicable comprehensive plans.

Metro Plan Chapter I explains the relationship between its broad policy framework, city-specific comprehensive plans, and refinement plans. Some Springfield Comprehensive Plan elements explicitly supplant the relevant portion of the Metro Plan while others supplement the Metro Plan. For information about how the different elements of the Metro Plan apply to Springfield, see the Preface of the Springfield Comprehensive Plan.

The City and Lane County co-adopted a Springfield Comprehensive Plan Land Use Element and Springfield Comprehensive Plan Map, which replace the text in the Metro Plan Diagram Chapter II-G and remove the plan designations shown on the Metro Plan Diagram for areas within Springfield's urban growth boundary. These amendments were adopted by Springfield City Council in 2023 and the Lane County Board of Commissioners in 2024 (Springfield Ordinance No. XXXX, and Lane County Ordinance No. PA 1390 and Ordinance No. 23-07). The Springfield Comprehensive Plan Map includes the plan designations from adopted Neighborhood Refinement Plan Diagrams. An updated Refinement Plan Diagram reflecting

amendments since the Refinement Plan's original adoption and some minor plan designation name changes is included prior to the Table of Contents in this document. The original Refinement Plan Diagram is retained on page 15 for historical reference.

NEIGHBORHOOD REFINEMENT PLANS

Neighborhood refinement plans often have more specific policies than those in the comprehensive plans due to more detailed analysis of neighborhood needs and aspirations. In these cases, the more specific or restrictive policies typically prevail. In the case of an actual conflict between plan policies, the Springfield City Council has the authority to interpret the provision that prevails, to give maximum effect to the overall policies and purposes of the Springfield Comprehensive Plan.

Some neighborhood refinement plans, created decades ago, have not been fully updated to incorporate changes made through adoption of more recent plans. For example, adoption of Springfield's Transportation System Plan resulted in changes to the functional classification of some streets which were not incorporated into the Neighborhood Refinement Plans. In such cases, the more recently adopted plan generally prevails.

FINDINGS

RESIDENTIAL

- 1) There are three large vacant tracts within the plan boundary that are 10.4, 15.65 and 22.6 acres in size. (See Existing Land Use map for locations)
- 2) There are two areas which are multi-family in character; the area north of T Street between 2nd-3rd Street Couplet and 2nd Street, and the area north of Q Street and south of S Street between 10th and 15th Streets.
- 3) Approximately half of the plan area is in Single Family Residential land use.
- 4) *47.5% of the housing units in the Q Street area are renter occupied, which compares to 52.5% for the rest of Springfield.
- 5) *The median rent is \$268 for the Q Street area and \$224 for the rest of Springfield.
- 6) *The median monthly mortgage payment is \$368 for the Q Street area and \$358 for the rest of Springfield.
- 7) *6.5% of the housing units in the Q Street area are vacant, which compares with 7.4% for the rest of Springfield.
- 8) *The median value of owner occupied housing is \$62,700 for the Q Street area and \$49,00 for all of Springfield.
- 9) Retention of LDR zoning in areas 1, 2, and 3 on the Plan Diagram allows for outright permitted uses of the LDR district.
- 10) The Springfield Development Code permits some professional office uses on residentially zoned parcels when the lots are adjacent to and structures are not more than 100 feet from CC or MRC zoning districts or Commercial Metro Plan Diagram designations.
- 11) The first use of the Development Area Plan concept in Q Street planning area was in the North Springfield Community Plan, which was adopted in 1973 (Policy 22, page 27).
- 12) Apartment complexes with residential managers are generally better maintained than other residential rental units (information obtained from local area property management firms).
- 13) The threshold for having a resident full-time manager is generally between 18 and 22 units (information obtained from local area property management firms.)

***NOTE:** These findings were extracted from the 1980 Census of Housing, using census tract 20.02 as the base for the Q Street information.

COMMERCIAL

- 1) The 12 lots fronting on Q Street between 5th and 2nd Streets average 0.51 acres in size. Their average frontage width is 75 feet and range from 52 to 85 feet with one exception. Most of the lots are 299 feet deep. Consolidation of these parcels into integrated commercial developments will reduce access points and congestion on Q Street and will allow for efficient commercial use of land that would otherwise not be developed to its full potential.
- 2) The area between North 2nd and 5th Streets consists of sparsely developed residential uses and professional offices. This area is in transition from residential to more intensive uses due to relatively high volumes of traffic on Q Street and impacts from nearby commercial uses.
- 3) There are commercial activities intermixed with residential uses along 5th Street north of Q Street for 300 feet.
- 4) The Eugene-Springfield Highway, Hayden Bridge Road, the 2nd-3rd Street Couplet, and Mohawk Boulevard provide good vehicular access to the area.
- 5) There are a limited number of vacant sites within Springfield that have suitable size, location, transportation, and land use characteristics to support Community Commercial uses in the form of a unified shopping center. The property on the northeast corner of the 2nd-3rd Street Couplet and Q Street is one of these sites.
- 6) Since the Metro Plan was first adopted in 1980, six vacant community commercial sites that are over 5 acres in size have been developed in the metro area. One of these six sites is in Springfield.
- 7) Portions of census tracts 20.01 and 20.02 are within the Q Street Refinement Plan area. In 1980 the two census tracts had a combined population of 6,342.
- 8) A Community Commercial Plan Designation near the corner of the Couplet and Q Street is consistent with the Metro Plan criteria used in allocating other community commercial uses throughout the metro area. Specifically, it would provide for additional commercial uses in a nodal development form with good transportation and transit access, and in proximity to concentrations of housing.

TRANSPORTATION

- 1) Hayden Bridge Road between 5th and 19th Streets is shown in the TransPlan under Short Term Street and Highway Project List as #170. This would include upgrading to a 3-lane urban facility and providing curbs, sidewalks and bike lanes. Short Term projects are expected to be needed within 5 years.
- 2) The Q Street area has existing bicycle facilities on the 2nd-3rd Street Couplet, 5th Street, the power line right-of-way, Q Street, and a portion of Hayden Bridge Road. Bicycle facilities are planned for Hayden Bridge Road and 19th Street (as shown in the TransPlan).

- 3) Transit service in the Q Street area includes a feeder route, a planned truck route, and a minor transit station (as shown in the TransPlan).
- 4) There is little or no sound buffering between the Eugene-Springfield Highway and the residential areas within the Q Street area.
- 5) Some streets are broken up by different widths of right-of-way and by incomplete right-of-ways, such as T Street between 7th and 19th Street.
- 6) A detailed traffic impact study for a proposed development at the corner of the 2nd/3rd Street Couplet and Q Street has been prepared by a consultant for the developer. This study concludes that specific road and facility improvements must be made to accommodate increased traffic resulting from development of a Community Commercial center in the area. The ODOT has also prepared a transportation study for this area.
- 7) There is little or no mitigation of dust between the Eugene-Springfield Highway and the Q Street residential area.

ENVIRONMENTAL DESIGN

- 1) Page Park, Robin Park and Royal Delle Park all have a half mile (walking) service area which is within the Q Street area. (The service area is established by Willamalane Park and Recreation District for neighborhood parks.) However, Robin and Royal Delle Parks are across Hayden Bridge Road, which effectively makes these parks unavailable to the children of the Q Street area.
- 2) There is a relatively large area north of Q Street which is not within the half mile service area for neighborhood parks.
- 3) There are no indoor recreation facilities in the Q Street area.
- 4) There are few street trees along Q Street and the 2nd-3rd Street Couplet.
- 5) The area of Q Street and the 2nd-3rd Street Couplet has been identified as a possible habitat of the Pacific Tree Frog in the Metropolitan Area General Plan Working Papers; however, the Pacific Tree Frog is not listed as a "rare, threatened, or endangered species" in the Rare, Threatened and Endangered Plants and Animals of Oregon; Oregon Natural Heritage Data Base, July 1983.

PUBLIC FACILITIES

- 1) The large vacant tracts within the Q Street area have no on-site storm and sanitary sewer systems.
- 2) Storm and sanitary sewers of sufficient capacity are available adjacent or nearby to each of the large vacant tracts to serve development which might occur.
- 3) The West Springfield Drainage Master Plan (Kramer, Chin and May 1983) includes projects which could have a direct impact on each site. Though these projects may not be needed to accommodate development on the sites, it may be appropriate to

- construct the storm sewer projects at the time of development in order to avoid future disruption.
- 4) The need for detention basins may impact the design of developments (see West Springfield Drainage Master Plan).
 - 5) The Springfield Sanitary Sewer Master Plan (Kramer, Chin and Mayo, 1980), proposed a major trunk line along the northern plan boundary to serve areas to the north which are presently un-sewered. As Hayden Bridge Road is improved it would be appropriate to install the trunk line concurrently.

CRITERIA FOR PLAN DESIGNATIONS

(Text amended by Ordinance Number 6463; Adopted November 20, 2023.)

The Criteria for Plan Designations are the basis for assigning site specific land use designations in the Q Street Area. In areas where one set of criteria clearly applies the corresponding plan designation shall apply. In certain areas one set of criteria may not clearly predominate. If this occurs, other factors such as need for a specific type of land use shall be considered and entered into the findings which support these designations. All designations shall be consistent with policies from applicable comprehensive plan.

COMMERCIAL

- 1) The Community Commercial plan designation shall be applied to areas adjacent to existing Community Commercial on the Springfield Comprehensive Plan Map or an area of four acres or larger not adjacent to Community Commercial. In both cases, the following circumstances must predominate:
 - a) Where it is not an intrusion into well-maintained residential neighborhoods;
 - b) Where it would not increase land use conflicts between Low Density Residential and Community Commercial land uses;
 - c) Where legally established, pre-existing commercial uses exist;
 - d) Where adequate customer and service access to an arterial street can be provided; however, access to a collector street may suffice if safe and efficient access can be provided and if the access point (on the collector street) is within one quarter mile of an arterial street;

- 2) The General Office refinement plan designation may be applied in areas with existing Residential Plan designations. To create or expand an area with this refinement plan designation, the following criteria must be met:
 - a) The area of the designation must be adjacent to a boundary between Residential and Community Commercial or Major Retail Commercial plan designations.
 - b) An area must be at least one acre in size to receive the General Office refinement plan designation.
 - c) A General Office designated area shall not be created or expanded to greater than 1.5 acres in size unless the development area abuts a collector or arterial street.
 - d) A General Office designated area shall not be created or expanded greater than 5 acres in size.

RESIDENTIAL

- 1) The Low Density Residential plan designation shall be applied where the following circumstances predominate:
 - a) Areas that are primarily developed as single family;
 - b) Areas that are not intermixed with community commercial development;
 - c) Areas that are not located directly on arterial streets;

- 2) The Medium Density Residential plan designation shall be applied where the following circumstances predominate:
 - a) Areas that are primarily developed as high quality Medium Density Residential;
 - b) Areas that are adjacent to Medium Density Residential designations;
 - c) Areas that could serve as a buffer between Low Density Residential and Community Commercial;
 - d) Areas that are within one-half mile of a transit transfer station.

- 3) The High Density Residential plan designation shall be applied where the following circumstances predominate:
 - a) Areas that are primarily developed as high quality High Density Residential;
 - b) Areas that are adjacent to High Density Residential designations;
 - c) Areas that are within one-half mile of a transit transfer station;
 - d) Areas that are within one-half mile of large Community Commercial centers;
 - e) Areas which can meet the solar setback requirements and other Development Code standards;
 - f) Areas that are within one quarter mile of an arterial or collector street.

POLICIES

COMMERCIAL

- 1) Provide vacant and re-developable land to allow for the expansion of commercial uses, and to encourage new commercial development.
- 2) Encourage commercial shopping centers—as opposed to isolated or strip commercial uses to achieve: 1) Increased design flexibility; 2) Minimize the impacts of commercial development on adjacent residential neighborhoods, and 3) Reduce the number of access points on arterial and collector streets.
- 3) Where safe and efficient vehicular access can be provided, encourage the development of commercial shopping centers at the intersection of minor arterials and Q Street (a collector).
- 4) The development of a community commercial center at the northeast corner of the Couplet and Q Street would require a number of traffic and highway facility improvements, similar to those in the traffic impact study which has been prepared for the area. All such traffic improvements rest with the developer.
- 5) Apply site-specific Commercial plan designations to clearly define the limits of commercial uses.
- 6) Apply site plan review conditions (Article 31, Springfield Development Code) [now Section 5.17.100] to commercial development to: 1) Improve the appearance of Q Street area; and, 2) Minimize conflicts with residentially-designated areas.
- 7) Reduce the number of curb cuts and require the rebuilding of curbs through the site plan review process, especially along Q Street. Joint access shall be required of Residential Professional uses on land zoned Low Density Residential within the Plan Designation of Community Commercial.
- 8) The expansion of existing or location of new Neighborhood Commercial shall occur according to the Neighborhood Commercial locational criteria contained in the Land Use Element of the Springfield Comprehensive Plan. (Text amended by Ordinance Number 6463; Adopted November 20, 2023.)
- 9) The General Office refinement plan designation establishes areas to which the GO - General Office zoning district may be applied. Areas so designated serve as transition zones, buffering residential development from more intensive commercial development in areas with commercial plan designations. The General Office refinement plan designation provides appropriate locations for business and professional offices such as financial, insurance and real estate services.

RESIDENTIAL

- 1) The City shall actively participate in efforts to maintain and enhance existing residential neighborhoods and attract compatible medium and high density

- residential developments that would enhance and benefit the Q Street area. This shall include: 1) Requiring development to be large enough in size to insure efficient land use, and 2) The potential development of a City design and beautification committee to provide building and design ideas to property owners and tenants.
- 2) Implement mitigating measures for noise, dust, and traffic impacts to residentially-designated areas along arterial, collector, and local streets through the Site Plan Review process.
 - 3) High Density Residential Plan designation changes shall be encouraged in the Medium Density Residential areas labeled with a “4” on the Plan diagram, where the criteria for designating High Density Residential predominate.
 - 4) Encourage the inclusion of private and public recreational facilities in High Density Residential Development Areas.
 - 5) Provide for buffering of multiple family development from single family development through the Site Plan Review process (Article 31 of the Springfield Development Code) [now Section 5.17.100].
 - 6) Minimize conflicts between residentially-designated land and commercial uses through the Site Plan Review process (Article 31, Springfield Development Code) [now Section 5.17.100].
 - 7) Eliminate the incursion of Community Commercial development into residentially-designated neighborhoods by specifically designating land for commercial use.
 - 8) Work with the Willamalane Park and Recreation District to provide adequate park and recreational facilities to residents of the Q Street area in accordance with the Willamalane’s Comprehensive Plan and other adopted plans.
 - 9) Provide continued financing for the City’s home and rental rehabilitation program dependent upon the availability of CDBG funds. Other potential funding sources shall be identified.

ACCESS, CIRCULATION, AND PARKING

- 1) The City shall work with the Lane Transit District (LTD) to encourage efficient and low cost bus service to the Q Street area.

Implementation

- a) The City shall work with LTD to determine the feasibility of extending the time allowed for layovers in commercial areas and, if feasible, work with LTD to

implement this extension. (LTD currently allows one-hour layovers on one-way trips.)

- b) All Q Street area businesses shall encourage transit ridership through incentive programs. The City, LTD and area businesses shall consider the following programs: 1) Reduction of employer payroll tax in proportion to employee transit fare subsidies, 2) Reduction of parking requirements, and 3) Encouraging employers to provide free or discounted bus passes as employee benefits.
- 2) Discourage through truck traffic in residentially-designated areas by designation of alternative truck routes and enforcement of existing laws and regulations.

ECONOMIC DEVELOPMENT

- 1) The City shall coordinate and encourage efforts of various agencies to retain existing jobs and businesses and to attract new businesses and jobs.

Implementation

The City shall cooperatively maintain a current inventory of vacant commercial land and structures within the Q Street area.

DESIGN

- 1) The City, EWEB, and Willamalane shall continue to develop and integrate the EWEB right-of-way and bicycle path into the design of recreational and new residential facilities.
- 2) The City shall continue in its efforts to develop quality improvements along the 2nd-3rd Street Couplet, 5th Street, and Q Street to achieve a more attractive appearance. The following proposals will be considered for funding the City's CIP:

Implementation

- a) Tree planting in areas designated as target areas on the "Street Tree Target Areas" map in the Appendix (target CDBG funds); and
 - b) Installation and improvement of sidewalks; and
 - c) Reduce the number of vehicular access points.
- 3) Consider use of vacant land for community gardens, as the need arises.
 - 4) Work with Lane County to increase the accessibility to Royal Delle and Robin Parks for residents south of Hayden Bridge Road. Implementation of this policy should include, but not be limited to: increased safety of pedestrian crossings on Hayden Bridge Road, improved sidewalks, and planned access routes to and from the park sites.

PLAN IMPLEMENTATION

In order for this Plan to achieve the desired results, it will be necessary to monitor progress made towards its implementation through an on-going process. All agencies involved in the continued development and maintenance of the Q Street area need to be familiar with the Plan and its policies in order to insure coordination of Q Street project.

- 1) The Planning and Development Department shall report annually to the Planning Commission regarding progress made toward implementation of the Q Street Refinement Plan and suggested amendments to the Plan.
- 2) The City shall legislatively rezone properties consistent with the Q Street Plan Diagram upon adoption of the Plan. Except as modified by Policy 4 below, the legislative zone change process for numbered areas shall be completed upon staff approval of a Development Area Plan under Type II procedure (see Development Code).
- 3) For the purposes of this refinement plan the Community Commercial designation on the eastern portion of Q Street, on the south side of Q Street, shall be interpreted to extend west to 15th Street.
- 4) No partitioning shall be allowed which would result in the creation of any lot smaller than the minimum development area in any of the numbered areas on the Plan Diagram.

DEVELOPMENT AREA PLAN REQUIREMENTS

- 1) The Development Area Plan shall be prepared by an architect or landscape architect, and an engineer.
- 2) Development Area Plans are intended to: a) Ensure adequate circulation for the development area and the adjoining properties, including dedication of future streets shown on the Street Conditions map, b) Minimize vehicular access point onto adjacent streets, c) Ensure adequate buffering between adjacent uses, d) Include adjacent properties wherever possible so that islands of isolated parcels are not created, e) Provide coordinated extension of public facilities to serve the site and surrounding properties, and f) To have agreement of all affected property owners.
- 3) The Development Area Plan shall illustrate all significant site features, and show proposed building footprints, access and circulation, parking, landscaped areas, all other land uses, and be in conformance with the following criteria:
 - a) Proposed buildings, roads and other uses shall be designed and sited to ensure preservation of identified significant natural features.
 - b) Engineering studies of any identified natural hazards and their treatment in site development shall be included in the Development Area Plan.
 - c) Traffic impacts of the proposed development shall be adequately addressed, including the following: 1) Access permits have been obtained from all

jurisdictions involved, 2) A traffic impact study has been completed and approved if requested by the Transportation Manager, 3) Mitigation of traffic impacts of commercial development on residentially designated areas of N. 2nd Street may be required and may include one or more of the following: a) Traffic diverters, b) Street collars, c) Woonerf zones, d) Restrictive signage, e) Rumble strips, f) Restricted lane movements or g) Other appropriate and efficient means.

- 4) If the Development Area Plan complies with all Site Plan Review standards of the Springfield Development Code, subsequent permitted uses that conform to the Development Area Plan shall not require additional Site Plan Review.
- 5) Future development must be in conformance with the approved Development Area Plan, unless the Development Area Plan is modified or expanded in accordance with the provisions of this [p]Plan.
- 6) When approval of a Development Area Plan would result in the isolation of an area between Development Areas or between the proposed Development Area and existing commercial development; and that isolated area does not meet the minimum development area size requirements, a zone change (Type III) will be required of the substandard, isolated area.

7) AREA 1 (Community Commercial: corner of 2nd/3rd and Q Streets).

Each Development Area shall be 4 acres or larger, and each Development Area Plan shall be reviewed under Type II procedure. A Development Area Plan for less than 4 acres shall not be considered.

8) Area 2 (Community Commercial: north of Q Street between 2nd and 5th).

Except as modified below, each Development Area shall be 2 acres or larger, and each Development Area shall be reviewed under Type II procedure.

- a) A Development Area Plan of less than one acre shall not be considered.
- b) Prior to Type II review of a Development Area Plan for areas between 1 and 2 acres in size in Area #2, a zone change application must be approved under a Type III procedure.
- c) A business which exists at the time this Plan is adopted, on property zoned Community Commercial, may expand on to adjacent property if: 1) a lot line adjustment is approved, and 2) a Type II site plan is approved under Article 31 of the Springfield Development Code [now Section 5.17.100]. The site plan approval shall complete the zone change to Community Commercial.

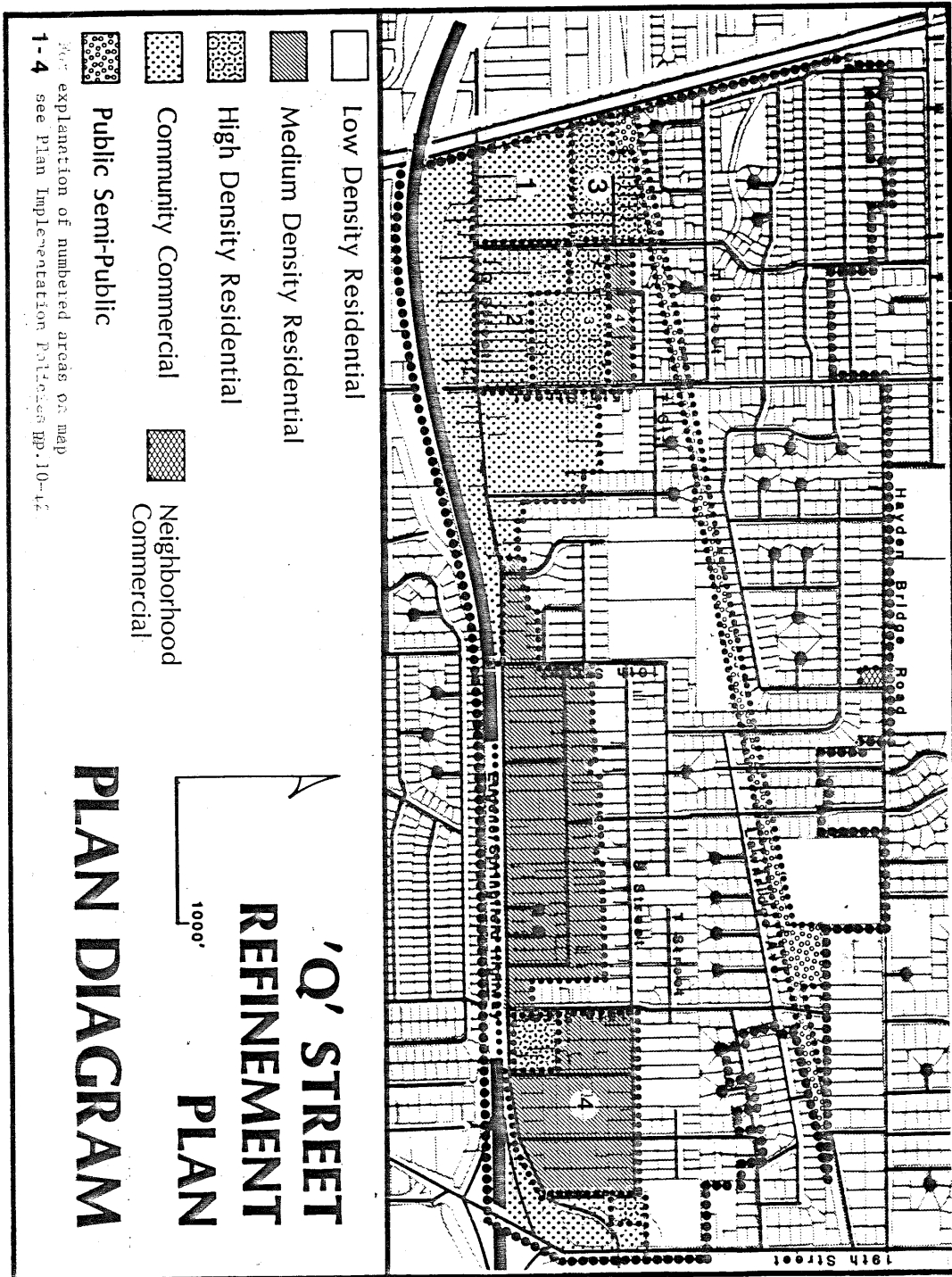
9) Area 3 (High Density Residential).

Each Development Area shall be 1.5 acres or larger, and each Development Area Plan shall be reviewed under Type II procedure. A Development Area Plan of less than 1.5 acres shall not be considered.

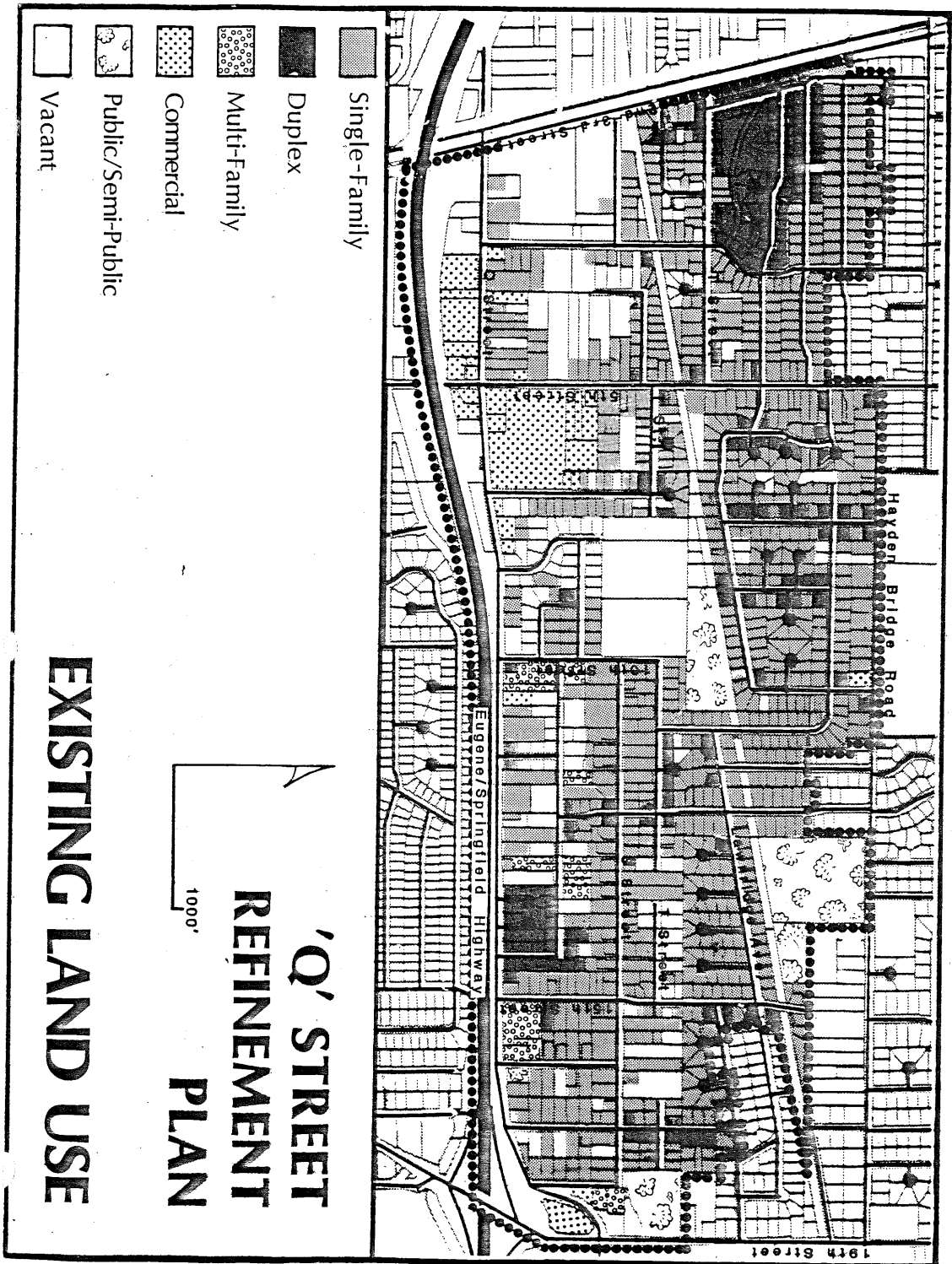
10) Area 4 (Medium Density Residential).

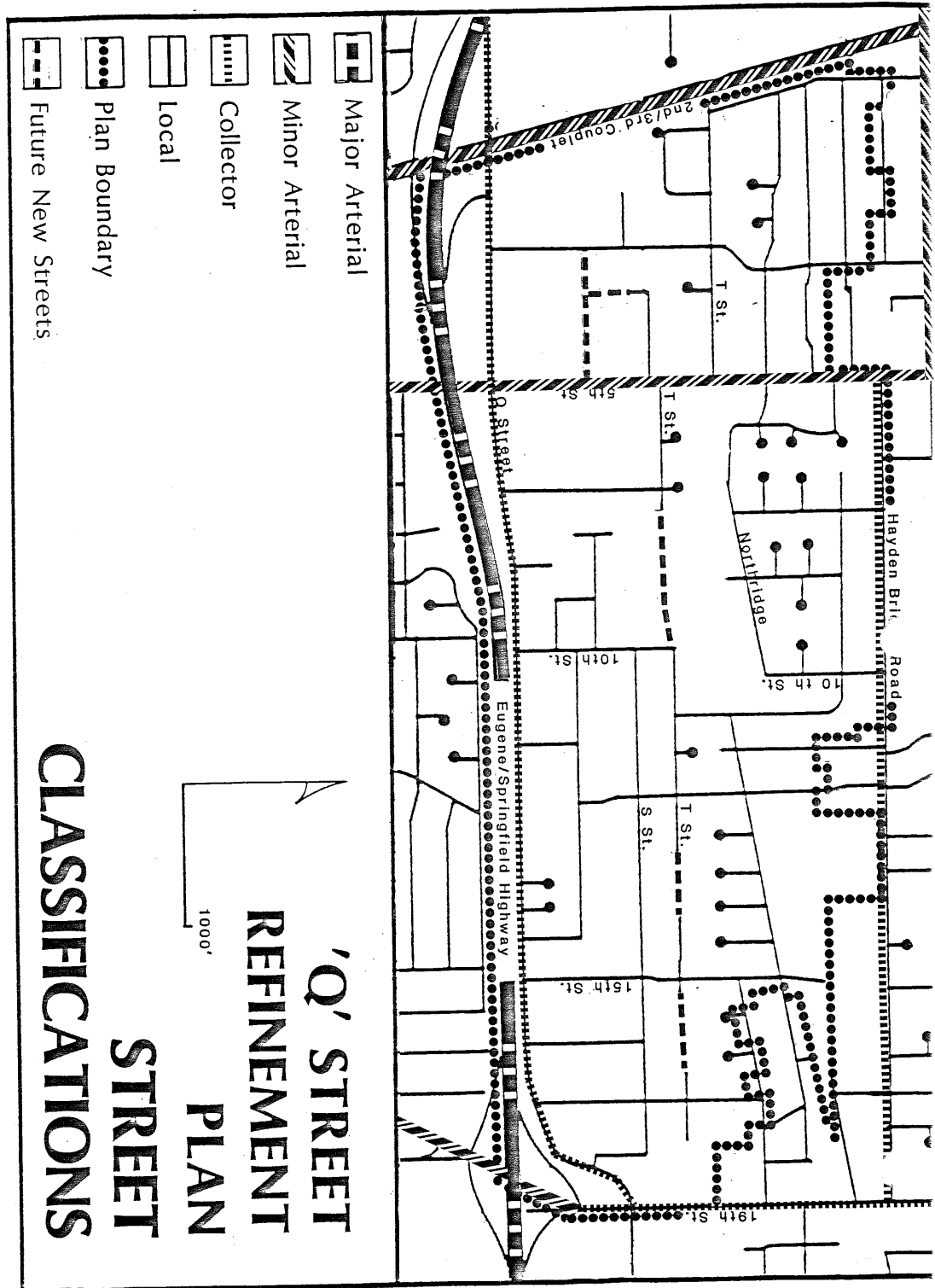
Each Development Area shall be 30,000 sq. ft. or larger, and each Development Area Plan shall be reviewed under a Type II procedure. A Development Area Plan for less than 30,000 sq. ft. shall not be considered.

- 11) The minimum size of Development Areas may be reduced by up to 20% in Areas 2, 3, or 4 (see Plan Diagram) provided that the objective of the Development Area concept are met in all other respects, and the minimum Development Area size cannot be met due to property ownership, lot configuration, or existing, abutting commercial development.

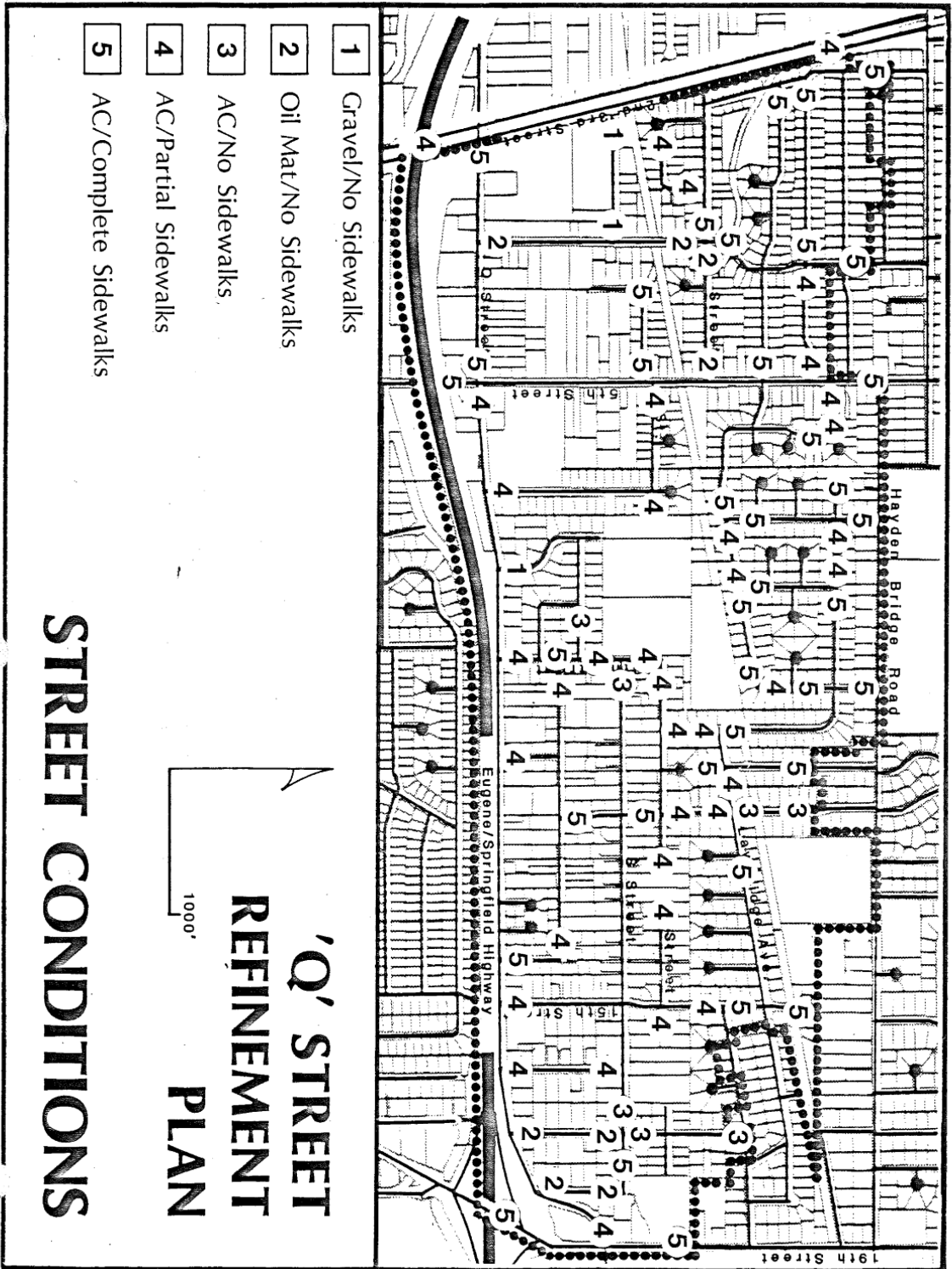


Note: This Diagram was adopted in 1987 and does not reflect subsequent amendments. A Diagram that incorporates these amendments appears before the Table of Contents.





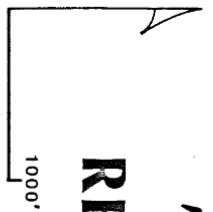
Note: The Springfield Transportation System Plan (TSP) has been updated since the adoption of this map in 1987. Please refer to the most recent version of the TSP for street classifications and planned facilities.

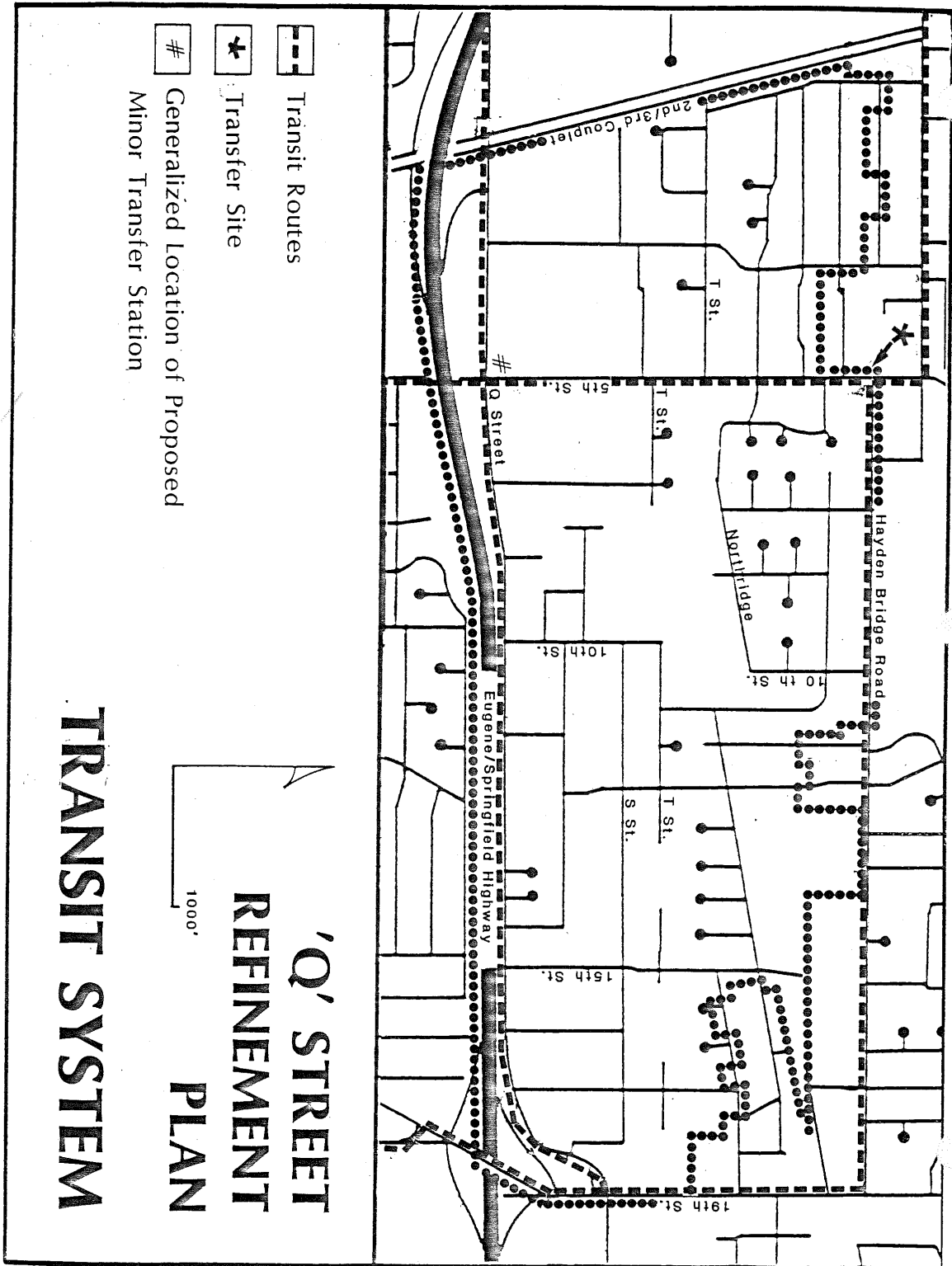


- 1 Gravel/No Sidewalks
- 2 Oil Mat/No Sidewalks
- 3 AC/No Sidewalks
- 4 AC/Partial Sidewalks
- 5 AC/Complete Sidewalks

**'Q' STREET
REFINEMENT
PLAN**

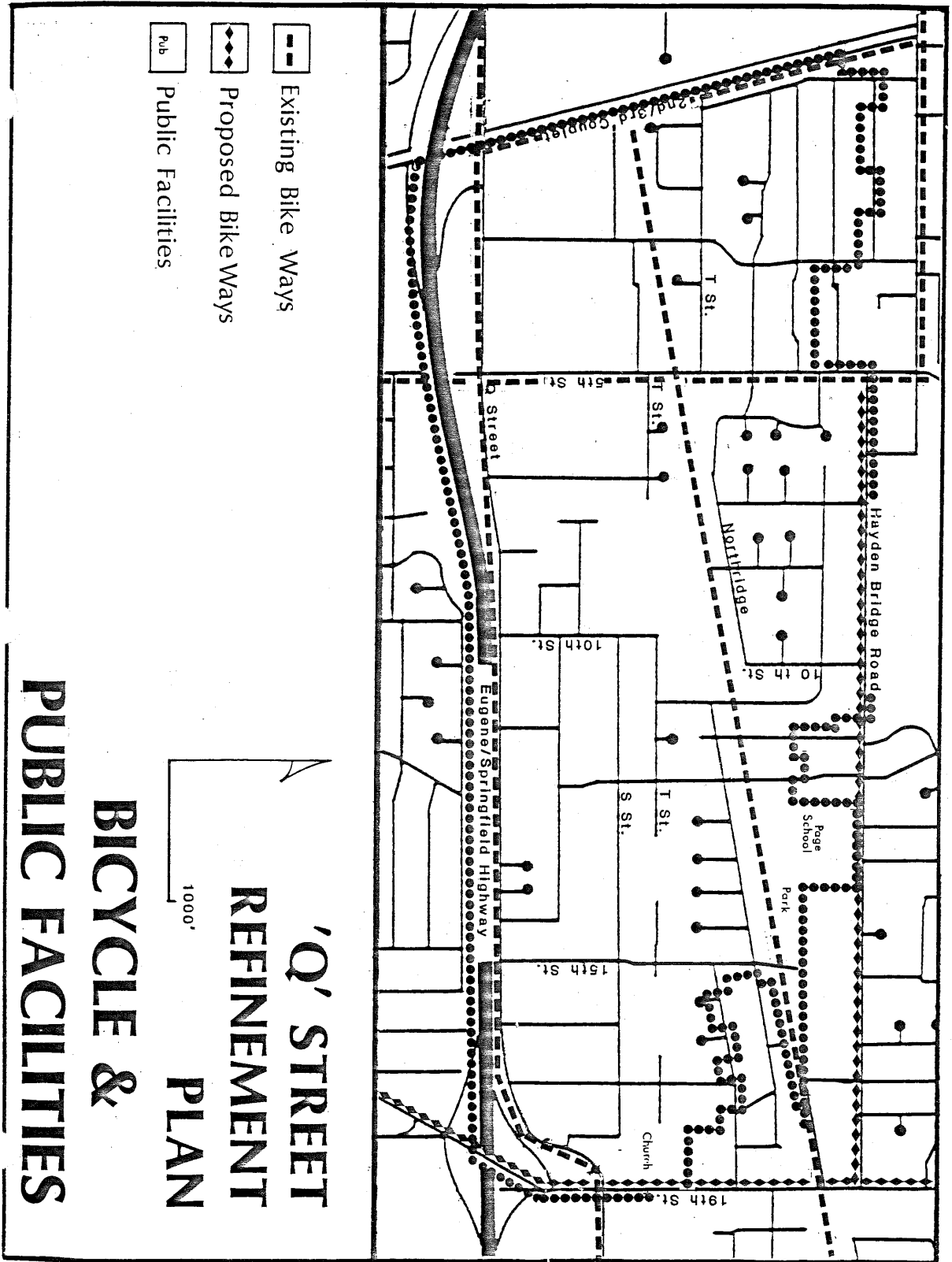
STREET CONDITIONS



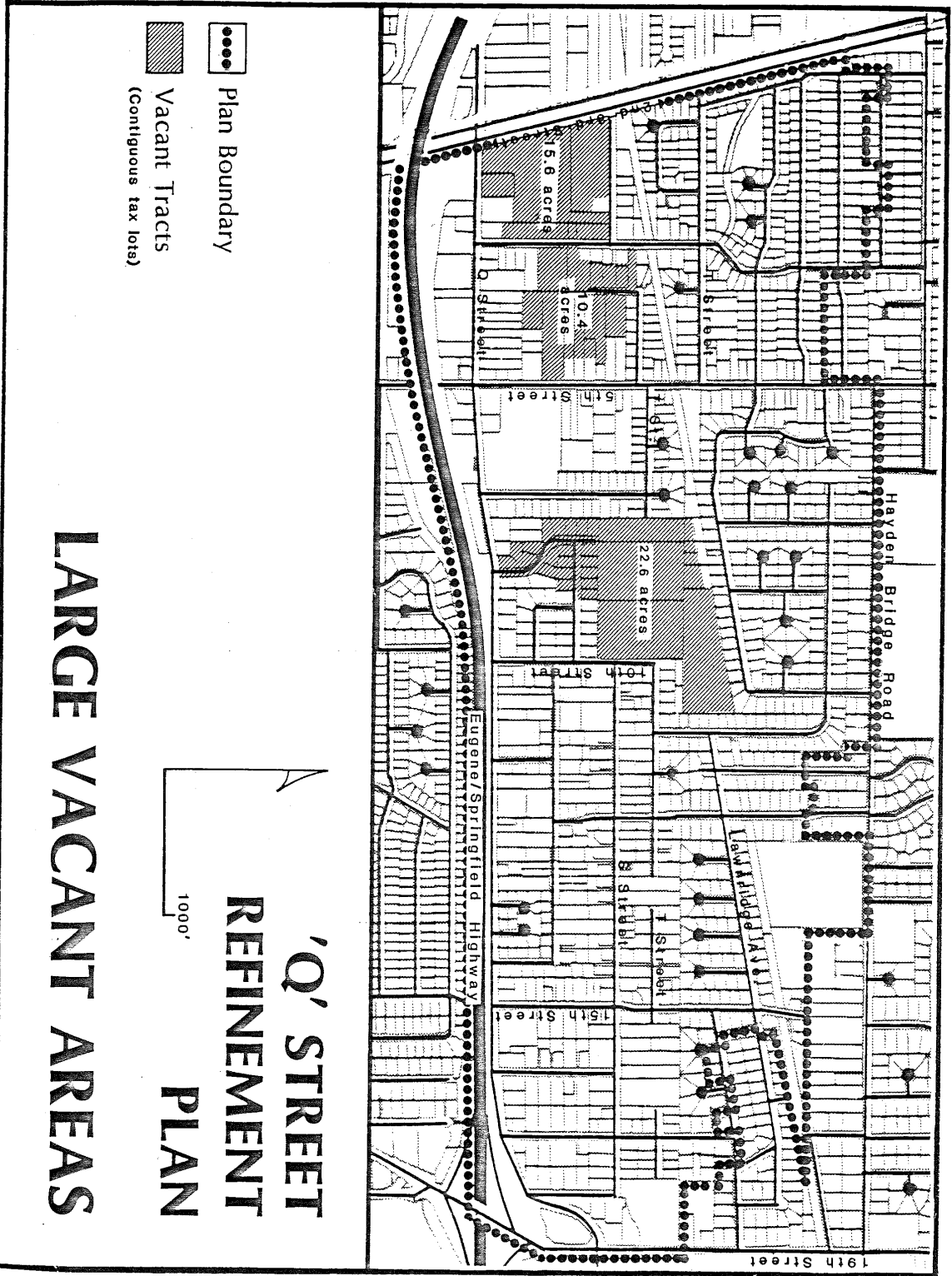




Note: This map was adopted in 1987 and does not reflect new information. The City of Springfield continues to work with Lane Transit District (LTD) to review existing and proposed public transit service. Please refer to LTD's website for the latest information about existing routes and planned transit facilities:

<https://www.ltd.org/>



Note: The Springfield Transportation System Plan (TSP) has been updated since the adoption of this map in 1987. Please refer to the most recent version of the TSP for information about existing and planned facilities.

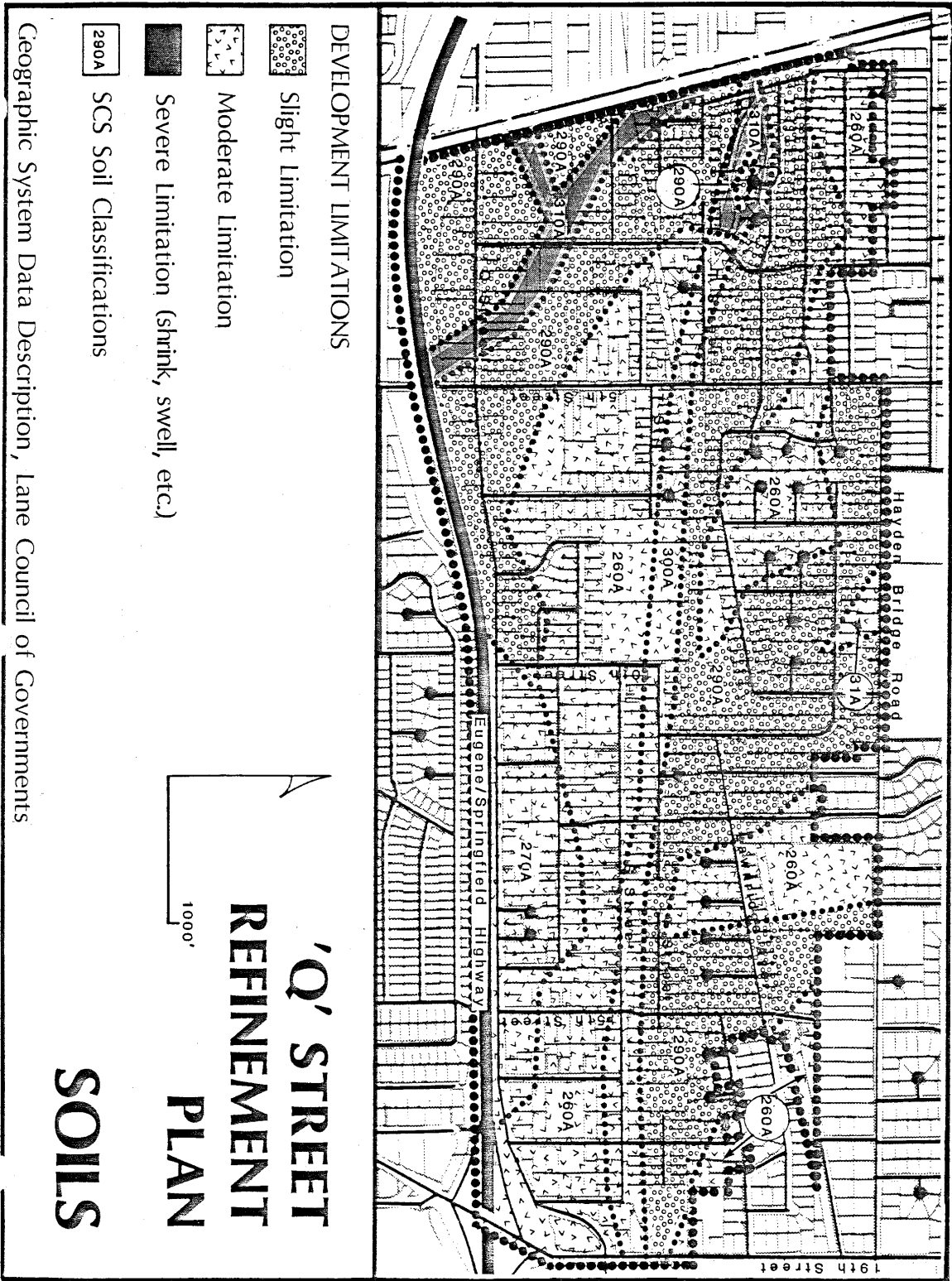


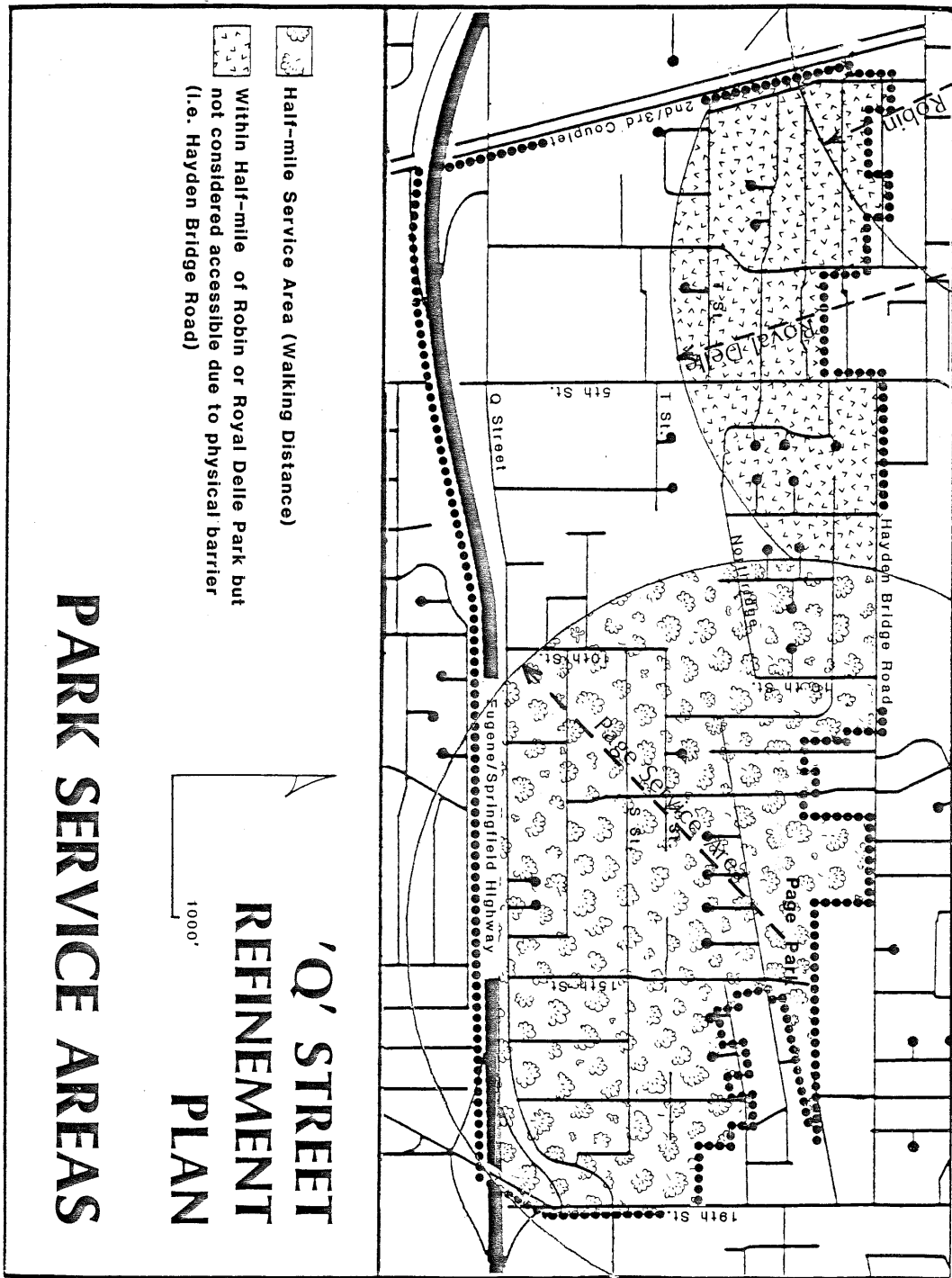
-  Plan Boundary
-  Vacant Tracts
(Contiguous tax lots)

'Q' STREET
REFINEMENT
PLAN

1000'

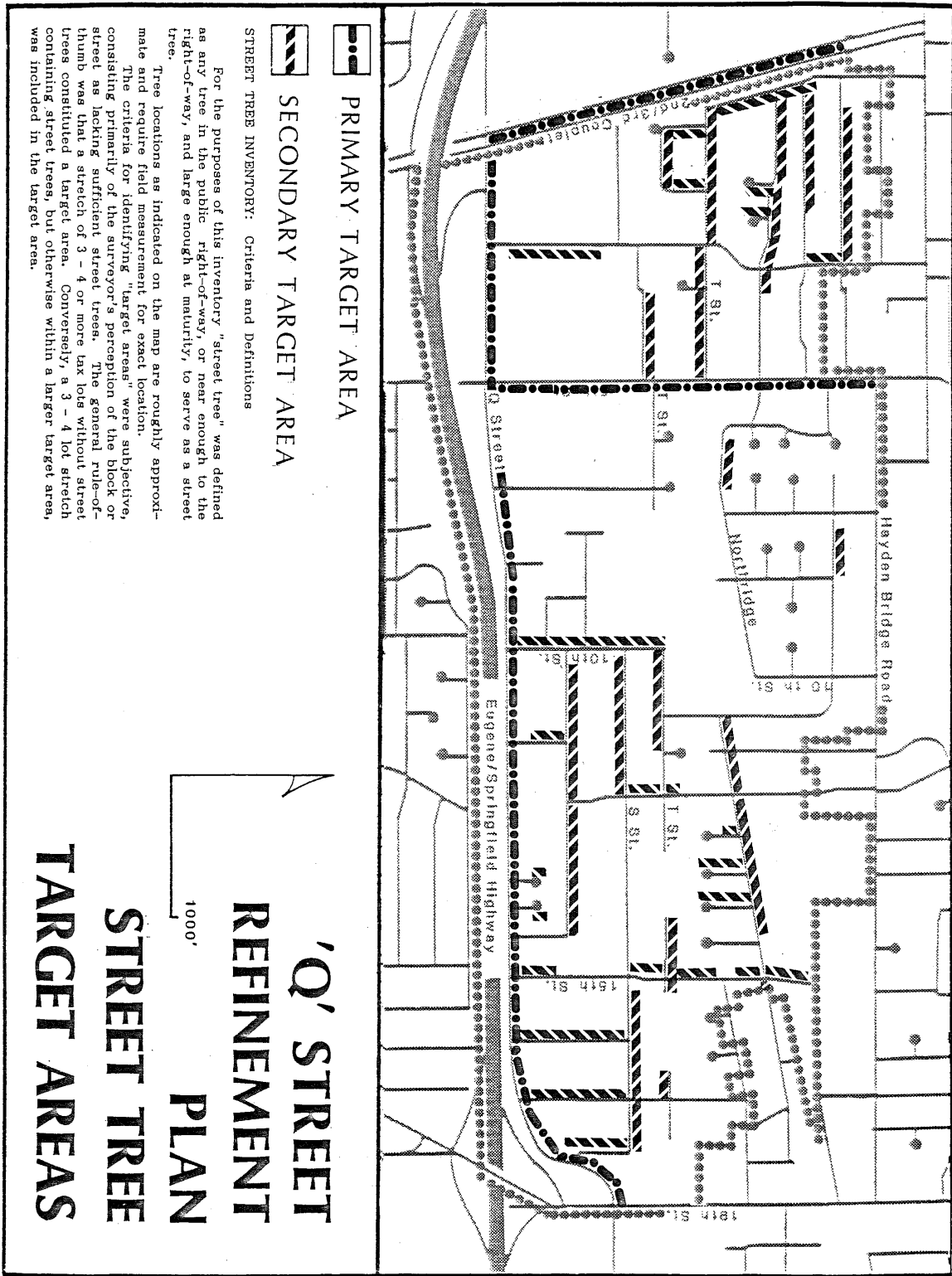
LARGE VACANT AREAS





Note: This map was adopted in 1987. This map does not show new information. Willamalane Park and Recreation District has since updated its Comprehensive Plan, which includes an analysis of service areas. Action to adopt a new, replacement map for this Refinement Plan has not occurred.

APPENDICES



PRIMARY TARGET AREA

SECONDARY TARGET AREA

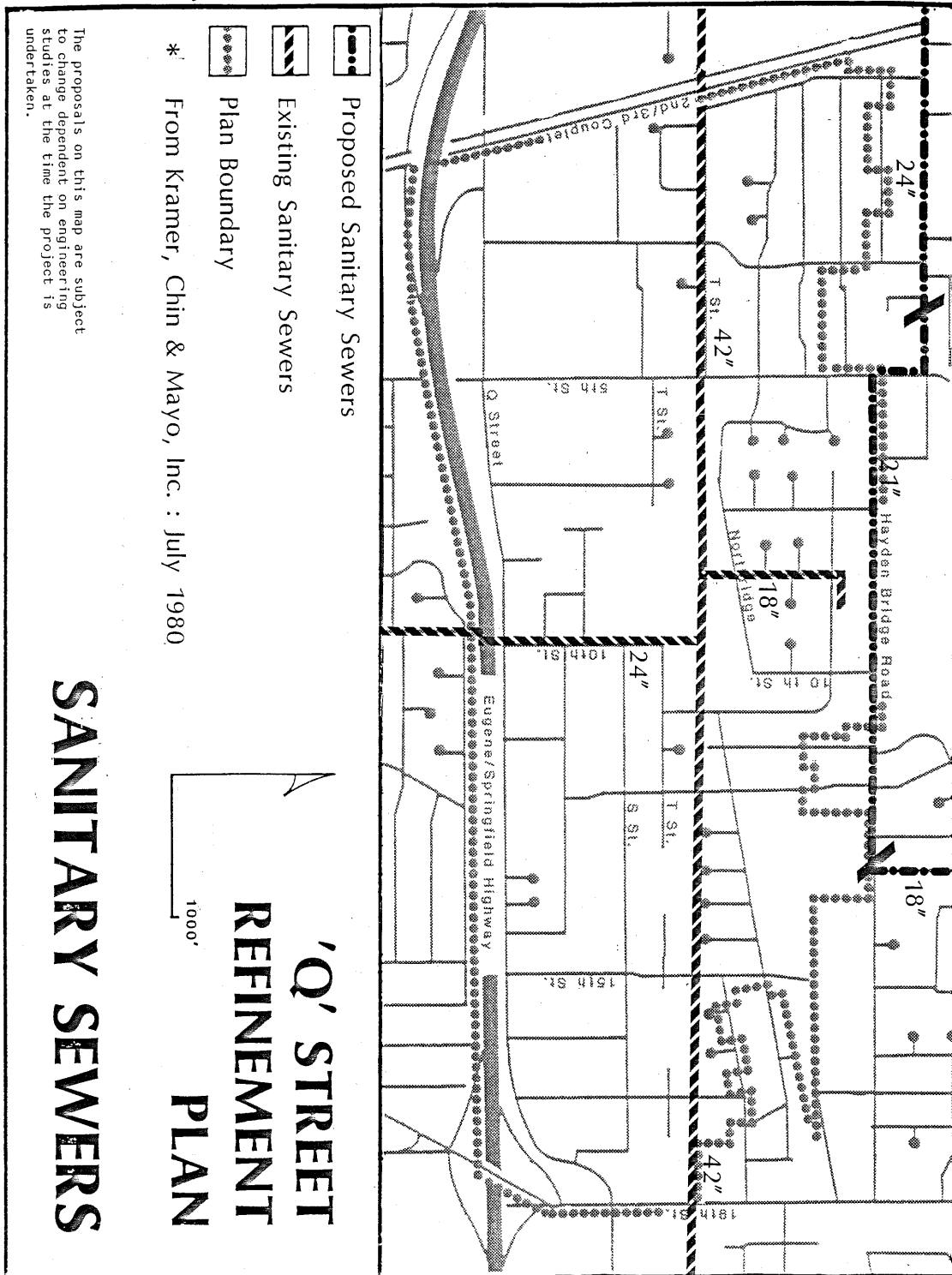
STREET TREE INVENTORY: Criteria and Definitions

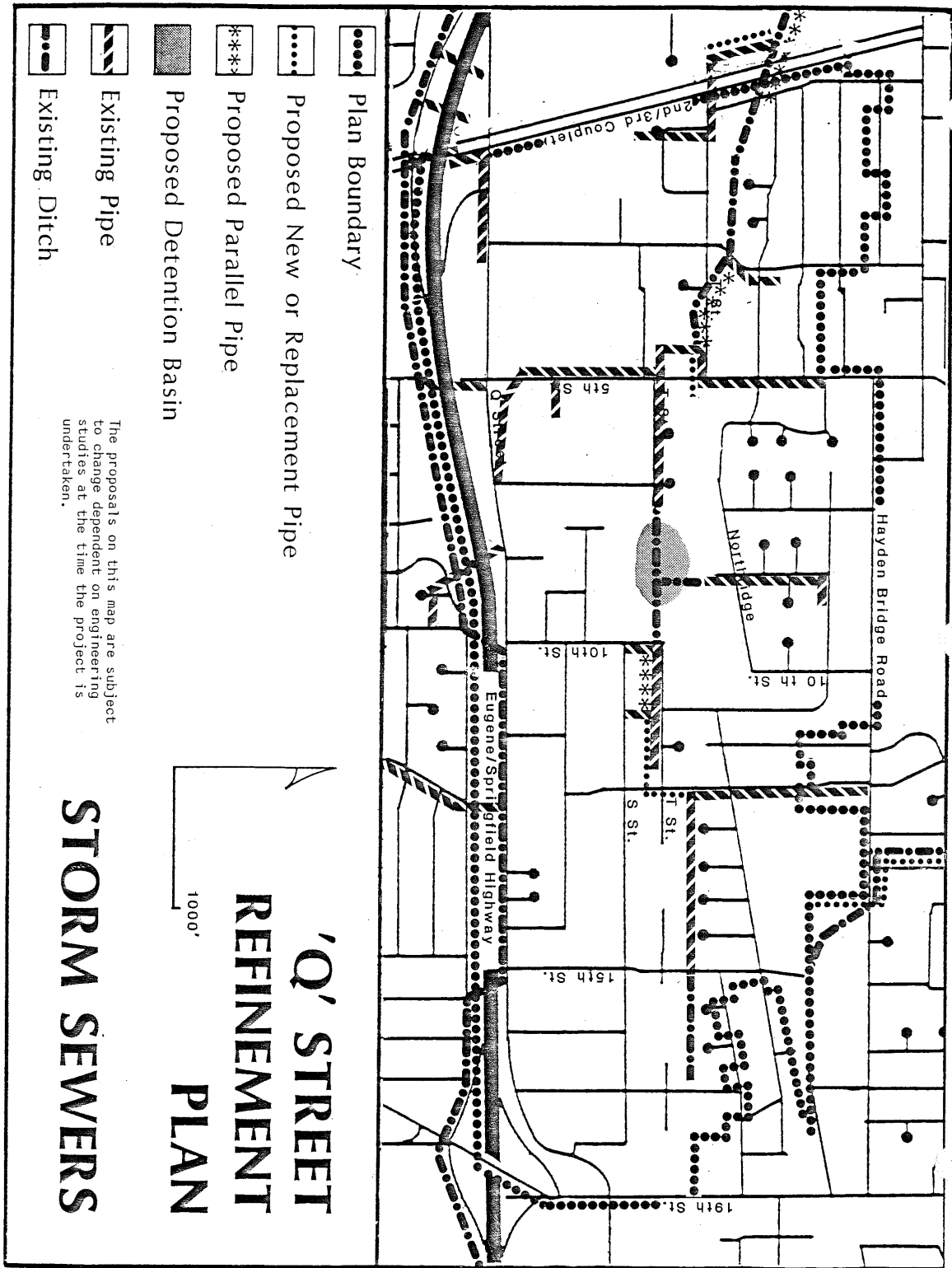
For the purposes of this inventory "street tree" was defined as any tree in the public right-of-way, or near enough to the right-of-way, and large enough at maturity, to serve as a street tree.

Tree locations as indicated on the map are roughly approximate and require field measurement for exact location.

The criteria for identifying "target areas" were subjective, consisting primarily of the surveyor's perception of the block or street as lacking sufficient street trees. The general rule-of-thumb was that a stretch of 3 - 4 or more lot lots without street trees constituted a target area. Conversely, a 3 - 4 lot stretch containing street trees, but otherwise within a larger target area, was included in the target area.

**'Q' STREET
REFINEMENT
PLAN
STREET TREE
TARGET AREAS**





Note: This map was adopted in 1987. Action to adopt a new, replacement map for this Refinement Plan to show more recent and desired future conditions has not occurred.

MEMORANDUM

CITY OF SPRINGFIELD

DATE: October 31, 1986

TO: Bruce Newhouse, Associate Planner

FROM: Gary McKenney, Transportation Manager *GM/*

SUBJECT: Access Issues In The 'Q' Street Area

=====

This memorandum is in response to your request for a statement of the Transportation Division's position on property access's in the 'Q' Street area. It is my understanding that our goal is to avoid "strip commercial" type developments with a multitude of access points along major streets.

In my opinion, the most critical element in any plan to control the number of access points along a street is lot sizes at the time zoning is established. If, at the time zoning is established lot sizes are relatively small and street frontages short, there is not a practical method to control the number of access points without severely restricting individual property owners.

Typically under the above conditions small lots are developed, one at a time, over a number of years. As each proposal is presented to the City for review, the developers ask for the access's that will best meet the needs of that particular site and use. We are then faced with the dilemma of rejecting the developer's proposal or allowing yet another access (or two) onto a major street. Concepts such as joint-use driveways or access easements across abutting property to avoid new driveway construction simply are not possible without the cooperation of other property owners. If abutting owners are not interested we have no means to compel them to cooperate. It is very unlikely that staff, Planning Commissions and City Councils will repeatedly reject commercial development proposals until the workings of the marketplace result in one that consolidates a half dozen or more properties into a development taking access from a single point.

The answer to this dilemma is to require that lots be consolidated into desirable development size before zoning is established. The proposed "development area plan" concept appears to be a good way to accomplish this goal.

GM:TRANS 63-5

MEMORANDUM

CITY OF SPRINGFIELD

DATE: November 6, 1986

TO: Bruce Newhouse, Associate Planner

FROM: Gary McKenney, Transportation Manager *GM/*

SUBJECT: Response To 'Q' Street Neighborhood Citizens' Comments

=====

Per your request here are responses to the following citizens' comments from the 'Q' Street neighborhood meeting:

2) There are currently no access problems along Q Street.

This is true. Our consideration of access control measures is directed at avoiding future problems when much of the street front property may be zoned commercial.

3) One person thought it would be good to have a commercial designation along the length of Q Street.

Specific zoning designation does not in and of itself create access/transportation problems. It is the way in which commercially designated property takes access to the street system that creates problems.

7) Acquiring access to the 2nd/3rd Couplet should be mandatory before development of the area between the Couplet and N. 2nd Street is permitted.

The feasibility of such an access is yet to be determined. A Traffic Study would be required for any proposed development taking access to 2nd/3rd Couplet. The advisability of making such an access mandatory would depend on the traffic impacts of the specific development.

8) Individual property owners paid for the upgrading of Q Street (which benefitted Fred Meyer) and now and in the future those property owners are restricted on access to the street.

The point of this comment seems to be that paying for street improvements should entitle a property owner to unrestricted use of the subject street. This is not the policy in Springfield.

The assessment policy that was used when 'Q' Street was reconstructed required that abutting property owners pay the cost of a street built to "local residential street" standards (36' width, curb, gutter and

'Q' Street Comments
November 5, 1986
page 2

sidewalks). 'Q' Street ranges in width from 44 to 42 feet. The abutting properties were not assessed for this over width.

The improvements to 'Q' Street along the frontage of Fred Meyer were required, and paid for by the developer, at the time the Fred Meyer property was developed. Access control policies that apply to other property owners also apply to Fred Meyer.

- 9) Would like to see the commercial designation expanded to include the area between 17th and 18th Streets.

The location of the intersection of 18th and 'Q' Street (in the middle of a curve on a heavily travelled collector street) is not the best from a traffic safety standpoint. There is not now an accident problem at this intersection due to the low volume of traffic using the 18th Street approach. Rezoning and development of the existing small lots as commercial use could create operational problems at the intersection through increased traffic volumes. The degree to which this might occur would depend on the number and types of uses located in this area.

- 10) Reduce speeds on Q Street in order to mitigate traffic impacts of new commercial development.

Speed zones in Oregon are established by the Oregon State Speed Control Board. The Board considers existing traffic conditions when making speed zoning decisions. It does not make speed zoning changes as means of encouraging or managing land development.

- 12) As streets are improved, require that they be developed as full width streets.

The Springfield Development Code allows two-thirds streets only when they are adequate to serve the proposed development. Requiring full width construction in all cases could place undue constraints on development. Some of these problems are avoided by having development take place in larger pieces.

- 14) Because the bowling alley has burned, now would be a good time to improve the freeway interchange at N. 2nd and Q Streets.

This comment seems to imply that the bowling alley property should be acquired and somehow used for a freeway ramp improvement. Any project

'Q' Street Comments
November 5, 1986
page 3

of this type would have to be placed in the State Department of Transportation's Six Year Plan. While improvements to the ramp might be desirable, the existing needs are not comparable to other competing transportation projects in Springfield and have not had a high priority within the City's total transportation system.

15) An access management plan might be an alternative to the 4 acre minimum.

I do not know what this person had in mind for an "access management plan". I consider control of minimum lot size at the time of rezoning to be an essential part of any access management plan (see my previous memo on this subject).

GM: TRANS 63-5

M E M O R A N D U M

City of Springfield

DATE: October 8, 1986

TO: Bruce Newhouse, Project Manager
Bill Mitchell, Assistant Planner

FROM: Chuck Campbell, City Engineer *ch*

SUBJECT: "Q" Street Refinement Plan

Three large tracts of vacant land within the "Q" Street Refinement Plan boundaries need complete on-site storm and sanitary sewer systems to develop. These are the same areas identified on the "Large Vacant Areas" map attached to your September 9th draft. Both storm and sanitary sewer facilities of sufficient capacity are available adjacent or nearby to each of these areas to serve development which might occur.

However, the City's storm and sanitary sewer master plans include projects which could have a direct impact upon each of the sites.

The attached map from the West Springfield Drainage Master Plan (Kramer Chin and Mayo, 1983) shows the improvements ultimately necessary to the two major trunk storm systems now serving the area under study. The improvements are highlighted on the map. The improvements are part of the Citywide plan for full development. They are intended to be installed in stages. None are included in the City's Five-Year Capital Improvements Plan (CIP) as funded projects.

While none of the trunk storm sewer improvements shown are required to handle flows from the three vacant areas as they develop, their need can have an impact upon that development. It may be appropriate to construct the sewers at the time of development to avoid future disruption, and the need for a detention basin could likely impact the design of the development.

Sanitary sewer trunk lines within the plan area are sufficient to serve development in that area. However, the areas just north of the plan area are presently unsewered. The Springfield Sanitary Sewer Master Plan (Kramer Chin and Mayo, 1980) proposes a major trunk line along the northern boundary to serve these areas. The attached map shows the tentative location of this trunk. As with the storm trunk, it may be wise to install the sanitary trunk at the time of development to avoid later impact.

