

Exhibit E

Downtown Refinement Plan Amendments

(Springfield-only adoption)

For Elected Officials – October 16, 2023

incorporating revisions identified by staff

Downtown Refinement Plan:

- Replace the Parks and Open Space designation with a Public Land and Open Space designation, as shown on the Refinement Plan Diagrams in Exhibit A, and where referenced in the text, as shown in track changes on the following pages
- Replace the Nodal Development/Mixed Use base designation with a Mixed Use base designation, as shown on the Refinement Plan Diagrams in Exhibit A, and where referenced in the text, as shown in track changes on the following pages
- Apply Nodal Development as an overlay to the Mixed Use base designation as shown on the Refinement Plan Diagrams in Exhibit A, and where referenced in the text, as shown in track changes on the following pages
- Replace reference to the Metro Plan Diagram with reference to the Springfield Comprehensive Plan Map and replace reference to Metro Plan text with reference to the Springfield Comprehensive Plan, as shown in track changes on the following pages
- Add text referencing the Springfield Comprehensive Plan to make the distinction between the Metro Plan and/or relationship to refinement plans, as shown in track changes on the following pages
- Clarify the policies of the Public Spaces Element by retaining the new policies presented in Ordinance 6148 (2005) and deleting the policies first adopted with the original Refinement Plan in 1986 as shown on the following pages.

DOWNTOWN REFINEMENT PLAN

Prepared by:

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



ADOPTION DATE:

City of Springfield – February 18, 1986

TEXT AMENDMENT DATES:

November 7, 2005

DIAGRAM AMENDMENT DATES:

September 22, 1986

May 14, 1987

December 21, 1987

November 7, 2005

Public Works Department, and the citizens of Springfield. This Plan will be used by the City, other government agencies, and the community as a policy guide for revitalizing Downtown Springfield and will also be a source of useful information. The City of Springfield shall use this plan when conducting site review of development projects in the Downtown area.

This update of the Downtown Refinement Plan is significantly influenced by the outcome of the Station Area Plan project. That effort began in 2000 and concluded with the publication of the *Springfield Station Specific Area Plan in July, 2001*. Included in that plan were a number of recommendations for new and revised policies; additions and deletions to the projects lists; and replacement of existing conditions descriptions with more contemporary language. The project participants included Silva Sullivan, Susan McCallum, Michael Buckridge, Ralph Smeed, Beto Rubio and Don Moloney, Downtown business/property owners; Bill Carpenter and Sean Wilson, Planning Commission; Mark Pandborn, LTD; Tom Draggoo, Springfield Chamber of Commerce; Dennis Shine, Community-at-large; Tom Boyatt, ODOT; Elizabeth Ledet, Oregon TGM program; and Mark Metzger and Cynthia Pappas, Springfield Staff. (Paragraph added by Ordinance Number 6148; Adopted November 7, 2005.)

The Plan boundaries encompass the area bordered by the Willamette River on the west; the Washburn Historic District and the East Kelly Butte Neighborhood on the north, 10th Street on the east, and the Mill Pond and the Mill Pond and Booth-Kelly Mixed-Use Area under City ownership on the south. (Paragraph added (replaced prior last paragraph) by Ordinance Number 6148; Adopted November 7, 2005.)

RELEVANT PLANNING ACTIVITY IN THE DOWNTOWN AREA

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

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

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

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

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

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

Since adoption of the Downtown Refinement Plan in February 1986, several significant planning activities have occurred which have a direct impact on the implementation of the policies in this Plan. These activities include adoption of the Booth-Kelly Mixed-Use District in July, 1986; adoption of a Concept Plan for Booth-Kelly in 1989; the update of the Metro Plan, adopted in April, 1987; the Station Area Specific Plan, completed in July, 2001; adoption of TransPlan in July, 2001; adoption of Article 40 Mixed-Use Zoning Districts [now Section 3.2.600 of the Springfield Development Code] and Article 41 Nodal Development Overlay District [now Section 3.3.1000 of the Springfield Development Code] in 2002, and adoption of Willamalane's Park and Recreation Comprehensive Plan in November, 2004. (Paragraph added by Ordinance Number 6148; Adopted November 7, 2005.) The Downtown Refinement Plan Diagram was the basis for the Springfield Comprehensive Plan Map adopted in 202X by Ordinance XXX.

RELATIONSHIP TO OTHER PLANS

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.

In 202X, 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. 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 shown in Map 4 is retained 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.

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

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

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

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

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

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

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

POLICIES

A) General (Amended by Ordinance Number 6148; Adopted November 7, 2005.)

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

Implementation

The ~~Metropolitan Area General Plan diagram and~~ Downtown Refinement Plan Diagram, shall be amended to designate the ~~Downtown Mixed-Use Area as~~ Nodal Development/Mixed-Use area to Mixed Use with an overlay of Nodal Development, except that the two-block area between 8th and 10th ~~Streets~~ and the block between 7th and 8th ~~Streets~~ on the north side of A ~~Street~~ shall remain Mixed-Use Commercial.

All private property within the ~~Nodal Development/Mixed_-Use plan-diagram~~ designation shall be ~~rezoned~~ Mixed-Use Commercial (MUC) except existing multi-family residential use shall be ~~rezoned~~ Mixed-Use Residential (MUR). Property outside the ~~nodal designation~~ Nodal Development overlay but within the ~~Downtown-Mixed_-Use~~ area may be zoned either Mixed-Use Commercial or Community Commercial.

All publicly owned property within the ~~Nodal Development/Mixed_-Use plan-diagram~~ designation may be zoned Public Land and Open Space (PLO).

- 2) Civic and governmental uses serving the Springfield community shall be encouraged to locate in the Downtown area. Within the downtown, governmental uses, including City Hall, the Justice Center and Jail, the Library, Willamalane and SUB Offices, shall be encouraged to locate and expand along A Street. Other civic uses or public places,

such as theaters, parks, museums, plazas, and other sites of public interest, should be dispersed throughout downtown to encourage walking from place to place, provide visual contrast to the built environment, and compliment adjoining businesses.

B) ~~Downtown-Mixed_-Use~~ Plan Designation Area and Nodal Development Overlay
(Amended by Ordinance Number 6148; Adopted November 7, 2005.)

- 1) The Mixed-Use Commercial ~~zoning-land use~~ district shall be applied within the nodal overlay to accommodate a mix of commercial, offices, residential, and open space uses. Design and development standards shall promote a minimum of 2-story buildings with pedestrian-friendly design and placement. The Mixed-Use Residential ~~zoning-land use~~ district shall be applied within the nodal overlay area to property currently occupied exclusively by multi-family residential uses. The Public Land and Open Space ~~zoning-land use~~ districts may be applied within this area to all land owned by the City of Springfield, Willamalane Park and Recreation District and the Springfield Utility Board. Commercial property in the ~~Downtown-Mixed_-Use~~ boundary, but outside the nodal overlay may be zoned Mixed-Use Commercial or Community Commercial.
- 2) Multi-family residential shall be allowed as the sole use of a building or as one of several uses permitted within a mixed-use building or development area. Multi-family housing within 3 blocks of Springfield Station shall have a minimum density of 12 dwelling units per acre. Residential use within a mixed-use building is exempt from this density standard.
- 3) Development along edges of the Downtown Refinement Plan area should include design and development features that promote compatibility and transition to adjacent uses.
- 4) At the time of Zoning Map amendment to a specific mixed-use zone permitted within the ~~Downtown-Mixed_-Use~~ area, the presence of any lawful use that would then not be permitted within that zone shall be considered a pre-existing permitted use. This may continue or expand, regardless of ownership transfer, unless abandoned for 6 months or more as specified in Springfield Development Code Article 5 [now Section 5.18.100], Non-Conforming Use.

C) Booth-Kelly Development Area (Amended by Ordinance Number 6148; Adopted November 7, 2005.) (Refer to Plan Diagram)

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

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

- a) Redevelopment of the site should be sensitive to the natural and historic features of the site, particularly the Mill Race, Mill Pond, riparian vegetation and forested slopes;

PLAN DIAGRAM DESIGNATIONS

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

Public Landmarks and Open Space

This designation includes existing publicly owned metropolitan parks, regional scale parks, and publicly owned area of significant natural vegetation. The Mill Race is included because it is intended as an important open space element of the downtown. This designation also includes major governmental and utility office complexes and facilities.

Heavy Industrial

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

Downtown Mixed Use Area and Nodal Development Overlay

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

Booth-Kelly Development Area

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

ACCESS, CIRCULATION, AND PARKING ELEMENT

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

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

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

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

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

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

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

PUBLIC SPACES ELEMENT

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

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

POLICIES

(Ordinance 6148, adopted in 2005, amended this section to add policies 1 through 4. Based on the staff report and text amendments provided with the ordinance, it was unclear whether the policies currently listed as 5 through 7 should remain or be removed.)

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

~~5) Willamalane, SDA and the City shall work with the property owners to use vacant land for temporary or permanent park and open space use.~~

~~6) The City should pursue improved maintenance of sidewalks in the Downtown.~~

Implementation

~~a. Increase enforcement of City Code (Sec. 2-7-4) which requires landowners to maintain sidewalks adjacent to their property.~~

~~b. The City and SDA should study the need and feasibility of a sidewalk maintenance assessment district within the Downtown.~~

~~7) The City and SDA shall encourage a variety of street activities in the Downtown area.~~

~~**Implementation**~~

- ~~a. Continue support of the Farmers Market.~~
- ~~b. Re-examine policies dealing with street vendors.~~
- ~~c. The City shall examine the need and methods of instituting a program which would regulate loitering and transient traffic in the Downtown area.~~