

EAST MAIN REFINEMENT PLAN

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Prepared by:

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



ADOPTION DATES:

City of Springfield – April 4, 1988

Lane County – June 22, 1988

City of Eugene (Metro Plan Amendments Only) – April 25, 1988

TEXT AMENDMENT DATES:

January 21, 2020

November 20, 2023

DIAGRAM AMENDMENT DATES:

June 5, 1989

March 15, 1993

November 15, 1993

October 7, 2002

July 7, 2003

July 16, 2007

November 20, 2023

ORDINANCE HISTORY

Ordinance Number 5432; Adopted April 4, 1988

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

Ordinance Number 5476; Adopted June 5, 1989

- An ordinance amending the East Main Refinement Plan Diagram, changing portions of Tax Lots 220 and 2300, and all of Tax Lot 2100, Map 17-02-32-42, from medium density residential to mixed use (JO. NO. 89-04-61).

Ordinance Number 5680; Adopted March 15, 1993

- An ordinance amending the East Main Refinement Plan Diagram, changing the Plan Designation from Light Medium Industrial to Low Density Residential for certain property within the City of Springfield, said property being more particularly described . . .

Ordinance Number 5715; Adopted November 15, 1993

- An ordinance amending the East Main Refinement Plan Diagram to redesignate Tax Lot 100, Assessor's Map 17-02-33-34, from Low Density Residential to Community Commercial, City of Springfield, Applicant (Jo. No. 93-08-123).

Ordinance Number 6024; Adopted October 7, 2002

- An ordinance amending the East Main Refinement Plan Diagram and Plan Designation from Medium Density Residential to Commercial/Mixed Use for property known as Assessor Map number 17-02-32-42, Tax Lot 2100, 157 South 47th Street in the City of Springfield and declaring an emergency.

Ordinance Number 6058; Adopted July 7, 2003

- An ordinance amending the East Main Refinement Plan Diagram and Plan Designation from Low Density Residential to Mixed Use for property known as Assessor Map Number 17-02-33-34, Tax Lot 100, south of South 52nd Place and Main Street, in the City of Springfield.

Ordinance Number 6200; Adopted July 16, 2007

- An ordinance amending the Metro Plan Designation of Approximately 5.24 Acres of Land, Identified as Lane County Assessor's Map 17-02-32-00, Tax Lots 400 & 402 from Light Medium Industrial (LMI), to Commercial with an automatic redesignation to the East Main Refinement Plan from LMI to Community Commercial.

Ordinance Number 6410; Adopted January 21, 2020

- An ordinance amending the text of the East Main Refinement Plan; 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:** References to the prior Development Code in effect in 1988 have been inserted with the applicable provision under the existing Springfield Development Code (as of March 2023).
- Note:** The various plans referenced in this document, such as the Eugene-Springfield Metropolitan Area General Plan (“Metro 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. For example, the policies of the 1987 Update to the Metro Plan may no longer exist or may differ from the current version of the Metro Plan. Appendix A cites policies of the Metro Plan as they appeared in the 1987 Update. Appendix A is not an adopted part of the East Main Refinement Plan.
- 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.

East Main Refinement Plan

Urban Growth Boundary
 Urban Growth Boundary

Plan Boundary
 Plan Boundary

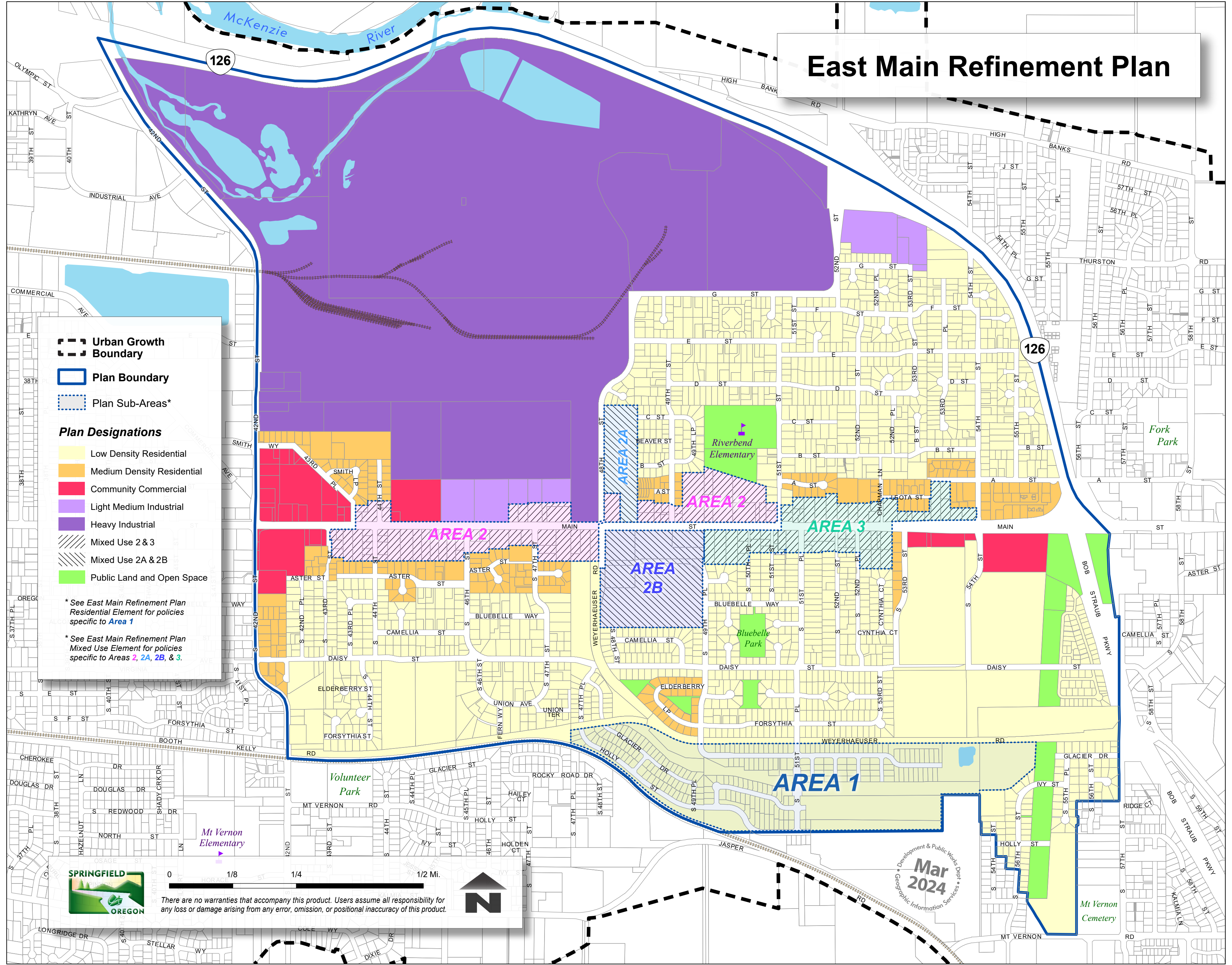
Plan Sub-Areas*
 Plan Sub-Areas*

Plan Designations

- Low Density Residential
- Medium Density Residential
- Community Commercial
- Light Medium Industrial
- Heavy Industrial
- Mixed Use 2 & 3
- Mixed Use 2A & 2B
- Public Land and Open Space

* See East Main Refinement Plan Residential Element for policies specific to Area 1

* See East Main Refinement Plan Mixed Use Element for policies specific to Areas 2, 2A, 2B, & 3.



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Mar 2024
 Development & Public Works Dept.
 Geographic Information Services

Mt Vernon Cemetery

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 - ③ Georgia - Pacific R.O.W.
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 - ⑤ Springfield Fire Station
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 - ⑦ McKenzie Plaza Shopping Center
 - ⑧ Planned Unit Dev. Open Space
 - ⑨ Weyerhaeuser Wetland
 - ⑩ So. Springfield Ridge
 - ⑪ BPA Easement
- ## EAST MAIN Refinement Plan



INTRODUCTION

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

PURPOSE

The East Main 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.

PLAN RELATIONSHIPS

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. 6463, 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 28 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) Many Medium and High Density Residential developments in the East Main area front on and take their access from Main Street. Many of these developments are not acoustically designed to reduce noise from Main Street.
- 2) Residents in the area have complained to the City of truck drivers bringing fully loaded trucks onto local streets.
- 3) Compact Medium and High Density Residential development along major streets is conducive to improved transit ridership and the viability of adjacent commercial developments.
- 4) The Metro Plan encourages the location of Medium and High Density Residential within ½ mile of existing or future employment centers (Metro Plan, page III-F-5, policy #2).

A large portion of the East Main area is within ½ mile of the Weyerhaeuser Springfield Operation, Springfield's largest employer.

- 5) The Metro Plan encourages the location of higher density residential uses near existing or future commercial centers (Metro Plan, page III-A-7, policy #30).

There are two large commercial nodes in the East Main area: 42nd and Main Street, and 57th and Main Street.

- 6) Conflict between property owners may occur where there is an absence of adequate visual and acoustic buffering between commercial/industrial uses and residential uses. In the East Main Area there are very few cases where visual or acoustic buffering between commercial/industrial uses and residential uses have been employed.
- 7) Older mobile home parks are generally developed at a higher density than surrounding Low Density Residential areas due to the use of single wide manufactured homes and the less restrictive standards at the time the parks were built.
- 8) There is an area of approximately 90 acres south and west of the Weyerhaeuser Logging Road, which is vacant residential land (see Area #1, on the Refinement Plan Diagram).
- 9) The tree covered ridgeline in Area #1 is visible from Main Street and serves as an attractive setting for residential development.
- 10) There is a pond located in Area #1 of the Refinement Plan Diagram. It is not identified in the Metro Plan wetland inventory. As a potential wetland this site will be inventoried during the Metro Plan Update process to determine its significance.
- 11) A portion of a lot located north of the proposed Daisy Street Connector and west of the Weyerhaeuser Logging Road (see Development Constraints map) has poor access.
- 12) Along Main Street, in the area east of 49th Street, Medium and High Density Residential uses predominate and are interspersed with neighborhood oriented commercial uses and some community commercial uses. Strip commercial activity has not completely taken over this area.

- 13) Rental vacancy rates are decreasing and rents are rising creating a market for new rental housing construction.
- 14) Siting high density housing is difficult considering the fact that the majority of the areas where high density housing is most appropriate, near the downtown areas and close to areas of employment of shopping areas, has little vacant land. For the reasons mentioned above, it is important to preserve vacant areas which are designated for medium and high density residential use. (Text amended by Ordinance Number 6463; Adopted November 20, 2023.)

MIXED-USE

- 1) The area between 43rd and 49th Streets along Main Street has a mix of High and Medium Density Residential, Neighborhood and Community Commercial, and one Light-Medium Industrial (LMI) use.
- 2) Much of the area fronting on Main Street, in the East Main area, was designated Medium Density Residential/Mixed-Use on the Metro Plan Diagram.¹ (Footnote added by Ordinance Number 6463; Adopted November 20, 2023.)
- 3) There is little direction given in the Metro Plan on implementation of the Mixed-Use designation.² (Footnote added by Ordinance Number 6463; Adopted November 20, 2023.)
- 4) There is a need to provide buffering between residential and commercial industrial uses within the Mixed-Use areas along Main Street.
- 5) Generally, larger mixed-use developments are more able to make efficient, attractive, and safe use of the land than smaller developments.
- 6) Where compatibility issues are adequately addressed, it may be desirable to maintain a mix of uses.
- 7) There are two large, vacant parcels 9 and 25 acres in size) within Mixed-Use Area #2 on the Refinement Plan Diagram.
- 8) The Springfield Development Code, as amended on November 17, 1987, allows Medium and High Density Residential uses in the Community Commercial zoning District within areas designated Mixed-Use on the Refinement Plan Diagram.

COMMERCIAL

- 1) There is virtually no visual buffering between commercial and industrial uses in the East Main area.
- 2) There is little direction given in the Metro Plan on the implementation of the Mixed-Use designation.³ (Footnote added by Ordinance Number 6463; Adopted November 20, 2023.)
- 3) There are two shopping centers within the East Main area, with mixed commercial, industrial and residential between the two centers.

¹ The designations shown on the Springfield Comprehensive Plan Map are based on the adopted refinement plan designations. The Metro Plan Diagram no longer includes plan designations for areas within Springfield's urban growth boundary (UGB).

² These findings supported the refinement plan adoption and have not been updated to reflect that the Land Use Element of the Springfield Comprehensive Plan Map replaces the Metro Plan Diagram Chapter II-G for areas with Springfield's UGB, which includes the Mixed-Use designation description.

³ IBID.

INDUSTRIAL

- 1) Weyerhaeuser's Springfield operation is located within the East Main area and is the largest single employer in Springfield.
- 2) There are 12 vacant LMI zoned parcels within the East Main area, ranging in size from 0.2 to 27 acres. The total vacant acres of LMI is 66.65. All of these parcels are north of Main Street. Three of these parcels are owned by Weyerhaeuser, totaling 46 acres.

PUBLIC FACILITIES

Sanitary Sewers

- 1) In dry weather conditions, the Main Street Trunk provides adequate capacity. Analysis of flow data in 1982 indicated that the lines flow only one-third full during dry weather (Public Works, Cover Transmittal Memo 11/82 regarding the status of the Main Street Sanitary Sewer System and its rehabilitation).
- 2) The Main Street Trunk is highly sensitive to rainfall. During peak storm flow conditions the sewer surcharges, exceeding design capacity of the system in certain locations.
- 3) The 1986 Public Facilities Plan (PFP) assessment of the Main Street Basin is that:
 - a. Lines are generally undersized throughout the basin,
 - b. Growth in the eastern portion has been greater than anticipated, and
 - c. Collectors are not adequate, with existing inflow/infiltration (I/I) problems (PFP, 1986, p. 28).
- 4) In the past overflows have occurred at 6 manhole locations along the Main Street Trunk.
- 5) I/I levels in the Main Street Trunk have not changed significantly since the development of the sanitary sewer Master Plan in 1980 (Springfield Public Works, Maintenance Departments, 1987).
- 6) I/I accounts for roughly 90% of sewer flows, while actual domestic, commercial, and industrial effluents account for roughly 10%, during peak storm flows.
- 7) The 1980 Kramer, Chin, and Mayo Sanitary Sewer Master Plan states that "for this basin (the Main Street Basin), the lines were found to be undersized...Typically 30–36-inch lines would be necessary to handle the flows generated where 24-27 inch lines now exist" (p. 5.4).
- 8) The Main Street Drainage Basin is approximately 2100 acres in size. The Main Street Trunk serves this region as well as some houses to the south of the basin boundaries.
- 9) Roughly 1,200 acres or 57% of the drainage basin is vacant, developable land. Roughly 790 acres of the vacant land is zoned Low Density Residential; 107 acres is zoned Medium Density Residential; and the remaining 300 acres is a mix of Community Commercial, Industrial and High Density Residential.
- 10) There are 650 vacant City owned lots, acquired through Bancroft foreclosures, within the Main Street Drainage Basin. Eighteen of these have recently been sold to private parties.
- 11) On vacant land currently planned for low and medium density residential use, within the Main Street Drainage Basin, approximately 3,800 units could be accommodated. This figure is based on Metro Plan, 1987 Update Residential Finding #8, page III-A-2, which gives the 1976 average gross density of all residential development within Eugene/Springfield to be 4.6 units per acre. Based on recent trends

towards a greater proportion of multi-family units and reduction in required lot sizes for single-family residential in Springfield, it can be assumed that overall residential densities will increase allowing more units than estimated to be constructed within the Main Street Basin.

- 12) According to the 1986 PFP, "Eugene and Springfield have a continuing need for infiltration/inflow reduction programs due to sanitary sewer system deterioration over time."
- 13) Springfield's Maintenance and Engineering divisions expect to complete an I/I abatement project in March or April 1988 that will help them develop plans for short and long-range I/I removal.
- 14) Much of the Main Street Trunk is approaching 30 years of age. According to the Sanitary Sewer Master Plan, 40 years is the expected normal service life. An increase in the rate at which the sewer deteriorates is expected in approximately 10 years.
- 15) The estimated cost of rehabilitating the Main Street Trunk is \$6.6 million (1985 dollars) and will take 6 or more years to complete (PFP, 1986). Prior to this replacement the South 32nd Street, South Springfield, and Kelly Butte sanitary sewer interceptor trunk lines must be installed.
- 16) According to Public Works staff, sewer user fees generate \$300,000 per year for sanitary sewer I/I removal projects.
- 17) The city currently does not have a funding mechanism to provide for the cost of the recommended sewer rehabilitation projects.

Storm Sewers

- 1) Within the East Main area, "many developed areas lack adequate improvements (e.g., paved streets, curbs, and gutters) for proper storm drainage."⁴
- 2) Historically, the existing storm drainage system has provided adequate protection against storms that have been experienced. However, based on future storm runoff at full development of the area, with the exception of the Main Street and the recently improved 42nd Street storm sewer trunk lines, all other trunks and the 48th Street Ditch are expected to have inadequate capacity for 10-year storm flows. (See note 1.)
- 3) The storm drainage system which serves Weyerhaeuser is privately owned and empties into the McKenzie River. (See note 1.)
- 5) Recommend storm sewer trunk line improvements for drainage basin C would cost \$1.1 million ⁵ (1979 dollars); for drainage basin B recommended improvements would cost \$10.6 million (1979 dollars).

ENVIRONMENTAL DESIGN

- 1) There are no street trees and very few developments with environmental design features along Main Street within the East Main area.

⁴ Brown and Caldwell, Storm and Drainage Study for East Springfield, City of Springfield, June 1979.

⁵ Figure based on Brown and Caldwell, Storm Drainage Study for East Springfield, June 1979, and takes into account that the 42nd Street improvements have since been completed from the McKenzie West Shopping Center north to the Weyerhaeuser entrance.

- 2) The Metro Plan 1987 Update, directs jurisdictions to “protect and retain, to the maximum extent possible, natural vegetation, natural water features, and drainageways in the design and construction of urban developments and landscaping shall be utilized to enhance those natural features.”⁶
- 3) The portion of tax lot 170229 2900 south of the Eugene/Springfield Highway and west of the Weyerhaeuser log pond, is identified in the Metro Plan (Natural Assets and Constraints Working Paper) as riparian vegetation but is not listed as one of the 35 significant areas and is identified on the Development Prohibitions map in the same working paper. This area is also identified as having prominent vegetation and surface water on Map 13 of the Willamalane Comprehensive Plan, adopted by the Springfield City Council in February 1986. It is also on the Wildlife Habitat Areas map as a wetland in the Springfield Natural Resources Working Paper (March 1980).
- 4) During the current Metro Plan Update process all wetland areas within the metropolitan area will be inventoried, evaluated for their significance within the metro area, and appropriate protection measures will be taken based on the degree of significance of the resource.
- 5) Although many of the wetlands and riparian areas in the metro area have been mapped by the United States Fish and Wildlife Service on their National Wetlands Inventory, Springfield’s wetlands have not yet been mapped.
- 6) The Metro Plan Update Work Program was adopted by the Springfield City Council in May of 1987. The Metro Plan Update is due to be adopted in fiscal year 1989-90.
- 7) The Metro Plan also strongly encourages the planting of street trees for all new development and redevelopment areas and new streets and reconstruction of major arterials within the Urban Growth Boundary (Metro Plan, p. III-E-3, policy #3).

RECREATION

- 5) Within the East Main area there are no public parks or recreational facilities south of Main Street.
- 6) There are four planned unit developments in the East Main area which contain private open space which is minimally maintained.
- 7) There are four types of parks within the Willamalane Park and Recreation District, each fulfilling a different need: neighborhood parks, community parks, metropolitan parks, and regional parks. Neighborhood parks serve the neighborhoods within the metropolitan area. Facilities may include courts and fields for active recreation. Community park⁷ facilities serve surrounding metropolitan residents with a variety of specialized recreational facilities and programs such as swimming pools, tennis courts and community centers.
- 8) No neighborhood parks exist in the East Main area. Bob Artz Memorial Park, which is classified as a community park is located north of Main Street on 51st Street. Although it is a community park, it is considered by Willamalane Park and Recreation District to serve the surrounding neighborhood needs.
- 9) Some residents north of Main Street have stated that Bob Artz does not fulfill their neighborhood’s needs for park facilities completely.

⁶ Eugene, Springfield, and Lane County; Eugene-Springfield Metropolitan Area General Plan, 1987 Update; April 1987; p. III-E-3, policy #2.

⁷ Park definitions are taken from the Eugene/Springfield Metropolitan Area General Plan.

- 10) The population within the East Main Area according to the 1980 Census, was 4,385. The Willamalane Comprehensive Plan standard for neighborhood parks is 2 acres of park for every 1,000 residents.

ACCESS, CIRCULATION, AND PARKING

Bicycle

- 1) The Roadway and Traffic Safety Management Plan (Branch Engineering, February 1982) identified the following problems related to bicycle transportation:
 - A) Bicyclists riding in the center turn lane;
 - B) Bicyclists riding on the dirt path next to the curb;
 - C) A high speed differential between bikes and auto traffic; and,
 - D) High-speed trucks in the curb lane next to the cyclists.
- 2) There is no through bicycle route from East Springfield to Downtown.
- 3) For the years 1984-87, 77% of the bicycle accidents in the East Main area occurred on Main Street, and within the entire city 21% of all bicycle accidents occurred on Main Street from 21st Street to the east City limits.
- 4) There are five east/west bicycle routes planned in the TransPlan: Main Street, Daisy Street, Glacier Drive, Jasper Road, and Eugene/Springfield Highway to High Banks Road. Only two of these are planned as through routes to Downtown: Main Street and Glacier Drive. Other facilities planned in the area include: 42nd Street between Jasper Road and Marcola Road, a connection between High Banks Road and Glacier Drive via 48th Street and G Street, and 57th Street from Main to Jasper Road.
- 5) According to citizen comments there may be some storm sewer grates in the East Main area which are not of the latest bike-proof design.

Streets

- 6) Community Development Block Grant Funds (CDBG) have been identified in the CIP as matching funds for miscellaneous street improvements. In order to qualify for these funds a majority of the property owners on the street must petition for the improvements.
- 7) On Main Street between 42nd Street and the Eugene/Springfield Highway there are no signalized pedestrian crossings.
- 8) Within the East Main area, 100% of the pedestrian accidents between 1983 and 1987 occurred on Main Street, including one death.
- 9) Approximately 21% of all auto accidents within the City of Springfield occur on Main Street, between 21st Street and the east City limits.
- 10) Historically, access onto Main Street from private property has not been well controlled by today's standards.
- 11) There are approximately 100 acres south of Daisy Street which have no access. There is, however, an agreement between the City, Weyerhaeuser Company, and Weyerhaeuser Real Estate Company which would permit the extension of South 48th Street and a crossing of the Weyerhaeuser Truck Road at 51st Street. Within this agreement is a diagram of the proposed street network. The street pattern as shown on the diagram may limit efficient land use of some portions of the abutting property.

- 12) In 1985, the City purchased the Georgia Pacific Truck Road right-of-way from 48th Street to 28th Street. This right-of-way is shown in the TransPlan, Long Range Projects, as a two lane arterial including bike lanes.
- 13) The area bounded by 51st and 52nd Streets on the west, Main Street on the south, and the Eugene/Springfield Highway on the north and east, meets the income criteria to qualify for Community Development Block Grant funds for improvements to the area.

EAST MAIN STREET TRAFFIC ACCIDENTS 1983 – 1987

EAST MAIN AREA

YEAR	PROPERTY DAMAGE	INJURY	PEDESTRIAN	BICYCLE
1987 (Jan – Mar)	10	3	1	1
1986	38	11	2	1
1985	38	18	3 (2 Fatal)	5
1984	48	23	2	0
1983	49	17	4	2
Sub-Total	183	72	12	9

- Total accidents within the East Main Area = 267

MAIN STREET 42ND – 57TH STREETS ONLY

YEAR	PROPERTY DAMAGE	INJURY	PEDESTRIAN	BICYCLE
1987 (Jan – Mar)	5	4	1	1
1986	21	11	2	1
1985	20	17	3 (2 Fatal)	4
1984	21	23	2	0
1983	26	16	4	1
Sub-Total	93	71	12	7

As a % of

Total East Main Area 51% 99% 100% 77%

- Total accidents on Main Street only = 183

AUTO ACCIDENT COMPARISONS

YEAR	CITY	E.M. AREA	MAIN 22 ND ST. – CITY LIMITS	MAIN ST. AS % OF CITY
1987 (Jan – Mar)	164	15	62	37%
1986	595	52	111	19%

1985		64	111	
1984	582	73	99	17%

Transit

- 13) Sidewalks do not exist along most of Main Street, inhibiting pedestrian movement and access to the transit system. Many of the curbs at side streets do not have handicapped access (curb cuts). The lack of sidewalks, curb cuts and signalized pedestrian crossings reduce the availability of transportation alternatives to the transportation disadvantaged.
- 14) According to the Lane Council of Governments, 1984 Housing Information Study, households with a handicapped person as the head of the household account for 10-15% of the total households in the East Main Area.
- 15) The Metro Plan, Transportation policy #7, page III, F, 6, states that: "The special needs of the transportation disadvantaged shall be considered when developing and implementing transportation improvements."
- 16) According to LTD's quarterly ridership survey for the fall and winter quarters of 1987 the #11 Thurston bus has the highest number of riders in the metropolitan area.

RESIDENTIAL ELEMENT

The residential section of this Refinement Plan examines the housing needs of the Springfield/Eugene Metro area and how they relate to the East Main area. The trend since the 1970's has been an increasing percentage of multi-family units in comparison with single-family units. Commercial development pressure for Main Street frontage threatens the availability of land designated for Medium and High Density Residential uses. In order to provide for the full variety of Springfield's future housing needs, it is necessary to maintain the supply of residentially designated land while recognizing the need to provide services to the surrounding neighborhoods.

Because the East Main area is so close to Weyerhaeuser a great opportunity exists to provide a variety of housing options close to Springfield's largest employer. The Springfield Comprehensive Plan Map shows a full range of residentially designated land within the East Main area, including: Single-Family, Medium Density, and High Density Residential. (Text amended by Ordinance Number 6463; Adopted November 20, 2023.)

The area shown as Low Density Area #1 on the Refinement Plan Diagram is largely undeveloped and still in large parcels. Area #1 is bisected by a tree covered ridge line, offering a unique opportunity to incorporate the existing features into a quality residential development.

CRITERIA FOR RESIDENTIAL REFINEMENT PLAN DESIGNATION

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

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

- 1) Generally, the Low Density Residential refinement plan designation shall be applied under the following circumstances:
 - A) Large areas of land that are primarily developed as high quality single-family;
 - B) Areas that are not interspersed with commercial development;
 - C) Areas that are not located directly on arterial streets;
- 2) Generally, a Medium Density Residential refinement plan designation shall be applied on the Refinement Plan Diagram under the following circumstances:
 - A) Areas that are currently developed as high quality multiple-family;
 - B) To serve as a buffer between Low Density Residential and Community Commercial;
 - C) Within one half mile of a transit transfer station;
 - D) Within one half mile of a commercial or employment center; and
 - E) Within one quarter mile of an arterial street.
- 3) Generally, the High Density Residential refinement plan designation shall be applied under the following circumstances:
 - A) Areas that are currently developed as high quality High Density Residential;
 - B) Areas within one half mile of a transit transfer station;
 - C) Areas which can meet the solar set-back requirements and other Development Code restrictions;

- D) Areas that are within one quarter mile of an arterial or collector street;
- E) Where large vacant parcels exist or a number of smaller parcels can be put together; and
- F) Within one half mile of a commercial or employment center.

GOAL

- 1) Provide a variety of sound, affordable housing for all segments of the population.

POLICIES

- 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 improve the East Main area.
- 2) Provide continued financing for the City's home and rental rehabilitation program, preferably at current funding levels or above, using CDBG funds and other sources.
- 3) The following policies shall be applied to Low Density Residential Area #1 on the Refinement Plan Diagram.
 - A) Development within Area #1 shall follow the development standards contained in Article 26 [now Section 3.3.500] of the Springfield Development Code, Hillside Development Overlay District. The Overlay District shall apply to all of Area #1.
 - B) Density transfer to other portions of Area #1 shall also be allowed for portions of Area #1 with development constraints other than slope (see Development Constraints map). In no case shall the total number of units exceed the maximum density allowed in the LDR District.
 - C) Transportation and access shall be designed to be sensitive to the terrain and recognize City and regional transportation needs.
 - D) A Conceptual Development Plan shall be prepared for Area #1 and approved by the Planning Commission according to the requirements in Plan Implementation Policy #2, prior to any development, partitioning or lot line adjustments in the area.
 - E) The minimum development area for Area #1 shall be 10 acres.
 1. This minimum development area may be slightly reduced if the Director determines that the development proposal is consistent with the Springfield Development Code, this refinement plan, and the approved Conceptual Development Plan.
 2. A Development Area Plan (DAP) shall be prepared according to the Plan Implementation Policy #3.

Medium Density Residential

- 4) A minimum development area of 30,000 square feet shall be required for all Medium Density Residential Development.
- 5) All residentially designated land shall be rezoned consistent with the Refinement Plan Diagram and the policies of this plan, except that:

- A) Existing High Density Residential shall be allowed to retain its HDR zoning and shall not be considered a plan/zone conflict.
 - B) Portions of development areas which are to be preserved for Open Space in Area #1 on the Refinement Plan Diagram shall be zoned Public Land and Open Space upon approval of the Development Area Plan.
- 6) Provide for buffering of multi-family residential uses from single-family residential uses through the Site Plan Review process.

MIXED-USE ELEMENT

The Metro Plan designated most of the land along Main Street in the East Main area Medium Density Residential with a Mixed-Use Overlay. The Springfield Comprehensive Plan gives little direction to local jurisdictions on how to implement the Mixed-Use designation. Where compatibility issues can be addressed it may be beneficial to maintain a mixture of uses. This designation is intended to recognize the existing mixture of uses and to provide direction for future development in mixed-use areas. (Text amended by Ordinance Number 6463; Adopted November 20, 2023.)

CRITERIA FOR MIXED-USE REFINEMENT PLAN DESIGNATION

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

- 1) Generally, the Mixed-Use refinement plan designation may be applied under the following circumstances:
 - A) At least 50% of the lots within the proposed Mixed-Use area have buildings;
 - B) There is a mixture of legally established uses;
 - C) None of the other standard refinement plan designations recognize existing development patterns;
 - D) The existing zoning of a majority of the lots is in conflict with the Mixed-Use Plan designation; and
 - E) The area to be designated must be at least three acres in size, so that compatibility and design issues can be addressed comprehensively.

GOAL

- 1) Recognize areas which have a mixing of uses and allow for flexibility or design for larger vacant areas that are surrounded by mixed uses.

POLICIES

- 1) All uses shall comply with development standards of the underlying zoning as specified by the Springfield Development Code and this Plan.
- 2) AREA #2
 - A) The following land uses are allowed under Community Commercial zoning:
 - Medium and High Density Residential
 - All Community Commercial uses subject to Article 18 [now Section 3.2.300] of the Springfield Development Code.
 - B) All properties shall be legislatively rezoned to Community Commercial except as stated in section D below.
 - C) Light Medium Industrial uses shall be permitted as follows: a Development Area Plan of at least one acre shall be prepared in accordance with Plan Implementation Policy #3, prior to rezoning to Light Medium Industrial. Upon completion of the rezone Light Medium Industrial uses shall be subject to provisions of Article 20 [now Section 3.2.400] of the Springfield Development Code.
 - D) Allow for the continued Industrial use of developed industrial properties by maintaining the Light-Medium Industrial zoning where:
 - A) Existing zoning is industrial; and

B) The true cash value of industrial buildings on the site exceeds the true cash value of the land itself.

3) AREA #2A

- A) All properties shall be legislatively rezoned to High Density Residential subject to the following: (Line (3)(A) text amended by Ordinance 6410; Adopted January 21, 2020.)
- A) All uses permitted in the High Density Residential Zoning District, Article 16 [now the R-3 Land Use District in Section 3.2.200: Residential Districts (R-1), (R-2), (R-3)] of the Springfield Development Code, shall be permitted.
- B) Community Commercial or Light Medium Industrial uses shall be permitted on a maximum of 40% (3.4 acres) of the property as follows: a Development Area Plan for the entire site shall be prepared in accordance with Plan Implementation Policy #3 prior to rezoning the 3.4 acres to either Community Commercial or Light Medium Industrial. Upon completion of the rezone subsequent uses shall be subject to provisions of that zoning district.
- C) No partitioning or lot line adjustments shall be allowed prior to the approval of a Development Area Plan in conformance with Plan Implementation Policy #3 and these policies.
- B) As an alternative to subsection 3A above, the Mixed-Use Residential (MUR) zoning district is also appropriate and may be applied upon City approval of a zone change request initiated by the property owner. (Policy (B) added by Ordinance 6410; Adopted January 21, 2020.)

4) AREA #2B

- A) All properties shall be legislatively rezoned High Density Residential.
- B) All uses permitted in the High Density Residential Zoning District, Article 16 [now the R-3 Land Use District in Section 3.2.200: Residential Districts (R-1), (R-2), (R-3)] of the Springfield Development Code, shall be permitted.
- C) Community Commercial uses shall be permitted on a maximum of 40% (10.3 acres) of the property as follows: a Development Area Plan for the entire site shall be prepared in accordance with Plan Implementation Policy #3 prior to rezoning the 10.3 to Community Commercial. Upon completion of the rezone Community Commercial uses shall be subject to provisions of that zoning district.
- D) No partitioning or lot line adjustments shall be allowed prior to the approval of a Development Area Plan in conformance with Plan Implementation Policy #3 and these policies.

5) AREA #3

- A) The following land uses are allowed under Community Commercial zoning:
- Medium and High Density Residential
 - All Community Commercial uses subject to Article 18 [now Section 3.2.300] of the Springfield Development Code.

B) All properties shall be legislatively rezoned to Community Commercial.

- 6) Wherever commercial/industrial uses abut residential uses vegetative buffers and landscaping shall be required in accordance with Site Plan Review standards (Article 31 [now Section 5.17.100], Springfield Development Code).

COMMERCIAL ELEMENT

Commercial activity in the East Main area has been centered on Main Street. Traffic generated by individual commercial activities along Main Street creates hazardous driving situations and extends the distance needed to travel between shopping destinations.

By encouraging commercial centers rather than strip commercial development a number of benefits can be attained: traffic is routed off the street into a centralized parking area, this allows shoppers to visit a number of shops without driving between them, slows traffic, and creates an internal circulation pattern, relieving pressure on the streets. These shopping centers are generally located near a large support population, decreasing the travel time and energy spent traveling to the shops.

CRITERIA FOR COMMERCIAL REFINEMENT PLAN DESIGNATION

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

- 1) Generally, the Community Commercial refinement plan designation shall be applied under the following circumstances:
 - A) Where it is not an intrusion into well-maintained residential neighborhoods;
 - B) Where it does not increase conflict between Low Density Residential and Commercial;
 - C) Where criteria for designating Medium Density Residential land does not apply;
 - D) Where legally created commercial uses exist;
 - E) 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; and

GOAL

- 1) Provide for commercial centers which meet the needs of the community, increase transportation efficiency and safety, and improve the appearance of the area.

POLICIES

- 1) Where safe and efficient vehicular access can be provided, encourage the development of neighborhood or small commercial shopping centers at the intersections of collector streets and Main Street.
- 2) Apply site-specific Commercial refinement plan designations to clearly define the limits of new commercial uses where there is not an existing, legally established, and beneficial mixing of uses.
- 3) Reduce the number of vehicular access points and require the rebuilding of curbs and installation of sidewalks and street trees along Main Street, through the Site Plan Review process and in public improvement projects.
- 4) Provide buffering between commercial and residential uses through Article 31 [now Section 5.17.100 of the Springfield Development Code, Site Plan Review process].

INDUSTRIAL ELEMENT

Industrial development in east Springfield has centered around Weyerhaeuser's Springfield operations, occupying over 200 acres. Residential and commercial development haphazardly followed Weyerhaeuser into the East Main area, once considered far from the city center. This unfortunate mixture of uses has created conflict. Residents of the area complain of the smell of the pulp mill, and commercial ventures covet the industrial land that fronts on Main Street. As these pressures build it becomes increasingly important to assure the availability of land for the expansion of industrial uses and the compatibility of those industrial uses with neighboring residential and commercial property.

CRITERIA FOR INDUSTRIAL REFINEMENT PLAN DESIGNATION

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

- 1) Generally, industrial refinement plan designations shall be applied under the following circumstances:
 - A) Encourage large blocks of Heavy Industrial land.
 - B) Recognize existing Light-Medium Industrial uses, and consider applying the Light-Medium Industrial refinement plan designation as a buffer between Heavy Industrial and Residential refinement plan designations.
 - C) Minimize areas where Industrial and Residential designations abut.

GOAL

- 1) Encourage the location of new and expanding industrial development in the East Main area which is compatible with surrounding uses.

POLICIES

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

Implementation

The City shall maintain a current inventory of vacant commercial and industrial land and structures within the East Main area.

- 2) To avoid a piecemeal approach to compliance with off-site improvements required by Site Plan Review, the City shall work with Weyerhaeuser to develop an off-site improvement plan.
- 3) Where Heavy Industrial Plan Designations abut residential uses, a 20-foot wide buffer with vegetative screen shall be required.

Implementation

- A) The mechanism which shall trigger the installation of this buffer shall be when a new or expanding industrial use is proposed to come within 100 feet of a residential district.

PUBLIC FACILITIES ELEMENT

SANITARY SEWER

The East Main Refinement Plan area is served by two branches of the Springfield Sanitary Sewer System: the Thurston Trunk and the Main Street Trunk. Both trunks convey sewage into the East Springfield Interceptor which connects to the East Bank Interceptor and finally with the Metropolitan Wastewater Treatment Plant in the River Road area. Constructed in the early to mid-1960s, these are among the newer extensions of Springfield's sanitary sewer system. The Thurston Trunk currently provides adequate capacity to accommodate normal and peak sewage flow levels. The Main Street Trunk does not provide adequate sewage capacity during peak flow conditions.

While the East Main Refinement Plan study area is limited to the region between 42nd and 57th Streets, the discussion of sanitary sewer service to this area must be expanded to include the conditions and capacity of the entire Main Street Trunk. Critical problem areas have been identified at several points along this trunk, each of which affect the capacity of the trunk inside and outside the East Main Refinement Plan boundaries. For example, a constriction in the system west of 42nd Street can affect the capacity of the sewer within the Refinement Plan area. Similarly, restricted flow between 42nd and 57th Street can create capacity problems east of 57th Street.

City officials were alerted to problems with the Main Street sanitary sewer trunk in the mid-1970s, when manholes overflowed in some areas during heavy winter storms. Extensive analysis of the entire sewer system revealed general conditions of inadequacy. Springfield received two federal grants under which extensive sewer rehabilitation occurred. However, rehabilitation efforts under these grants were primarily devoted to areas such as the Downtown Basin, which were in more immediate need of repair. The rehabilitation that occurred on the Main Street Trunk and its collectors did not significantly affect current and potential capacity problems in the Main Street sewage drainage basin.

As residential, commercial, and industrial development in this area increases, the demand on the sewer system will increase as well. Over half of the land in the Main Street drainage basin is vacant and developable. An additional 500 acres are within the Main Street Drainage Basin, but are currently outside the city limits. While average daily sewer flows do not currently present problems, peak flow situations do. It is difficult to predict exactly how future development will affect the frequency of sanitary sewer surcharge, however, upgrading Springfield's sanitary sewers in this area will be necessary to achieve the levels of growth designated in the Metro Plan.

STORM SEWERS

The storm drainage system in this area was constructed as development occurred during the 1960's. In many developed areas there are inadequate improvements, such as paved street, curbs, and gutters. The Brown and Caldwell⁸ study found that all storm sewer trunks, except the Main Street Trunk, do not have the capacity to handle the design flows (10-year storm) based on the ultimate development of the area. Since the study was done, the 42nd Street Storm Trunk was completed, and now has adequate capacity.

The Brown and Caldwell report suggests three stages of priority for improvements within the area studied. All of the improvements proposed within the East Main area are third stage priorities. These improvements do not appear to be critical to future development. It is important for the City to continue its efforts to improve the storm drainage system in the area in order to supply development with adequate capacity.⁹

⁸ Brown and Caldwell; Storm Drainage Study for East Springfield, City of Springfield, Oregon; June, 1979.

⁹ Public Facilities findings and policies have been reviewed by Springfield Public Works.

POLICIES

- 1) The full range of key urban facilities, as outlined in the Metro Plan policy #8, page II-B-4, must be available prior to development approval.
- 2) Developers shall be responsible for providing the on-site urban facilities.
- 3) The City shall continue efforts to identify funding sources to remedy identified public facility needs, and examine alternative runoff disposal methods.
- 4) In the event that the minimum level of key urban services, see Metro Plan policy #7, page II-B-4, is not available for development and development is denied, the City shall develop findings in accordance with ORS 197.520.

ENVIRONMENTAL DESIGN & RECREATION ELEMENT

Perceptions of quality of life are influenced by a number of factors, including, the availability of medical and emergency facilities, the number and variety of educational and recreational facilities, and the conditions of the natural and built environments. Design features influence quality of life. This element of the Refinement Plan addresses design features of the natural and built environment, including recreational needs and resources of the area.

ENVIRONMENTAL DESIGN

Development densities within the Metropolitan area continue to increase. In order to enhance the high quality of life residents and business people in this area, there is a need for more effective environmental design.

The lack of street trees and other environmental design features presents a stark, unattractive picture to travelers along Main Street. The general lack of distinctive features makes one section of Main Street appear the same as another. The incorporation of environmental design features in all development helps to enhance the positive aspects of an area by defining the distinct character which gives visitors and residents a “sense of place.”

Goal

- 1) Continue to enhance and develop the natural and built environment in order to fully develop a high quality of life in the East Main area.

Policies

- 1) The City and Willamalane shall work with BPA and local property owners through the Site Plan Review process, to develop and integrate the BPA easement and Georgia Pacific right-of-way into the design of recreational and new residential development.
- 2) Require the inclusion of visual and acoustic design features in all development fronting on collector and arterial streets, or where more intensive uses abut less intensive uses.

Implementation: Including but not limited to the following implementation measures:

- A) The City shall prepare beautification and design idea handouts for distribution to developers and interested citizens; and
 - B) Berms shall be required along Main Street to screen residential developments from street noise. All berms and yards fronting on Main Street shall be landscaped to provide 65% vegetative cover of all surfaces within five years (in conformance with Article 31 [now Section 5.15.100 or 5.17.100] of the Springfield Development Code).
- 3) The City shall protect, to the maximum extent possible, all natural vegetation, waterways, and significant open space, through Site Plan Review.
 - 4) In the event that development is proposed prior to completion of the Metro Plan Update in areas identified as wetlands on the Development Constraint map, the potential wetland or riparian resource shall be inventoried and the City shall determine to what extent the potential resource shall be protected based on the Goal 5 Administrative Rule procedure. This process must be completed prior to approval of any development in these potential resource areas.

RECREATION

Within the East Main area there are no neighborhood parks. Neighborhood parks satisfy the recreational needs of the local area, i.e., the neighborhood population. However, Bob Artz Memorial Park, a community park, is also intended to serve the needs of the surrounding neighborhood. Bob Artz Memorial Park is not easily accessible to the residents south of Main Street, thus leaving the neighborhoods south of Main Street unserved by neighborhood parks. The population within the East Main Area according to the 1980 Census, was 4,385. The Willamalane Comprehensive Plan standard for neighborhood parks is 2 acres of park for every 1,000 residents. Since approximately 75% of the population is south of Main Street, the Willamalane Standard would suggest that there is a need for 6 acres of neighborhood park area south of Main Street.

There are sites within the area which might be available to help fill the need for neighborhood park facilities. Within the East Main area a number of planned unit developments were constructed which included required open space. These private open spaces are currently undeveloped and poorly maintained. If properly maintained as public open space, these sites could fill a need within the surrounding neighborhood.

Criteria for Public Land and Open Space Refinement Plan Designation¹⁰ (Section amended and footnote added by Ordinance Number 6463; Adopted November 20, 2023.)

- 1) The Public Land and Open Space designation shall be applied under the following circumstances:
 - A) Where public and private educational facilities, parks, cemeteries and golf courses exist;
 - B) For public offices, libraries and similar uses located in areas designated residential on the Springfield Comprehensive Plan Map;
 - C) Where there is a need to protect significant natural features from development.

Goal

- 1) Continue to develop recreational facilities which fill the needs of the local area.

Policies

- 1) Encourage the inclusion of private and public parks, open space, and related recreational facilities in all residential developments.

Implementation

The following shall be considered by the City and Willamalane.

- A) Dedication of Open Space areas for public use in all residential developments.
- B) In-lieu of dedication, assessment of a development fee to be deposited in a trust fund for park development in the area.
- C) Consider the transfer of density in all residential developments. This would allow an area to be retained as park land or open space by transferring the number of units from the preserved area to another area of the development, thus increasing densities on the remaining residential land.

¹⁰ Ordinance 6463 changed the name of the plan designation from Parks and Open Space to Public Land and Open Space.

- 2) The City and Willamalane Park and Recreation District shall insure that adequate parks and recreational facilities are provided to residents of the East Main area, in accordance with the Willamalane Comprehensive Plan and other adopted plans.
- 3) The City shall coordinate discussions between property owners and Willamalane to ensure that the open space facilities within the existing Planned Unit Developments are properly developed and maintained. (See Public Features map.)

Implementation

- A) If the property owners are unable to maintain the open space, a contract for maintenance by Willamalane shall be entered into between the property owners and Willamalane, or
- B) The open space shall be dedicated to Willamalane for the purpose of providing neighborhood parks in the area.
- C) These open spaces shall be designated Public Land and Open Space on the Refinement Plan Diagram, and legislatively rezoned to PLO.

ACCESS, CIRCULATION & PARKING ELEMENT

This section of the Refinement Plan will play a key role in the continuing development of the area street system. Within the East Main area Main Street is both a unifying feature and a barrier. It provides the main access between Downtown and East Springfield and is a perceptual as well as physical barrier between neighborhoods north and south of Main Street.

Access to Main Street has been virtually unrestricted in the past. As a result many conflicting vehicle movements occur as traffic enters and leaves the numerous driveways. Due to the erratic development history along Main Street sidewalks and street lights do not exist in many places. These conditions attest to the need for transportation system improvements.

There are also large areas south of Daisy Street which are vacant and unserved by streets. Street system designs in these areas will need to be sensitive to the steep terrain, the existing transportation system, and to allowing maximum utilization of the land.

GOAL

- 1) Create a safe and efficient street system for all forms of transportation through and within the East Main area.

POLICIES

- 1) The City shall work with the Oregon Department of Transportation (ODOT) and other affected agencies to develop efficient, safe, and aesthetically sensitive improvements along arterial and collector streets.

Implementation

- A) Consider for inclusion in the CIP; installation and improvement of sidewalks, during the design stage of such projects property owners shall be informed of curb cuts which shall be closed during Site Plan Review.
 - B) The number of vehicular access points along Main Street shall be reduced wherever possible through Site Plan Review.
 - C) The City shall continue working with the Oregon Department of Transportation to consider alternatives which: may provide and island of safety for pedestrians, improve the general appearance of Main Street, and more effectively control traffic movement on Main Street.
- 2) Impacts of commercial, industrial, and multi-family uses on local streets shall be kept to a minimum, using techniques described in Plan Implementation Policy #3(C)(3), where appropriate.
 - 3) The City shall continue to place a high priority on paving gravel and dirt streets to reduce air pollution and reduce the City's maintenance costs.

TRANSIT

Transit ridership on Main Street is the highest in the Metropolitan area. Within the East Main area there is only one transit turnout facility. This means that buses must stop in the traffic lanes of Main Street to board passengers. In addition, there are barriers which may limit the ability of the transportation disadvantaged to take full advantage of the available transit facilities. The lack of adequate sidewalks, wheelchair ramps, and

signalized pedestrian crossings on Main Street makes access to the existing transit facilities extremely difficult for this group of people.¹¹

Goal

- 1) Continue to provide high quality transit facilities, developing access to these facilities for all segments of the population.

Policies

- 1) The City shall work with Lane Transit District (LTD) to encourage efficient and low-cost bus service in the East Main area by insuring that transit facilities are provided as development occurs on Main Street, in accordance with LTD's long range plans.
- 2) The City shall coordinate with Lane Transit District when developing plans for new or reconstructed streets, and when reviewing development proposals which may affect proposed or existing transit facilities.

BICYCLE

Bicycle facilities within the East Main area are minimal. Although Main Street is not designated as a bicycle route, 8% of the city's bicycle accidents occur there. There are no other easily available alternatives to Main Street for east/west travel.

Although the TransPlan shows Main Street as a future bicycle route, the high traffic volume and narrow right-of-way make installation of an adequate facility a very expensive proposition.

Goal

- 1) Provide safe, efficient, and convenient bicycle facilities, in order to promote the bicycle as an effective means of transportation within the East Main area.

Policies

- 1) The City shall continue to seek development of alternatives to Main Street for bicycle routes through the East Main area.
- 2) All new construction and reconstruction of streets within the East Main area shall include bicycle facilities as shown in the TransPlan and Springfield Bikeway Plan.
- 3) The City shall continue its efforts to identify and replace storm sewer grates which are not of the latest bike proof design.

¹¹ See Metro Plan section III-F-2, finding number 10.

PLAN IMPLEMENTATION ELEMENT

- 1) Redesignate lots 170232 301 and 401 from Light/Medium Industrial to Heavy Industrial in order to allow further expansion of Weyerhaeuser.
- 2) Conceptual Development Plans shall conform with the following requirements:
 - A) The conceptual Development Plan shall be prepared by a team of design professionals.
 - B) The Conceptual Development Plan shall consider the District's natural features and amenities, access and circulations needs, the provision of public facilities and services, the development needs of future users and access to collector streets.
 - C) The Conceptual Development Plan shall be submitted to the Director, who shall prepare a staff report to the Planning Commission. The Planning Commission shall review the Conceptual Development Plan (a public hearing is not required).
 - D) All subsequent development shall conform to the Conceptual Development Plan.
 - E) Modifications to the Conceptual Development Plan may be approved by the Planning Commission if they meet the requirements as listed above.
- 3) All development Area Plans (DAP) shall conform with the following requirements:
 - A) The DAP shall be prepared by an architect or landscape architect, and an engineer.
 - B) DAPs are intended to:
 1. Ensure adequate circulation for the development area and the adjoining properties, including dedication of future streets shown on the Street Conditions map,
 2. Minimize the impact of vehicular access on local streets,
 3. Ensure adequate buffering between adjacent uses,
 4. Include adjacent properties wherever possible so that islands of isolated parcels are not created,
 5. Provide coordinated extension of public facilities to serve the site and surrounding properties, and
 6. To have agreement of all affected property owners.
 - C) The DAP 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:
 1. Proposed buildings, roads and other uses shall be designed and sited to ensure preservation of identified significant natural features.
 2. Engineering studies of any identified natural hazards and their treatment in site development shall be included in the DAP.

3. Traffic impacts of the proposed development shall be adequately addressed, including the following: a) access permits have been obtained from all jurisdictions involved, b) a traffic impact study has been completed and approved if requested by the Transportation Manager, c) mitigation of traffic impacts of commercial development on residentially designated areas may be required and may include one or more of the following: traffic diverters, street collars, woonerf zones, restrictive signage, rumble strips, restricted lane movements, or other appropriate and efficient means.
 - D) If the DAP receives Site Plan approval, subsequent permitted uses that conform to the DAP shall not require additional Site Plan Review.
 - E) Future development must be in conformance with the approved DAP, unless the DAP is modified or expanded in accordance with the provisions of this Refinement Plan.
 - G) No partitioning or lot line adjustments shall be allowed which would create a lot smaller than the minimum development area.
- 4) All properties within the East Main Refinement Plan area shall be legislatively rezoned consistent with the policies and Plan Diagram upon final adoption of the refinement plan.
- 5) During the upcoming Metro Plan Update the wetlands and ridgeline identified on the Development Constraints map shall be examined to see if they should be included in the natural resources inventory and evaluated for their significance within the Metro area.
- 6) In order for this refinement plan to remain effective over time, the Planning and Development Department shall report to the Planning Commission on the implementation of the Refinement Plan and changes in the area which may warrant a plan amendment.

GLOSSARY

The purpose of the Glossary is to assist the reader in understanding some commonly used words in the East Main Refinement Plan. This Glossary is not intended to be the legally binding definition for these words.

ACOUSTIC DESIGN

Design features used to reduce noise. Some techniques which can be employed to reduce noise are: buffer strips, noise barriers, and construction techniques.

ARTERIAL STREET

Streets and highways which carry traffic through the city.

BERM

An earthen mound used to deflect sound, separate incompatible areas, or to provide aesthetic enhancement.

COLLECTOR STREET

Streets that carry traffic from the local streets to the arterial street network, or the schools, local shopping centers, or other local streets in the neighborhood.

COMMUNITY COMMERCIAL

This plan designation category contains such general activities as retail stores; personal services; financial, insurance, and real estate offices; private recreational facilities, such as movie theaters; and tourist-related facilities, such as motels.

COMMUNITY PARK

This park classification serves surrounding metropolitan residents with a variety of specialized recreational facilities and programs such as swimming pools, tennis courts and community centers.

CONCEPTUAL DEVELOPMENT PLAN

Covers a large contiguous area and may be composed of a number of development areas. The Conceptual Development Plan considers the natural features and amenities, access and circulation patterns, provision of public facilities and services, and the development needs of future users.

DEVELOPMENT AREA PLAN

Covers an area which must be developed as a single development. The Development Area Plan shows the general location of such things as, buildings, landscaping, and roads, and existing on-site features.

HEAVY INDUSTRIAL

This refinement plan designation allows for the siting of industries involved in the primary processing of raw materials into refined materials in large volumes.

HIGH DENSITY RESIDENTIAL

A Residential refinement plan designation which allows 20+ dwelling units per acre.

LIGHT-MEDIUM INDUSTRIAL

This refinement plan designation allows for the siting of industries which are generally involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling, and warehousing. The external impacts of these industries is minimal.

LOCAL STREET

Streets that provide direct access to abutting properties; through traffic is discouraged.

LOT LINE ADJUSTMENT

The relocation of a recorded lot line which does not result in the creation of an additional lot, substandard size lot or landlocked lot, and is approved in accordance with the Springfield Development Code.

LOW DENSITY RESIDENTIAL

A Residential plan designation which allows less than 10 dwelling units per acre.

MEDIAN STRIP

A portion of a divided highway separating opposing traffic lanes.

MEDIUM DENSITY RESIDENTIAL

Residential plan designation which allows 10 to 20 dwelling units per acre.

NEIGHBORHOOD PARK

The park classification which serves the neighborhoods within the metropolitan area. Facilities may include courts and fields for active recreation.

NEIGHBORHOOD COMMERCIAL

Refinement Plan designation allowing commercial activity which serves the needs of the neighborhood area. (For further detail see policies in this refinement plan and the Springfield Development Code.)

PARTITION

The division of land into 2 or 3 parcels. (See Springfield Development Code for a detailed definition.)

SITE PLAN REVIEW

Is a process which ensures that new and expanding development complies with the policies

of the Metro Plan, refinement plans, and the Springfield Development Code. The process is also intended to identify land use conflicts and mitigate them through specific conditions attached to the development.

TRANSFER OF DENSITY

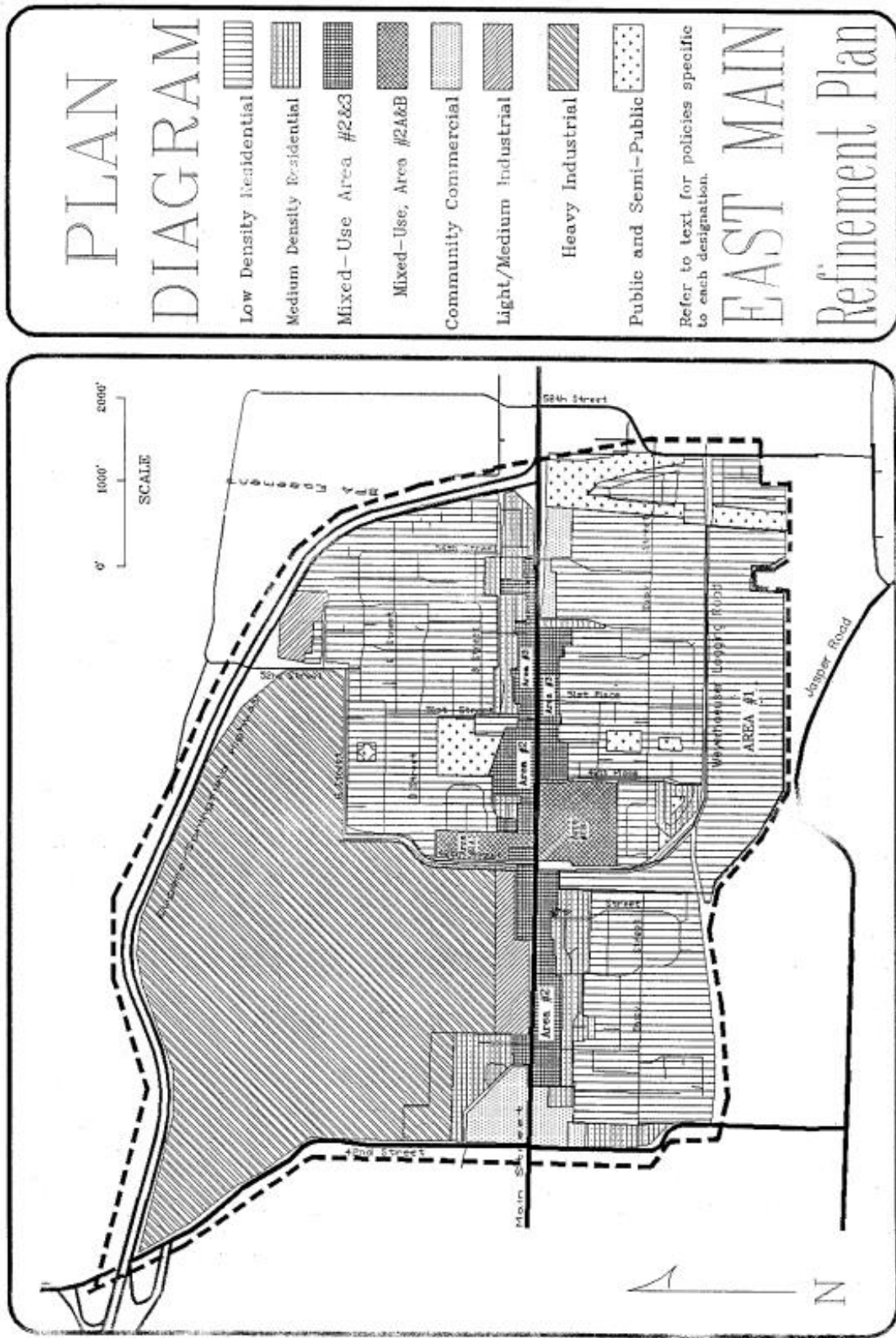
Allows for the transfer of dwelling units from one area, reducing its allowed density, to a different area, thus increasing the allowable density. This development technique is used to preserve areas with significant natural features, while maintaining the overall dwelling unit density.

TRANSPORATION DISADVANTAGED

Persons who, because of age, income, location, physical or mental disability, or other reasons are limited in obtaining their travel needs.

WOONERF

A Dutch word for streets and adjacent public rights-of-way designed for shared use of the street by pedestrians and automobiles.



Note: This Diagram was adopted in 1988 and does not reflect subsequent amendments. A Diagram that incorporates these amendments appears before the Table of Contents.

LARGE VACANT AREAS

(Vacant Lots of 2 Acres or Larger)

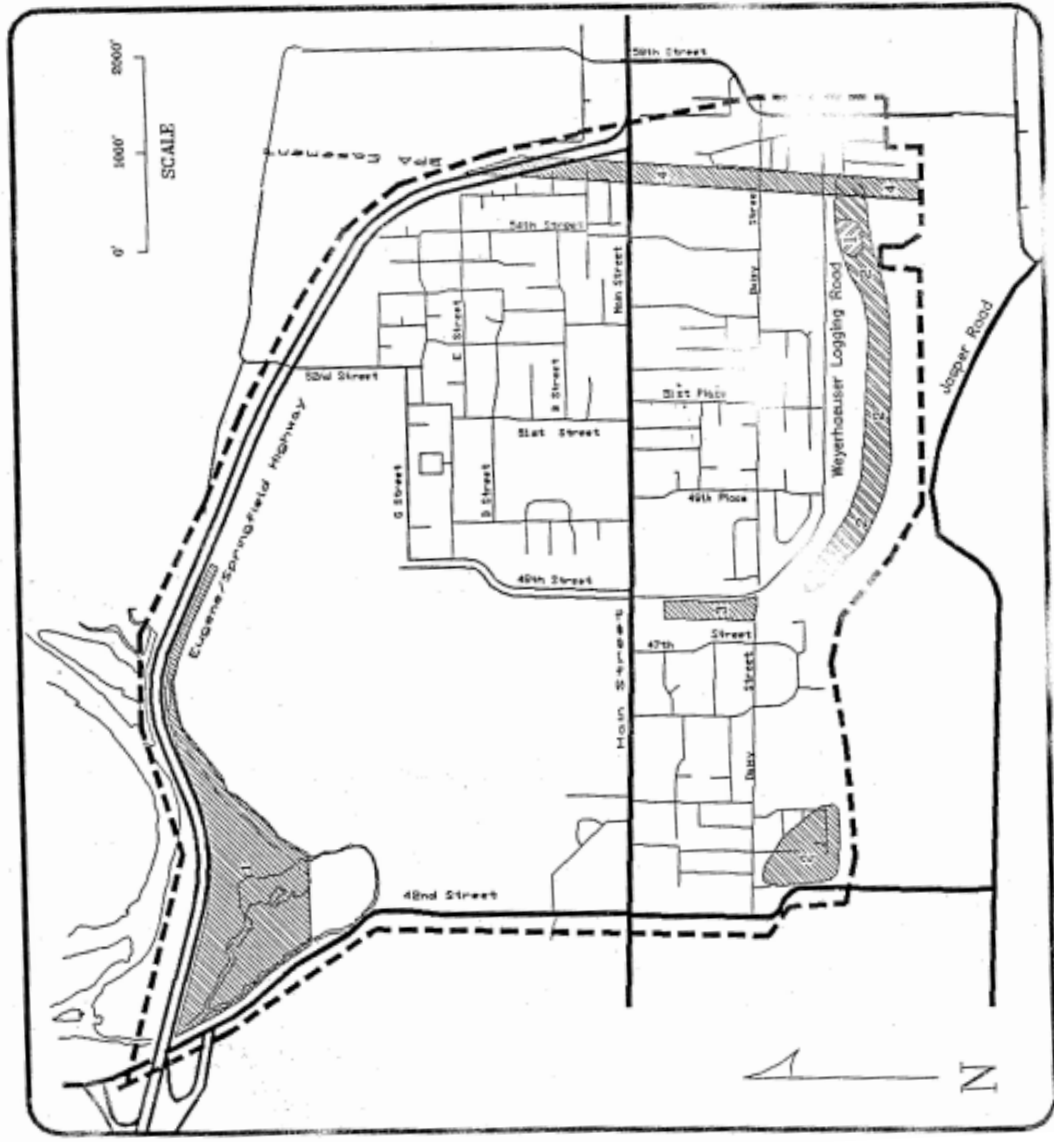
EAST MAIN Refinement Plan



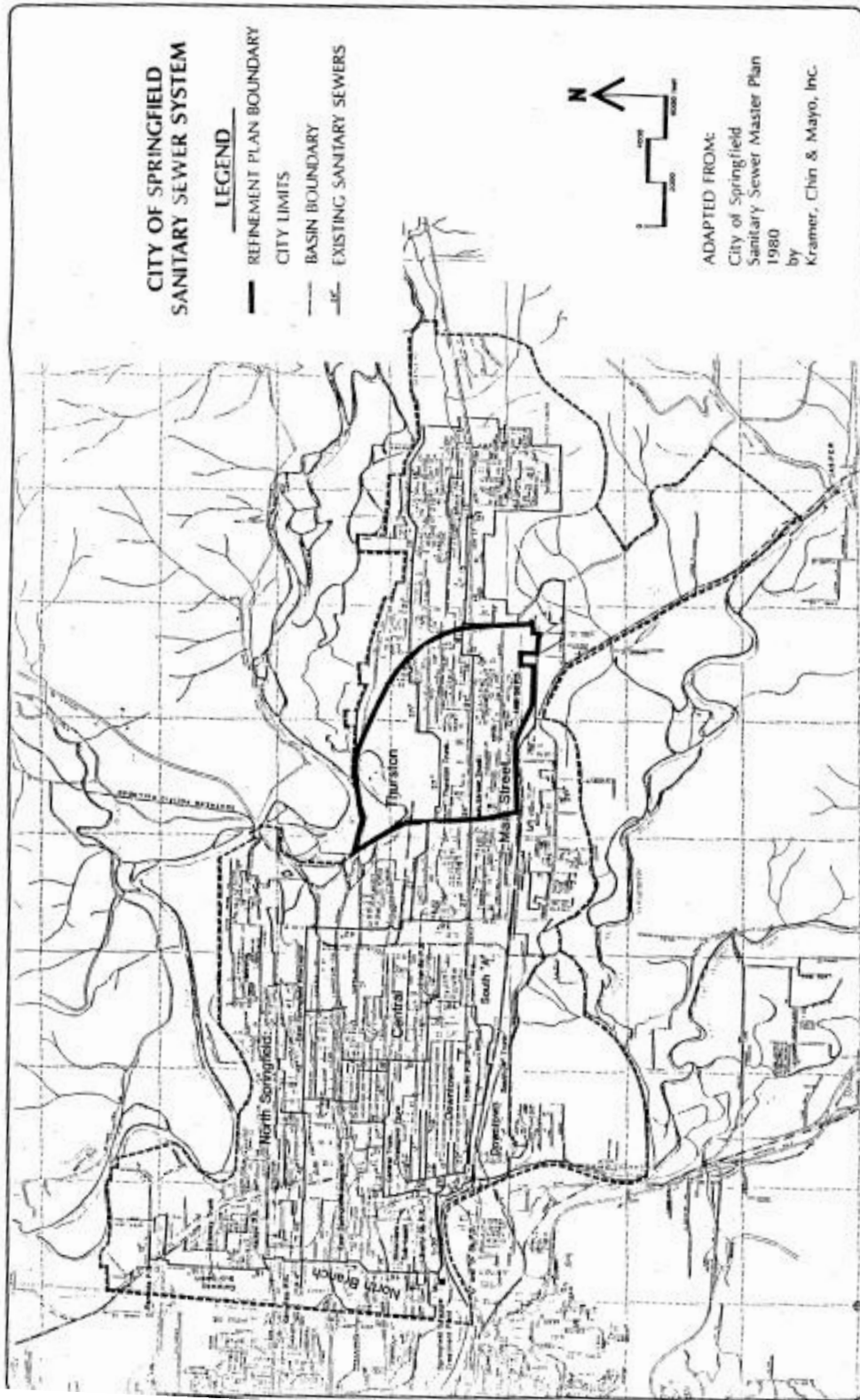
DEVELOPMENT CONSTRAINTS

- 1 Wetlands
- 2 Hillside >15%
- 3 Access Difficulties
- 4 BPA Easement

EAST MAIN Refinement Plan



Note: This map was adopted in 1988. Action to adopt a new, replacement map to show more recent conditions for this Refinement Plan has not occurred.



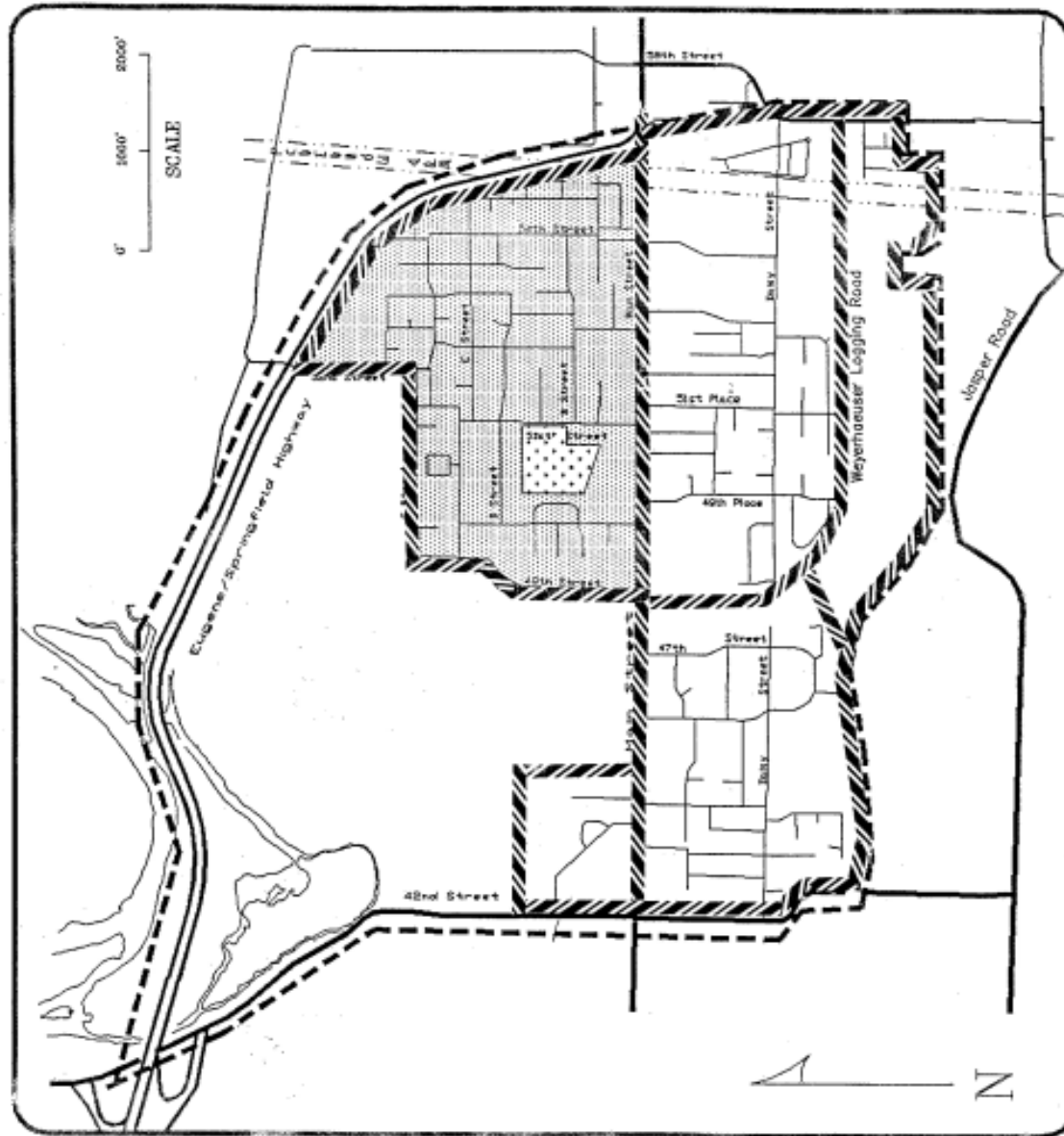
NEIGHBORHOOD PARK SERVICE AREAS

Bob Artz Memorial Park

Areas With Park Service

Neighborhood Park Service Areas

EAST MAIN
Refinement Plan



Note: This map was adopted in 1988. Action to adopt a new, replacement map for this Refinement Plan to show more recent conditions has not occurred. Willamalane Park and Recreation District has since updated its Comprehensive Plan, which includes an analysis of service areas.

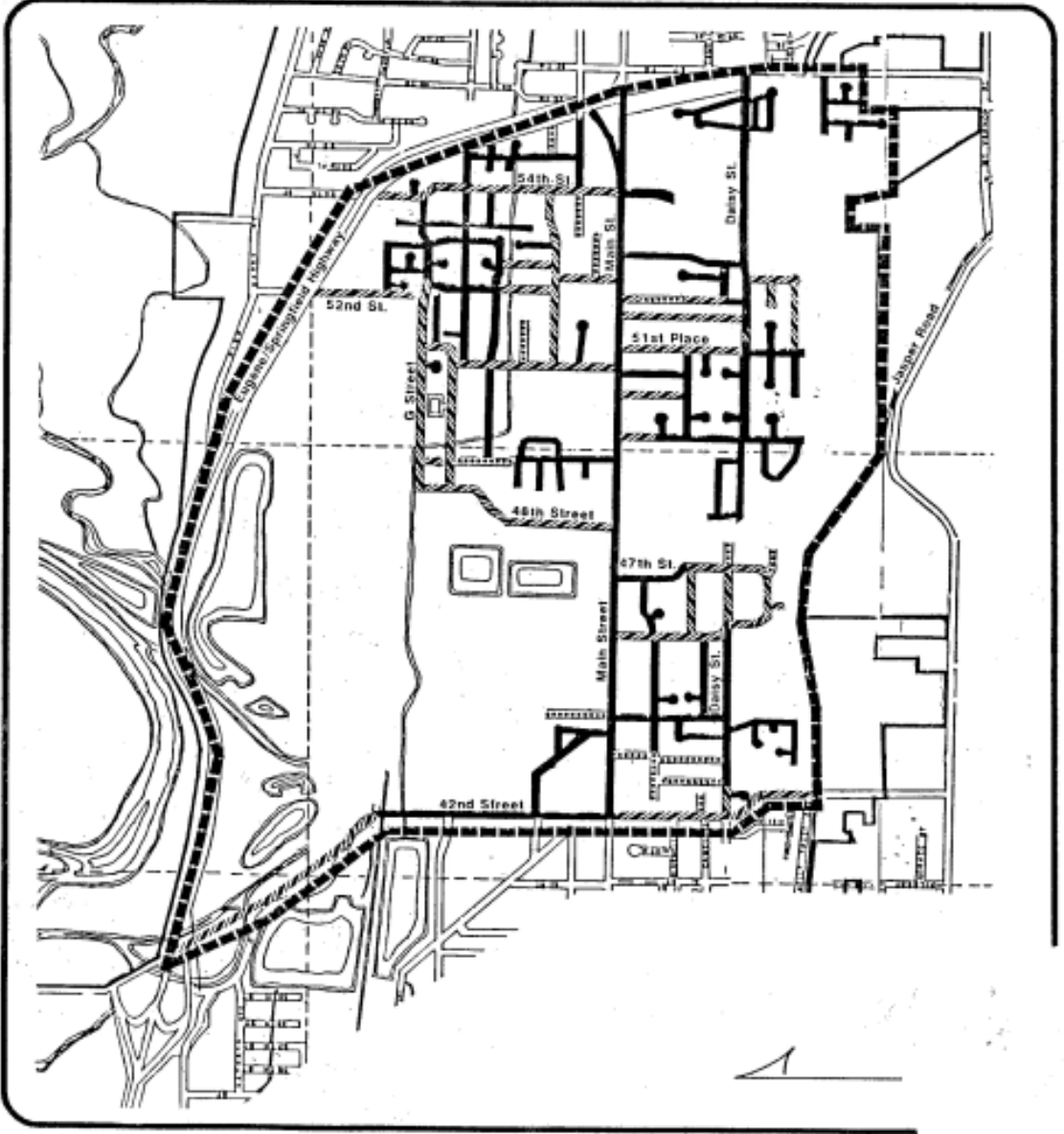
STREET CONDITIONS

IMPROVED ———

UNIMPROVED - - - - -

GRAVEL (dotted line)

EAST MAIN
Refinement Plan



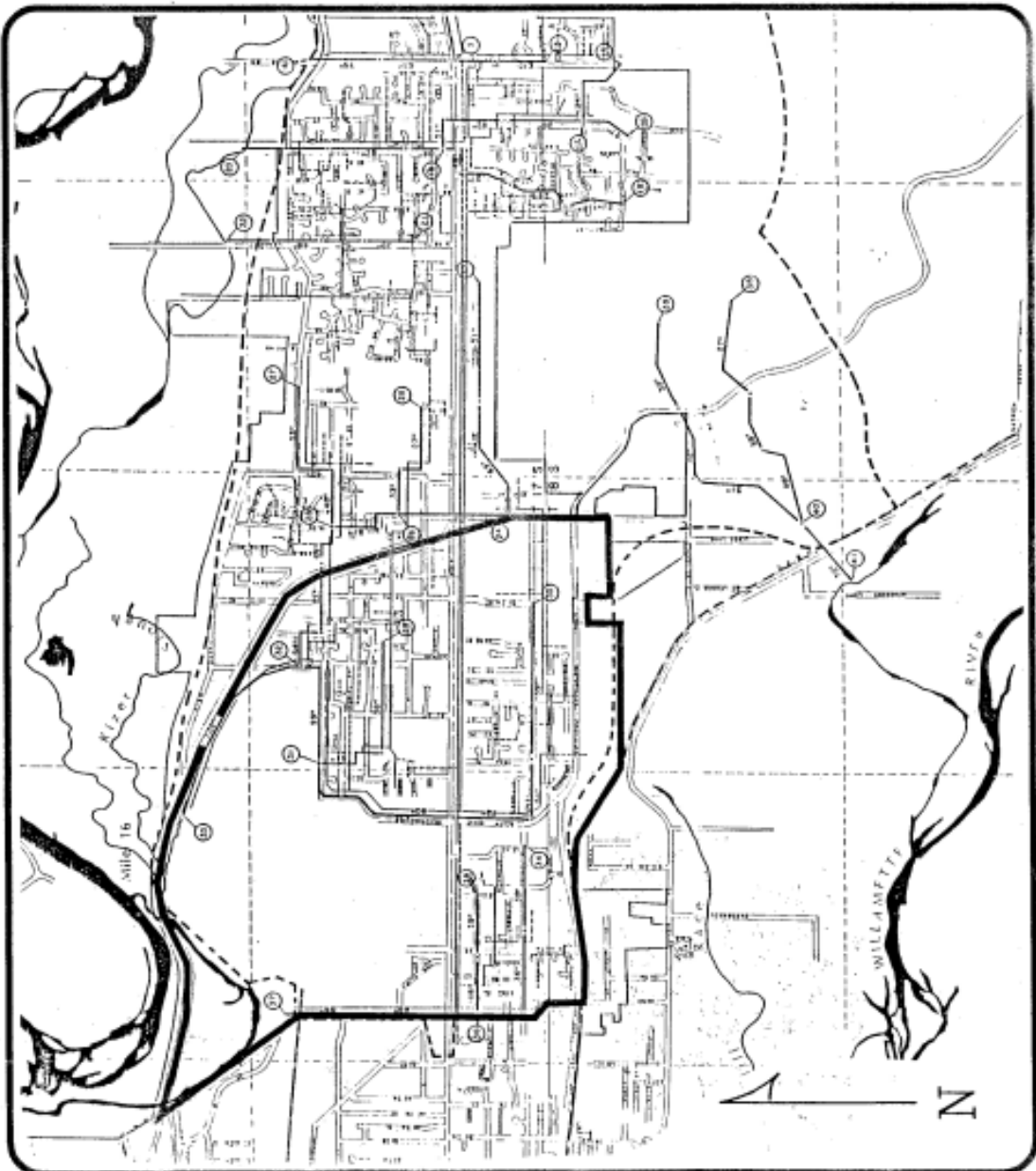
PROPOSED STORM SEWER IMPROVEMENTS

LEGEND

- PLAN BOUNDARY
- CITY LIMITS
- PIPE SEGMENT REF. NUMBER
- TRUNK SEWER, SIZE AS SHOWN

ADAPTED FROM
Storm Drainage Study
For East Springfield

June 1979
Brown and Caldwell



Note: This is shown as adopted in 1988. Action to adopt a new, replacement map for this Refinement Plan to show more recent and desired future conditions has not occurred.

APPENDIX

REFERENCES TO POLICIES OF THE METRO PLAN 1987 UPDATE (APPENDIX NOT ADOPTED AS PART OF THE EAST MAIN REFINEMENT PLAN)

TEXT OF EAST MAIN REFINEMENT PLAN	REFERENCE TO CITED METRO PLAN POLICY (1987 UPDATE)
<p><u>East Main Refinement Plan, Residential Finding 4:</u></p> <p>The Metro Plan encourages the location of Medium and High Density Residential within ½ mile of existing or future employment centers (Metro Plan, page III-F-5, policy #2).</p> <p style="padding-left: 40px;">A large portion of the East Main area is within ½ mile of the Weyerhaeuser Springfield Operation, Springfield’s largest employer.</p>	<p><u>Metro Plan, Page III-F-5, Policy 2:</u></p> <p>The following recommendations are, from a transportation standpoint, geared toward reducing transportation energy demand and improving opportunities for using alternative modes, such as urban public transit, bicycle, pedestrian, and paratransit. These recommendations stress the need to increase residential densities and to locate places of employment and residences in proximity to one another.</p> <ul style="list-style-type: none"> a. Growth of downtown Eugene and Springfield as commercial, residential, civic, and employment centers shall be encouraged. b. Medium- and high-density residential development shall be encouraged within one mile of downtown Eugene and Springfield. c. Medium- and high-density residential development shall be encouraged within one-half mile of transit transfer stations. d. Existing employment centers shall be encouraged to grow and diversify by allowing and concentrating new commercial, governmental, and light industrial uses, where appropriate, in those centers. e. Medium- and high-density residential development shall be encouraged within one-half mile of existing and future employment centers. Where appropriate, such centers shall include urban public transit transfer stations. f. Development and redevelopment shall be encouraged in designated areas which are relatively well served by the existing or planned urban transit system. g. An active program to develop pedestrian pathways; e.g., sidewalks shall be encouraged, especially in proximity to major activity centers or in conjunction with other modes of travel.
<p><u>East Main Refinement Plan, Residential Finding 5:</u></p>	<p><u>Metro Plan, Page III-A-7, Policy 30:</u></p>

<p>The Metro Plan encourages the location of higher density residential uses near existing or future commercial centers (Metro Plan, page III-A-7, policy #30).</p> <p>There are two large commercial nodes in the East Main area: 42nd and Main Street, and 57th and Main Street.</p>	<p>Encourage higher density residential development near industrial and commercial centers throughout the metropolitan area.</p>
<p><u>East Main Refinement Plan, Environmental Design Finding 2:</u></p> <p>The Metro Plan 1987 Update, directs jurisdictions to “protect and retain, to the maximum extent possible, natural vegetation, natural water features, and drainageways in the design and construction of urban developments and landscaping shall be utilized to enhance those natural features.” (Metro Plan 1987 Update, page III-E-3, policy #2.)</p>	<p><u>Metro Plan, Page III-E-3, Policy 2:</u></p> <p>Natural vegetation, natural water features, and drainageways shall be protected and retained to the maximum extent practicable, considering the economic, social, environmental, and energy consequences in the design and construction of urban developments and landscaping shall be utilized to enhance those natural features.</p>
<p><u>East Main Refinement Plan, Environmental Design Finding 7:</u></p> <p>The Metro Plan also strongly encourages the planting of street trees for all new development and redevelopment areas and new streets and reconstruction of major arterials within the Urban Growth Boundary (Metro Plan, p. III-E-3, policy #3).</p>	<p><u>Metro Plan, Page III-E-3, Policy 3:</u></p> <p>The planting of street trees shall be strongly encouraged, especially for all new developments and redeveloping areas (where feasible) and new streets and reconstruction of major arterials within the urban growth boundary.</p>
<p><u>East Main Refinement Plan, Public Facilities Element (Storm Sewers) Policy 1:</u></p> <p>The full range of key urban facilities, as outlined in the Metro Plan policy #8, page II-B-4, must be available prior to development approval.</p>	<p><u>Metro Plan, Page II-B-4, Policy 8:</u></p> <p>A full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities. They include, in addition to the minimum level of key urban facilities and services, urban public transit, natural gas, storm drainage facilities, street lighting, libraries, local parks, local recreation facilities and services, and health services.</p>
<p><u>East Main Refinement Plan, Public Facilities Element (Storm Sewers) Policy 4:</u></p> <p>In the event that the minimum level of key urban services, see Metro Plan policy #7, page II-E-4, is not available for development and development is denied, the City shall develop findings in accordance with ORS 197.520.</p>	<p><u>Metro Plan, Page II-B-4, Policy 7:</u></p> <p>To maintain the existing physical autonomy of the smaller outlying communities, urban development on agricultural and rural lands beyond the projected urban service boundary shall be restricted and based on at least the following criteria: (a)</p>

	<p>Preservation and conservation of natural resources. (b) Conformity with the policies and provisions of the County General Plan that borders the metropolitan area. (c) Conformance with applicable mandatory statewide planning goals.</p>
<p><u>East Main Refinement Plan, Access, Circulation & Parking Element: Transit</u></p> <p>Footnote in Transit Narrative within the Access, Circulation & Parking Element states: “See Metro Plan section III-F-2, finding number 10.”</p>	<p><u>Metro Plan III-F-2, Finding 10:</u></p> <p>Some areas have inadequate sidewalks which inhibit pedestrian movement within neighborhoods and restrict access to the transit system.</p>