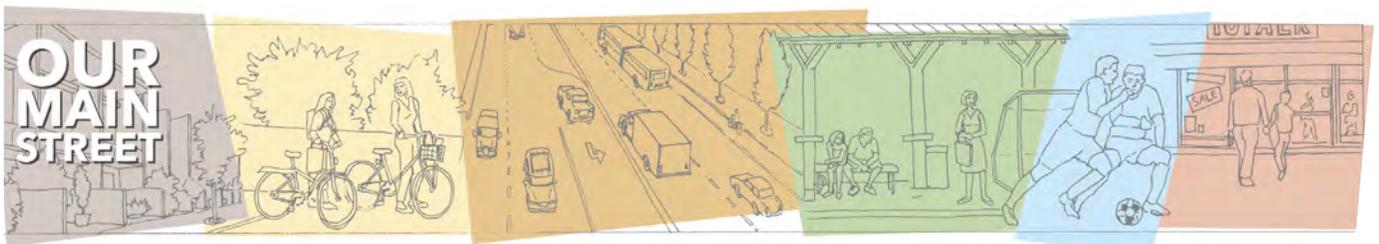


SPRINGFIELD MAIN STREET CORRIDOR VISION PLAN



**February 2015
Final Report**



ACKNOWLEDGEMENTS

Project Management Team

Linda Pauly, City of Springfield, City Project Manager
David Helton, Oregon Department of Transportation (ODOT), Transportation and Growth Management Program (TGM), Grant Manager
John Evans, Lane Transit District (LTD)

Technical Review Committee

Linda Pauly, City of Springfield
Kristi Krueger, City of Springfield
Michael Liebler, City of Springfield
David Reesor, City of Springfield
Matt Stouder, City of Springfield
Sunny Washburn, City of Springfield
Tom Boyatt, City of Springfield
Courtney Griesel, City of Springfield
John Tamulonis, City of Springfield
John Evans, Lane Transit District
David Helton, ODOT

Consultant Team

Otak, Inc.

Tom Litster, Project Manager
Mandy Flett, GIS Planner
Amber Swanson, Architectural Technician and Graphics
Kayla Gutierrez, Project Assistant



Blue Mountain Economics

Anne Fifefield, Senior Economist



DKS Associates

Scott Mansur, P.E., Transportation Planner
Brad Coy, P.E. Traffic Engineer
Jordin Ketelsen, Transportation Planner



Cogito

Julie Fischer, Community Outreach
Ellen, Teninty, Community Outreach
Judith Castro, Community Outreach



This project is partially funded by a grant from the Transportation and Growth Management (TGM) Program, a joint program of the Oregon Department of Transportation and the Oregon Department of Land Conservation and Development. This TGM grant is financed, in part, by federal Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA_LU), local government, and the State of Oregon funds. The contents of the document do not necessarily reflect views or policies of the State of Oregon.

TABLE OF CONTENTS

EXECUTIVE SUMMARY 1

INTRODUCTION..... 5

EXISTING CONDITIONS, OPPORTUNITIES AND CONSTRAINTS 8

A STRATEGIC VISION FOR CHANGE 13

SEGMENT 1 – COUPLET AREA: 10TH STREET TO 23RD STREET 19

SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR: 23RD TO BOB STRAUB
PARKWAY 31

SEGMENT 3 – THURSTON NEIGHBORHOOD AREA: BOB STRAUB PARKWAY
AND 69TH ST 47

CONCEPTS FOR FUTURE ZONING AND PLAN UPDATES 55

TRANSIT SERVICE AND COMMUNITY BUILDING 58

This page intentionally left blank

EXECUTIVE SUMMARY

Our Main Street

Main Street is the “heart” of the community. Five projects have been thinking concurrently about the future of Main Street. They are collectively called **Our Main Street**.

- *Main Street Corridor Vision Plan* that has developed long-term vision, goals and implementation actions for land use changes and transportation choices on Main Street between 10th Street and 69th Street.
- *Main - McVay Transit Study* being led by Lane Transit District (LTD).
- *Smart Trips Program* led by LTD Point-to-Point Solutions.
- *Main Street Pedestrian Crossing Project* that addresses issues identified in the OR Hwy 126B Main Street Safety Study.
- *Downtown Demonstration Project* which will install pedestrian-scale lighting and decorative crosswalks along Main Street in the downtown core.

The Project Area

The Plan area is approximately 7-miles long, beginning at the intersections of Main Street and South A Street with 10th Street and extending east to 69th Street (**Figure 1**). It includes the roadway and properties adjacent to the roadway. The corridor has a mix of uses, densities, and land values. There are only a few areas where a concentration of a single use currently exists. More typical is a jumble of uses with no strong

sense of connectivity. Given the length of the corridor and the mix of uses, three distinct segments of Main Street were identified based on noticeable differences in land use patterns, particularly differences in the types of businesses and the housing choices (Figure 2, page 5). This allowed the community to develop unique vision statements and goals for each segment.

The Need for a Long-Term Vision

The Main Street/Oregon Highway 126B corridor is the City’s primary mid-town east-west connection. It is the City’s longest commercial corridor. Main Street also provides access to several neighborhoods. The character and future development of those neighborhoods will influence the land use and transportation future of Main Street. This will be especially significant with respect to increasing residential density and choices within walking distance of Main Street.

Future Employment and Residential Growth

A primary goal of the City is the creation of more than 13,000 new jobs by 2030. A significant amount of planned and zoned commercial and industrial lands are located along the Main Street Corridor. Many of these parcels will redevelop over the next 20 years. If planned well now, neighborhoods along Main Street can grow and develop to support growth of existing businesses, generate new employment and expand the range of housing choices available in the corridor.

FIGURE 1. PROJECT AREA



EXECUTIVE SUMMARY

Future Transportation Improvements

Main Street provides access to many Springfield neighborhoods and destinations. More transportation options and better connections will help create opportunities for private sector investment and support growth, commerce, and employment in the corridor. A critical factor in improving transportation choices is improved safety and access for everyone regardless of their mode of travel.

What is the Vision, What are the Goals?

Main Street is important to future growth and transportation in the City of Springfield. A clear vision and set of specific goals are needed to guide change in the corridor over the next 20 years. Initially, five goals were established for **Our Main Street** and embraced as guiding principles for the *Main Street Corridor Vision Plan*:

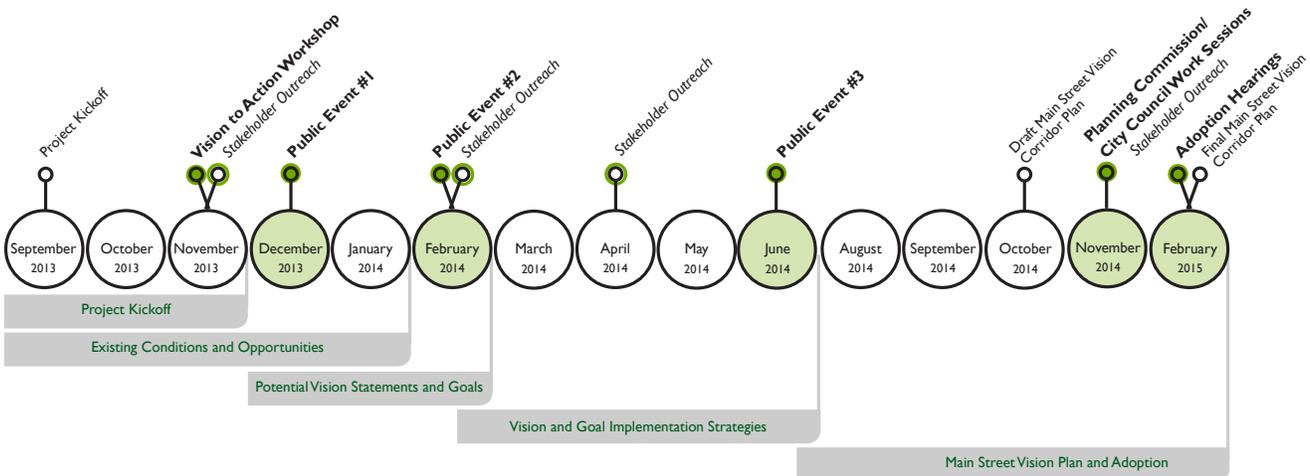
- Encourage economic revitalization and land use redevelopment.
- Provide transportation choices to residents, businesses, and commuters to encourage individual and community well-being and public safety.
- Improve transportation safety and access for walkers, cyclists, transit riders, and drivers along and through the corridor.
- Improve aesthetics on Main Street, making it an attractive place to live, work, and shop.
- Create Main Street identities.

Through community outreach, additional vision statements and goals were identified. They envision a new balance for Main Street. It is a balance between sustaining desirable community assets and guiding transitional changes in transportation, residential choices, business and job opportunities, and improvements to the attractiveness of Main Street.

Community Outreach

A collaborative outreach effort between City staff and consultant team connected with over 500 individuals to share the objectives of the *Main Street Corridor Vision Plan* and to ask about their concerns for Main Street and their vision for the future of Main Street. Input was gathered from a wide range of residents, area businesses, local neighborhoods, and property owners along the corridor. Conducting outreach at supermarkets, schools, recreation facilities, and social service agencies provided opportunities to talk with residents, youth, and seniors. A project objective was to engage the growing Latino sector of the community, many of whom were first-time meeting-goers. Local organizations and individuals were enlisted to personally invite people to events and provide refreshments and Spanish translation.

PROJECT SCHEDULE AND COMMUNITY OUTREACH



EXECUTIVE SUMMARY

Methods of engaging the community included focus groups, community forums, street corner outreach, individual visits to area businesses, website, email, and phone calls. The public conversation was respectful, thoughtful, and hopeful. General themes expressed by the public throughout the project included safety, beautification, community building, walking, bicycling, parking, access to businesses, transit, place making, supporting businesses, and addressing crime. Community comments have been summarized as *Main Street Corridor Vision Plan — Community Outreach Summary*.

Draft Main Street Corridor Vision Plan

The *Draft Main Street Corridor Vision Plan* is a strategic blueprint for long-term change in the Main Street corridor. The recommendations are grounded in the Vision Statements and Goals developed through a robust community dialogue. Specific actions are illustrated in Framework Plans and detailed in an Implementation Strategy.

Vision Statements and Goals

Vision statements and goals were the first step in developing a blueprint for change. They reflect the big themes, needs, and opportunities that were heard through community outreach. The visions acknowledge existing community assets to build on and aspirations for new opportunities to live, work, shop and travel. The goals are key areas for strategic actions by the City. They focus on transportation choices, the visual attractiveness of the corridor, business and employment opportunities, and housing choices. Together they provide direction for how to grow smartly for the next 20 years.

A Framework Plan for the Corridor

Framework Plans for each segment illustrate recommended locations for projects and programs to improve transportation safety and choices, enhance the attractiveness of the corridor, and long-term opportunities for new development consistent with the vision and goals of the *Main Street Corridor Vision Plan*. The plans are intended to be used in conjunction with the Implementation Strategy to establish priorities for funding and communicate publicly about future investments of public monies.

An Implementation Strategy

The Implementation Strategy details public actions, investments, and coordination with other agencies that will help advance the preferred vision over the next 20 years, and is described in the *Plan Addendum - Strategies and Actions Memorandum*. The strategy includes short-term and long-term actions, projects and programs, and potential partnerships between the City and other agencies, such as Lane Transit District (LTD). The strategy will also help establish priorities, guide the development of annual City budgets and communicate goals for Main Street to interested parties. Priority actions are included in the draft Plan.



Community Workshop

This page intentionally left blank

INTRODUCTION

Main Street is the City’s longest commercial corridor and the “heart” of the community, providing access to several neighborhoods as well as nearby schools and parks. The *Main Street Corridor Vision Plan* is one of the five projects of **Our Main Street** concurrently thinking about the future of Main Street. Of the other four projects, the *Main - McVay Transit Study* and the *Main Street Pedestrian Crossing Project* have shared objectives and synergies.

Main Street Corridor Vision Plan Area

The Plan area begins at 10th Street and extends east to 69th Street. It includes the roadway and the properties adjacent to the roadway within that project area. The corridor was examined in three distinct Segments, each with a noticeably different mix and type of land uses (**Figure 2**):

- **Segment 1 - Couplet Area** between 10th and 23rd Streets
- **Segment 2 - Mid-Springfield Business Corridor** between 23rd and Bob Straub Parkway
- **Segment 3 - Thurston Area** between Bob Straub Parkway and 69th

Activity Nodes were identified within each segment. The Activity Nodes generally conform to the Potential Mixed Use Centers/Nodes in the *2035 Regional Transportation Plan*. The nodes also provide key street connections to the neighborhoods north and south of Main Street including nearby schools and parks.

Community Context

Main Street is commonly regarded as a regional transportation corridor and an auto-oriented commercial corridor. However, there is a larger community context for Main Street and the access it provides to multiple neighborhoods (**Figure 3**). The character and development of those neighborhoods will influence transitional changes in land use patterns and transportation choices on Main Street. The influence may become especially significant with regards to increasing residential density and new housing choices within walking distance of Main Street. A negative community context was conveyed by frequent comments that Main Street can be a rift between neighborhoods, unfriendly and difficult to cross on foot or bike. The perception of pedestrian safety and comfort will also influence the future of Main Street.

FIGURE 2. CORRIDOR SEGMENTS

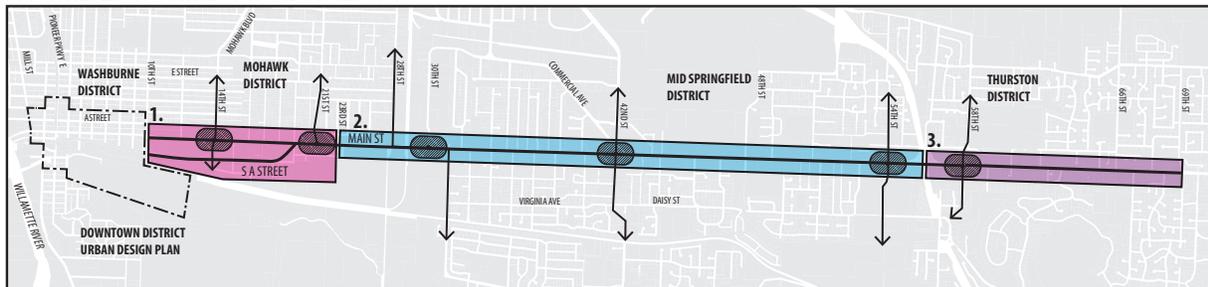
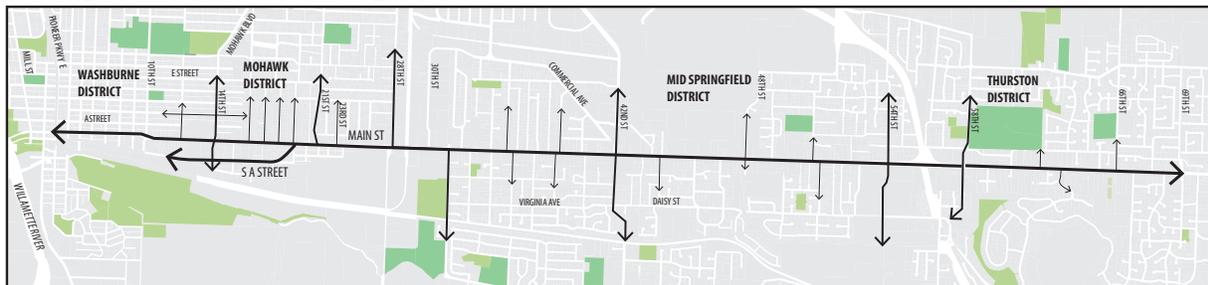


FIGURE 3. COMMUNITY CONTEXT MAP



INTRODUCTION

Community Outreach

Community outreach has been essential to development of *Main Street Corridor Vision Plan*. The project team was committed to a public engagement process that was:

- **Meaningful:** provide timely information.
- **Accountable:** respond to input.
- **Inclusive:** communicate outside of structured meetings.
- **Transparent:** make decisions public; post materials on the website.
- **Realistic:** inform about constraints and objectives.
- **Outcome-oriented:** engage the public to maximize success.

Building on past public involvement efforts, the project team conducted interviews, focus groups, and community forums. Activities included:

- Project website.
- Interested parties list and email updates.
- Presentations to civic organizations, public committees and boards.
- Direct outreach at area stores to people who don't attend meetings.
- Youth outreach at schools and youth recreation programs.
- Door-door on-site business outreach.
- Spanish outreach to Latino corridor businesses.
- Stakeholder meetings.
- Visioning workshop.
- Large community forums.
- Media and public comments.

Over 500 individuals shared concerns for Main Street and their vision for the future of Main Street. They included a wide range of residents, area businesses, local neighborhoods and property owners along the corridor. Conducting outreach at supermarkets, schools, recreation facilities, and social service agencies provided opportunities to talk with residents, youth, and seniors. A special effort was made to engage the growing Latino sector of the community, many of whom were first time meeting-goers. Local organizations personally invited people to events.

Participation grew with each meeting and ideas that were brought up in previous meetings were reinforced at subsequent events. The result was public support for project goals and emerging strategies. The launch of the *Main-McVay Transit Study* energized the transportation discussion. Meetings and events included:

- Focus groups: 27 attendees.
- Visioning workshop: 30 attended.
- Project Invitation Postcard mailed to approximately 3000 residents, businesses, and property owners within the Study Area.
- Project updates e-mailed to over 500 individuals.
- Public meeting #1: December 2013 to brainstorm "What is most important to you about Main Street." 16 attendees (winter snow storm).
- Public meeting #2: March 2014: Draft Visions and Goals - 50 attendees.
- Public meeting #3: June 2014: Draft Implementation Strategies - 45 attendees.
- Kiwanis and Lions Club: 27 attendees.
- Rotary Club: 70 attendees.
- Youth: Willamalane After-School Club and Thurston Leadership Class: 56 youth.
- Latino community: Invitation shared in person at Downtown Languages and LCC ESL programs: 80 people.
- Hand-delivered meeting invitation to Main Street businesses: 86 employees/owners.
- Display outreach in the corridor (11 locations): approximately 320 conversations with the public.
- 10+ Organizations forwarded invitation to their members, including Rotary, Chamber of Commerce, NEDCO, Emerald Arts Center, LTD Board, EmX Steering Committee, and Main-McVay Stakeholder Advisory Committee, City Elected Officials, Commissions and Committees: City Council, Planning Commission, Historic Commission, Development Advisory, Downtown Citizen Advisory, Springfield Bicycle and Pedestrian Advisory.



INTRODUCTION

General themes expressed by the public addressed safety, beautification, community building, walking, bicycling, parking, access to businesses, transit, place making, supporting businesses, and addressing crime. Specific recommendations from the final community workshop include:

Public Realm

- Remember history of the area, maintain “old town flavor.”
- Make the area “human scale” family friendly.
- Take what is working downtown and “move it out.”
- Support what exists now: don’t displace people or businesses.
- LIGHTING – this was mentioned multiple times!
- Beautify, make it inviting: trees, landscaping, new paint.
- Address crime and increase safety.
- Address stormwater treatment opportunities.
- Economic viability.
- Collaborate with Willamalane.

Business and Housing

- Expand housing choices, support affordable housing.
- Flexibility in zoning, signage.
- Flexibility in access management (ODOT).
- Natural, local foods market.
- Support existing properties, businesses!
- Mix housing, business, industry, art.
- Support downtown living.

Transportation

- Concern about decreasing vehicle speeds, AND support for slowing traffic.
- Better signage.
- Increase biking and walking safety. Recognize impacts on property owners of broadening the street.
- Don’t do bulb-outs.
- Transit ideas: Improve shelters and services, helps spur development, walking and biking.
- Recognize impacts of transit stop distance, locations, EmX buses.
- Continue community outreach.

Community comments have been summarized as *Main Street Corridor Vision Plan — Community Outreach Summary*.



Community Workshop

“We are heading towards a tipping point where Springfield becomes a sought-after destination. We are tooting our horn a bit better.”

“We need to be sensible, but don’t say never.”

“We need to be clear and transparent about everything, but over 20-30 years lots of things can happen - so go ahead and let yourself vision.”

EXISTING CONDITIONS, OPPORTUNITIES AND CONSTRAINTS

The existing conditions analysis described land use patterns, transportation and infrastructure conditions, and the real estate market in the Main Street corridor. The *Existing Conditions, Opportunities and Constraints* memorandum detailing the analysis can be found in the *Plan Addendum*. The following key findings informed the draft Plan.

Transportation

Motor vehicle facilities and activity were inventoried and analyzed for the Main Street (OR 126B) corridor. Considerations include roadway network characteristics; road pavement and curb condition; vehicular volume, speed, and classification; intersection turn movement volumes; mobility standards; and existing intersection performance. Analysis that was particularly important to the visions and goals include the following.

Safety Improvements

Assessment of existing conditions and community input made it clear that safety and access for everyone using the corridor is a priority. An emphasis on balanced, multi-modal transportation choices will play an important role in accommodating future travel and encouraging more walking and biking trips. It will also play a role in attracting new businesses, new jobs, and a mix of infill residential development. The City of Springfield has already received funding to construct six enhanced pedestrian crossing improvements as part of the *Main Street Pedestrian Crossing Project* in order to improve accessibility for bikes, pedestrians, and transit.

Transit Service

Transit addresses mobility challenges and opens up new economic opportunities. Convenient and accessible transit also helps maintain affordability by lowering household transportation costs. LTD provides public transit to the Eugene-Springfield area. Two LTD bus lines run along Main Street (OR 126B) and some of the surrounding roadways — Route 11 —Thurston and Route 91- McKenzie Bridge. Route 11 has the greatest passenger volume in the study area and the second highest ridership in the LTD system.

Future Travel Conditions

Future travel conditions were forecasted for Main Street (OR 126B) as part of current efforts on the adopted *2035 Springfield Transportation System Plan (TSP)*. The TSP indicates that the 42nd Street, OR 126B, and 58th Street intersections on Main Street (OR 126B) are forecast to exceed current capacity. In addition, the corridor segments between 21st and 48th, as well as in the vicinity of the OR 126B intersection, are anticipated to experience congestion. Traffic congestion will increase travel times and delay for vehicles using Main Street, particularly during the morning and evening peak hours.

Land Use Patterns

The corridor has a mix of uses, densities, and property values, with different types of parcels abutting each other, creating a jumble of uses largely organized around vehicle trips (**Figure 4**). Approximately half of the parcels are commercial uses (retail, office, and unknown commercial) and approximately one-quarter are residential uses. The most common use by land area is retail. The remaining parcels consist of vacant, industrial, and other uses.

While many of the current uses are viable and serve the community well, the overall land use pattern is not well-organized as clusters of similar commercial and retail uses. Clusters of uses can become neighborhood centers accessed by walking or biking from nearby residences. The current land use pattern presents mobility challenges for pedestrians and has limited opportunities for “cross shopping” (e.g. shop, eat or obtain services at multiple businesses in a single stop). It is also a land use pattern that makes it more difficult for future infill development such as mixed use, small-scale retail, and housing to find locations surrounded by compatible uses.



EXISTING CONDITIONS, OPPORTUNITIES AND CONSTRAINTS

Real Estate Market Conditions

Market trends for the office, retail, and industrial uses were assessed and documented. Nearly all of these uses are located directly on Main Street. Key factors affecting demand for retail space are visibility, access, and competing supply. Office space has different demand factors, including proximity to complementary services (such as government offices) and proximity to the labor force. Service-oriented office uses, such as financial services and medical offices, locate near population centers so that customers can easily access the facility. Service-oriented offices, such as realtors and insurance brokers, often use retail space. The broad market trends also provide insight into the potential mix of uses in the corridor.

- **Segment 1 - Couplet Area** has a strong market for office uses and a reasonably strong market for retail uses.
- **Segment 2 - Mid-Springfield Business Corridor** has an over-supply of office, retail, and industrial uses.
- **Segment 3** - has a reasonably strong market for retail uses because retail has not been over-built. The office market is over-supplied in Segment 3.

Activity Nodes

Six Activity Nodes were identified based on existing conditions. The Activity Nodes are centered on major, signalized intersections. Signalized intersections provide the safest pedestrian and bicycle crossing, access to transit stops, and vehicle turning movements from Main Street. An exact geographic reach for each node has not been established. For purposes of this vision plan, the nodes are assumed to extend approximately two blocks north and south of Main Street and east and west to the next street intersections. The Activity Nodes are at:

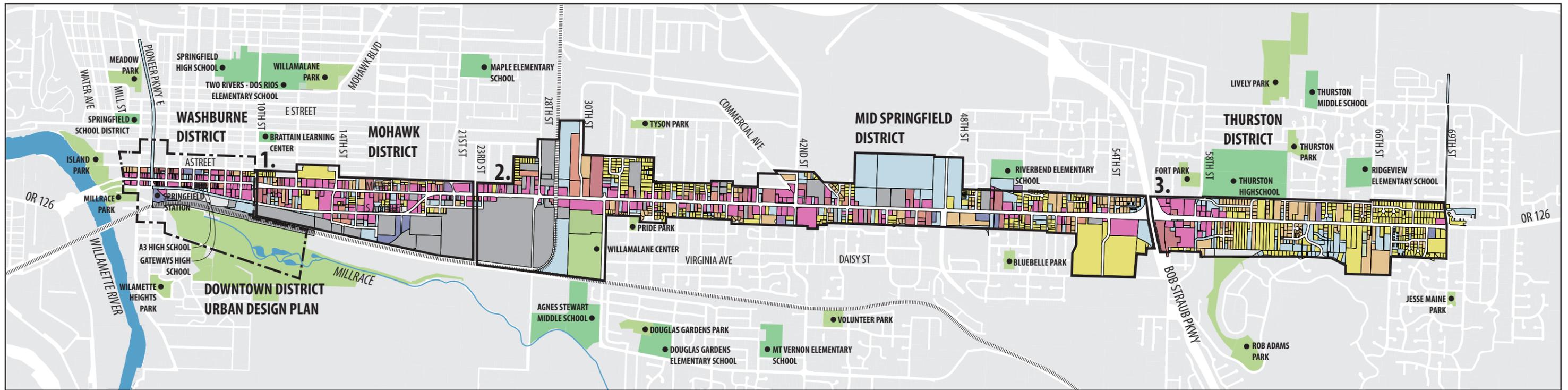
- **14th Street**
- **21st Street**
- **30th Street**
- **42nd Street**
- **54th Street**
- **58th Street**

Activity Nodes present opportunities for intensification of commercial and mixed uses and targeted investments in public realm enhancement such as streetscape projects, public art and enhanced design of transit stations. They are also major street connections to adjacent neighborhoods and can play a significant role in initiatives such as safe routes to schools and access to transit improvements.

This page intentionally left blank

EXISTING CONDITIONS, OPPORTUNITIES AND CONSTRAINTS

FIGURE 4. LAND USE PATTERNS



KEY:

- | | |
|---|--|
| <ol style="list-style-type: none"> 1. SEGMENT 1: COUPLLET AREA 2. SEGMENT 2: MID SPRINGFIELD BUSINESS CORRIDOR 3. SEGMENT 3: THURSTON AREA | <ul style="list-style-type: none"> SINGLE FAMILY MULTIFAMILY RETAIL OFFICE COMMERCIAL INDUSTRIAL GOVERNMENT CHURCH VACANT PARK/OPEN SPACE SCHOOL |
|---|--|

Segment 1



“Better shopping, more sit-down coffee houses, cleaner looking streets.”

Segment 2



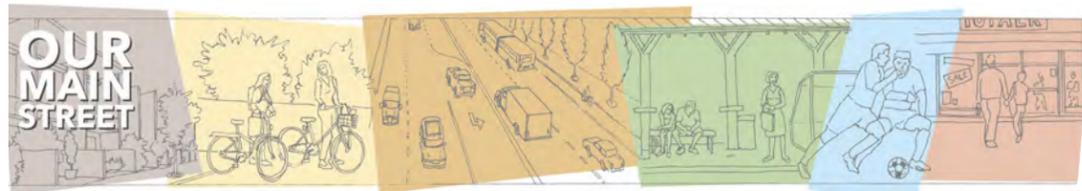
“Enhance business variety, encourage destination businesses.”

Segment 3



“Thurston is a distinctive neighborhood. We need to support neighborhood and family-oriented businesses.”

COMMUNITY COMMENTS



This page intentionally left blank

A STRATEGIC VISION FOR CHANGE

Vision Statement and Goals

Through a facilitated dialogue with the community about what they would like Main Street to become it was apparent that there is no “one size fits all” vision for this diverse, 7-mile corridor. Instead, unique vision statements for each segment of the corridor emerged.

Segment 1 – The Couplet Area (10th Street to 23rd Street) will offer a distinct mix of uses for Main Street and South A Street. Main Street will provide pedestrian-oriented environment for new neighborhood-serving retail and opportunities to live, including vertical mixed use. South A Street will retain long-standing industrial uses with a mix of new craft industries and commercial opportunities.

Segment 2 –Mid-Springfield Business Corridor (23rd Street to Bob Straub Parkway) will remain an affordable place to operate a business with good visibility and access while offering new employment opportunities in a more attractive and safer environment.

Segment 3 –Thurston Area (Bob Straub Parkway to 69th Street) will remain a quiet and walkable neighborhood offering a wide range of housing choices, nearby schools with regional and neighborhood-serving commercial uses in a more attractive and safer environment.

The vision statements were guiding principles for strategic goals for each segment. Identifying strategic goals is a critical step for bringing vision to reality. The following broad goals helped define unique goals and strategic actions for each segment that will guide land use changes, economic development and transportation improvements over the next 20 years.

Transportation choices for multi-modal travel that will improve safety for all users, increase transit ridership and support increased residential and business development.

Public realm enhancements are investments in streetscape amenities, pedestrian and bicycle facilities, transit stations, public spaces and storefront improvements that will improve the visual attractiveness of Main Street.

Business activities that build on successful existing business, take advantage of specific redevelopment opportunities, and are consistent with realistic market potential. New business opportunities also support the City of Springfield’s long-term employment goals.

Housing choices that will accommodate a mix of incomes and age groups in a range of housing options. New housing choices will help sustain “Alive after Five” energy at key nodes along Main Street and support transit investments throughout the corridor.

Framework Plans

Framework Plans were developed for multimodal transportation and public realm enhancements and for land use transitions within Activity Nodes and key opportunity sites along the corridor. The frameworks illustrate potential locations for projects, programs, and redevelopment opportunities that are consistent with the *Main Street Corridor Vision Plan* visions and goals. The plans are diagrammatic and are not detailed concepts for future projects. They do not represent any decisions by the City to fund or participate in the recommended projects, programs, or redevelopment projects. The framework plans can be used in conjunction with the 20-year Implementation Strategy to set priorities, allocate resources, and to facilitate continued public conversation about the future of Main Street.

Multimodal Transportation

Main Street is a state highway, initially designed to optimize access and capacity for automobile trips. Main Street is also an important business corridor where much of the customer base relies on auto travel. It will continue to function as both. However, input



A STRATEGIC VISION FOR CHANGE

from the community outreach reflects a widespread desire for a better balance of transportation choices for Main Street, a balance of improved walking and cycling safety, slower traffic speeds, and mobility for all travel options including transit service. A corridor-wide multimodal framework of transportation choices is illustrated in **Figure 5**. The framework includes the following elements.

Regional Connections maintain state transportation facilities providing auto, freight, and transit connections to the Gateway District, I-5, Eugene, and mountain destinations. These connections are also important to businesses and industries in the corridor.

Primary Neighborhood Connections are local and collector streets connecting neighborhoods to Main Street Activity Nodes. These connections will play an important role in achieving multiple goals of the *Main Street Corridor Vision Plan* and will contribute to the overall walkability of the Main Street corridor. The streets should be assessed for improvements needed for safe and comfortable walking routes, including nighttime walks.

Secondary Neighborhood Connections are local streets in close proximity to Main Street that also play an important role in walking and cycling access to Main Street. Their connectivity value is as east-west connections to the Primary Neighborhood connections or as north-south streets directly connecting neighborhood residential areas to Main Street. These streets should also be assessed for needed improvements.

Traffic Calming Studies will determine the most effective measures to reduce traffic speeds and appropriate locations for the measures. Reduced speeds will improve pedestrian safety and overall walkability within the corridor.

Enhanced Transit Service is a potential outcome of the *Main-McVay Transit Study* which is evaluating a range of transit improvements in the corridor that would support safer mobility, economic revitalization and Main Street identity.

Potential Bike Boulevards can help address community input that the neighborhood street network provides limited opportunities for cyclists to travel east-west on a route parallel to Main Street rather than on Main Street, away from the higher volumes and speeds of traffic. One bike boulevard near Segment 2 of the project area is included in the *City-wide Bike and Pedestrian Plan*. A potential additional bike boulevard near Segment 3 is recommended.

Within the report section for each segment, more detailed recommendations are made for traffic calming, improved pedestrian safety, alternative bike routes, and access to transit.

Land Use

Land use changes in the Main Street corridor will help meet City goals for new jobs and economic vitality and are essential aspects of the community vision for Main Street. The vision statement for each segment includes appealing places to live, work, and shop. The potential for increasing transit frequency and ridership is also linked to the land uses along and near Main Street.

Figure 6 illustrates a land use framework of transitional change, Activity Nodes, and selected development Opportunity Sites consistent with the Vision Statement for each segment.

Activity Nodes are opportunities to meet multiple goals through intensification of commercial and residential use, and investment in enhanced public infrastructure and transit stations. The nodes are also important to neighborhood connectivity, community access to the parks and schools, and access to transit.

Opportunity Sites are eleven specific corridor parcels identified as priority areas to encourage redevelopment if there is property owner willingness. Within the report section for each segment, example redevelopment scenarios for the sites are described. The scenarios are based on findings from the *Plan Addendum — Existing Conditions, Opportunities and Constraints* and a general development potential

A STRATEGIC VISION FOR CHANGE

assessment by the Consultant team. No detailed market study or financial analysis was performed with regard to these parcels. The scenarios do not reflect any current plans for redevelopment by current property owners. The parcels were identified based on the following criteria:

- Improvement-to-Land Ratio, where the value of the structure is less than 20% of the land area (an improvement-to-land ratio of less than 0.2).
- Size of at least 0.5 acres.
- Configuration with at least 200 linear feet facing Main Street and least 200 feet of depth.
- Proximity to Key Intersections, typically within one-half mile.
- Ownership to private and not owned by a public agency or actively used for a public purpose.

Public Realm Enhancements

The public realm is an interconnected system of public spaces, streetscape amenities, pedestrian walkways, and transit stops along with the land uses and architecture visible from Main Street. Integration of public realm enhancements with transportation improvements will make walking and cycling trips more appealing. An attractive public realm also influences the perception of Main Street as an attractive place to live, shop, and start a new business. Enhancement opportunities for the public realm within each segment are illustrated and discussed in the report sections for each segment beginning on page 17. Opportunities include but are not limited to:

- Activity Node design features such as permanent transit stations, intersection treatments such as decorative crosswalks and decorative street lighting, streetscape amenities, and public art that complement redevelopment opportunities.
- Street design concepts for each segment to be implemented through redevelopment or larger capital projects when funding is available.

- Expanding the recommendations of the City Wayfinding Report.
- A Main Street public art program with an emphasis on Segment 1— The Couplet Area and Activity Nodes along the corridor.

Implementation Strategy

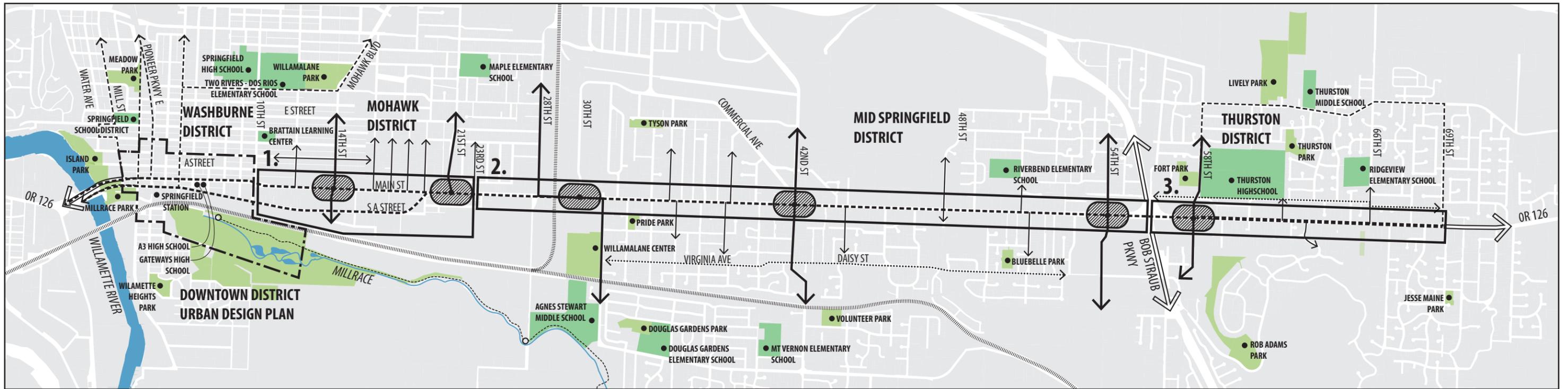
Changes anticipated in the *Main Street Corridor Vision Plan* will occur over the next 20 years. In order to help guide the changes, the City needs an implementation strategy that integrates visions and goals through actions. The complete strategy can be reviewed in *Plan Addendum — Strategies and Actions*. The strategies and actions are organized around the four broad goals of the Plan. The recommendations include a set of short-term strategies (carried out in 1-5 years) and long-term strategies (carried out over a 5-15 year timeline). Specific projects and programs have also been recommended, along with potential funding sources and organizational support. The strategy also includes alternative concepts for zoning updates and a process for continued community involvement in projects and programs affecting Main Street. The draft *Main Street Corridor Vision Plan* includes priority actions for each corridor segment that are drawn from that comprehensive implementation strategy. Early actions will build the confidence of the community and elected decision-makers through:

- Sustaining community involvement.
- Leveraging other funding and projects in order to meet multiple goals and objectives.
- Creating or strengthening partnerships.
- Providing clarity to private and non-profit investors, businesses, citizens, and partner agencies about the City's expectations, roles, and responsibilities.

This page intentionally left blank

A STRATEGIC VISION FOR CHANGE - TRANSPORTATION

FIGURE 5. MULTIMODAL TRANSPORTATION FRAMEWORK



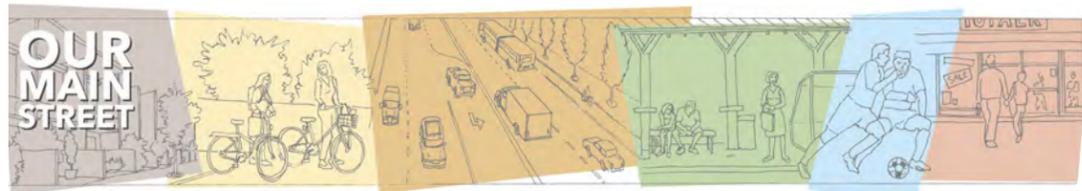
KEY:	
1. SEGMENT 1: COUPLET AREA	REGIONAL CONNECTION
2. SEGMENT 2: MID SPRINGFIELD BUSINESS CORRIDOR	PRIMARY NEIGHBORHOOD CONNECTION
3. SEGMENT 3: THURSTON AREA	SECONDARY NEIGHBORHOOD CONNECTION
(Hatched Circle) ACTIVITY NODE	EXISTING BUS ROUTE
(Green Square) PARK/OPEN SPACE	POTENTIAL ENHANCED TRANSIT SERVICE
(Green Square) SCHOOL	POTENTIAL BIKE BOULEVARD
	FUTURE MILLRACE PATH/TRAILHEAD
	EXISTING RAILROAD

"We need more transportation options."

"Safer routes to schools!"

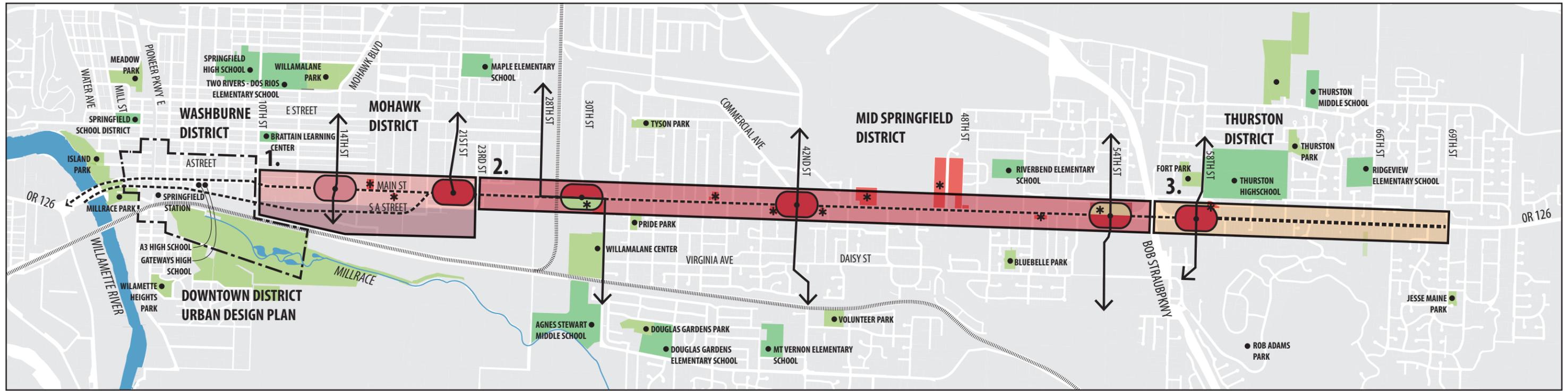
"How do you make a 5-lane highway inviting for business? How do you make it friendly to bikers when cars are going 45 miles per hour? How can you slow things down enough to make it more inviting?"

COMMUNITY COMMENTS



A STRATEGIC VISION FOR CHANGE

FIGURE 6. LAND USE VISION FRAMEWORK



KEY:

- 1.** SEGMENT 1: COUPLER AREA
 - 2.** SEGMENT 2: MID SPRINGFIELD BUSINESS CORRIDOR
 - 3.** SEGMENT 3: THURSTON AREA
- ACTIVITY NODE : MIXED USE
 - ACTIVITY NODE : COMMUNITY COMMERCIAL
 - ACTIVITY NODE : COMMUNITY COMMERCIAL & PUBLIC FACILITIES
 - ACTIVITY NODE : RESIDENTIAL AND COMMUNITY COMMERCIAL
 - OPPORTUNITY SITE
 - NEIGHBORHOOD COMMERCIAL AND HOUSING CHOICES
 - MIX OF INDUSTRIAL AND COMMERCIAL USES
 - AFFORDABLE COMMUNITY COMMERCIAL
 - RESIDENTIAL WITH NEIGHBORHOOD SERVICES
 - PARK/OPEN SPACE
 - SCHOOL
 - PRIMARY NEIGHBORHOOD CONNECTION
 - POTENTIAL ENHANCED TRANSIT SERVICE
 - EXISTING RAILROAD



COMMUNITY COMMENTS

“Moved here a year ago because of property values. Still go out to eat and shop in Eugene. Wish I could do those things more in Springfield.”

“Main Street has a big mix of populations and uses. But want to create more of a destination.”

“I feel like the draft vision plan and goals help Main Street be a better place to live. I would most definitely shop and eat here.”



SEGMENT 1 – COUPLET AREA: 10TH STREET TO 23RD STREET

This corridor segment is organized around two streets which form an OR Hwy 126B couplet — Main Street and South A Street. It is immediately adjacent to the downtown core. The eastern boundary coincides with the boundary of the Downtown Urban Renewal District (URD). Both streets are associated with historically important neighborhoods, businesses, and industries. Main Street is dominated by retail uses, with relatively few residential choices. South A Street serves commercial and heavy industrial uses that are a key employment area for the City. Many of the current uses are historically railroad-oriented. The distinction suggests a different vision for each street.

20-Year Vision Statement for Main Street

Main Street will transition to a more active mixed-use district, complementary to downtown as envisioned in the adopted *Downtown Urban District Design Plan*. It will provide a transition between downtown and an auto-oriented business corridor stretching nearly three miles to the east. Existing businesses will thrive while redevelopment adds small-scale commercial and office space, along with new options for eating and shopping. There will be new opportunities for living near Main Street in multi-story mixed-use buildings designed to complement the neighborhood and downtown. Pedestrian-oriented design and increased mobility through walking, cycling, and transit will be emphasized. Investments in infrastructure will create an attractive streetscape featuring street furnishings,



small plazas, Green Street stormwater facilities, and public art. Green Street facilities and landscape plantings on Main Street will create a “garden street” for the City.

Goals for Main Street

Transportation Goals

Design changes to the roadway (curb-to-curb) and sidewalk corridor (curb-to-property line) should be aligned with the vision statement. Consider design solutions that will reduce travel speeds, encourage increased trips by bike, walking and transit, and support pedestrian shopping activity.

- **Goal 1:** Safety and comfort of walking and cycling to jobs, shopping, and entertainment on Main Street.
- **Goal 2:** Reduced vehicle speeds.



Pedestrian-Oriented Environments



SEGMENT 1 – COUPLET AREA

Public Realm Enhancement Goals

The public realm qualities of Main Street will become part of the “address” for businesses and residents. Attractiveness of the public realm includes land uses and buildings that line the street. For the public sector, the most transformative investments will likely be in the streetscape, public art, wayfinding, and an effective partnership working with LTD to enhance the station environments for future Bus Rapid Transit (BRT) or other enhanced transit service.

- **Goal 1:** Attractive and pedestrian-oriented streetscape including ornamental, pedestrian-scale lighting.
- **Goal 2:** A distinctive sense of place for Main Street that is complementary to downtown.
- **Goal 3:** Improve traveler and visitor understanding of downtown destinations.

Business Activity Goals

Business goals should build on strengths and opportunities created by the economic successes of downtown and the potential of future Urban Renewal District funds. The mix of uses should be complementary to downtown, creating an appealing “Alive after Five” environment offering diverse shopping and eating opportunities reachable by walking. The area could also expand its office space, particularly space for service-oriented offices, such as medical practitioners.

- **Goal 1:** Storefront businesses with multi-story residences or offices above.
- **Goal 2:** New jobs through small-scale service businesses and professional offices.
- **Goal 3:** Buildings, outdoor seating, and site design that contribute to an attractive and pedestrian-oriented environment.

Housing Goals

Increase the number of people living near Downtown and Main Street. More residents will energize the street and build a stronger market for neighborhood-serving commercial businesses. This portion of the Main Street could provide housing choices to a growing population over the age of 65 who may choose to downsize their homes and drive less frequently. Outside of the downtown core, this may be the best opportunity to provide relatively high-density housing close to existing retail services.

- **Goal 1:** Housing options for mixed incomes and age groups, including live/work options.
- **Goal 2:** Residential mixed use development to support neighborhood retail and an “Alive after Five” downtown.



Storefront Retail



Live/Work Housing



SEGMENT 1 – COUplet AREA

20-Year Vision Statement for South A Street

South A Street will continue to be a place that works. It will support industrial and larger-scale commercial uses that are reliant on customers arriving by vehicles and the movement of freight. The railroad and industries will remind Springfield of its history. Some new businesses will need shop space and outdoor storage areas. New jobs will be created by manufacturing and industrial uses, and by craft industries. Some of the craft industries will include a retail or “storefront” component in their buildings. Roadway safety will be improved, especially for cyclists and pedestrians, and railroad access will be maintained. The streetscape should be attractive and functional.



Goals for South A Street

Transportation Goals

Maintain good vehicle and freight access to existing and future businesses served by South A Street. Projects to improve the safety and mobility of pedestrians and bicyclists should carefully consider access needs.

- **Goal 1:** Safe and efficient vehicle travel including access to properties fronting the street.
- **Goal 2:** Multi-modal transportation balance appropriate to the land use environment.

Public Realm Enhancement Goals

Streetscape improvements should balance the benefits of an attractive street with considerations of visibility of buildings and parking areas for businesses.

- **Goal 1:** Functionally attractive streetscape which includes additional street trees and pedestrian-oriented lighting.
- **Goal 2:** Improve the traveler’s and visitor’s understanding of downtown destinations.

Business Activity Goals

Business goals should build on strengths and opportunities created by the economic histories of South A Street. The mix of commerce and industry should support City goals for job opportunities and be complementary to the retail and pedestrian-oriented environment on Main Street.

- **Goal 1:** Retain long-standing and viable businesses and industries.
- **Goal 2:** New jobs through commercial and service businesses and light industry.
- **Goal 3:** New craft industrial uses that need workshop space and/or retail space.

Housing Goals

Housing is not the key element in the vision for South A Street. The south side of the street is primarily zoned for industrial uses and is valuable land for those continued uses. The north side of the street might see limited market demand for live/work residences. However, residential uses will be challenged by incompatibility with auto- and freight-oriented commercial and industrial uses that will continue to be the dominant land uses along the street.

SEGMENT 1 – COUPLET AREA

Framework - Transportation and Public Realm Opportunities

Figure 7 illustrates locations for priority projects and programs recommended for implementation within five years. These projects and programs support multiple goals and respond to the big themes and needs expressed through community outreach. See *Plan Addendum - Strategies and Actions Memorandum* for all recommended short-term and long-term strategies.

Transportation Goals

Efforts to improve transportation choices should emphasize reduced traffic speeds, the safety and comfort of walking and cycling to and from Main Street destinations, and provide access and visibility to businesses.

Traffic Calming Study. Undertake a study to determine the effective measures to reduce traffic speeds and appropriate locations. Reduced speeds contribute to a walkable, mixed-use Main Street. Potential measures include, but are not limited to:

- Continuous street trees and landscaping.
- Additional sidewalk “bulb-outs” at intersections.
- Intersection treatments such as distinctively paved crosswalks.
- Pedestrian crossing refuges with innovative lighting and signage.
- Traffic speed feedback signs.

Encouraging new shops and cafes with outdoor seating or small plazas is also likely to help reduce traffic speeds and make motorists more aware of pedestrians and cyclists.

Pedestrian Safety Study. Undertake a pedestrian safety study similar to the *Springfield Main Street (OR 126B) Safety Study 2011* and evaluate the installation of additional pedestrian crossings utilizing innovative solutions like the Rectangular Rapid Flashing Beacon (RRFB), traffic speed feedback signs and additional roadway lighting to improve nighttime visibility, especially of pedestrians crossing the street. A Pedestrian Safety Study could be integrated with a Traffic Calming Study and Access Management Study.

Neighborhood Walkability Assessment. Complete a neighborhood walkability assessment that engages residents in the assessment process. Possible engagement techniques include questionnaires and facilitated neighborhood walks with evaluation checklists. Analyze results of the assessment to identify problem areas. Link this assessment to implementation of the *Main Street Corridor Vision Plan* and, if possible, to a city-wide healthy community initiative.

Transit Station Design Workshops. Engage the community and LTD in workshops to explore the location, design, and passenger amenities for enhanced transit stops and stations. High-quality transit facilities can be integrated into the Garden Street Plan, as described below, and provide opportunities for public art and wayfinding elements. Linking this effort to the Neighborhood Walkability Assessment will help prioritize access to transit improvements.

Public Realm Enhancement Goals

Investments in the public realm should facilitate community engagement in detailed concept planning for the streetscape, public art, and wayfinding signage.

Garden Street Plan. Develop a unique streetscape plan for Main Street between 10th Street and 23rd Street (see page 24).

Public Art Plan. Develop a public art plan with installation opportunities on Main Street (see page 24).

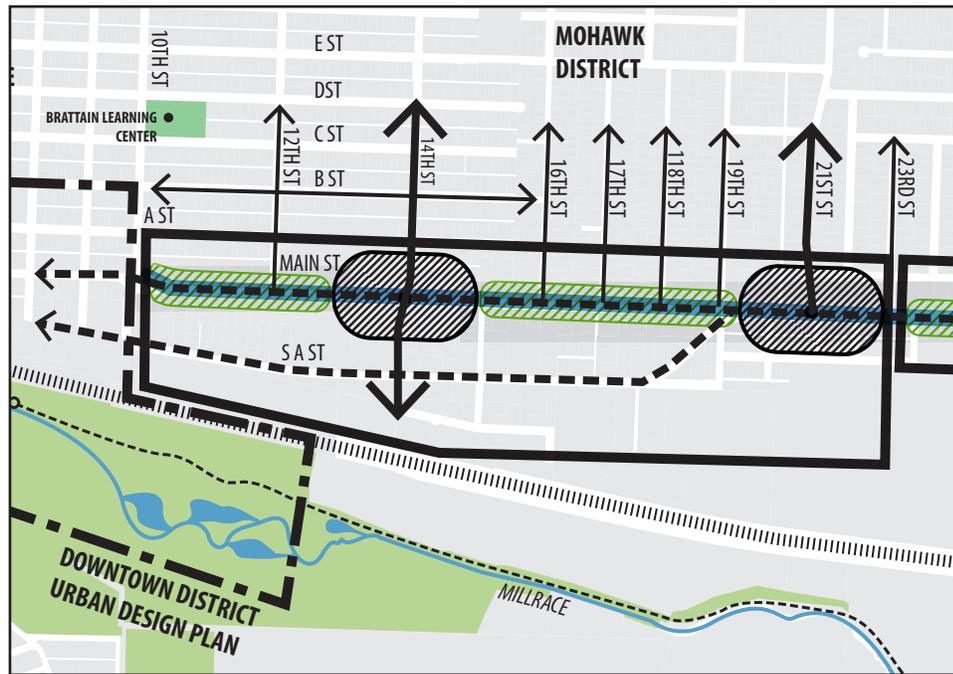
Wayfinding Signage. Update the City Wayfinding Report to include pedestrian and bicycle signage to be implemented within Activity Nodes and at other major street intersections.

Green Street Approach. Assess the opportunity to initiate a pilot Green Street project in segment 1 (see page 25).



SEGMENT 1 – COUPLET AREA

FIGURE 7. FRAMEWORK - TRANSPORTATION AND PUBLIC REALM OPPORTUNITIES



KEY:

- | | | | |
|--|--|--|---------------------------------------|
| | ACTIVITY NODE | | REGIONAL CONNECTION |
| | MAIN STREET CORRIDOR
STREET DESIGN PLAN | | PRIMARY NEIGHBORHOOD
CONNECTION |
| | TRAFFIC CALMING STUDY | | SECONDARY NEIGHBORHOOD
CONNECTION |
| | PARK/OPEN SPACE | | EXISTING BUS ROUTE |
| | SCHOOL | | POTENTIAL ENHANCED TRANSIT
SERVICE |
| | | | POTENTIAL BIKE BOULEVARD |
| | | | FUTURE MILLRACE PATH/TRAILHEAD |
| | | | EXISTING RAILROAD |

COMMUNITY COMMENTS

“Beauty and industry are not mutually exclusive.”

“Walkable and more pedestrian-friendly.”



SEGMENT 1 – COUPLET AREA

PUBLIC REALM ENHANCEMENT

Garden Street Plan - Main Street between 10th Street and 23rd Street

Develop a unique streetscape plan for Main Street between 10th Street and 23rd Street. The plan can emphasize pedestrian-oriented design and the “greening of Main Street” expressed through the cultural, landscape, and garden history of Springfield. Plan elements might include:

- Street trees and street corner landscaping.
- Distinctive street furniture.
- Decorative street lights.
- Outdoor seating and small plazas.
- Wayfinding signs and public art.
- Green street stormwater facilities.

Potential Partners: local nurseries, garden clubs, Springfield Museum Garden Tour, business owners, and seniors and youth groups.



Artful Street Furniture



Outdoor Seating and Plazas



Planting the Street Corner



Greening the Street

Public Art Plan - Main Street between 10th Street and 23rd Street and Activity Nodes

Develop a public art plan with an emphasis on installation opportunities along Main Street in the Couplet Area and in the Activity Nodes throughout the corridor. Include local public artists and the community in developing art themes and guidelines. Establish a proposal and selection process and funding support. Coordinate with public art planning for downtown and future BRT stations.

Potential Partners: Springfield Arts Commission, Lane Arts Council, University of Oregon and Lane Community College Arts Departments, Springfield School District, Lane Transit District, and various grants.



Art You Play With



Art You Sit With



Art at Transit Stations



Art and Buildings

SEGMENT 1 – COUPLET AREA

PUBLIC REALM ENHANCEMENT

A Green Street Approach - between 10th Street and 23rd Street

Stormwater can be managed and treated where it naturally falls within roadways and public spaces. This is a sustainable alternative to conventional stormwater infrastructure, providing a cost-effective balance between urban development and natural processes. The facilities are simple and can be an attractive focus for:

- Streetscape enhancements.
- Community gathering places
- Transit stations and transit centers.
- Public art



Stormwater Planters



Stormwater Planters



Stormwater Plaza



Stormwater Art

Low Impact Development (LID) Approach - between 10th Street and 23rd Street

LID is a similar approach that can be part of future development of commercial and craft industrial uses. LID strategies mimic natural hydrology and can address other stormwater management challenges by improving runoff water quality and reducing flooding. Typical practices include:

- Connected landscape areas.
- Bioretention swales.
- Planters for building runoff.
- ‘Green roofs’ for buildings.

Note: new stormwater management requirements support LID in this segment and throughout the rest of the corridor as well.



Many Opportunities with Development



On-Site Bioretention



RoofTop Stormwater Planters



Stormwater Art

SEGMENT 1 – COUPLET AREA

The Couplet Segment includes two of the eleven redevelopment opportunity sites identified in the corridor and two Activity Nodes. Each provides opportunities for long-term land use changes supportive of the vision and goals for this segment.

Redevelopment Opportunity Sites

The potential uses illustrate one example of how the vision statements and goals for housing and business activity might be realized over time. The scenarios do not reflect any current plans for redevelopment by current property owners.

Site 1—NW corner of Main Street and 16th Street

A 1.1-acre site just east of the 14th Street Activity Node on the westbound portion of the couplet. The site lies amid a mix of uses—it abuts multi-family and single-family residential to the west and north and commercial activity across Main and 16th Street. There are small, older structures on the site.

Potential uses include multi-family residential or retail-oriented commercial. Residential uses offer good pedestrian, bicycle, and bus access and close proximity to services at the 14th Street Activity Node. It is within walking distance of a park, Springfield High School, and the Brattain Early Learning Center. A commercial structure would offer good visibility to westbound traffic on Main Street and proximity to other commercial uses. If the site offered retail goods or services, nearby residents could access the site.

Site 2—SE corner of Main Street and 17th Street

A half-acre vacant site between the 14th Street and 21st Street Activity Nodes on the westbound portion of the couplet. It is bounded on the west by 17th Street, which connects Main Street to A Street.

Potential use includes commercial development. It is surrounded by commercial uses, and offers good visibility to westbound traffic on Main Street and good connectivity to South A Street via 17th Street. It also has good pedestrian and bicycle access.

Potential Redevelopment within Activity Nodes

Activity Nodes are opportunities to effectively target strategies and investments on Main Street at 14th Street and 21st Street. The vision statements for Main Street in this segment includes new opportunities for neighborhood retail, outdoor seating, destinations to walk to, and housing choices. Examples of how long-term land use changes could be consistent with the vision are illustrated on the following pages. Similar to the Opportunity Sites, the scenarios illustrated are not the only potential scenarios for positive land use changes. The scenarios also recognize existing businesses and housing already supportive of the vision statements. They do not reflect any current plans for redevelopment by current property owners.



Neighborhood Retail

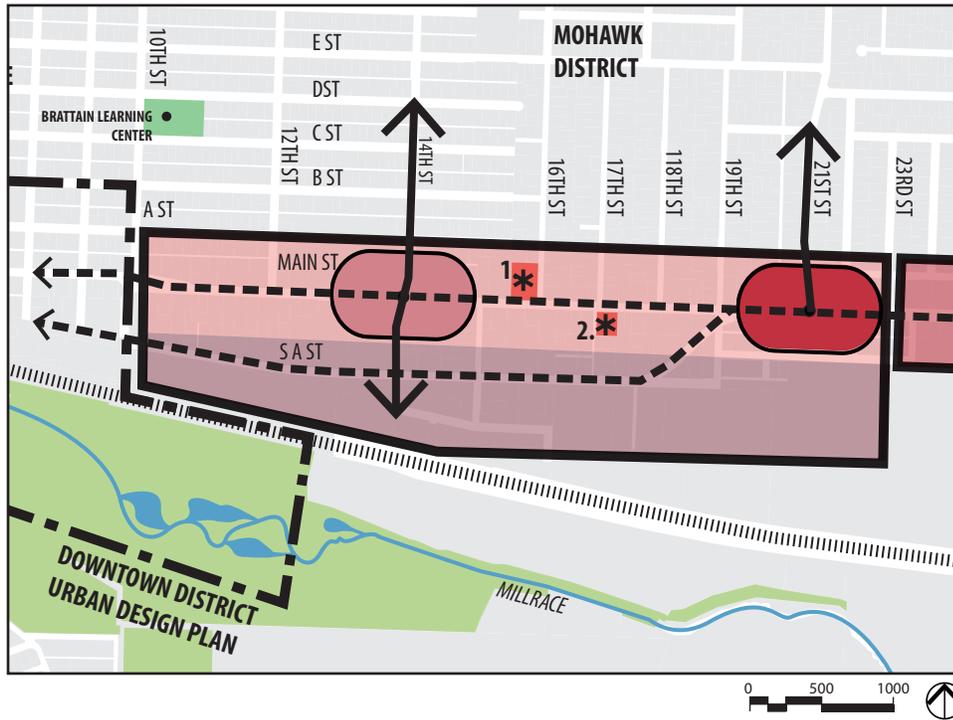


Medium-Density Residential



SEGMENT 1 – COUplet AREA

FIGURE 8. SEGMENT 1-LAND USE VISION OPPORTUNITIES



KEY:

- 1. SEGMENT 1: COUplet AREA
- 2. SEGMENT 2: MID SPRINGFIELD BUSINESS CORRIDOR
- 3. SEGMENT 3: THURSTON AREA

- ACTIVITY NODE : MIXED USE
- ACTIVITY NODE : COMMUNITY COMMERCIAL
- ACTIVITY NODE : COMMUNITY COMMERCIAL & PUBLIC FACILITIES
- ACTIVITY NODE : RESIDENTIAL AND COMMUNITY COMMERCIAL

- OPPORTUNITY SITE (SEE PAGE 26)
- NEIGHBORHOOD COMMERCIAL AND HOUSING CHOICES
- MIX OF INDUSTRIAL AND COMMERCIAL USES
- AFFORDABLE COMMUNITY COMMERCIAL
- RESIDENTIAL WITH NEIGHBORHOOD SERVICES
- PARK/OPEN SPACE
- PRIMARY NEIGHBORHOOD CONNECTION
- POTENTIAL ENHANCED TRANSIT SERVICE
- EXISTING RAILROAD

COMMUNITY COMMENTS

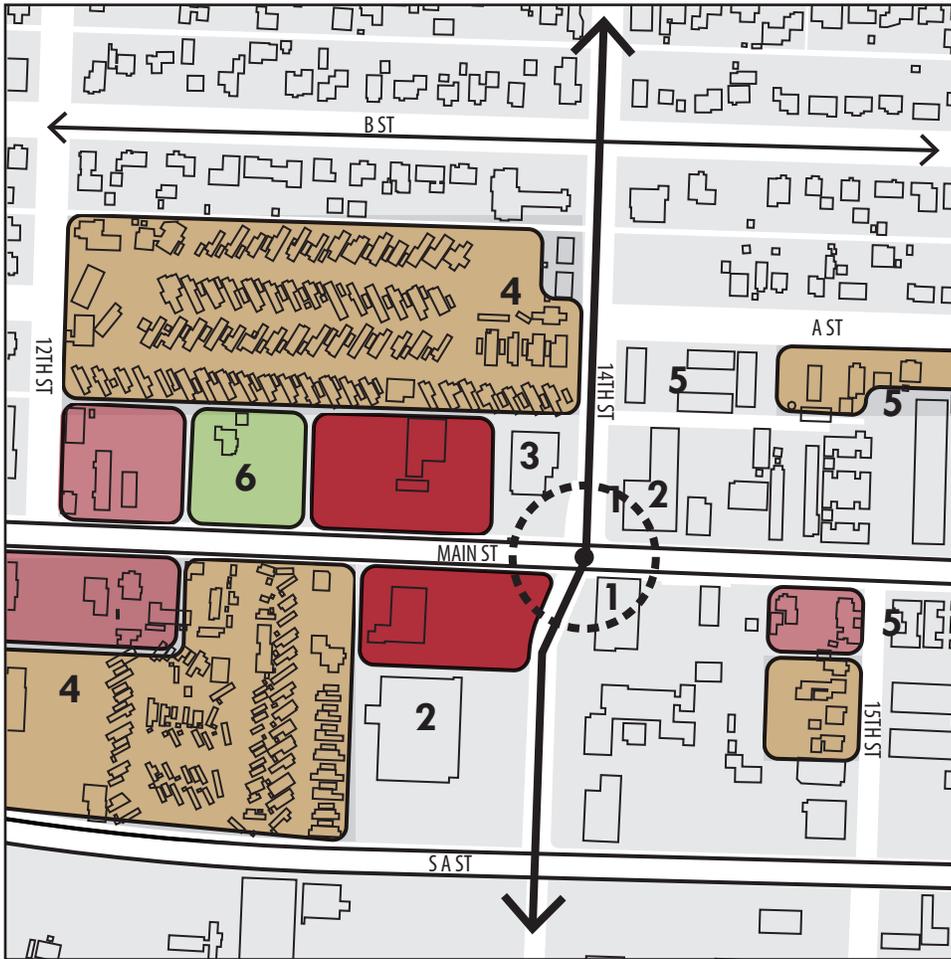
“Housing/mixed use should be more vertical, more dense.”

“I think Alive after Five is important in making Main Street a destination.”



SEGMENT 1 – COUplet AREA

14TH STREET ACTIVITY NODE



Long-Term Vision Example

This is the Activity Node with the greatest potential for an “Alive after Five” environment. Infill development can build on existing affordable housing, retail, restaurants, markets, and open space. New buildings should have an attractive street frontage and existing buildings may benefit from storefront improvements. If redevelopment of mobile home villages occurs, it should provide affordable medium-density multi-family housing. Public realm enhancements include the Garden Street Plan, public art, and transit stops/stations.

Current Uses Supportive of the Vision

1. Goodfellas Lounge
2. Markets
3. Neighborhood Retail/Services
4. Mobile Home Villages
5. Multi-family Housing
6. Historic Brattain Property

Land Use and Transportation Opportunities

- Medium-Density Residential
- Mixed Use Retail
- Neighborhood Commercial
- Park/Open Space
- Enhanced Transit Stop/Station
- ➔ Neighborhood Connections



SEGMENT 1 – COUPLET AREA

21ST STREET ACTIVITY NODE



Long-Term Vision Example

Development of a second mixed use, “Alive after Five” area will be challenged by the abrupt transition from auto-oriented Community Commercial uses on Main Street to long blocks of single-family residences to the north and industrial uses to the south. The long blocks, with few east-west street connections, are not favorable to infill development of mixed use residential or medium-density residential. If east-west streets were closer to Main Street they would be defining boundaries for zone changes and land assembly. Intensification of Community Commercial uses and public realm and transit enhancements are the likely building blocks for change.

Current Uses Supportive of the Vision

1. Shopping Center
2. Church
3. Eagles Lodge
4. Restaurant
5. Retail
6. Community Commercial
7. Neighborhood Service

Land Use and Transportation Opportunities

- Community Commercial
- Enhanced Transit Stop/Station
- ➔ Neighborhood Connections



SEGMENT 1 – COUplet AREA

Priority Implementation Actions

Prioritizing projects and programs focused on pedestrian and bicycle safety, reduced traffic speeds, and transit reflect the vision of a pedestrian-friendly and walkable Main Street. Private investments in business and housing opportunities can be encouraged by appropriate updates to zoning and utilizing existing programs that offer some degree of financial support. Many actions will meet multiple goals and provide opportunities for partnerships with ODOT and LTD.

TABLE 1. SHORT-TERM ACTION PLAN SUMMARY (2015-2020)

Strategies and Actions	Goals Supported
Zoning and comprehensive plan update ¹	Business Activity, Housing Choices and Public Realm Enhancement
Complete a Traffic Calming Study	Transportation Choices, Public Realm Enhancement and Transit Service
Complete a Pedestrian Safety Study ²	Transportation Choices and Transit Service
Refine and implement City Wayfinding Program to include pedestrian and bicycle signage	Transportation Choices and Public Realm Enhancement, Business Activity
Develop the “Garden Street” Plan for Main Street	Public Realm Enhancement, Transportation Choices and Transit Service
Develop a Main Street Public Art Plan ³	Public Realm Enhancement, Transit Service and Business Activity
Partner with LTD in community workshops for transit station planning and design ³	Public Realm Enhancement, Transit Service and Business Activity
Expand the Façade Improvement Program with a focus on Main Street	Business Activity, Housing Choices and Public Realm Enhancement
Promote City Enterprise Zone with a focus on South A Street	Business Activity
Evaluate feasibility of a Business Improvement District (BID)	Business Activity
Promote availability of federal funds to support housing	Housing Choices

1 The City anticipates a zoning update process in 2015-16. This plan recommends options to consider.

2 Specific locations for segments 2 and 3 can be found in *Springfield Main Street (OR 126) Safety Study 2011*. This segment was not included in that study.

3 Coordinate with the *Main-McVay Transit Study*.



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR: 23RD TO BOB STRAUB PARKWAY

This is the longest of the three segments at about 2.7 miles, extending from 23rd Street to the Bob Straub Parkway. The number of larger-scale commercial uses increases in this area, as does the percentage of residential uses. The largest use class is retail that includes small walk-in stores, drive-through fast food, and retail stores with large yards providing space for lumber. As an auto-oriented corridor, with large traffic volumes, the area provides good visibility for retailers. There are industrial properties, including some that have been there for decades. North and south of Main Street is a mix of residential, commercial, and industrial uses.



20-Year Vision Statement

The Mid-Springfield Business Corridor will continue to be an affordable place to run a business. This is a hardworking street that seems fast-paced by comparison to other places in the Main Street corridor. It will remain primarily auto-oriented commerce, offering a wide range of goods, services, and jobs with a customer base coming and going by car. It will become a safer street with improved bicycle and pedestrian facilities that make it easier to move around without a car. New employment opportunities will include expansion of existing businesses and the development of new commercial uses, small business

shops, and flexible office space. Near key intersections there will be some infill of smaller-scale retail with multi-family housing a block or two off Main Street.

Goals

Transportation Goals

Improvements to pedestrian and bicycle safety are critical to multi-modal transportation options and to addressing the perceptions of this segment of Main Street as unsafe for those modes of travel. At the same time, it is important to maintain vehicle and freight access to existing and future businesses served



Protected Bike Lane



Pedestrian Crossing Improvements

SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

by Main Street. Projects to improve the safety and mobility of pedestrians and bicyclists should carefully consider business access needs.

- **Goal 1:** Safe and efficient vehicle travel including access to properties fronting the street.
- **Goal 2:** Multi-modal transportation balance appropriate to the land use environment.
- **Goal 3:** Improved pedestrian safety crossing of Main Street.
- **Goal 4:** Reduced vehicle speeds.

Public Realm Enhancement Goals

Design and infrastructure investment should create a distinctive public realm for the Activity Nodes and a functionally attractive streetscape for the remainder of the corridor.

- **Goal 1:** Functionally attractive streetscape that includes street trees and decorative lighting.
- **Goal 2:** Distinctive amenities and design features for Activity Nodes as focal points.

Business Activity Goals

Retain successful existing businesses and services to meet community needs and provide new jobs by continuing to diversify services and expand office space, particularly space for service-oriented businesses.

The length of the segment provides more space for potential retailers than there is demand. The area is also not likely to attract new large industrial facilities in the future.

- **Goal 1:** Additional business clusters that require lots large enough to store and display merchandise.
- **Goal 2:** Affordable start-up space for new businesses, and flexible office space.

Housing Goals

The area on the eastern portion of the segment has potential to continue to expand its residential element, creating consistent uses with the residential area to the south. Encourage single-family and multi-family housing near or adjacent to Main Street to complement increased job opportunities and increase transit ridership.

- **Goal 1:** Mixed income housing choices near Main Street to support community diversity and affordability.
- **Goal 2:** Infill development at targeted locations, such as Activity Nodes and potential Bus Rapid Transit (BRT) or enhanced transit stations.



Medium-Density Housing Choices



Maintain Viable Commercial Uses

SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

Framework - Transportation and Public Realm Opportunities

Figure 9 illustrates locations for priority projects and programs recommended for implementation within five years. These projects and programs support multiple goals and respond to the big themes and needs expressed through community outreach. See *Plan Addendum - Strategies and Actions Memorandum* for all recommended short-term and long-term strategies.

Transportation Goals

Better transportation choices for this segment should emphasize reduced traffic speeds, improved safety for pedestrian crossings and access to transit and maintaining access to businesses.

Traffic Calming Study. Undertake a study to determine additional measures to reduce traffic speeds and select locations for the measures. Reduced speeds will help perception of Main Street as friendly to pedestrians and cyclists. Potential measures to assess include:

- Continuous street trees and landscaping.
- Intersection treatments such as distinctively paved crosswalks with the Activity Nodes.
- Limited use of landscaped medians that also have a pedestrian crossing or traffic safety function.
- Traffic speed feedback signs.

Complete and Implement City-wide Bike and Pedestrian Plan. A bike boulevard on Virginia Street and Daisy Street will serve as a parallel Main Street bicycle route on the south side of Main Street.

Neighborhood Walkability Assessment. Complete a neighborhood walkability assessment that engages residents in the assessment process. Possible engagement techniques include questionnaires and facilitated neighborhood walks with evaluation check-lists. Analyze results of the assessment to identify problems areas. Link this assessment to implementation of the *Main Street Corridor Vision Plan* and, if possible, to a city-wide healthy community initiative.

Transit Station Design Workshops. Engage the community and LTD in workshops to explore the location, design, and passenger amenities for enhanced transit stops and transit stations. High-quality transit facilities can be integrated into the *Main Street Corridor Streetscape Plan*. Linking this effort to the Neighborhood Walkability Assessment can help identify access to transit improvements.

Public Realm Enhancement Goals

Priority investments in the public realm should facilitate community engagement in planning to improve the attractiveness of the Main Street corridor.

Main Street Corridor Design Plan. Complete a conceptual design plan for Main Street between 23rd Street and 69th Street (see page 35). The plan should be a coordinated effort to bring together businesses, citizens and community organizations in developing unifying design themes, guidelines and concepts for the corridor while also expressing unique characteristics of each segment. Guidelines and concepts potentially affecting highway function or transit service should be coordinated with and reviewed by LTD and ODOT.

Public Art. As part of the Main Street Corridor Design Plan, identify installation opportunities within the Activity Nodes, particularly opportunities associated with enhanced transit stations.

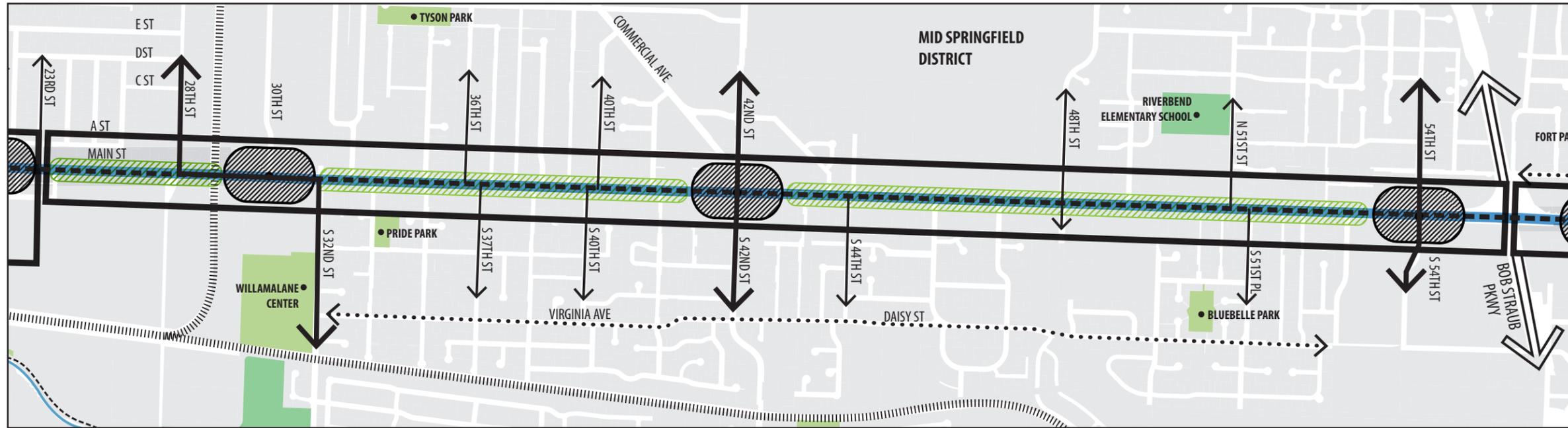
Wayfinding Signage. Update the City Wayfinding Report to include pedestrian and bicycle signage to be implemented within Activity Nodes and other major street intersections.



This page intentionally left blank

SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

FIGURE 9. FRAMEWORK-TRANSPORTATION AND PUBLIC REALM OPPORTUNITIES



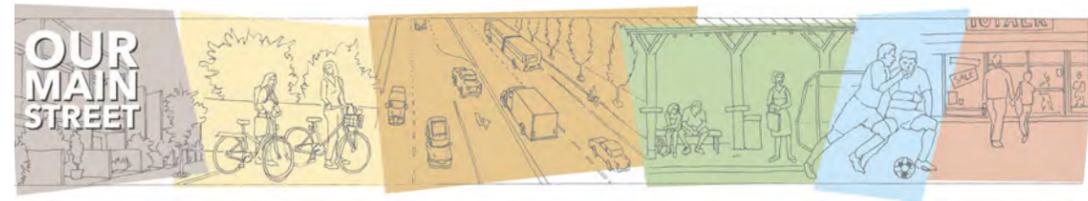
- KEY:**
- ACTIVITY NODE
 - MAIN STREET CORRIDOR STREET DESIGN PLAN
 - TRAFFIC CALMING STUDY
 - PARK/OPEN SPACE
 - SCHOOL
 - REGIONAL CONNECTION
 - PRIMARY NEIGHBORHOOD CONNECTION
 - SECONDARY NEIGHBORHOOD CONNECTION
 - EXISTING BUS ROUTE
 - POTENTIAL ENHANCED TRANSIT SERVICE
 - POTENTIAL BIKE BOULEVARD
 - FUTURE MILLRACE PATH/TRAILHEAD
 - EXISTING RAILROAD

COMMUNITY COMMENTS

“This section especially needs continuous sidewalks with landscaping, canopy trees, raised center median with landscaping, protected turn pockets, improved lighting and protected pedestrian crossing.”

“Center turn lane is crucial to existing businesses.”

“When you make it a more aesthetically pleasing corridor, people will slow down.”



This page intentionally left blank

SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

PUBLIC REALM ENHANCEMENT

Main Street Corridor Design Plan - Landscaping

Landscaping can change the image of a street, encourage people to walk, and reduce traffic speeds.



Main Street Corridor Design Plan - Street Furnishings

A nicely furnished sidewalk makes it comfortable to walk, talk, and shop.



Plazas and Outdoor Seating

Plazas and outdoor spaces focus pedestrian activity and community gathering.



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

The Mid-Springfield Business Corridor Segment includes eight redevelopment opportunity sites and three Activity Nodes that provide opportunities for long-term land use changes supportive of the vision and housing and business activity goals for this segment.

Redevelopment Opportunity Sites

The potential uses illustrate one example of how the vision statements and goals might be realized over time. The scenarios do not reflect any current plans for redevelopment by current property owners.

Site 3 — South of Main Street at 30th Street

A five-acre site within the 30th Street Activity Node. The site has a 10,000-SF retail structure on it, built in 2008. It is adjacent to the Willamalane Center, a 97,000-SF sport and recreation facility. The Willamalane Center offers recreational activities for all ages and is a well-used, community-owned facility. The Agnes Stewart Middle School lies south of the Willamalane Center.

Potential uses include additional retail-oriented commercial development. Its proximity to the Willamalane Center and the Agnes Stewart Middle School to the south provide potential customers. Future development should ensure the site is well signed and the site layout draws drivers' attention to its access point.

Site 4 — NW corner of Main Street and 39th Street

A 0.9-acre site between the 30th Street and 42nd Street Nodes. It has a 400-SF structure on it, built in 1960. The site is mostly vacant, and the parcel could be combined with the adjacent parcel to the west to create a larger opportunity.

Potential uses include commercial activity. It has good access, with curb cuts on Main Street as well as 39th Street.

Site 5 — South of Main between 41st and 42nd Streets

A 0.9-acre vacant site on the western edge of the 42nd Street Activity Node. The existing commercial activity in the 42nd Street Node is automobile-oriented. There are drive-through fast food restaurants, gas stations, auto-supply and repair stores, and the McKenzie West shopping plaza.

Potential use includes retail-oriented commercial activity. The site is surrounded by automobile-oriented commercial activity. It has good access. There are multi-family and single-family residential uses directly south. Creating a space that appeals to nearby residents and attracts automobile traffic can enhance activity.

Site 6 — South of Main Street between 42nd and 43rd Streets

A half-acre vacant site on the eastern edge of the 42nd Street Activity Node. The existing commercial activity is automobile-oriented. There are drive-through fast food restaurants, gas stations, auto-supply and repair stores, and the McKenzie West shopping plaza. Just west of this site is a small restaurant.

Potential use includes retail-oriented commercial activity. It has good access, and could share the curb cut that provides access to the adjacent restaurant. Creating a space that appeals to nearby residents and attracts automobile traffic can enhance the activity.

Site 7 — North of Main Street and east of 44th Street

This five-acre vacant site lies just east of the 42nd Street Activity Node. East of the site is a large commercial/industrial space; north of the site are vacant parcels that create a buffer to the large industrial facility on their north side. Across Main Street is a mix of food service and retail.

Potential use includes commercial activity. The site is surrounded by automobile-oriented commercial activity, such as a garden store and a drive-through coffee shop. Many types of retail or office uses would be an appropriate activity at the site.



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

Site 8 – NW and NE of Main and 48th Street

This opportunity site includes three parcels on the east and west sides of 48th Street. West of the site are vacant parcels that create a buffer to the large industrial facility on their north side. East of the parcels is a residential area.

Potential uses include multi-family residential or retail-oriented commercial. Residential uses would have good pedestrian, bicycle, and bus access and close proximity to services at the 48th Street Activity Node. It is within walking distance of Riverbend Elementary School. A residential structure should be designed to minimize noise from traffic on 48th Street and commercial activity should be oriented to Main Street. If the site offered retail goods or services, nearby residents could easily access the site.

Site 9 –South of Main between 51st Place and 52nd Street

A 0.8-acre vacant site on the south side of Main Street, east of the 54th Street Activity Node. On Main Street, it is surrounded by a mix of low-density commercial activity and a small amount of residential uses. A residential area lies south of the site, and Bluebelle Park is within walking distance.

Potential use includes commercial activity. The site is surrounded by automobile-oriented commercial activity. It has good access, with a curb cut on Main Street. Creating a space that appeals to nearby residents and attracts automobile traffic can enhance the activity in the nearby 54th Street Node.



Infill Housing Development

Site 10 – North of Main Street and west of 54th Street

Street is a 0.4-acre parcel in the center of the 54th Street Node. This part of Main Street has many residential properties on it. New development, however, tends to be commercial in nature. The Bob Straub Parkway brings much automobile traffic to the area, as it provides a direct connection to Interstate 5 and parts of Eugene.

Potential use includes commercial activity. Although small, the site has good access to traffic coming onto Main Street from the Bob Straub Parkway.

Potential Redevelopment within Activity Nodes

Activity Nodes are opportunities to effectively target strategies and investments at 30th Street, 42nd Street, and 54th Street. Examples of potential long-term land use changes are illustrated on the following pages. They are consistent with the vision for this segment as a new mix of community commercial uses on Main Street and new housing choices to the north and south of Main Street. The scenarios recognize existing businesses and housing already supportive of the vision statements. They do not reflect any current plans for redevelopment by current property owners.

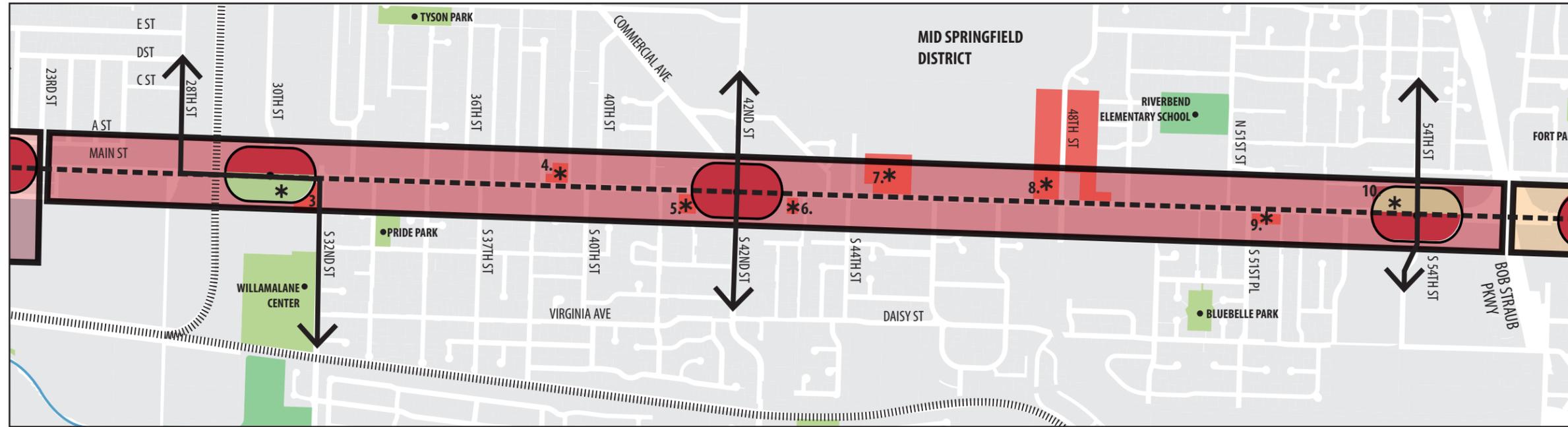


Neighborhood - Serving Commercial Uses

This page intentionally left blank

SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

FIGURE 10. SEGMENT 2-LAND USE VISION OPPORTUNITIES



KEY:

- 1. SEGMENT 1: COUPLET AREA
- 2. SEGMENT 2: MID SPRINGFIELD BUSINESS CORRIDOR
- 3. SEGMENT 3: THURSTON AREA

- ACTIVITY NODE : MIXED USE
- ACTIVITY NODE : COMMUNITY COMMERCIAL
- ACTIVITY NODE : COMMUNITY COMMERCIAL & PUBLIC FACILITIES
- ACTIVITY NODE : RESIDENTIAL AND COMMUNITY COMMERCIAL

- OPPORTUNITY SITE (SEE PAGES 38-39)
- NEIGHBORHOOD COMMERCIAL AND HOUSING CHOICES
- MIX OF INDUSTRIAL AND COMMERCIAL USES
- AFFORDABLE COMMUNITY COMMERCIAL
- RESIDENTIAL WITH NEIGHBORHOOD SERVICES
- PARK/OPEN SPACE
- SCHOOL

- PRIMARY NEIGHBORHOOD CONNECTION
- POTENTIAL ENHANCED TRANSIT SERVICE
- EXISTING RAILROAD



COMMUNITY COMMENTS

“Mixed use doesn’t fit here. Better near downtown.”

“I also think we need more options for food. We need healthier options.”

“Enhance business variety, encourage destination businesses.”



This page intentionally left blank

SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR 30TH STREET ACTIVITY NODE



Long-Term Vision Example

Public uses including Willamalane Recreation Center and State offices along with a Goodwill Store create a destination Activity Node. Encouraging more trips by walking, cycling, and transit is essential to the vision. Priority actions are the recommendations for improving multi-modal transportation choices and transit. Infill development of additional Community Commercial uses should be encouraged, especially uses with the potential to share customers with the existing uses destination. Additional medium-density housing will be the remaining building block for change.

Current Uses Supportive of the Vision

1. Justice Department
2. Division of Motor Vehicles
3. Goodwill
4. Community Facilities
5. Neighborhood Retail/Services
6. Medium-Density Residential

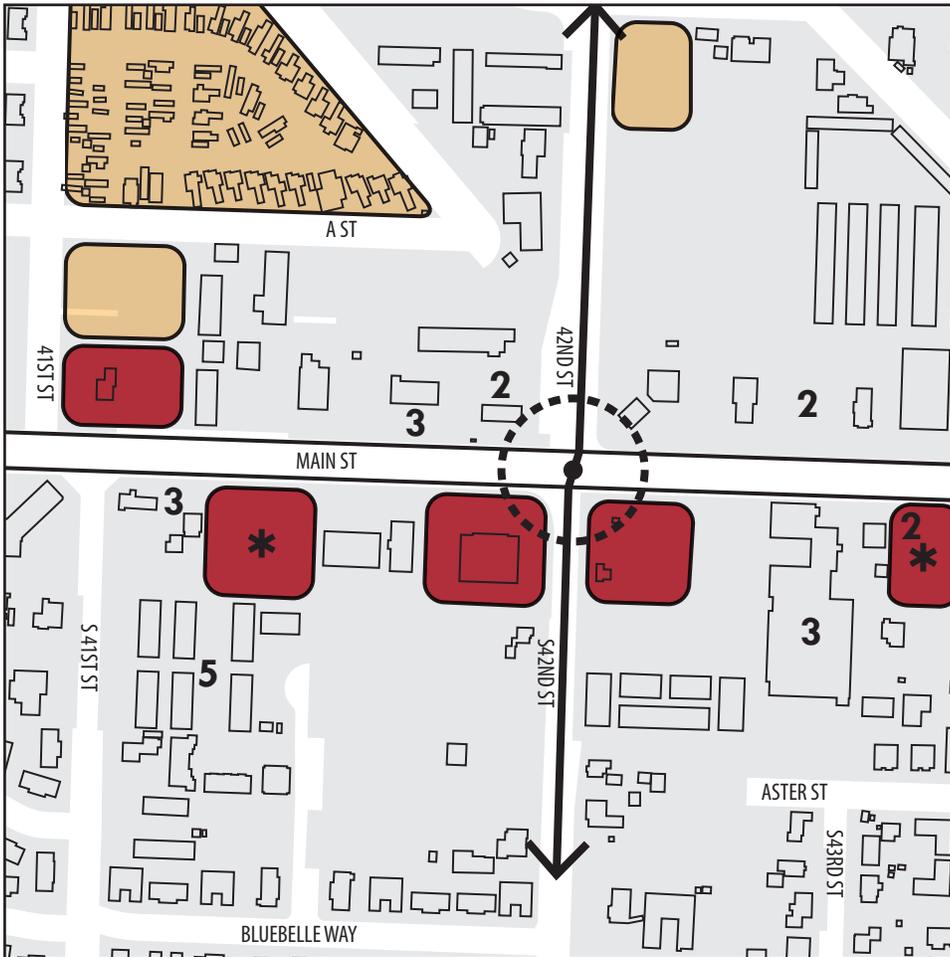
Land Use and Transportation Opportunities

- * Opportunity Site
- Medium-Density Residential
- Community Commercial
- Enhanced Transit Stop/Station
- Neighborhood Connections
- Park/Open Space



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

42ND STREET ACTIVITY NODE



Long-Term Vision Example

The existing commercial activity primarily consists of automobile-oriented businesses and drive-through fast food eateries. There is also medium-density and single-family housing within walking distance of Main Street. It includes two of the Opportunity Sites discussed previously. New retail-oriented commercial uses will have good access and visibility. They will likely include both community-wide and neighborhood customers. If redevelopment of the mobile home village occurs it should provide affordable, medium-density housing. Improved multimodal transportation choices and more attractive street frontages and parking areas are additional building blocks for the vision.

Current Uses Supportive of the Vision

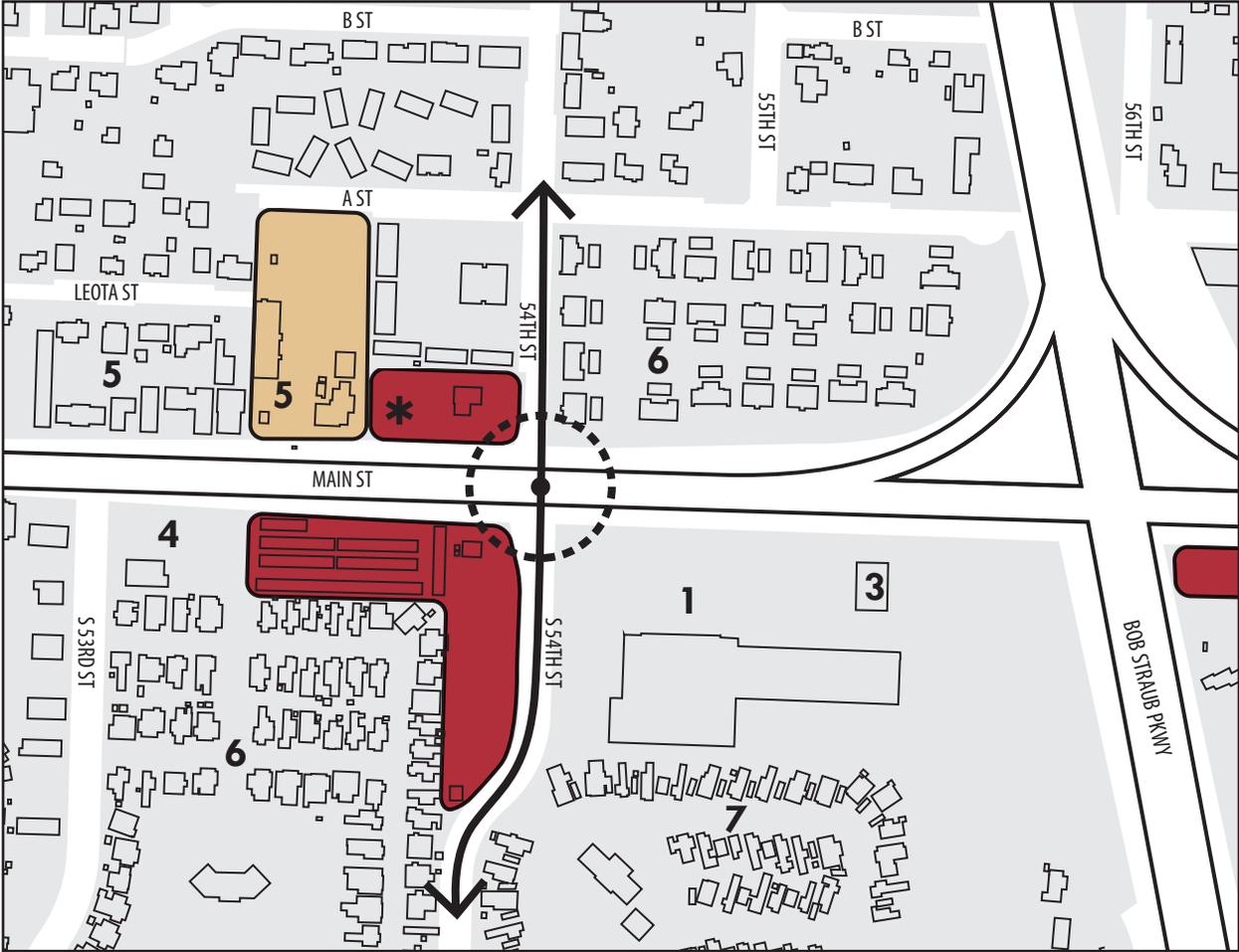
1. Fast Food Restaurants
2. Retail
3. McKenzie West Shopping Plaza
4. Main Street Mini Storage
5. Medium-Density Residential
6. Mobile Homes

Land Use and Transportation Opportunities

- * Opportunity Site
- Medium-Density Residential
- Community Commercial
- ● Enhanced Transit Stop/Station
- ↔ Neighborhood Connections



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR 54TH STREET ACTIVITY NODE



Long-Term Vision Example

Community/Regional Commercial and housing choices characterize this Activity Node. Commercial uses also serve the neighborhood residents. It is a land use mix that exemplifies the vision. Building blocks for advancing the vision include limited intensification of commercial uses, additional single-family and medium-density housing near Main Street, public realm enhancements, and improving the safety of pedestrian and bike access to commercial services. Redevelopment of mobile home villages should provide medium-density, affordable housing types.

Current Uses Supportive of the Vision

1. Shopping Center
2. Restaurant
3. Neighborhood Retail/Services
4. McKenzie Animal Hospital
5. Medium-Density Residential
6. Low-Density Residential
7. Mobile Homes

Land Use and Transportation Opportunities

- * Opportunity Site
- Medium-Density Residential
- Regional/Community Commercial
- Enhanced Transit Stop/Station
- ➔ Neighborhood Connections



SEGMENT 2 – MID-SPRINGFIELD BUSINESS CORRIDOR

Priority Implementation Actions

Prioritizing projects and programs focused on reducing traffic speeds reflects community perceptions of Main Street as being difficult for pedestrians and cyclists to negotiate and creating a rift between neighborhoods. Streetscape and art projects address input that this segment of the corridor is unattractive. Private investments in business and housing, including transit-supportive development within Activity Nodes, can be encouraged by zoning updates and existing programs offering financial support.

TABLE 2. SHORT-TERM ACTION PLAN SUMMARY (2015-2020)

Strategies and Actions	Goals Supported
Zoning and comprehensive plan update ¹	Business Activity, Housing Choices and Public Realm Enhancement
Complete a Traffic Calming Study	Transportation Choices, Public Realm Enhancement and Transit Service
Complete an Access Study	Transportation Choices, Public Realm Enhancement
Preliminary Design Study for Virginia Street/Daisy Street Bike Boulevard ²	Transportation Choices
Refine and implement City Wayfinding Report to include pedestrian and bicycle signage	Transportation Choices and Public Realm Enhancement
Develop a Main Street Corridor Streetscape Plan	Public Realm Enhancement, Transportation Choices
Develop a Public Art Plan for Activity Nodes ³	Public Realm Enhancement, Transit Service
Partner with LTD in community workshops for transit station planning and design ³	Public Realm Enhancement, Transit Service and Business Activity
Expand the Façade Improvement Program with a focus on opportunities within Activity Nodes	Business Activity, Housing Choices and Public Realm Enhancement
Promote City Enterprise Zone to encourage business investments	Business Activity
Evaluate feasibility of a Business Improvement District (BID)	Business Activity
Promote availability of federal housing funds	Housing Choices

1 This plan makes recommendations for options to consider in a City zoning update process anticipated in 2015-16 (see pages 42-44). See Appendix A –Concepts for Future Zoning and Plan Updates.

2 Identified in the current Transportation System Plan (TSP).

3 Coordinate with the *Main-McVay Transit Improvements Study*.



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA: BOB STRAUB PARKWAY AND 69TH ST

This segment begins at the Bob Straub Parkway and extends to the end of the Project Area at 69th Street. The current uses are predominantly residential with regional and community-scale shopping and services clustered near the Bob Straub Parkway intersection. It has very little office space and no industrial space. It offers retail along Highway 126B, contributing to an appearance that suggests a higher portion of retail space than actually exists. The segment's predominant land uses are residential and vacant. The small amount of retail space has a very low vacancy rate and the rents are the highest along the Corridor, indicating an appropriate level of retail.



20-Year Vision Statement

Thurston will remain a quiet and walkable neighborhood. There will be a wide range of housing choices that accommodate a mix of incomes and demographic groups. Between 54th and 58th Streets, convenient neighborhood services will be integrated with the larger-scale shopping and entertainment opportunities that have a city-wide appeal. Pedestrian and bicycle connectivity will be improved, making this segment of Main Street a true community street. Frequency of bus service will increase as neighborhood residents increase. Picturesque foothills and a generous urban tree canopy will remain neighborhood characteristics and a transition from a high-speed highway to an urban arterial.

Goals

Transportation Goals

Improvements to pedestrian and bicycle connectivity are critical to multi-modal transportation options and to addressing the perceptions of this segment of Main Street as unsafe for those modes of travel. Proximity to the eastern city limits and higher highway speeds reinforce this perception. Neighborhood shopping and service options should be safely accessible by walking and biking trips.

- **Goal 1:** Safe and efficient vehicle travel including access to properties.
- **Goal 2:** Improved safety for pedestrian crossings
- **Goal 3:** Reduced vehicle speeds.

Public Realm Enhancement Goals

The public realm should reflect the character of a relatively complete neighborhood with a unique and picturesque setting. The single Activity Node can serve as a neighborhood focal point.

- **Goal 1:** Functionally attractive streetscape for the Activity Node with opportunities for public art.
- **Goal 2:** Large canopy trees and landscaping as a signature for the streetscape.

Business Activity Goals

New businesses should help energize Main Street and the Bob Straub Parkway intersection, serving both local and city-wide customers. If the area's retail is expanded, it should be mindful of not becoming over-retailed, which will drive rents down and make it financially difficult to invest in the area.

- **Goal 1:** Small, locally-owned businesses as essential neighborhood services.
- **Goal 2:** An entertainment cluster with moderately-priced restaurants and potentially a pub and family-oriented entertainment venue.



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

Housing Goals

The Thurston neighborhood is well suited for a mix of residential uses and should continue to offer a wide range of housing options in varying sizes and development patterns. New housing near Main Street would enhance the neighborhood as a good place to live with easy access to neighborhood services on Main Street.

- **Goal 1:** Mixed income rental options ranging from family apartments to studio apartments.
- **Goal 2:** Affordable home ownership opportunities within walking distance of Main Street.

Framework - Transportation and Public Realm Opportunities

Figure 11 illustrates locations for priority projects and programs recommended for implementation within five years. These projects and programs support multiple goals and the big themes expressed through community outreach. See *Plan Addendum-Strategies and Actions* for all recommended short-term and long-term strategies.

Transportation Goals

Reduced traffic speeds and improved pedestrian crossing treatments will have the greatest impact on multi-modal transportation choices.

Traffic Calming Study. Determine the most effective measures to reduce traffic speeds and select locations for the measures. Reduced speeds will encourage more walking and cycling trips to the cluster of neighborhood services near Bob Straub Parkway. Potential measures include:

- Continuous street trees and landscaping.
- Intersection treatments such as distinctively paved crosswalks with the Activity Nodes.
- Limited use of landscaped medians that also have a pedestrian crossing or traffic safety function.
- Traffic speed feedback signs.
- Improved street lighting for vehicles and pedestrians.

Complete and Implement City-wide Bike and Pedestrian Plan. In addition, assess the feasibility of a bike boulevard north of Main Street between 69th Street and the Bob Straub Parkway, including an easement through Thurston High School property. If feasible, it should be added to the TSP as a bicycle route parallel to Main Street.

Transit Station Design Workshops. Engage the community and LTD in workshops to explore the design or enhanced transit stops and transit stations. High-quality transit facilities can be integrated into the Main Street Corridor Streetscape Plan.

Public Realm Enhancement Goals

Investments in the public realm should facilitate community engagement in the concept to improve the attractiveness of the Main Street corridor.

Main Street Corridor Design Plan. Complete a conceptual design plan for Main Street between 23rd Street and 69th Street (see page 49). The plan should bring together businesses, citizens, and community organizations in developing unifying design themes, guidelines and concepts for a corridor while also expressing unique characteristics of each segment. Guidelines and concepts potentially affecting highway function or transit service should be coordinated with and reviewed by LTD and ODOT.

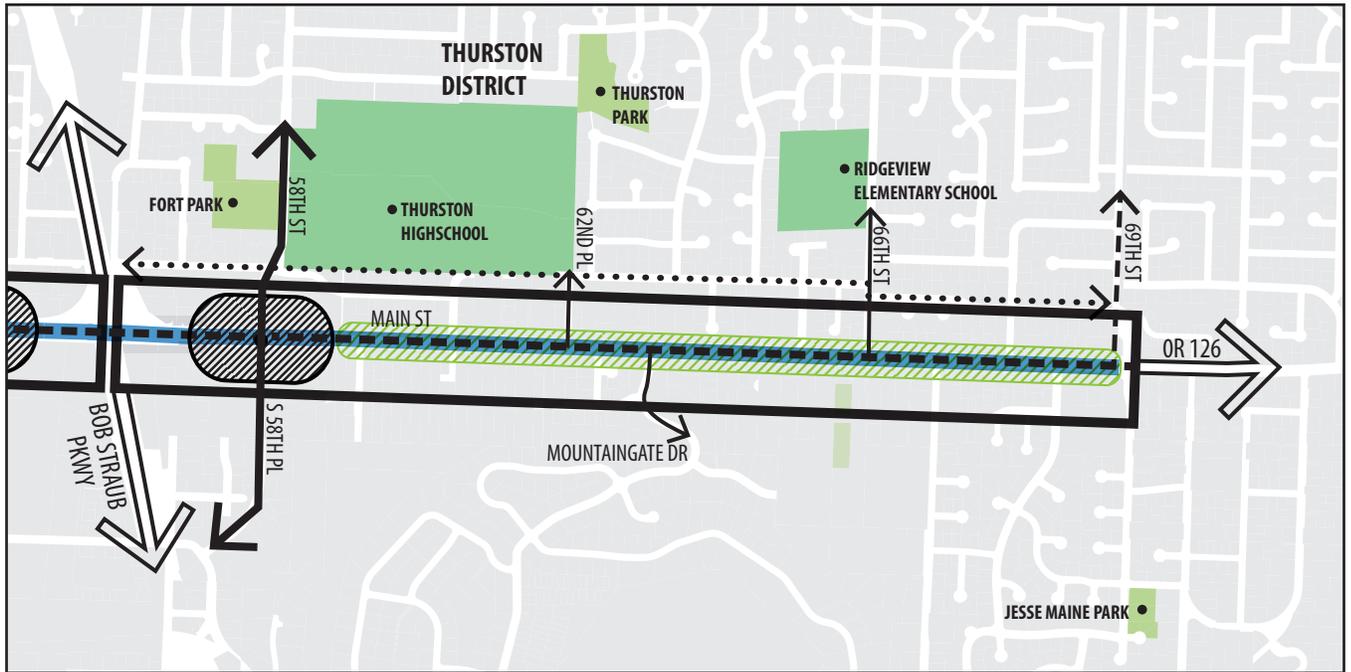
Public Art Plan. As part of the Main Street Corridor Design Plan, identify installation opportunities within the Activity Nodes, particularly opportunities associated with future enhanced transit stations.

Wayfinding Signage. Update the City Wayfinding Report to include pedestrian and bicycle signage to be implemented within Activity Nodes and other major street intersections.

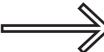


SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

FIGURE 11. SEGMENT 3 - TRANSPORTATION AND THE PUBLIC REALM



KEY:

- | | | | |
|---|---|---|------------------------------------|
|  | ACTIVITY NODE |  | REGIONAL CONNECTION |
|  | MAIN STREET CORRIDOR STREET DESIGN PLAN |  | PRIMARY NEIGHBORHOOD CONNECTION |
|  | TRAFFIC CALMING STUDY |  | SECONDARY NEIGHBORHOOD CONNECTION |
|  | PARK/OPEN SPACE |  | EXISTING BUS ROUTE |
|  | SCHOOL |  | POTENTIAL ENHANCED TRANSIT SERVICE |
| | |  | POTENTIAL BIKE BOULEVARD |
| | |  | EXISTING RAILROAD |



COMMUNITY COMMENTS

“Need east-west bike and pedestrian connections”

“Safer routes to schools”



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

PUBLIC REALM ENHANCEMENT

Main Street Corridor Design Plan - Landscaping

Landscaping can change the image of a street, encourage people to walk, and reduce traffic speeds.



Main Street Corridor Design Plan - Street Furnishings

A nicely furnished sidewalk makes it comfortable to walk, talk, and shop.



Plazas and Outdoor Seating

Plazas and outdoor spaces focus pedestrian activity and community gathering.



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

The Thurston Area Segment includes one redevelopment opportunity site and one Activity Node at 58th Street. Each of these locations provides opportunities for long-term land use changes supportive of the vision and goals for this segment (Figure 12).

Redevelopment Opportunity Sites

The potential uses illustrate one example of how the vision statements and goals might be realized over time. The scenarios do not reflect any current plans for redevelopment by current property owners.

Site 11 – North and South of A Street at 58th Street

This site is comprised of multiple parcels that add up to more than six acres. It does not lie directly on Main Street, but lies adjacent to the retail activity on the northeast corner of Highway 126. It lies directly south of Thurston High School and is within walking distance from the William S. Fort Memorial Park.

Potential uses include single-family or multi-family residential. Residential uses would offer residents good pedestrian, bicycle, and bus access and close proximity to services at the 58th Street Node. It is within walking distance of a school and a park. The site provides a quiet residential neighborhood with retail goods and services abutting the property.

Potential Redevelopment within Activity Nodes

The single Activity Node is an opportunity to effectively target strategies and investments near 58th Street that are consistent with the vision of a neighborhood with a mix of housing types and nearby regional and community commercial uses. The example of long-term land use changes illustrated on the following page is one potential scenario consistent with that vision. The scenario also recognizes existing land uses already supportive of the vision statement. It does not reflect any current plans for redevelopment by current property owners.



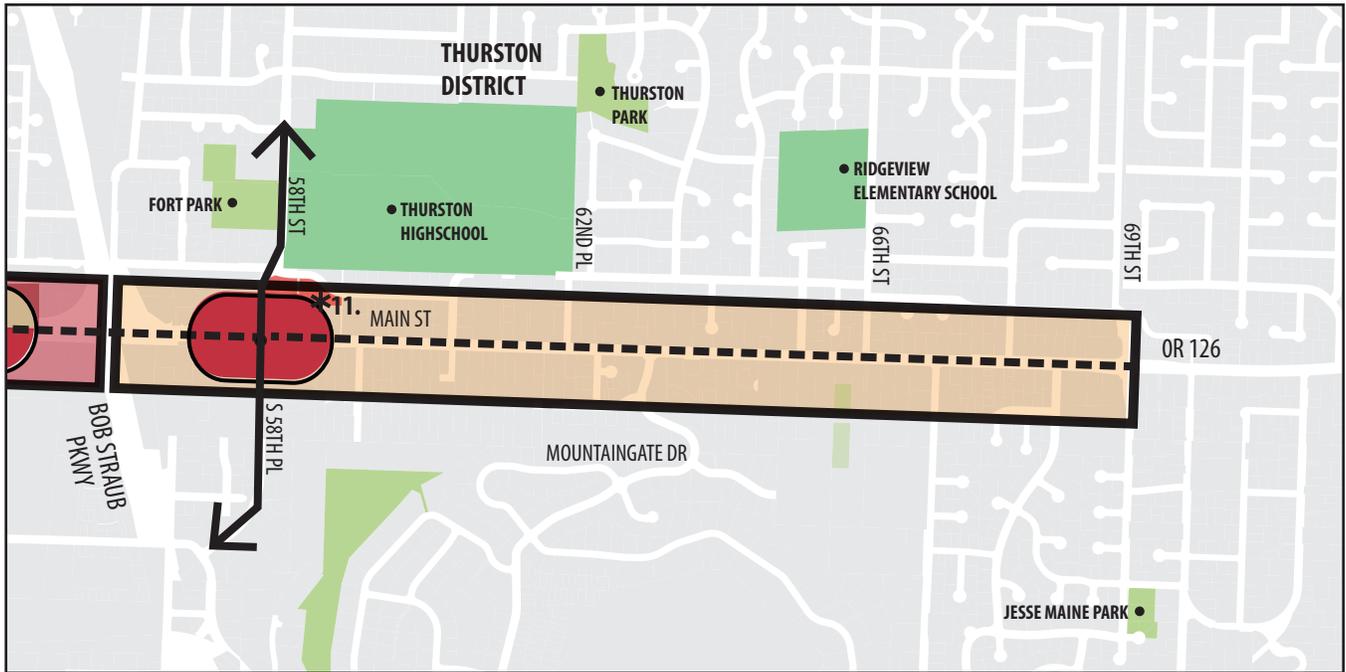
Single-Family Residential on small lots



Medium-Density Residential

SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

FIGURE 12. SEGMENT 3-LAND USE VISION OPPORTUNITIES



KEY:

- 1. SEGMENT 1: COUPLET AREA
- 2. SEGMENT 2: MID SPRINGFIELD BUSINESS CORRIDOR
- 3. SEGMENT 3: THURSTON AREA

ACTIVITY NODE : COMMUNITY COMMERCIAL

- OPPORTUNITY SITE (SEE PAGE 51)
- NEIGHBORHOOD COMMERCIAL AND HOUSING CHOICES
- MIX OF INDUSTRIAL AND COMMERCIAL USES
- AFFORDABLE COMMUNITY COMMERCIAL
- RESIDENTIAL WITH NEIGHBORHOOD SERVICES
- PARK/OPEN SPACE
- SCHOOL

- PRIMARY NEIGHBORHOOD CONNECTION
- POTENTIAL ENHANCED TRANSIT SERVICE
- EXISTING RAILROAD



COMMUNITY COMMENTS

“More food options accessible by foot or bike.”

“Diverse incomes and ages make for richer, more exciting, vibrant places”



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA 58TH STREET ACTIVITY NODE



Long-Term Vision Example

Similar to 54th Street, this area is characterized by housing choices and Community/Regional Commercial that also serves the neighborhood. Selective intensification of commercial uses, medium-density housing on Main Street and improved multi-modal transportation choices are building blocks for the vision. Limited intensification of commercial uses could occur on current large commercial properties based on marketability and regulatory assessments of parking needs and floor space.

Current Uses Supportive of the Vision

1. Shopping Center
2. Neighborhood Retail/Services
3. Gas Station
4. Fast Food
5. Medium-Density Residential
6. Low-Density Residential
7. School

Land Use and Transportation Opportunities

- * Opportunity Site
- Regional/Community Commercial
- Enhanced Transit Stop/Station
- ➔ Neighborhood Connections
- Park/Open Space
- School



SEGMENT 3 – THURSTON NEIGHBORHOOD AREA

Priority Implementation Actions

Prioritizing projects and programs focused on pedestrian and bicycle access to neighborhood services and reduced traffic speeds are consistent with community input. Those programs will also improve access to transit while transit-supportive private investments/new housing opportunities can be encouraged by appropriate updates to zoning. Many actions will meet multiple goals and provide opportunities for partnerships with ODOT and LTD.

TABLE 3. SHORT-TERM ACTION PLAN SUMMARY (2015-2020)

Strategies and Actions	Goals Supported
Zoning and comprehensive plan update ¹	Business Activity, Housing Choices and Public Realm Enhancement
Complete a Traffic Calming Study	Transportation Choices, Public Realm Enhancement and Transit Service
Complete an Access Study	Transportation Choices, Public Realm Enhancement
Develop a Main Street Corridor Streetscape Plan	Public Realm Enhancement, Transportation Choices
Develop a Public Art Plan for Activity Nodes ²	Public Realm Enhancement, Transit Service
Partner with LTD in community workshops for transit service and design ²	Public Realm Enhancement, Transit Service and Business Activity
Refine and implement City Wayfinding Program to include pedestrian and bicycle signage	Transportation Choices and Public Realm Enhancement

¹ The City anticipates a zoning update process anticipated in 2015-16.

² Coordinate with recommendations of the *Main-McVay Transit Study*.



CONCEPTS FOR FUTURE ZONING AND PLAN UPDATES

The *Main Street Corridor Vision Plan* implementation strategy recommends an update of the City Zoning Map and Development Code and the land use designations identified by the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* (see *Plan Addendum-Strategies and Actions*). The City intends to undertake that update in 2015-16 and adopt land use regulations that will support an incremental transition to land uses supportive of the vision and goals. The strategy recommends three zoning concepts to consider:

- Apply and Modify Existing Zoning Districts
- Create New Plan District
- Create New Form-Based Code or Hybrid Form-Based Code

No concept is recommended over another at this point. Subsequent phases of Main Street planning will use the concepts as a starting point to further assess potential updates. Objectives are:

- Create a favorable environment for public and private investment.
- Encourage quality development.
- Enhance the public realm as design continuity for the corridor.

Segment I - Couplet Area

The 20-year vision is a transition to a more pedestrian-oriented environment complementary to the Downtown District. The area will offer new storefront retail, vertical mixed use and diverse housing choices. Potential zoning updates should be linked to zoning updates for the Downtown District. Both areas share opportunities and goals for economic growth, walkability, and an attractive public realm. Recommended implementation strategies address the Vertical Housing Development Zone (VHDZ), the Downtown Redevelopment Area, and priorities of the Downtown Urban Renewal District (URD) that reflect the shared goals. Key zoning considerations include:

A **Mixed Use District for Main Street** should allow flexibility for how additional housing choices can be introduced, including new housing types such as duplexes. At the activity nodes consider extending this Mixed Use District zone 1-2 blocks north of Main Street to allow retail, employment, and transit-supportive residential development.

Vertical **Mixed Use Buildings** should not be required to restrict the entire ground-floor to retail. The building should, however, create an active and attractive face for Main Street. A requirement for residential density or a residential use percentage of the gross floor area is not recommended.

A **Mixed Use Employment District for South A Street** should allow flexibility for uses such as craft industries and other uses that require outdoor storage and display areas as well as a retail component for walk-in customers. The Categories/Uses should not exclude uses uniquely appropriate to the vision statement. Avoid design standards for building and site design that may discourage specific projects that are otherwise supportive of the South A Street vision.

Form-Based Code (FBC) can be effective in achieving the vision and goals. FBC does not emphasize the segregation of land uses or the micromanagement of intensity of use through parameters such as floor area ratios and density. It addresses the form and mass of buildings in relationship to one another, as well as the relationship between public and private spaces. Public realm enhancement is typically addressed through standards for street and sidewalk design, block sizes and patterns, and open spaces or plazas. Private uses are typically addressed through building form and massing, building setbacks, how frontage areas are used and the location of on-site parking. A FBC update for Segment 1—The Couplet Area could be undertaken in conjunction with a similar zoning update for the Downtown District.

CONCEPTS FOR FUTURE ZONING AND PLAN UPDATES

Segment 2 - Mid-Springfield Business Corridor and Segment 3 - Thurston Area

Future population and employment growth and enhanced corridor aesthetics will likely support incremental densification of land uses over the long term. A zoning update should address these segments together and separately from the Couplet Area. Zoning should allow a variety of housing types on or near Main Street, particularly in the nodal areas. Achieving transit-supportive housing opportunities in the Activity Nodes would require changes to current zoning in these areas. This would require limiting changes to current residential zoning north and south of Main Street. New housing, especially medium-density housing, can take advantage of public transportation and clustering of neighborhood services. While some mixed use development may occur along Main Street, it is likely that horizontal mixing of uses is more market-realistic than vertical mixed use given current land use patterns and the economics of vertical mixing.

A new **Plan District** could overlay current base zoning from the eastern boundary of the Urban Renewal District (URD) to the end of the project at 69th Street. The overlay would provide additional regulations intended to implement the visions and goals of the *Main Street Corridor Vision Plan*. A plan district can include special plan area character statements and right-of-way design standards that will influence design review. Special plan area character statements might include:

- **Plan Area Character** (visible elements of a project that address the vision statement, neighborhood character, and any culturally or historically significant buildings for sites).
- **Strengthening the Character of Activity Nodes** (guidelines for elements such as mix of uses and density of new development, transit station design, unique streetscape design features, and public art or wayfinding programs).

- **Pedestrian-Oriented Design** (Public Realm Enhancements recommended in the *Main Street Corridor Vision Plan*, as well as other City policies regarding pedestrian-oriented design).
- **Project Design Features** (building entrances, landscaping, parking areas, architectural design, and neighborhood compatibility).

Alternatively, **Form-Based Code** (FBC) update for Segment 1— The Couplet Area, and possibly the Downtown District, could include both of these segments. Implementing a FBC would be most effective, and easier to administer, if it included Segment 1 and the Downtown District. FBC is not a “one size fits all” approach. It is flexible, and can be responsive to important differences in the existing conditions and realistic market potential of this long segment. The FBC concept can address building form and public realm issues in ways appropriate to the vision and goals.

Activity Nodes

Within the six Activity Nodes, zoning updates can help implement aspects of the vision and goals unique to these areas. For example, zoning could support the intensification of uses and a corresponding enhancement of the public realm. Activity Nodes are also opportunities for the City and LTD to jointly undertake strategies and projects for Main Street.

The planned zoning update will need to determine the exact boundary of each Activity Node. In doing so, it should consider a zoning change applied to a limited number of properties not directly fronting onto Main Street. Most of these properties are zoned as Low Density Residential. Zoning that increases density or allows mixed use on properties near Main Street will be transit-supportive and encourage new community or neighborhood retail easily accessible by foot. Design standards should not create financial challenges for uses that are otherwise supportive of the *Main Street Corridor Vision Plan*, especially with regard for affordability, for businesses and housing.



CONCEPTS FOR FUTURE ZONING AND PLAN UPDATES

Summary of Recommendations

Table 4 provides a summary of recommendations by corridor segment. Refer to *Strategies and Actions – Concepts for Future Zoning and Plan Updates* for a full discussion of each concept and its application within the corridor.

TABLE 4. SUMMARY OF RECOMMENDATIONS BY CORRIDOR SEGMENT

Corridor Segment	Concept A	Concept B	Concept C
10 th Street - 23 rd Street (Main Street)	Mixed Use Commercial (MUC) with flexibility for residential only uses	Mixed Use Commercial (MUC) with flexibility for residential only uses	Form-Based Code (FBC) which does not require segregation of uses
10 th Street - 23 rd Street (South A Street)	Mixed Use Employment (MUE) with exceptions to General Development Standards	Mixed Use Employment with limited exceptions to General Development Standards	Form-Based Code (FBC) which does not require segregation of uses
23 rd Street –Bob Straub Parkway	Existing zoning with Nodal Overlay Development Districts	Plan District with Special Plan Area Character guidelines	Form-Based Code (FBC) which does not require segregation of uses.
Bob Straub Parkway – 69 th Street	Existing zoning with Nodal Overlay Development Districts	Plan District with Special Plan Area Character guidelines	Form-Based Code (FBC) which does not require segregation of uses

TRANSIT SERVICE AND COMMUNITY BUILDING

Transit helps connect people to the places they want to go. A strong partnership between the City of Springfield and LTD is essential to transportation choices that will allow the community to grow smartly. It is a partnership that can address mobility challenges and open up new economic opportunities in the Main Street corridor. Convenient and accessible transit also helps maintain affordability by lowering household transportation costs. Coordinating transit planning with community decisions about land use and public infrastructure is a way to leverage funding sources, provide education and information about transit's contribution to community livability, and to jointly pursue opportunities to stimulate new jobs and housing.

This is a partnership in keeping with best practices for transit and transit-supportive development that have emerged throughout North America, and is a key to livability. In the Main Street corridor, plans to invest in high frequency transit service includes permanent stations and frequent, consistent, and reliable service such as extending EmX service. This investment will create opportunities for collaborative transit station design and station area planning and to jointly incentivize catalytic redevelopment projects. Early outreach to property owners and other key stakeholders will help existing businesses plan to market and capture the economic opportunities and to understand the community benefits of high-capacity transit. The benefits include the following:

Choice

Improved transit service provides more than options for transportation. It can be an infrastructure investment that encourages and helps organize the development of new housing, businesses, employment, and education opportunities. This offers more livability choices within and between neighborhoods that mix uses, income levels, and age groups.

Job Growth

Improving transit service, such as the potential for Bus Rapid Transit (BRT) or enhanced bus service along Main Street would improve access to employment throughout the region and would benefit some employers by expanding access to the labor force. Improved transit service also has potential to increase the number of jobs in the corridor and to support diversification of the local economy as Springfield grows. Permanent station areas attract jobs in several economic sectors, including some target industries.

Affordability

The combined cost of housing and transportation consumes a large percentage of household incomes. Investment in transit and transit-supportive neighborhoods increases affordable housing opportunities and reduces transportation costs by encouraging transit, pedestrian and bicycle trips.

Urban Amenities

Transit-supportive neighborhoods and business districts often support higher quality urban amenities such as good street connections, parks and trails, schools, and a range of neighborhood services. Amenities associated with transit projects can add new vitality to transit stations in the corridor, reinforce existing district identities, and help create community hubs with station design, landscaping, lighting, and public art.



TRANSIT SERVICE AND COMMUNITY BUILDING

Public Health

Transit and transit-supportive development is an important strategy for improving public health. Evidence suggests that compact, mixed use districts increase biking and walking, providing all the health benefits of exercise. Reducing automobile trips means reducing the emissions that pose both short-term and long-term risks from degraded air quality and unfavorable climate change.

Financial Return on Private Investment

Transit does not create market, but it can help organize and distribute growth, especially when transit planning and real estate development are understood as a single comprehensive process. Mixed use strategies and transit investments allow for flexibility in responding to market cycles.

Transit Goals for Main Street

Big themes of the community outreach were more conveyance and frequent service, improving the qualities of the transit experience and access to individual transit stops, and opening up new community development opportunities. The following goals for transit were established as part of the 20-year vision of Main Street.

- **Goal 1:** Frequent high capacity transit service for Main Street.
- **Goal 2:** Enhancements to the total transit experience which includes cost, convenience, walking or bike access to transit stops, and the design qualities of the stops themselves.
- **Goal 3:** Successful leveraging of redevelopment strategies and infrastructure investments between the City and LTD.

Meeting transit goals for Main Street presents an opportunity for a strong partnership between LTD and the City of Springfield. A strong partnership between the City and LTD can leverage funding sources for public realm infrastructure, provide education and information about transit's contribution to community livability, and jointly stimulate new jobs and housing. This partnership is also in keeping with the best practices for transit and transit-supportive development in North America. Those practices increasingly emphasize productive partnerships between public agencies in high-capacity and frequent-service transit corridors. Public agencies can assist with land use regulations and streamlined approvals, site selection and coordination, supporting infrastructure, financial incentives in many forms, and investment as joint development partners.



Multimodal Transportation Choices



Transit Stations as Urban Amenities

