

Downtown Urban Renewal Plan

Part One: RENEWAL PLAN

**September 15, 2007
DRAFT**

**Springfield Economic Development Agency
September 2007**

**Downtown Urban Renewal Plan
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100. THE DOWNTOWN URBAN RENEWAL PLAN

A. General

The primary goal of this Downtown Urban Renewal Plan is to assist in the revitalization of business and elimination of blight in the downtown area. Urban renewal is ideal for the encouragement of the type of high quality, commercial, industrial, residential and mixed use development that is vital to the economic growth of the City of Springfield. This cannot readily be done without public involvement due to multiple ownerships; high land prices; and a mix of uses that are not conducive to development. The Downtown Urban Renewal Plan includes projects, activities, and actions that treat the causes of the blight and deterioration in the Downtown Urban Renewal Area.

The Springfield Economic Development Agency (SEDA), will act as the Urban Renewal Agency to administer the Downtown Urban Renewal Plan. SEDA is comprised of individuals serving as mayor and members of the Springfield City Council, along with two representatives from the Lane County Board of County Commissioners. SEDA currently administers the Glenwood Urban Renewal Plan.

The Downtown Urban Renewal Plan consists of Part One – Text and Part Two – Exhibits. This Plan has been prepared pursuant to Oregon Revised Statutes (ORS) Chapter 457, the Oregon Constitution, and all applicable laws and ordinances of the State of Oregon and the City of Springfield respectively. All such applicable laws and ordinances are made part of this Plan, whether expressly referred to in the text or not.

The Downtown Urban Renewal Area is a single geographic area with a single continuous boundary within which a variety of activities and projects are contemplated in order to eliminate blight and the causes of blight. The Plan's activities and projects are intended to create an environment conducive to private sector and development of uses compatible with the purposes of this Plan.

The Downtown Urban Renewal Plan was approved by the City Council of the City of Springfield on ____, 2007 by Ordinance No. ____ and adopted by the Springfield Economic Development Agency Board on ____, ____, 2007.

B. The Renewal Plan Area Boundary

The boundary of the renewal area is shown in (Map) Exhibit 1 – Page 1, attached to this plan. A legal description of the project boundary is shown in Exhibit 1 – Page 2, attached to this Plan.

200. CITIZEN PARTICIPATION

This Urban Renewal Plan was developed under the guidance of the Springfield City Council. In June 2007, the Committee for Citizen Involvement approved a participation plan that included public drop-in meetings, direct mail communications, media articles and other methods of engaging the general public and citizens within the renewal district. Staff conducted two broadly advertised public meetings, inviting the general public to discuss urban renewal concepts, and the elements of the draft renewal plan. All meetings were open to the public for discussion and comment. Press releases and news stories about the public meetings and plan development contributed to public awareness and public involvement.

In formulating the plan, City and SEDA staff drew from the findings and recommendations of three recent public planning efforts: the Springfield Station Specific Area Plan (2002); the AIA Downtown Charrette 2006; and the updated Downtown Refinement Plan (2005). These planning activities themselves included a high level of public participation in the assessment of downtown needs and in the formulation of recommended solutions.



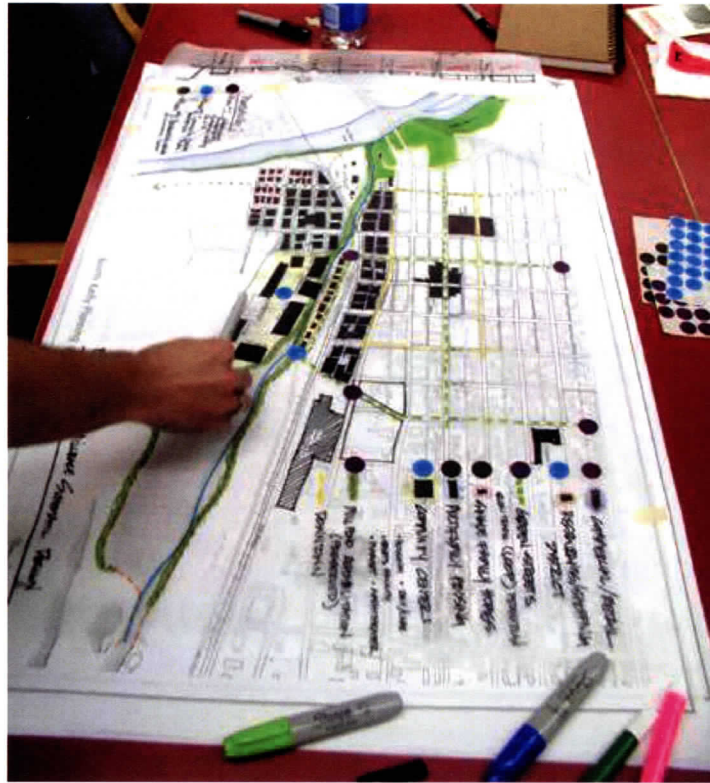
Public participation was a key element in preparing the Downtown Urban Renewal Plan.

Staff presented briefings to the Springfield Chamber of Commerce, Springfield Rotary and other community, business, and service organizations. Staff also responded to numerous individual public inquiries about the proposed plan and district boundaries that were spurred by media articles and advertisements about the public meetings.

Early in the formation of the Plan, the governing bodies for the Springfield School District 19, the Springfield Utility Board and the Willamalane Park and Recreation District were briefed on the proposed Downtown Urban Renewal District. The elected officials comprising these entities were encouraged to give their comments and suggested project ideas. Willamalane submitted conceptual projects that were added to the draft project list for the urban renewal district.

Formal review of the Downtown Urban Renewal Plan was conducted by the Springfield Planning Commission in advance of hearings by the City Council. A public hearing on the Plan was held by the Springfield Planning Commission on ____, 2007. The Planning Commission voted, XX yes's and XX no's, to recommend that the Springfield City Council approve the Downtown Urban Renewal Plan at the conclusion of that hearing.

As required by ORS.457.120, notice was provided announcing an opportunity for the public to provide comments on the draft Downtown Urban Renewal District Plan at a public hearing at the Springfield City Hall on ____, 2007 at 7:00 p.m. The Springfield City Council held the public hearing, received testimony about the draft Plan from the general public along with comments from affected taxing districts. Later, on ____, 2007 after considering the public testimony about the draft Plan and specifically considering the comments from affected districts, the City Council adopted the draft Plan by non-emergency ordinance.



300. RELATIONSHIP TO LOCAL PLANS AND OBJECTIVES

The purpose of this Urban Renewal Plan is to eliminate blighting influences found in the urban renewal area, to further goals and objectives outlined in the Eugene-Springfield Metropolitan Area General Plan (Metro Plan), and the Downtown Refinement Plan and to implement development strategies and objectives for the Downtown Urban Renewal Area. The Springfield Station Specific Area Plan (2005), AIA Downtown Charrette (2006) and Springfield Tomorrow planning efforts also contributed to the assessment of downtown needs and to a statement of goals, objectives and activities for revitalizing the downtown. The Urban Renewal Plan is consistent with Metro Plan and the Downtown Refinement Plan and implements the goals and objectives outlined below.



Restoring and enhancing the historic Millrace would create an attractive amenity for downtown.

301. DOWNTOWN URBAN RENEWAL GOALS

The eight goals of the Downtown Urban Renewal Plan are not newly discovered or unique to Springfield. They are derived from previous planning efforts and adopted planning policy documents including the Downtown Refinement Plan, and the Metro Plan with its associated functional plans. As broad categories of intent, the Downtown Urban Renewal Goals are listed below:

- A. Promote Public and Private Improvement
- B. Rehabilitate Building Stock
- C. Improve Streets, Streetscapes, Parks and Open Spaces
- D. Make Utility Improvements
- E. Construct or Rehabilitate Parking Facilities
- F. Construct or Rehabilitate Public Facilities

G. Improve and Expand Housing Opportunities

H. Improve Public Signage and Make Gateway Improvements to the Downtown

Each of these goals is further defined in Appendix 1 of this document. Achieving these goals is the objective of the combined projects listed in Section 600.

The eight goals embody the spirit, optimism and commitment of downtown property owners, businesses, community organizations, and the general public. They establish a positive vision for downtown Springfield. These goals are deliberately achievable and intended to recognize the value of enduring public-private partnerships. They are also intended to encompass the goals and reflect the vision of the Downtown Refinement Plan.

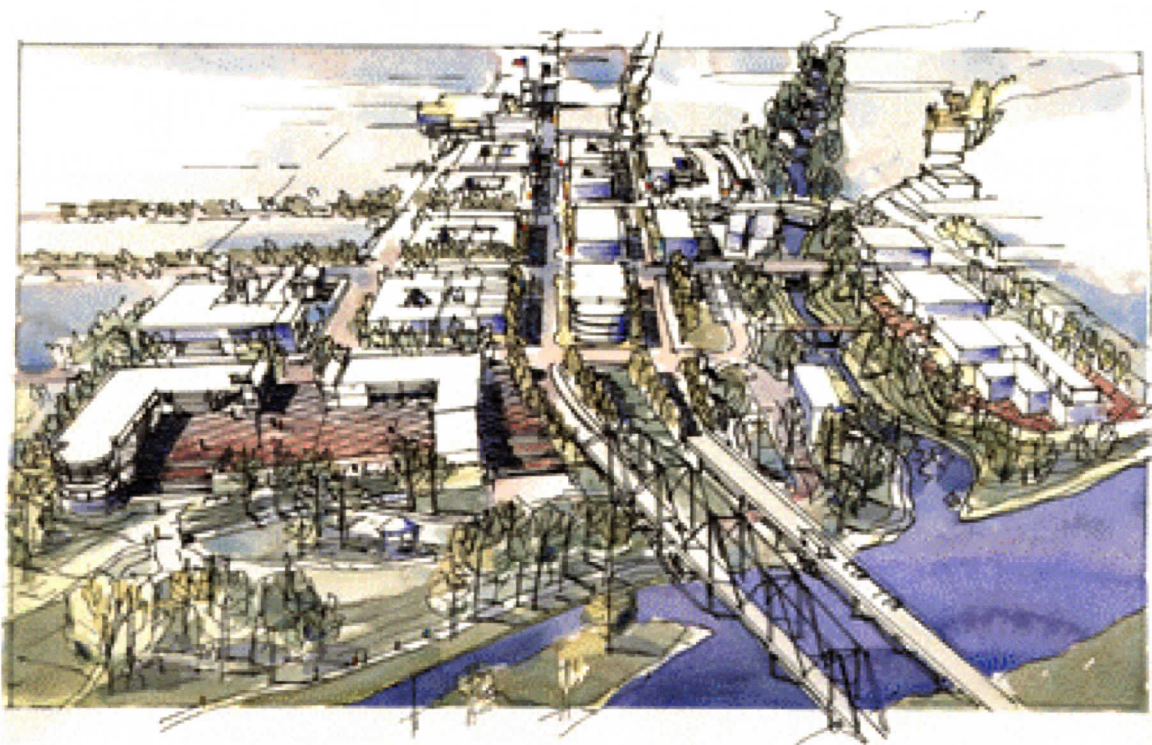


Attractive redevelopment that provides off-street parking would benefit downtown. This cross-section diagram shows mixed-use development with parking located in an off-street court with alley access.

The Downtown Refinement Plan's goals are listed below:

Create a Pedestrian and Transit Friendly Downtown. Develop a setting that is conducive to walking, bicycling and transit while providing accessibility to regional automobile and freight networks. Provide safe and walkable streets.

Preserve the Past. Enhance the downtown's future character by preserving the best of its past. Promote appropriate in-fill construction and historic preservation of the existing buildings.



Reconnecting downtown to the Willamette River is an important goal for downtown redevelopment.

Reconnect to Key Natural Resource Features. Connect the downtown with the Millrace and Island Park, and provide opportunities for appropriate downtown uses adjacent to these areas.

Alive After Five. Encourage evening activity in the downtown with dining, cultural and entertainment opportunities for all ages. Increase housing development in the downtown to generate the 18 to 24-hour city.

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

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

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

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

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

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

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



Public parking areas can be redeveloped as multi-use plazas which could serve as public gathering areas for special events.

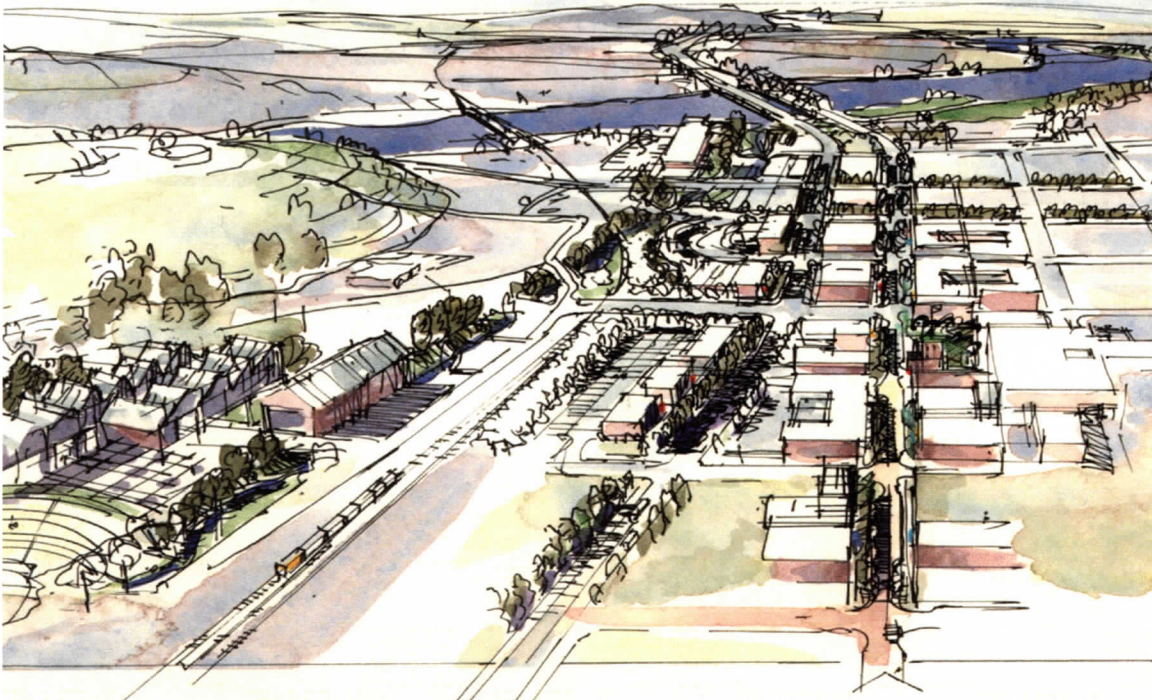
302. CONSISTENCY WITH LOCAL AND REGIONAL PLANNING OBJECTIVES AND POLICIES

ORS 457.085 requires that an Urban Renewal Plan relate to definite local objectives. The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) is currently the City's comprehensive land use plan. It was adopted locally and acknowledged by the Land Conservation and Development Commission (LCDC) in 1982 and amended in 1987. The Metro Plan is Springfield's comprehensive plan and controlling land use document.

The Metro Plan considers a wide range of goals and policies relating to land uses, traffic, transportation, public utilities, recreation and community facilities, economic development, housing and environmental protection. The Downtown Urban Renewal Plan advances many of those goals.

As used in this document, the term "Metro Plan" refers not only to the Eugene-Springfield Metropolitan Area General Plan as a document in itself, but also those adopted neighborhood and special purpose/functional refinement plans which implement and are subservient to the Metropolitan Area General Plan itself. Periodic review of the Metro Plan was completed locally and approved in accordance with the post-acknowledgment procedures of ORS 197 in 2006. Other portions of the Metro Plan which affect the Urban Renewal Plan, such as the Downtown Refinement Plan (regulating land use in the entire area included in the Downtown Urban Renewal Plan), Willamalane Parks and Recreation Comprehensive Plan, and the TransPlan (special purpose/functional refinement plans of the Metro Plan) were adopted by the City Council, and approved in accordance with state post-acknowledgment procedures.

The projects in the urban renewal plan also advance goals and objectives set forth in other adopted plan documents. These findings are outlined in Appendix 2. Projects listed in the Downtown Urban Renewal Plan project list are supported by policies from the Metro Plan, the Downtown Refinement Plan, Trans Plan, and the Willamalane Comprehensive Plan.



Redevelopment of the Main Street/South A Street Corridor is the focus of the Downtown Urban Renewal Plan.

400. PROPOSED LAND USES

The projects and uses proposed by the Downtown Urban Renewal Plan conform to the land use designations and zoning within the renewal area and are consistent with the Metro Plan Diagram, Downtown Refinement Plan, and Springfield Zoning Map. Exhibit 2 includes the Metro Plan Diagram, Downtown Refinement Plan Diagram, and the Zoning Map for the urban renewal area.

The Downtown Urban Renewal Plan includes about 417 acres of residential, commercial, industrial and publicly zoned lands. About 268 acres of residential, commercial and industrial lands are “non-exempt” properties that will contribute tax increment revenues to the renewal district. Table 1 presents the distribution in acres and percentage for these uses.

Table 1. Downtown Urban Renewal District Uses by Acreage and Percent

Downtown Urban Renewal District	Total Acres	Non- Exempt Acres*	Residential* Low Density Residential Medium Density Res. High Density Residential Mixed-Use Residential	Commercial* Community Commercial Mixed-Use Commercial	Industrial* Heavy Industrial Light-Medium Ind. Booth Kelly MU
	417	268	49 acres/ 12%	91 acres/ 23%	128 acres/ 28%

* Public and tax-exempt lands such as parks, public buildings, churches and fraternal organizations are excluded from these figures.

Table 2 briefly describes the land uses allowed within the zoning districts represented within the Downtown Urban Renewal Area.

Table 2. Downtown Plan and Zoning Designation and Description of Uses

Land Use Designations	Description of Uses
Low Density Residential	This designation includes single-family residential with duplexes and some auxiliary uses allowed (foster care, day care, etc.). Development density is limited to 10 dwelling units per acre.
Medium Density Residential	This designation includes apartment complexes, condominiums and other multi-family housing types. The prescribed development density is between 10 and 20 dwelling units per acre.
High Density Residential	This designation includes apartments and condominiums and other multi-family types, often reaching more than 3 stories in height. The prescribed density is between 20 and 40 units per acre.

Mixed-Use Residential	Mixed-use Residential allows a compatible mix of multi-family housing types with small scale commercial uses. No more than about 20% of the development can be commercial. Residential uses dominate.
Community Commercial	This category includes more commercial activities than neighborhood commercial but less than large malls and retail centers. Such areas usually develop around a small department store and supermarket. The development occupies at least five acres and normally not more than 40 acres. This category contains such general activities as retail stores; personal services; financial, insurance, and real estate offices; private recreational facilities, such as movie theaters; and tourist-related facilities, such as motels.
Mixed-Use Commercial	Mixed-Use Commercial allows for a compatible mix of commercial and multi-family residential uses with commercial uses dominating on the ground level. Mixed-use commercial developments often feature ground-level commercial uses with apartments or other residential uses upstairs. Special design standards are intended to make development attractive and pedestrian-friendly.
Nodal Development Overlay (applied to Mixed-Use Residential and Commercial)	The downtown core area is designated for nodal development by the Metro Plan. The Nodal Development Overlay applies to the area downtown zoned Mixed-Use Commercial and Mixed-Use Residential. Mixed-use implements the nodal development designation described in the Metro Plan. Nodal development is a mixed-use pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented.
Light-Medium Industrial	This designation accommodates a variety of industries, including those involved in the secondary processing of materials into components, the assembly of components into finished products, transportation, communication and utilities, wholesaling, and warehousing. The external impact from these uses is generally less than Heavy Industrial. This designation may also accommodate supporting offices and commercial activities.
Heavy Industrial	This designation generally accommodates industries that process large volumes of raw materials into refined products and/or that have significant external impacts. Examples of heavy industry include: lumber and wood products manufacturing; paper, chemicals and primary metal manufacturing; large-scale storage of hazardous materials; power plants; and railroad yards. Such industries often are energy-intensive, and resource-intensive.
Booth Kelly Mixed-Use	This designation is unique to the former Booth Kelly Mill site, south of the intersection of South A and 5 th Streets and provides for a mixed-use employment center that compliments the downtown area. A variety of commercial, industrial, residential and recreational uses are allowed within the area. A conceptual development plan and site plan review is required to ensure that land use conflicts are minimized and that the full potential of the site is maximized.

500. OUTLINE OF DEVELOPMENT

Projects designed to eliminate blight and deterioration in the urban renewal area are a key component of the Downtown Urban Renewal Plan. Blighting conditions found in the downtown area constrain future development called for in the Downtown Refinement Plan and other City planning documents. The Plan's projects and activities include:

1. Improvements to streets, curbs, and sidewalks to encourage new development in the project area, and to address pedestrian and vehicular safety problems;
2. Improvements to water, storm and sanitary sewer infrastructure to encourage new development in the project area;
3. Improvements to the visual appearance of the renewal area and provide a safer, more attractive pedestrian environment, including streetscape and landscape improvements, and development of public parks and open spaces;
4. Improvements to existing public parking facilities and construction of new public facilities as needed to meet current and future needs;
5. Financial assistance to rehabilitate and renovate blighted properties in the renewal area;
6. Financial assistance to encourage new construction that would contribute to economic and social revitalization within the renewal area;
7. Acquisition and disposal of land for public improvements, rights-of-way, utility improvements, and private development; and
8. Administration and support of the Renewal Agency and the Downtown Urban Renewal Plan.

Section 600 provides further description of urban renewal projects to be undertaken within the Downtown Urban Renewal Area.

600. DESCRIPTION OF PROJECTS TO BE UNDERTAKEN

In order to achieve the objectives of this Plan, the following activities will be undertaken on behalf of the City by the Springfield Economic Development Agency (SEDA) the City's Urban Renewal Agency in accordance with applicable federal, state, county, and city laws, policies, and procedures. SEDA may fund these activities in full, or in part, or seek other sources of funding for them. The intent in describing these projects and activities includes establishing, through this Plan, the general and specific authority to undertake these projects and activities within the urban renewal area. These projects and activities may be modified, or expanded upon as needed to meet renewal plan objectives. Changes will be undertaken in accordance with procedures for amendments to this Plan.

A. PUBLIC IMPROVEMENTS

Public improvements include the construction, repair, or replacement of sidewalks, streets, parking, parks and open spaces, pedestrian amenities, water, sanitary sewer and storm sewer facilities, wetlands and riverside/riparian improvements, and other public facilities necessary to carry out the goals and objectives of this Plan.



1. Street Construction and Circulation Improvements.

These provide the construction of improvements throughout the urban renewal area and include, but are not limited to, landscaping, construction, reconstruction, repair or replacement of streets, sidewalks, bike and pedestrian amenities, public transit facilities, and acquisition of land, right of ways, easements and other land rights. Identified projects include but are not limited to:

- South A and Main Street couplet redesign;
- North A "Civic Street" curb and streetscape improvements; and
- Pedestrian amenity improvements on A Street from 8th to Mill Street.

2. Infrastructure and Utilities Improvements.

These activities allow SEDA to construct and improve infrastructure and utilities throughout the Downtown Urban Renewal District. These projects include, but are not limited to, construction, reconstruction, repair, upgrading, and over sizing or replacement

of electric, water, sanitary sewer and storm drainage facilities, relocation of overhead line to underground locations, and acquisition of land, right of ways, easements and other land rights. SEDA shall, as deemed appropriate, assist the utility providers in building new links and repairing and upgrading selected portions of these utility service systems to enhance opportunities or secure development. Identified projects including, but not limited to:

- Undergrounding of overhead utilities from Mill to 10th Street and between So. A and B Street; and
- Stormwater system upgrades to provide adequate capacity for a fully developed renewal area.

3. Public Facilities Improvements.*

These activities include construction and improvement of public facilities throughout the Downtown Urban Renewal District including, but not limited to:

- Relocation of a Downtown fire station;
- Construction of a Springfield Library building;
- Downtown parking construction and upgrades;
- Downtown public art showcases;
- Willamalane Adult Activity Center improvements;
- Springfield Museum improvements;
- School District facility upgrades; and
- Millrace improvements, restoration; and supporting land acquisition

Public improvements such as those listed above are important supports to the function of a healthy downtown. Parks, the Springfield Museum, the Willamalane Adult Activity Center, and the Millrace improvement projects are positive attractors to the downtown area and provide services and amenities to downtown employees. Downtown art such as the murals that currently grace the walls of downtown buildings create an interesting and attractive environment that replaces the graffiti and deteriorating building exteriors that are typical of blighted areas. Visitors to these sites add to the downtown economy as many shop and eat in the downtown as well.

Convenient, safe, visible parking facilities are necessary supports for any downtown business center.

* Urban renewal funds will contribute to the projects listed above. It is not assumed that these projects will be entirely funded with urban renewal funds.

4. Parks, Recreation, Pedestrian and Bike Corridors, and Other Public Amenity Improvements.

These activities will include, but are not limited to, pedestrian, bicycle and transit connections linking the renewal area with adjacent areas in and around Downtown. Improvements to these connections may include, but are not limited to, street lighting, trash receptacles, benches, historical markers, street trees and landscaping, and signage.



Actual projects may include, but are not limited to:

- Downtown Millrace Access, Restoration, and Improvements
- Downtown Parks Development and Improvements

SEDA may participate in funding the design, acquisition, construction or rehabilitation of existing or new park sites or other appropriate public spaces, or parks or public facilities within the urban renewal area, including improvements listed in the Willamalane Parks and Recreation Comprehensive Plan. These park and pedestrian-friendly improvements include suitable signage, markers, art and related improvements to signify the major assets in the renewal area and the entrances to the City. These projects will improve the visual appearance of the renewal area by adding public amenities downtown.

5. Public Safety Improvements.

To achieve the objectives of this Plan, and to target public investments in a manner which benefits the renewal area and Springfield residents, the SEDA is authorized to improve, acquire or construct safety-related, health, and public-service-related facilities within the urban renewal area.



B. PRESERVATION, REHABILITATION, DEVELOPMENT AND

St. Vincent DePaul mixed-use residential development caters to a wide variety of community members offering ground floor commercial and office space as well as low income living units above.

REDEVELOPMENT

1. **Redevelopment through New Construction.**

It is the intent of this Plan to stimulate new investment by public, private, non-profit, or community-based organizations by facilitating redevelopment of underutilized property, and in particular, to assure that new investments serve to benefit the existing residents and businesses in the area. Redevelopment through new construction may be achieved in two ways:

- (a) By public or private property owners, with or without financial assistance by the Agency;
- (b) By acquisition of property by the Agency for redevelopment or resale to others for redevelopment.

2. Redevelopment and Rehabilitation Financing.

As it may deem appropriate in order to achieve the objectives of this Plan, SEDA may set guidelines, establish loan programs and provide below-market interest rate and market rate loans and provide such other forms of financial assistance to property owners and those desiring to redevelop, rehabilitate, and acquire property. These grant and loan programs will be consistent with the provisions set forth in Section 800 of this Plan. Any grant and loan programs developed for owner-occupied residential structures will be limited to assistance for primarily low- and moderate income households in correcting health and safety problems and substandard housing.

3. Preservation, Rehabilitation, and Conservation.

Projects and activities in this category will enable SEDA to advance renewal and comprehensive plan goals for (i) improving Springfield's economy, and (ii) improving the appearance and vitality of the Downtown area. As allowed by state and federal law, SEDA may participate, through loans, grants, or both, in assisting development of new public and private buildings and facilities in the renewal area by establishing grant and loan programs. These programs might include, for example, grants and loans for private building façade improvements and for eliminating substandard structural conditions and interior remodeling. SEDA may make this assistance available as it deems necessary to achieve the objectives of this Plan.

C. PROPERTY ACQUISITION AND DISPOSITION

In order to carry out the objectives of this Plan, SEDA is authorized to acquire land or buildings for public and private development/redevelopment purposes. The procedures for acquiring and disposing of property are described in Sections 700 and 800 of this Plan.

D. PLAN TECHNICAL STUDIES AND ADMINISTRATION

Administration of the Downtown Urban Renewal Plan and implementation of its projects and activities will be done in an effective, efficient and financially responsible manner. SEDA funds may be utilized to pay indebtedness associated with preparation of the urban renewal plan, to carry out design plans, miscellaneous land use and public facility studies, engineering, market analyses and programs, and other technical studies as may be needed to fulfill the Plan's goals. SEDA funds may be utilized to pay for marketing materials and programs to assist in carrying out the objectives of the redevelopment plan.

700. PROPERTY ACQUISITION PROCEDURES

Acquisition of real property may be necessary to advance the goals of this Plan. Property for public or private preservation, rehabilitation, development, or redevelopment may be acquired by gift, eminent domain or any other lawful method when acquisition is needed for development or redevelopment. SEDA is authorized to acquire property within the urban renewal area, if necessary by any legal means to achieve the objectives of this Plan. Property acquisition, including limited interest acquisition, is hereby made a part of this Plan and may be used to achieve the objectives of this Plan. All acquisition of property by SEDA must comply with Section 900 of this Plan.

A. ACQUISITION REQUIRING CITY COUNCIL RATIFICATION.

City Council ratification is required for SEDA acquisitions for the following purposes:

1. Assembling land for development by the public or private sector. Such acquisition shall be undertaken only following completion of an amendment to this Plan as set forth in Section 900.C of this Plan. The City Council shall ratify the amendment to this Plan by resolution.
2. Where conditions exist that may affect the health, safety and welfare of the Area and it is determined that acquisition of such properties and demolition of the improvements thereon are necessary to remove substandard and blighting conditions, acquisition shall be undertaken only following completion of an amendment to this Plan as set forth in Section 900.C of this Plan. The City Council shall ratify the amendment to this Plan by resolution.
3. Acquisition for any purpose that requires the use of the Agency's powers of eminent domain. Such acquisition shall be undertaken only following completion of an amendment to this Plan as set forth in Section 900.C of this Plan. The City Council shall ratify the amendment to this Plan by resolution.

B. ACQUISITION NOT REQUIRING CITY COUNCIL RATIFICATION.

Land acquisition not requiring City Council ratification requires an amendment to this Plan as set forth in Section 900.D of this Plan. The minor amendment to the Renewal Plan may be adopted by the Renewal Agency by Resolution. The Agency may acquire land without Council ratification where the following conditions exist:

1. Where it is determined that the property is needed to provide public improvements and facilities as follows:
 - a. Right-of-way acquisition for streets, alleys or pedestrian ways;
 - b. Right of way and easement acquisition for water, sewer, and other utilities
 - c. Property acquisition for public use or for public buildings and facilities

2. Where the owner of real property within the boundaries of the Area wishes to convey title of such property by any means, including by gift.

C. PROPERTIES TO BE ACQUIRED

At the time this plan is prepared, no properties are identified for acquisition. If plan amendments to acquire property are approved, a map exhibit shall be prepared showing the properties to be acquired and the property will be added to the list of properties to be acquired. The list of properties acquired will be shown in this section of the Plan. The map exhibit shall be appropriately numbered and shall be included in Part Two as an official part of this Urban Renewal Plan.

800. PROPERTY DISPOSITION AND REDEVELOPERS' OBLIGATIONS

A. PROPERTY DISPOSITION AND REDEVELOPMENT

The SEDA is authorized to dispose of acquired property by sale, lease, exchange, or other appropriate means for redevelopment and development uses and purposes specified in this Plan. If property is identified for public acquisition in this Plan, SEDA proposes to commence disposition of property within five (5) years from the date of identifying those properties in this plan, and to complete disposition within ten (10) years from such approval. Publicly acquired properties may be disposed by sale, lease, exchange or dedication or by any other lawful means when disposition is deemed necessary for the following purposes:

1. Road, street, pedestrian, bikeway, and utility projects, and other right-of-way improvements listed in Section 600 of this plan.
2. Construction of public facilities in Section 600 of this plan.
3. Redevelopment by private redevelopers for purposes consistent with the goals of this plan. Such disposition will be in accordance with the terms of a Disposition & Development Agreement between the Developer and SEDA and with the developer's obligations pursuant to Section 800 B of this Plan.

SEDA may dispose of any land it has acquired at fair reuse value and may define the fair reuse value of any land.

B. DEVELOPERS' OBLIGATIONS

Developers seeking assistance by SEDA through the benefit of one or more of the Agency's projects or activities within the urban renewal area will be subject to controls and obligations imposed by the provisions of this Plan, including the following requirements:

1. The developer shall develop or redevelop property in accordance with the land-use provisions and other requirements specified in this Plan and in the legally applicable local land use plans and zoning provisions for the Downtown Urban Renewal Area.
2. SEDA may require the redeveloper to execute a development agreement acceptable to the Renewal Agency as a condition of any form of assistance by the Renewal Agency. The developer shall accept all conditions and agreements as may be required by the Renewal Agency in order to receive assistance from the Agency.
3. The developer shall submit to SEDA (or its designated agent) for Agency review and approval, all plans and specifications for construction of SEDA-assisted improvements prior to distribution of these improvements to other reviewing bodies as required by the City's building permit review procedures.
4. Any private project benefiting from SEDA assistance shall commence and be completed within a reasonable time, as determined by SEDA.
5. Any developer benefiting from SEDA assistance shall not affect any instrument whereby the sale, lease, or occupancy of the real property, or any part thereof, is restricted upon the basis of age, race, color, religion, sex, marital status, or national origin.

900. AMENDMENTS TO THE URBAN RENEWAL PLAN

It is anticipated that this Downtown Urban Renewal Plan will be reviewed periodically during the life of the Plan. The Plan may be changed, modified, or amended as future conditions warrant. Types of Renewal Plan amendments are:

A. SUBSTANTIAL AMENDMENTS

Substantial amendments consist of:

1. Increases in the Downtown Urban Renewal Area boundary in cumulative excess of 1% shall be a substantial amendment requiring approval per ORS 457.095 and notice as provided in ORS 457.120.
2. Increasing the maximum amount of indebtedness to be issued under the plan shall be a substantial amendment requiring approval per ORS 457.095 and notice as provided in ORS 457.120.

B. AMENDMENTS NOT REQUIRING SPECIAL NOTICE

The following Plan amendments will require approval per ORS 457.095 but will not require special notice as provided in ORS 457.120:

1. The addition of improvements or activities which represent a substantial change in the purpose and objectives of this Plan, and which cost more than \$500,000, shall be a substantial amendment requiring approval per ORS 457.095, but not requiring notice as provided in ORS 457.120. The \$500,000 amount will be adjusted annually from the year 2008 according to the "Engineering News Record" construction cost index for the Northwestern United States.
2. The addition of improvements or activities that substantially alter the goals and objectives of the Urban Renewal Plan.

C. AMENDMENTS REQUIRING APPROVAL BY CITY COUNCIL ONLY

The following Plan amendments must be approved by the Renewal Agency by resolution and presented to City Council for required approval by City Council resolution:

1. Acquisition of property for purposes specified in Sections 700A of this Downtown Urban Renewal Plan.

D. MINOR AMENDMENTS

Minor amendments may be approved by the Renewal Agency in resolution form. Such amendments are defined as:

1. Amendments to clarify language, add graphic exhibits, make minor modifications in the scope or location of improvements authorized by this Plan, or other such modifications which do not change the basic planning or engineering principles of the Plan.
2. Acquisition of property for purposes specified in Section 700 B1 and B2 of this plan.
3. Addition of a project substantially different from those identified in Sections 600 of the Plan or substantial modification of a project identified in Section 600 if the addition or modification of the project costs less than \$500,000 in 2008 dollars.
4. Increases in the urban renewal area boundary not in cumulative excess of 1 %.

1000. MAXIMUM INDEBTEDNESS

The Maximum Indebtedness authorized under this plan is forty-three million, ten thousand dollars (\$43, 010,000). This amount is the principle of such indebtedness and does not include interest or indebtedness incurred to refund, or refinance such indebtedness.

1100. FINANCING METHODS

A. GENERAL

The Urban Renewal Agency may borrow money and accept advances, loans, grants and other forms of financial assistance from the federal government, the state, city, county or other public body, or from any sources, public or private for the purposes of paying indebtedness incurred in undertaking and carrying out this Plan. In addition, the Agency may borrow money from or lend money to a public agency in conjunction with a joint undertaking of a project authorized by this Plan. If such funds are loaned, the Agency may promulgate rules and procedures for the methods and conditions of payment of such loans.

B. TAX INCREMENT FINANCING

This Plan will be financed in whole, or in part, by tax increment revenues. The ad valorem taxes levied by all taxing districts in which all or a portion of the Urban Renewal Area is located shall be divided as provided in Section 1C, Article IX of the Oregon Constitution and ORS 457.420 to 457.460.

C. PRIOR INDEBTEDNESS

Any indebtedness permitted by law and incurred by the Urban Renewal Agency or the City in connection with preplanning for this Urban Renewal Plan shall be repaid from tax increment proceeds generated pursuant to this section.

1200. RELOCATION

To the extent required by law, SEDA will provide relocation assistance to all persons or businesses displaced temporarily or permanently by project activities. As required, those displaced will be given assistance in finding replacement properties. As required, all persons or businesses which may be displaced will be contacted to determine specific relocation needs and will be provided information on available housing or commercial/industrial property as may be applicable, and will be given assistance in moving. All relocation activities will be undertaken and payments made in accordance with the requirements of ORS 281.045-281.105 and any other applicable laws or regulations.

Relocation payments will be made as provided in ORS 281.060. Payments made to persons displaced from dwellings will assure that they will have available to them decent, safe, and sanitary dwellings at costs or rents within their financial reach. As required, payment for moving expenses will be made to residents and businesses displaced. SEDA may contract with Oregon Department of Transportation or other parties to help administer its relocation program.

1300. DEFINITIONS

The following definitions will govern the construction of this Plan unless the context otherwise requires:

"Agency", "Renewal Agency", "Urban Renewal Agency", "Springfield Economic Development Agency", or "SEDA" means the Urban Renewal Agency of the City of Springfield, Oregon.

"Area" means the area included within the boundaries of the Springfield Downtown Urban Renewal Plan.

"City" means the City of Springfield, Oregon.

"City Council" means the City Council of the City of Springfield, Oregon.

"Comprehensive Plan" means the City's Comprehensive Land Use Plan and its implementing ordinances, policies, refinement plans, and development standards.

"County" means the County of Lane, State of Oregon.

"Displaced" person or business means any person or business that is required to relocate as a result of action by the Urban Renewal Agency to vacate a property for public use or purpose.

"Disposition and Development Agreement" means an agreement between the Urban Renewal Agency and a private developer which sets forth the terms and conditions under which will govern the disposition of land to a private developer.

"Exhibit" means an attachment, either narrative or map, to the Urban Renewal Plan for the Springfield Downtown Urban Renewal Area, Part Two -Exhibits.

"ORS" means Oregon Revised Statute (State Law) and specifically Chapter 457 thereof.

"Plan" means the Urban Renewal Plan for the Springfield Downtown Urban Renewal Area, Parts One and Two.

"Plan Area" means the area included within the boundaries of the Springfield Downtown Urban Renewal Plan.

"Planning Commission" means the Planning Commission of the City of Springfield, Oregon.

"Project, Activity or Project Activity" means any undertaking or activity within the renewal area, such as a public improvement, street project or other activity authorized and for which implementing provisions are set forth in the Urban Renewal Plan.

"Public Safety Project" means projects intended to assist police, fire, ambulance, and emergency services in the City of Springfield or in Lane County within the Plan Area.

"Renewal Area" means the area included within the boundaries of the Springfield Downtown Urban Renewal Plan.

"Report" means the report accompanying the Plan, as provided in ORS 457.085 (3).

"Developer" means any individual or group acquiring property from the Urban Renewal Agency or receiving financial assistance for the physical improvement of privately or publicly held structures and land.

"SEDA" means the Springfield Economic Development Agency.

"Text" means the Urban Renewal Plan for the Springfield Downtown Urban Renewal Area, Part One - Text.

"Urban Renewal Area", "Springfield Downtown Urban Renewal Area", "Urban Renewal Area", or "Renewal Area" means the geographic area for which this Urban Renewal Plan has been approved. The boundary of the Urban Renewal Area is described in Exhibits made a part of this plan.

Attachments to the Springfield Downtown Urban Renewal Plan:

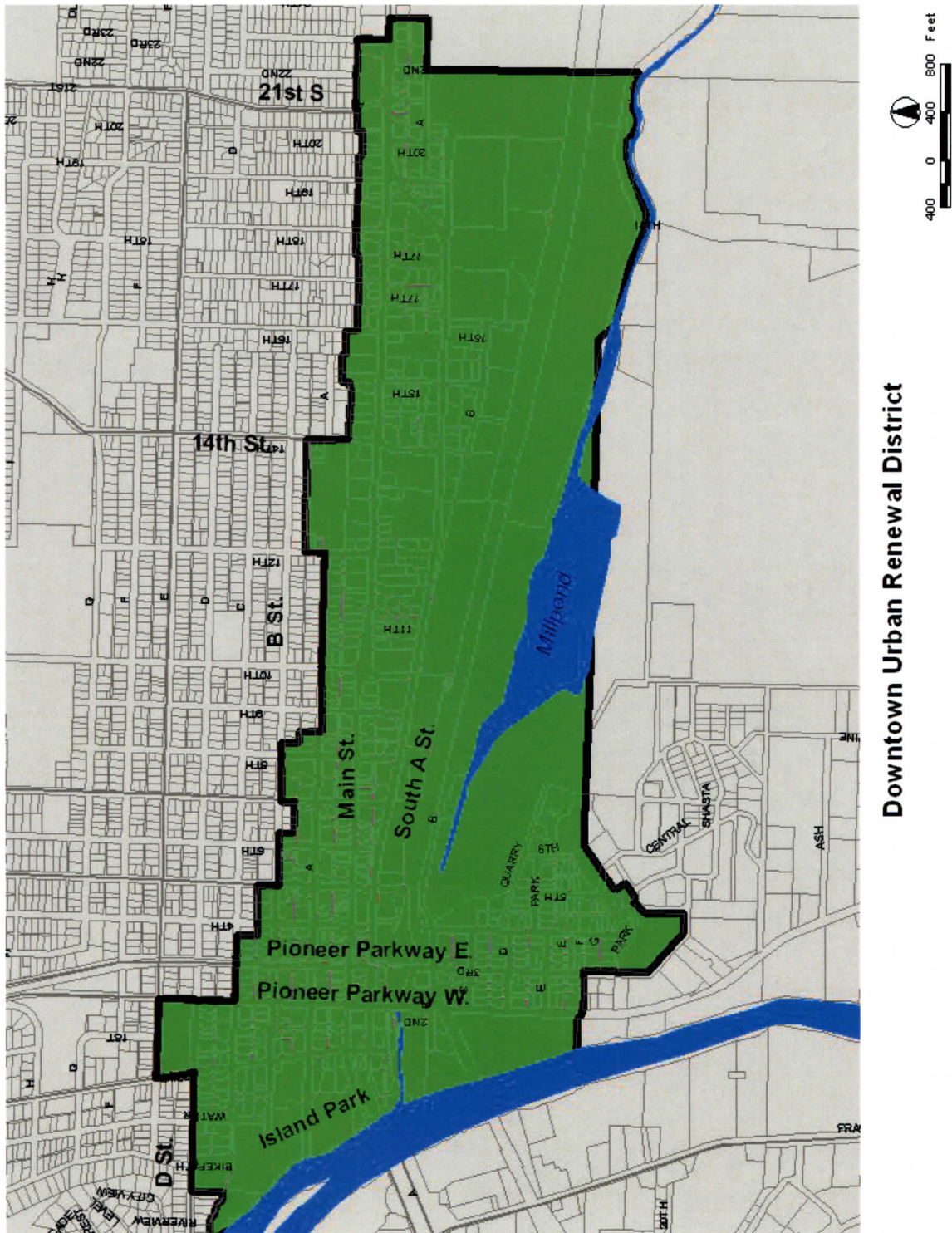
Exhibit 1 -Boundary Map and Legal Description

Exhibit 2 -Zoning Map and Plan Diagram

Appendix 1– Detailed Goal Description

Appendix 2– Detailed Outline of Consistency with Local and Regional Planning Objectives

EXHIBIT 1



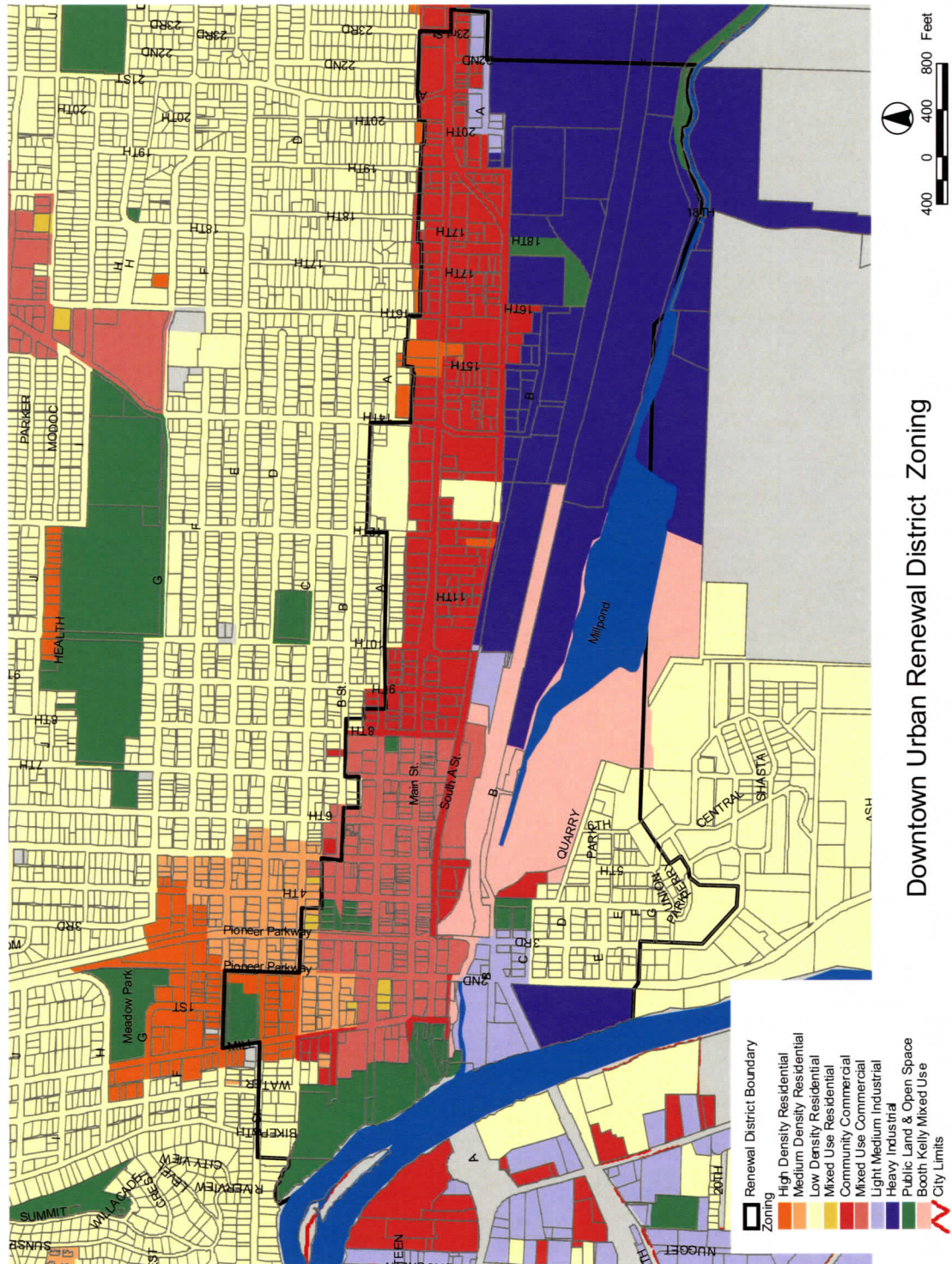
Downtown Urban Renewal District

EXHIBIT 1
(continued)

LEGAL DESCRIPTION

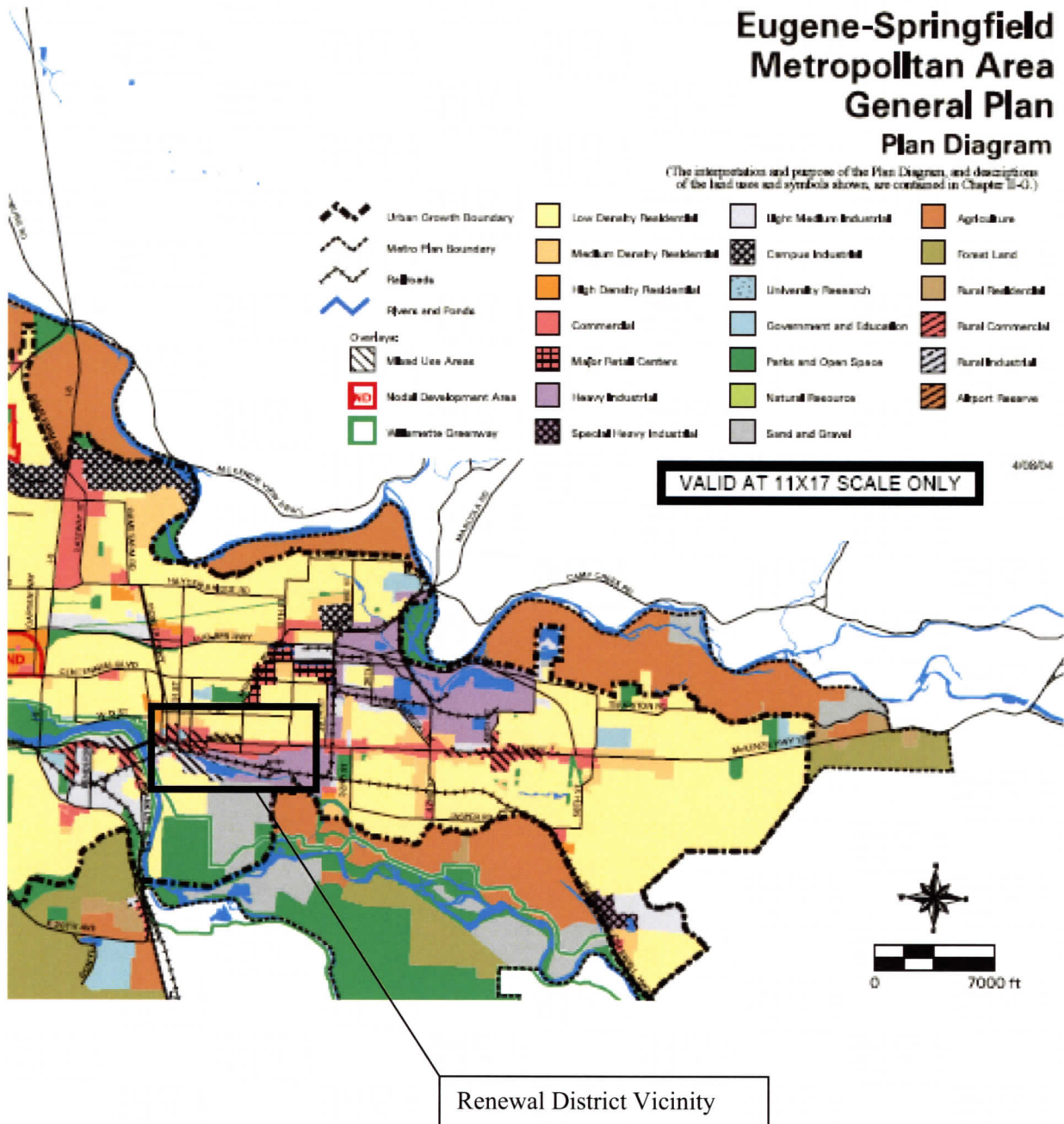
EXHIBIT 2

ZONING MAP AND PLAN DIAGRAM



**EXHIBIT 2
(continued)**

METRO PLAN DIAGRAM (EXCERPT OF RENEWAL DISTRICT)



DETAILED GOAL DESCRIPTION

A. Promote Public and Private Development

Goal: To promote public and private development, redevelopment, and rehabilitation within the urban renewal area to help create jobs, tax revenues, and self sustaining, vital and vibrant commercial and industrial areas.

Objectives:

1. Enhance the environment for development and investment through improvements to streets, streetscapes, parks, and public buildings and spaces.
2. Assist property owners in rehabilitating buildings so they can accommodate more intensive commercial, mixed-use, and industrial activity;
3. Help create economic vitality by creating activities and encouraging uses that bring a significant number of jobs, employees, potential shoppers and investors throughout the renewal area.

B. Rehabilitate Building Stock

Goal: To upgrade the stock of existing structures in the renewal area which contribute to its unique character, but which are run down or do not meet current State Building and Specialty Codes' requirements.

Objectives:

1. Improve the appearance of existing buildings in order to enhance the overall aesthetics of the renewal area.
2. Help in improving the safety of older buildings in regard to seismic stability, fire safety, building code compliance and accessibility to persons with disabilities.
3. Redevelop buildings and areas that are currently inconsistent with the goals and objectives of this plan so that the improvements benefit the entire economic development effort for the community and property owners.

C. Improve Streets, Streetscapes, Parks and Open Spaces

Goal: To improve existing streets and both on-street and off-street parking; to improve and enhance parks and open spaces, like multi-use paths, as an integral part of the area, and to enhance livability.

Objectives:

1. Enhance streetscapes by installing street lighting, street furniture, banners, awnings, planters and other amenities.
2. Fund sidewalk and alleyway connections and improvements.
3. Reconstruct and improve existing roadways where needed and in a manner meeting the objectives of this Plan.
4. Address and improve pedestrian safety along heavily traveled streets through the urban renewal area.
5. Create additional open space areas and pedestrian spaces that are attractive areas for residents and employees and that stimulate economic activity and enhance livability.

D. Improve Utilities

Goal: Improve and update utilities to allow more efficient, intensive, and productive development of the areas.

Objectives:

1. Construct new, upgrade, underground, or reconstruct existing utilities (including water, electrical, sanitary and storm sewers, and telecommunications) as necessary to encourage and permit development of private properties, and supportive public amenities.

E. Parking

Goal: Develop convenient attractive parking facilities close to shopping, entertainment, and business destinations.

Objectives:

1. Construct public parking to support businesses and activities in the Downtown Urban Renewal Area that is visible, safe and conveniently located.
2. Install signage that clearly directs citizens to available public parking.

F. Public Facilities

Goal: Maintain, acquire and develop public parks and open spaces, and public safety, health, and other facilities, to maintain and enhance public use, safety, and enjoyment of the renewal area.

Objectives:

1. Ensure that public safety facilities within the renewal area are adequate to support and protect existing and proposed development in the renewal area.
2. Evaluate the adequacy of other public facilities serving the renewal district area and ensure their compatibility with the surrounding development and proposed redevelopment in the area.
3. Ensure that public parks and open spaces are adequate to serve existing and proposed development.

G. Housing

Goal: Provide for new and rehabilitated housing opportunities that collectively reflect a diversity of housing types, occupancy (rental and owner-occupied), and income levels in the City. Support housing development that is geared to support the area's goals for generating new employment.

Objectives:

1. Provide a wide range of housing opportunities to accommodate households at all income levels, including low-, moderate-, and upper-income rental and owner-occupied housing, which support prospective residential markets in, adjacent to, and near the renewal area.
2. Provide assistance to help maintain and assist in the rehabilitation of the stock of existing housing in the renewal area.
3. Assist in the development of quality housing for a range of household incomes and characteristics that are unique to the desired urban, Downtown atmosphere.

H. Improve Public Entrance and Signage

Goal: Assist in funding for a program of entrance beautification and signage indicating cultural, historical, natural, and tourism landmarks within the renewal area.

Objectives:

1. Provide urban renewal funds for signage and entrance improvements in spaces within the urban renewal area reflecting the community's history, culture, natural areas, tourism opportunities, and welcoming attitude.
2. Provide assistance in implementing year round "color and movement" such as banners, hanging flower baskets and holiday decorations.

3. Increase public signage, both directional and informational, especially for functions related to tourism, special community events, and seasonal occurrences.

CONSISTENCY WITH LOCAL AND REGIONAL PLANNING OBJECTIVES

The following is a list of the supporting policies for each of the projects and indicate the conformance of the Plan to local land use plans and policies. (Projects are referenced by letter according to the project list spreadsheet in the Report accompanying this Plan.)

A. STREET CONSTRUCTION AND CIRCULATION IMPROVEMENTS

Metro Plan Policies:

System Wide Policy F.10: Protect and manage existing and future transportation infrastructure.

System Wide Policy F.11: Develop or promote intermodal linkages for connectivity and ease of transfer among all transportation nodes.

System Wide Policy F.13: Support transportation strategies that enhance neighborhood livability.

Transportation System Improvements: Roadways Policy F.14: Address the mobility and safety needs of motorists, transit users, bicyclists, pedestrians, and the needs of emergency vehicles when planning and constructing roadway system improvements.

Downtown Refinement Plan Policies

Access, Circulation, and Parking Element Policies 1-8:

1. The City shall pursue funding of identified bicycle and pedestrian improvement projects within the Downtown area to place these projects in the "Programmed" category in TransPlan.
2. The City and Willamalane shall work cooperatively to obtain easements or other instruments to enable construction of park-to-park multi-use paths, including Island Park to Dorris Ranch; Dorris Ranch to Clearwater Park and the Mill Race from the Middle Fork of the Willamette to the confluence at the Springfield Bridges.
3. The City shall evaluate the distribution of public off-street parking in the Downtown and prepare a strategy to address the equitable balance of these resources.
4. The City shall consider formation of a Downtown Association to partner with the City on parking solutions and enhancing the pedestrian experience.

5. The City shall work with LTD to facilitate the success of the BRT system [EmX Line], encourage local businesses to participate in LDT ridership programs, and co-sponsor Transportation Demand Management techniques.
6. The City shall work with ODOT to take full advantage of the opportunities presented by the designation of Main Street as Special Transportation Areas and will pursue a similar designation for South A Street.
7. The grid street system within the Downtown Refinement Plan area, including streets and alleys, shall be maintained to the greatest extent practicable, except where issues of public safety and security may become a concern for public buildings.
8. The City shall study, and where appropriate, implement a plan to improve auto, pedestrian, and bicycle access to the Booth-Kelly site and the Mill Race.

Oregon Transportation Plan:

Development of an Integrated Multimodal System: Policy 1.1: Plan and develop a balanced, integrated transportation system with modal choices for the movement of people and goods.

Downtowns and Economic Development: Policy 3.3: Provide transportation improvements to support downtowns and to coordinate transportation and economic development strategies.

B. Infrastructure and Utilities Improvements

Metro Plan Policies:

Public Facilities and Services Element: Stormwater Policy G.14: Implement changes to stormwater facilities and management practices to reduce the presence of pollutants regulated under the Clean Water Act and to address the requirements of the ESA.

Public Facilities and Services Element: Stormwater Policy G.16: Manage or enhance waterways and open stormwater systems to reduce water quality impacts from runoff and to improve stormwater conveyance.

Downtown Refinement Plan Policies:

Design Element Policy 3: Alternative methods of lessening the negative aesthetic character of overhead electric lines in the Downtown area shall be examined and pursued by SUB. This may include: 1) undergrounding new service connections and “clean-up”

of overhead express feeders in the near future, and 2) possible undergrounding of all lines in the future.

C. PUBLIC FACILITIES

Metro Plan Policies:

Public Facilities and Services Element: Schools Policy G.21: The cities shall initiate a process with school districts within the UGB for coordinating land use and school planning activities. The cities and school districts shall examine the following in their coordination efforts:

- a. The need for new public school facilities and sufficient land to site them

D. PARKS, RECREATION, PEDESTRIAN AND BIKE CORRIDORS AND OTHER AMENITIES

E. (COMBINED WITH PROJECT CATEGORY H)

F. WILLAMALANE PARKS IMPROVEMENTS

Metro Plan Policies:

Transportation System Improvements: Bicycle Policy F.22: Construct and improve the region's bikeway system and provide bicycle system support facilities for both new development and redevelopment/expansion.

Transportation System Improvements: Bicycle Policy F.24: Require bikeways to connect new development with nearby neighborhood activity centers and major destinations.

Transportation System Improvements: Pedestrian Policy F.26: Provide for a pedestrian environment that is well integrated with adjacent land uses and is designed to enhance the safety, comfort, and convenience of walking.

Transportation System Improvements: Pedestrian Policy F.27: Provide for a continuous pedestrian network with reasonably direct travel routes between destination points.

Parks and Recreation Facilities Element Policy H.1: Develop a system of regional-metropolitan recreational activity areas based on a facilities plan for the metropolitan area that includes acquisition, development, and management programs. The *Metro Plan* and system should include reservoir and hill parks, the Willamette River Greenway, and other river corridors.

Parks and Recreation Facilities Element Policy H.4: Encourage the development of private recreational facilities.

Parks and Recreation Facilities Element Policy H.5: Develop mechanisms and processes by which residents of an area to be served by a neighborhood park, neighborhood center, or play lot can participate in the design, development, and maintenance of the facility.

Downtown Refinement Plan Policies:

Economic Element Policy 5: The City shall support Willamalane's efforts to develop parks and open spaces in the Refinement Plan area consistent with the Willamalane Park and Recreation Comprehensive Plan.

Design Element Policy 2: The City and Willamalane shall continue to develop and integrate the elements of the river, bridge, White Horse, Millrace and Island Park to enhance historic, recreational, and aesthetic values and promote tourism.

Public Spaces Element Policies 1-4:

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

Willamalane Plan Strategies:

Parks and Open Space Strategy: Provide parks, open spaces, river access, and pathways, while respecting private property rights.

Community Recreation and Support Facilities: Provide community recreation and support facilities that facilitate a wide variety of activities, create community gathering places, and enhance community pride.

G. REDEVELOPMENT THROUGH NEW CONSTRUCTION

Metro Plan Policies:

Economic Element Policy B.13: Continue to encourage the development of convention and tourist-related facilities.

Economic Element Policy B.14: Continue efforts to keep the Eugene and Springfield central business districts as vital centers of the metropolitan area.

Downtown Refinement Plan Policies:

Economic Element Policy 3: The City shall maintain a variety of strategies and funding sources as incentives to development and redevelopment of the Downtown. This should include, but not be limited to: State Revolving Loan Funds; Industrial Development Revenue Bonds; Oregon Business Development Fund; state lottery funds; CDBG grants and loan programs; tax increment financing; local improvement districts; economic improvement districts; and, special assessment districts.

Economic Element Policy 4: As the design and construction of the Justice Center evolves, the City shall work with nearby businesses and property owners to take advantage of opportunities to develop sites or structures to accommodate the various support uses that are likely to seek this proximity.

Economic Element Policy 7: The City shall support efforts to attract shoppers to the Downtown, including but not limited to specialty events such as festivals and parades, and recurring activities such as a "Farmer's Market."

Economic Element Policy 8: The City shall support the retention of local businesses and the relocation of new business to Downtown.

Oregon Transportation Plan:

Creating Communities: Policy 4.3: Increase access to goods and services and promote health by encouraging development of compact communities and neighborhoods that integrate residential, commercial and employment land uses to help make shorter trips, transit, walking and bicycling feasible. Integrate features that support the use of transportation choices.

H. PRESERVATION, REHABILITATION, AND CONSERVATION

E. UPGRADES TO FIRE PROTECTION AND EMERGENCY RESPONSE SYSTEMS

Metro Plan Policies:

Historic Preservation Element Policy I.1: Adopt and implement historic preservation policies, regulations, and incentive programs that encourage the inventory, preservation, and restoration of structures; landmarks; sites; and areas of cultural, historic, or archaeological significance, consistent with overall policies.

Historic Preservation Element Policy I.2: Institute and support projects and programs that increase citizen and visitor awareness of the area's history and encourage citizen participation in and support of programs designed to recognize and memorialize the area's history.

Downtown Refinement Plan Policies:

Design Element Policy 8: The City shall support efforts by Downtown businesses to make building façade improvements.

Willamalane Plan Strategies:

Rehabilitation Strategy: Upgrade and revitalize existing parks and recreation facilities to provide recreation opportunities, protect recreation resources, improve the environment, enhance user safety, and improve accessibility for people with disabilities.

I. Property Acquisition and Disposition

Metro Plan Policies:

Economic Element Policy 16: Utilize processes and local controls which encourage retention of large parcels or consolidation of small parcels of industrially or commercially zoned land to facilitate their use or reuse in a comprehensive manner rather than piecemeal fashion.

J. TECHNICAL, FINANCIAL AND DESIGN PLAN DRAFTS AND UPDATES

Metro Plan Policies:

Downtown Refinement Plan Policies:

Access, Circulation, and Parking Element Policy 3: The City shall evaluate the distribution of public off-street parking in the Downtown and prepare a strategy to address the equitable balance of these resources

Access, Circulation, and Parking Element Policy 8: The City shall study, and where appropriate, implement a plan to improve auto, pedestrian, and bicycle access to the Booth-Kelly site and the Mill Race.

Downtown Urban Renewal Plan

Part Two: REPORT

September 15, 2007
DRAFT

**Springfield Economic Development Agency
September 2007**

DOWNTOWN URBAN RENEWAL PLAN REPORT

ACKNOWLEDGEMENTS

This urban renewal plan was prepared with funding assistance from the City of Springfield. Springfield citizens participated in 2 townhalls leading to the preparation of the Downtown Urban Renewal Plan and Report.

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REPORT ON THE DOWNTOWN URBAN RENEWAL PLAN

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REPORT ON THE DOWNTOWN URBAN RENEWAL PLAN

PROJECT BACKGROUND

The primary purpose of the Downtown Urban Renewal Plan is to revitalize the core historic downtown commercial and industrial areas of Springfield. The intent is to increase commercial activity, improve existing building facades, and promote pedestrian amenities and community activities.

The renewal plan builds upon other work and study efforts focused on downtown. They include the Downtown Refinement Plan (Adopted 1986, Updated 2005), the Booth-Kelly Mixed-Use District (1986), the TransPlan (2001), and the Willamalane Parks and Recreation Comprehensive Plan (2004).

The Land Use Element (p. 13) in the Downtown Refinement Plan forms a good general summary of the current state of conditions within the Downtown Urban Renewal area. It states:

“The Downtown area is where the original field with a spring in it was located (now an apartment complex) after which Springfield was named. It also contains the area that was in the original town plat of Springfield filed by Elias Briggs.

Since that time, the Downtown area has functioned as the City’s heart, and continues to do so even though the City has spread out, and other important nodes have developed on east Main Street, and in the Mohawk and Gateway areas. A significant retail base remains in the Downtown, and professional offices and services are increasing. The southeast portion of the Downtown is the location of several mill sites, which provide employment and a customer pool which Downtown businesses benefit from.

Beginning in the 1970’s, and worsening in the recession/depression of the early 1980’s, the Downtown community has been wrestling with an increasing vacancy rate. The situation seems to be improving somewhat as evidenced in recent reports of the Springfield Downtown Association. Although businesses are still leaving the area, new businesses and expansions of existing businesses are approximately matching the rate of exodus. Trends are not clearly identifiable in recent land use changes: a variety of types of uses have left, and a variety have located in Downtown.

The Booth-Kelly site has long fascinated visionaries in the Downtown community. The proximity of the site to Downtown, and the potential redevelopment of the site utilizing its amenities (millrace and pond, forested slopes, rail access, etc.) could prove to be very beneficial to the Downtown. Much of the site is currently vacant and inaccessible, and the existing development does not take advantage of the site amenities. Redevelopment of the site would be very expensive, but could be accomplished in a cohesive fashion over a long period with the development plan concept presented in the Booth-Kelly Development Area policies herein.

It is desired and anticipated that the eventual redevelopment of the Downtown area will feed upon itself: that is, new and expanded development will attract more news development. This will eventually make use and delivery of public services more cost-effective and increase demand for Downtown land and buildings resulting in a rise in property values to a point that development will be more economical than retaining a property's vacant status.

However, most of the problems are physical and need funds to be built or that vision will not be realized. The Downtown Urban Renewal Plan is intended to be the combination of projects and funding to overcome the problems and achieve the goals in the Downtown Refinement Plan (pp. 14-15):

“The following goals embody the spirit, optimism and commitment Downtown property owners, businesses and community organizations have ascribed to their vision of Downtown Springfield. These goals are deliberately achievable and intended to recognize the value of enduring public-private partnerships.

Create a Pedestrian and Transit Friendly Downtown. Develop a setting that is conducive to walking, bicycling and transit while providing accessibility to regional automobile and freight networks. Provide safe and walkable streets.

Preserve the Past. Enhance the downtown's future character by preserving the best of its past. Promote appropriate in-fill construction and historic preservation of the existing buildings.

Reconnect to Key Natural Resource Features. Connect the downtown with the Millrace and Island Park, and provide opportunities for appropriate downtown uses adjacent to these areas.

Alive After Five. Encourage evening activity in the downtown with dining, cultural and entertainment opportunities for all ages. Increase housing development in the downtown to generate the 18 to 24-hour city.

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

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

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

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

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

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

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

DEFINITION OF BLIGHTING CONDITIONS

The Oregon Legislature has established a system to finance urban renewal. Oregon Revised Statute Chapter 457 describes how the system works. This law gives cities and counties urban renewal powers. These powers provide a way to finance projects to remove "blight." Addressing blight is central to the purpose of urban renewal districts. The Oregon Revised Statutes (ORS 457.010) defines "blight" as follows (underlining is added for emphasis, and numeration is added for clarity):

"Blighted areas mean areas which, by reason of deterioration, faulty planning, inadequate or improper facilities, deleterious land use or the existence of unsafe structures, or any combination of these factors, are detrimental to the safety, health or welfare of the community. A blighted area is characterized by the existence of one or more of the following conditions:

1. The existence of buildings and structures, used or intended to be used for living, commercial, industrial or other purposes, or any combination of those uses, which are unfit or unsafe to occupy for those purposes because of any one or a combination of the following conditions:
 - a) Defective design and quality of physical construction;
 - b) Faulty interior arrangement and exterior spacing;
 - c) Overcrowding and a high density of population;
 - d) Inadequate provision for ventilation, light, sanitation, open spaces and recreation facilities;
 - e) Obsolescence, deterioration, dilapidation, mixed character or shifting of uses;
 - f) An economic dislocation, deterioration or disuse of property resulting from faulty planning;
 - g) The division or subdivision and sale of property or lots of irregular form and shape and inadequate size or dimensions for property usefulness and development; and
 - h) The laying out of property or lots in disregard of contours, drainage and other physical characteristics of the terrain and surrounding conditions;
2. The existence of inadequate streets and other rights-of-way, open spaces and utilities;
3. The existence of property or lots or other areas which are subject to inundation by water;
4. A prevalence of depreciated values, impaired investments and social and economic maladjustments to such an extent that the capacity to pay taxes is reduced and tax receipts are inadequate for the cost of public services rendered;

5. A growing or total lack of proper utilization of areas, resulting in a stagnant and unproductive condition of land potentially useful and valuable for contributing to the public health, safety, and welfare; or

6. A loss of population and reduction of proper utilization of the area, resulting in its further deterioration and added costs to the taxpayer for the creation of new public facilities and services elsewhere."

Note that it is not necessary for each of the cited conditions to be present in the renewal area, or that these conditions are prevalent in each and every sector of the urban renewal area.

100. DESCRIPTION OF EXISTING CONDITIONS IN THE DOWNTOWN URBAN RENEWAL AREA

100A. PHYSICAL CONDITIONS

1. Land Area

The Downtown Renewal Area contains approximately 417 acres of land area. ORS 457.420 provides that the total land area of a proposed urban renewal district, when added to the land area of existing renewal areas may not exceed 15% of the City's land area. The City's current land area is approximately 9791 acres. The total of all acreage in renewal areas, including the Glenwood Urban Renewal District (618 acres), is 1035 acres. This represents 10.4% of the City's land area. Total renewal area acreage is within the 15% limitation prescribed by ORS 457.420.

2. Existing Land Use and Development

The Downtown Urban Renewal Area consists primarily of Heavy Industrial and Community and Mixed-Use Commercial. Included in this type of commercial is the Booth-Kelly District which provides for a mixed use employment center that complements Downtown Springfield. The next largest land use is for Low Density residential purposes. There are a very limited number of residential uses scattered throughout the project area. The majority of this residential is found in the Willamette Heights Neighborhood located in the South West corner of the Urban Renewal Area. Commercial development is concentrated along Main Street, running through the project area. This development is mostly strip commercial and serves the Downtown and surrounding communities with a range of services, convenience, and some comparison shopping opportunities. The Downtown Urban Renewal Area contains about 680 tax lots. Of these, 127 are tax exempt. The zoning of all tax lots are shown by acres in Table 1, below.

Table 1. Zoning Within the Downtown Urban Renewal District

Zone Designation	Approximate Acres	% of Total
Low Density Residential	48.96	12.2%
Medium Density Residential	4.71	1.1%
High Density Residential	6.59	1.6%
Mixed-Use Residential	1.27	.3%
Residential Total	61.53	15.3%
Community Commercial	74.51	18.5%
Mixed-Use Commercial	41.8	10.4%
Commercial Total	116.31	28.9%
Heavy Industrial	109.25	23.3%
Light-Medium Industrial	28.32	7.04%
Booth Kelly Mixed-Use	76.16	18.9%
Industrial Total	213.83	48.3%
Public Land and Open Space	25.53	6.5%
Total Acres	417.20	100.0%

Table 1 depicts the current zoning districts in the Downtown urban renewal area. Public land and open space encompass 6.5%; mixed-use and community commercial make up 28.9% of the uses planned for the Downtown area; while total residential uses are zoned for about 15.3% and total industrial are zoned for 48.3%. Currently, within the Urban Renewal Area almost 102 acres, or roughly 25%, stand vacant. The majority of this vacant land is in Commercial (12.7%), Residential (7.5%), and Industrial (4.2%) zones.

The renewal area boundary was drawn to create a project area that encompasses the core of Downtown commercial and mixed-use, while providing for public open space improvements along the Willamette River, Mill Pond and Mill Race, and within the Downtown urban core. Actions undertaken in the Downtown Urban Renewal Area will help make more productive use of land in Downtown.

3. Conditions—Buildings and Structures

Recognition of blighted conditions within the urban renewal area go back to the early 1980's. The 1984 "Downtown Tomorrow" report of the Springfield Downtown Commission, opens with this observation of conditions in the Downtown: *"Downtown Springfield has needed revitalization for a long time. The jumbled mix of signs, vacant buildings, ragged patches of landscaping, crumbling sidewalks, and heavy vehicle through-traffic vividly portray a lack of care and a message of neglect."* The report continues on to list goals and projects for the downtown, some of which are still recommended as part of this plan.

Based on the property class codes assigned to properties by the Lane County Department of Assessment and Taxation, there are just over 100 acres of vacant property within the Downtown Urban Renewal Area. About 72 vacant acres are taxable and would

contribute tax increment revenues to the urban renewal district if developed during the life of the urban renewal district. Table 2 summarizes the taxable vacant acreage within the urban renewal area by zoning district.

Table 2. Vacant Taxable Property by Zoning District

Zone Designation	Acres
Low Density Residential	19
Medium Density Residential	2
Community Commercial	28
Mixed-Use Commercial	8
Heavy Industrial	6
Light-Medium Industrial	8
Booth Kelly Mixed-Use	1
Total	72

There are nearly 550 buildings in the Downtown Urban Renewal area. A survey of downtown buildings in 2004 revealed that 59% of downtown structures fit the Department of Housing and Urban Development's (HUD) criteria for blight. This is significantly higher than the threshold required to qualify for HUD's Community Development Block Grant program designation as a blighted area. The condition of some of these properties may make it economically infeasible to rehabilitate or repair them.

A windshield survey of the urban renewal area in 2007 shows the urban renewal area contains buildings in various states of disrepair including residential properties (along South Mill and South 18th); commercial properties (along Main Street and South A); and industrial properties (along South Mill). These buildings show evidence of extensive deterioration of roofing, siding, foundations, steps, and exterior trim. Repairing and maintaining downtown buildings is essential for the recovery of any historic district.

High vacancy rates and tenant turn-over have characterized the urban renewal area. Commercial lease rates today remain low compared to the remainder of the Eugene-Springfield market. This has made it difficult for property owners to maintain existing buildings and has worked against privately financed rehabilitation and redevelopment. This has contributed to the continuing deterioration and blight conditions in the downtown area.

Lane Transit's Springfield Station, completed in 2005, was the first new construction in downtown Springfield since 1987. New construction and restoration activities have followed. St. Vincent de Paul's Royal Building, a new 5-story mixed-use development, is nearing completion. Additional projects include the restoration of the historic Gerlach building by the Emerald Arts Center and development of the Richard Wildish Community Theatre by the Springfield Renaissance Development Corporation. Each of these projects received significant subsidies in the form of public investment and private donations to cure blighted conditions in the structures. These projects would not have

been possible without public investment. These situations reinforce the need for the establishment of an urban renewal district to support redevelopment and revitalization downtown.

4. Conditions – Streets, Intersections, Sidewalk, and Storm Drainage

The general condition of the basic street and storm drainage infrastructure in the project area is typical with that of an older town. The following is a brief description of the construction type and current conditions assessment:

Most of the Downtown Urban Renewal Area was developed through donation land claims in the 1850's and constructed in the traditional block segment footprint over several decades. The streets are well-defined by curbs and gutters. Most of these streets are improved to city standards, with the exception of the Willamette Heights area where some unimproved streets still remain. Although many of the street components are older, the Maintenance Division continues to perform maintenance and repair activities to extend the useful life of the asset. Some of these preventive activities include crack and slurry sealing of streets, asphalt overlay and repair, curb, gutter and sidewalk repair, street sign and signal maintenance, etc.

In the urban renewal area, the majority of the streets are improved - curb and gutter with an asphalt surface. Most of these streets were constructed decades ago. Timely preventative maintenance and structural enhancements have maintained the integrity of these assets. Unimproved and substandard streets are found in the areas south of the Main and South A Streets corridor. Main and South A Streets (ODOT right of way) from the Willamette River bridges, east to 19th Street, are deteriorating fairly rapidly. Eventual reconstruction will be necessary for few other collector segments in the Boundary area due to age.

Typical improved street intersections consist of standard sidewalks with access ramps, curbs, gutters, signage, and traffic/pedestrian control in place. Continuous sidewalks populate most of the area, however many are old and deteriorating to the point of needing replacement. Varying types of access ramps provide a continuous corridor throughout most of the area. There are 12 intersection traffic signals within the urban renewal area. All of these control signals are owned by the State but maintained by the City. Signage at intersections and along street segments is uniform and consistent.

The urban renewal area has a total of 287 street lights. Street lights along Main and S. A Streets are being modernized with high voltage type lighting with some older low voltage yellow type lighting that will require updating.

A functioning storm water drainage system exists for most of the Boundary 3 area, with some roadside ditches residing south of Main Street. The age of the storm pipe system ranges from 1950s to 1990s and is comprised of mostly concrete pipe. Capacity of storm pipe ranges from 4 to 65 inches. There is a need to replace aging and undersized lines through rehabilitation projects. The sanitary system is predominately concrete pipe,

changing to PVC pipe whenever lines are rehabilitated. The older lines in this area date back to 1948. Pipeline sizes on sewer main lines run 8 to 24 inches with trunk lines up to 60 inches.

Bicycle opportunities are less than desirable as the Downtown currently has no designated, striped east-west routes. There is only one bike path along Pioneer Parkway within the urban renewal area. Shared sidewalks with pedestrians or streets with cars, does not engender this efficient travel alternative.

5. Conditions - Public Parking

Off-street parking remains a real and perceived issue for downtown merchants. Although there almost a thousand spaces (both on and off-street) in the Downtown Mixed-Use area, many are occupied by employees, many are restricted by permit only, and the larger lots are not close to the businesses most in need. The lack of parking has had a negative affect on the level of economic investment in the area. The City enforces all on-street spaced or publicly owned spaces in this area, but the two hour time limit is not proving to be an effective deterrent to prolonged and non-business use. Notwithstanding all of the benefits that will accrue from an improved pedestrian environment, few downtown businesses can survive on a customer-based derived solely from foot-traffic.

6. Conditions - Visual Appearance

The commercial core of the Downtown area is aligned along Main Street (ODOT Highway 126) and South A Street east of the Springfield bridges. Both are part of the State Highway system under the jurisdiction of the Oregon Department of Transportation (ODOT). Main Street and South A are characterized by a mix of older, “main street” style commercial properties with mostly on-street parking and strip commercial and industrial development of varying styles and quality, most fronted by parking lots. The “main street” area has several vacant storefronts and generally shows need of façade updating and repair. There are overhead power lines throughout the area, adding to the visual clutter. Attractive street furniture, signs, awnings, banners, trees, landscaping, and other visual amenities are inconsistent and scattered.

The Mill Race and Pond, located along South A, has been in a state of disrepair since its donation to the City in the mid-1980's. Since that time, the City has refurbished portions of the water amenity and adjoining Booth-Kelly complex, but major repairs and improvement projects still remain to be completed. The current physical appearance and access restrictions to the site hinder future development. While physical appearance is not specifically listed as a condition of blight in ORS 457, the appearance of modern industrial sites including green space, plantings, improved business frontage and parking areas, low external impacts, etc. are important to economically productive industrial and commercial sites as well as the nearby properties. Economically underproductive sites are considered blighted. As development and redevelopment occurs in surrounding areas the Mill Race and Mill Pond should be evaluated to see if the facility may be redeveloped

and improved so that it may be more productive economically while enhancing the area's overall redevelopment.

7. Conditions – Land and Building Values

It is anticipated that the 2007-08 tax roll will establish the initial base of assessed values for the Renewal Area. The figures are not yet available for the total assessed valuation for the Downtown Urban Renewal District for that year. The total assessed value of property within the urban renewal area for the 2006-07 tax year, subtracting non-taxable properties (\$54,567,634) is calculated at approximately \$122,500,000 in land and building values. The total assessed value of the Downtown Urban Renewal Area, excluding non-taxable properties, represents about 3.8% of the total property valuation within the City of Springfield. When added to the total frozen base value within the Glenwood Urban Renewal Area (\$106,986,910) the total assessed value for all Urban Renewal Areas in the City of Springfield equals about 7.3%. Total certified values within all renewal areas therefore are expected to be well within the maximum 15% of total valuation allowed by urban renewal law.

8. Conditions – Investment and Utilization of Land

Real property values within the Downtown Urban Renewal Area are largely concentrated in commercial and industrial property classifications. The overall value of land compared to the value of improvements on that land is extraordinarily low for an urban area, especially an area that represents a major concentration of industrial uses and is developed to nearly urban densities. The real market value of land in the urban renewal area is \$64.05 million and the real market value of improvements is \$163.2 million. The ratio of building value to land value is just over 2.5:1. Mature urban areas, especially those that include so much commercial, public, and industrial building, are expected to exhibit improvement to value ratios in the 4:1 or 5:1 range. The Downtown Renewal area falls just below this range which points to a lack of investment in the Downtown, under-utilization of land, depreciated values, and a loss of tax generating revenue for the project area.

100B. SOCIAL CONDITIONS

The 2000 Census is the most recent source for comprehensive demographic data that is specific to the Downtown Urban Renewal Area. The Downtown Urban Renewal District boundaries do not coincide with local census tracts and block groups. However, block groups within Census Tracts 3202, 3300, 3400, and 3500 fall within the portions of the urban renewal area. Table 3 below summarizes the estimated income and housing characteristics of residents within the urban renewal area. Table 4 shows the percentage of owner occupied dwelling units and renter occupied units. Table 5 shows the population within the urban renewal district by race.

It is not possible within the scope of this analysis to accurately estimate the exact number of residents and their demographics for the area within the urban renewal area without

including fragments of the census tracts and block groups that are outside of the urban renewal boundary. The information below is meant to provide only general information on income and housing characteristics of residents within the area.

Table 3. Population and Income by Census Tract within the Urban Renewal District

Census Tract	Total Population	Median Household Income	Percentage of Low-Moderate Income Households
32.02	4,066	34,273	28.7% (BG 1)* 55.0% (BG 2)*
33	6,775	30,163	59.4%
34	4,706	27,679	60.1% (BG 3)* 59.2% (BG 4)*
35	3406	44,053	25.0%

(BG) is a division of a Census tract called a block group.*

The largest percentage of residents within the urban renewal district live in census tracts 33 and 34. Tract 34, Block Group 4 is almost wholly contained within the urban renewal area and the statistics for this subarea are perhaps the most representative of the area as a whole. Tract 35 is largely outside of the urban renewal area and is least representative of the area.

Table 3 shows that the majority of residents in the area have a median household income ranging between \$27,679 (Tract 34) and \$30,163 (Tract 33). Tract 35 has the highest household income at \$44,053. The median household income for Lane County is \$36,942.

The City of Springfield participates in HUD's Community Development Block Grant (CDBG) program which targets funding for low income neighborhoods. Eligibility for CDBG funding requires an assessment of the percentage of households living at or below the federally established "low-moderate income" level. In the Downtown Urban Renewal Area, the majority of households (roughly 55 to 60 percent) fall within the low-moderate income classification.

Table 4. Housing Tenure by Census Tract within the Urban Renewal District.

Census Tract	Percentage of Owner Occupied/ Renter Occupied Dwelling Units
32.02	50.5/ 49.5
33	52.3/ 47.7
34	49.1/ 50.9
35	83.4/ 16.6

Home ownership is sometimes an indicator of income and neighborhood stability. Table 4 shows that between 49 and 51 percent of all dwelling units are renter occupied. In Lane County 37.7 percent of dwelling units are renter occupied.

Table 5. Racial Composition by Census Tract within the Urban Renewal District.

	Lane County	Census Tract 32.02	Census Tract 33	Census Tract 34	Census Tract 35
White	90%	87%	89%	89%	92%
Hispanic	4%	11%	9%	8%	5%
Black	1%	1%	0%	1%	0%
American Indian and Alaska Native	1%	1%	1%	3%	1%
Asian	2%	2%	1%	0%	2%
Native Hawaiian and Other Pacific Islander	0%	0%	0%	0%	0%
Some other race	2%	5%	4%	3%	1%
Two or more races	4%	5%	4%	4%	4%

The racial composition (white to non-white) of the urban renewal area is similar to that of Lane County. The Hispanic population within the area is significantly higher than the county as a whole. Table 5 shows that in census tracts most representative of the urban renewal area Hispanics make up between 8 and 11 percent of the population, compared to just 4% for Lane County. The growing Hispanic presence and influence within the urban renewal area can be seen in the growing number of shops and services catering to Hispanic households that have been established in the area.

200. EXPECTED FISCAL, SERVICE, AND POPULATION IMPACTS OF PLAN

Urban renewal plan activities are aimed at alleviating traffic, parking and pedestrian safety problems, at repairing and redeveloping property within the area, and at upgrading lighting, streets, sidewalks, open space conditions and providing new or upgraded infrastructure in the Renewal Area. The Urban Renewal Plan is expected to facilitate planned, orderly growth as anticipated in the Eugene-Springfield Metro Area General Plan and Downtown Refinement Plan. The Plan is not expected to result in a need for any additional police, fire, or other emergency services beyond those already contemplated by the City and other service providers.

The Renewal Area boundary includes some proposed housing development. Carrying out the Renewal Plan is expected to result in slight population growth in Downtown. But that growth is included in the overall population growth of the City of Springfield over the next 20 years and the fiscal impacts are not significant relative to growth in other parts of the much larger Springfield city limits. And therefore, carrying out the Plan is expected to have no impacts on Springfield School District 19, given the Downtown Urban Renewal area's small size relative to the size of Springfield School District 19. Carrying out the Renewal Plan is not expected to have any additional impact on water and sewer service needs, since the utilities' planning include providing services to these and other utilities in the urban renewal area. Project activities are not expected to require the relocation or removal of any residential or commercial properties by the renewal agency.

Carrying out the renewal plan will require the use of tax increment revenues. The tax impacts of the renewal plan are discussed in detail in Section 500 D of this report.

The Downtown Urban Renewal Plan is expected to produce positive fiscal and service impacts for downtown. Among the public benefits of the renewal plan are:

- Street and circulation improvements will improve public safety and convenience.
- Infrastructure improvements will provide better utility service and decrease public maintenance costs
- New businesses will provide additional shopping convenience and reduce vehicular trips and time.
- New development will enhance the river experience.
- Rehabilitation programs will preserve and renew properties in, and around, downtown commercial areas along Main Street and South A.
- An increase in construction expenditures and purchases in the Urban Renewal area will create secondary jobs.
- The urban renewal plan will help the City of Springfield fund a number of projects listed in the City's Capital Improvements Program in the Downtown Refinement Plan for the urban renewal plan area.
- The urban renewal plan will develop the opportunity areas along the Mill Pond/Race, currently without suitable streets, public access or infrastructure for tourism, mixed commercial-residential, or other major development by providing

urban standard roads, supportive urban services and utilities, area-wide storm drainage systems, and allowing public access and protection of the waterfront areas.

The public and private investments made in the urban renewal area are likely to encourage new investment in adjacent areas. The value thus created can not be quantified, but observation of renewal programs around the state indicates that there are spillover investment effects from a successful renewal program. There are other positive effects of a renewal program that do not lend themselves easily to quantification, for they are quality of life issues. Maintaining Main Street and South A as the primary arteries of the area, improving housing, expanding cultural, and shopping opportunities within the area, and improving the appearance of downtown, all have value to this area's sense of community. In fact, these qualities have been expressed as important community values and directly influenced creation of this renewal plan and its projects.

The expenditure of tax increment funds is expected to produce new property values for the City of Springfield. The renewal project is estimated to be completed by the year 2027. During that period, property values in the renewal area are expected to increase by approximately \$322 million. At current property tax rates, the new property values anticipated in the renewal area will contribute over \$4.3 million in property tax revenues in the first year after the project is ended. Of that revenue, approximately \$1.5 million will return to the City of Springfield. That property tax revenue will continue to grow thereafter as a result of increases in annual assessments.

300. REASONS FOR SELECTING THE URBAN RENEWAL AREA

The Urban Renewal Plan Area was selected based on Downtown Refinement Plan and the Eugene Springfield Metro Area General Plan goals, objectives, and policies and on the existence of blighting conditions within the area. The project area evidences the following characteristics of blight:

- A lack of proper utilization of land planned for tax producing purposes.
- Deficiencies in streets, curb, sidewalk, water and sewer services in the project area.
- Deficiencies in public recreation and open space opportunities.
- Poor visual and aesthetic conditions, contributing to a low level of investment in the project area.
- Poor building conditions in the project area.
- A prevalence of low values and lack of investment in the project area, and reduced tax receipts resulting there from.

Conditions within the Renewal Area exist and satisfy the definitions of blight in ORS 457.010. Treating and curing these conditions are reasons for selecting this renewal area.

400. RELATIONSHIP BETWEEN PROJECT ACTIVITIES AND EXISTING CONDITIONS IN THE DOWNTOWN URBAN RENEWAL AREA

1. Streets will be improved throughout the renewal area.
2. Infrastructure and utilities will be improved in the renewal area.
3. Improvements to parks, public buildings, and open spaces will treat deficiencies in those areas.
4. Parking improvements will make it easier for tourists and visitors to shop, or take advantage of recreational opportunities, thereby encouraging expenditures and new investments in the area.
5. Streetscape activities will improve the visual appearance of the area, and provide a better climate for new investment in the project area.
6. Assistance for rehabilitation and new development will attract new investment to the area, and improve the building conditions and blighted appearance of the area.
7. Administration and planning activities will assure the plan is carried out effectively and in conformance with applicable managerial and fiscal requirements.

500. FINANCIAL ANALYSIS OF PLAN

500A. ESTIMATED PROJECT COST AND REVENUE SOURCES

Table 6 shows the estimated total costs of the Downtown Urban Renewal Project. These costs are the total anticipated costs, allowing for 5% inflation during the life of the project.

The principal method of funding the project share of costs will be through use of tax increment financing as authorized by ORS 457. Revenues are obtained from anticipated urban renewal bond proceeds and the proceeds of short term urban renewal notes.

Table 6 shows that the total costs of project activities to the Urban Renewal Agency are estimated at \$25,020,000 in 2007 dollars. A 5% annual inflation is assumed for the project costs. The Maximum Indebtedness authorized under this plan is \$43,010,000. This amount is the principle of such indebtedness and does not include interest or indebtedness incurred to refund or refinance such indebtedness.

The capacity for urban renewal bonds is based on projections of urban renewal revenues. Anticipated annual revenues are shown in Table 7 of this Report. Table 7 anticipates there will be 6 long-term bond issues during the life of the plan. Bonds will be issued as revenues, project requirements, and overall bond market conditions dictate. In addition, the Renewal Agency will apply for, and make use of funding from other federal, state, local, or private sources as such funds become available.

Table 6. Proposed Downtown Urban Renewal Projects

August 31, 2007: Estimated Costs and Completion Dates

Project	Expected Completion	SEDA Share
<u>A. Street Construction and Circulation Improvements</u>	<u>2021</u>	<u>\$5,000,000</u>
South A & Main Street Couplet Redesign and Construction		\$2,200,000
North A "Civic Street" Curb and Streetscape Improvements		\$1,000,000
Downtown District Pedestrian Level Street Lighting		\$1,300,000
Pedestrian Corridor Improvements		\$500,000
<u>B. Infrastructure and Utilities Improvements</u>	<u>2022</u>	<u>\$1,470,000</u>
Utility Undergrounding and/or Relocation Projects		\$970,000
Stormwater System Improvements		\$500,000
<u>C. Public Facilities</u>	<u>2025</u>	<u>\$6,100,000</u>
Springfield Library Building		\$1,000,000
Downtown Parking Structure		\$3,000,000
Downtown Off-Street Surface Parking Construction and Rehabilitation		\$25,000
Downtown Public Art		\$500,000
Island Park Facilities Upgrades and Expansions (Including Parking)		\$1,000,000
Federally Qualified Health Center		\$150,000
Springfield Museum		\$100,000
Main Street Dual Use Parking/Civic Plaza (Between Museum and Arts Center)		\$75,000
Public Performance Space Improvements		\$250,000
<u>D. Parks, Recreation, Pedestrian and Bike Corridors and Other Amenities</u>	<u>2021</u>	<u>\$2,050,000</u>
Downtown Millrace Access, Restoration, and Improvements		\$800,000
Downtown Parks Development and Improvements		\$600,000
Downtown "Entrance/Gateway" Improvements		\$500,000
Downtown Public/Private Signage Improvements		\$50,000
Street/Open Space Tree Program		\$100,000
<u>E. Upgrades to Fire Protection and Emergency Response System</u>	<u>2025</u>	<u>\$3,500,000</u>
Fire Station Relocation		\$3,500,000
<u>F. Redevelopment of Commercial, Residential, Industrial, etc. Through New Construction</u>		<u>\$1,900,000</u>
Downtown Redevelopment Assistance Program (New Construction)	<u>2022</u>	\$1,900,000
<u>G. Preservation, Rehabilitation, and Conservation</u>	<u>2018</u>	<u>\$2,650,000</u>
Downtown Building Façade Improvement Program		\$250,000
Downtown Restoration and Rehabilitation Fund		\$2,000,000
Historic Preservation		\$400,000
<u>H. Property Acquisition and Disposition</u>	<u>N/A</u>	<u>\$0</u>
<u>I. Technical, Financial and Design Plan(s)</u>	<u>2011</u>	<u>\$600,000</u>
		\$600,000
<u>J. Plan Administration</u>	<u>2028</u>	<u>\$1,700,000</u>
Staffing and Support Services		\$1,700,000
<u>K. Project Ideas Requiring Expansion of Current Boundaries</u>		<u>\$50,000</u>
South Mill Pond/Race Annexations (Improvements may be made without annexation or boundary expansion if outlined in Plan and approved by Lane County)		\$50,000
TOTAL ESTIMATED PROJECT COSTS		<u>\$25,020,000</u>
Note: Cost estimates are in 2007 dollars.		SEDA Share

500B. ANTICIPATED START & FINISH DATES OF PROJECT ACTIVITIES

The project activities shown in Table 6 will begin in 2008. The sequencing and prioritization of individual project activities shown in Table 6 will be done by SEDA and any citizen advisory bodies that SEDA calls upon to assist in this process. The priority of projects and annual funding will be as established in the annual budget process. Completion dates for individual activities may be affected by changes to local economic and market conditions, changes in the availability of tax increment funds, and changes in priorities for carrying out project activities, especially with public partners like Willamalane Parks District, School District 19, Lane County, the Oregon Department of Transportation and others.

It is estimated that all activities proposed in this plan will be completed and project indebtedness paid off by 2027. At that time, the tax increment provisions of this plan can be ended.

500C. ESTIMATED EXPENDITURES AND YEAR OF DEBT RETIREMENT

It is estimated that the Downtown urban renewal district will collect tax increment revenue between the years 2008 and 2027. It is estimated that the district will produce \$46.19 million in tax increment receipts in that period. These funds will be utilized to finance project activities and pay debt service costs, including interest, associated with undertaking these project activities.

It is anticipated that available project revenues and funds accumulated in a special fund for debt redemption will be sufficient to retire outstanding bonded indebtedness in the year 2028 and terminate the tax increment financing provisions of the project. After all project debt is retired and the project closed out, it is estimated that there will be surplus tax increment funds. These funds will be distributed to taxing bodies affected by this plan, as provided in ORS 457.

Table 7 of this Report shows the anticipated tax increment receipts for each year of the project and the use of those receipts. Table 7 follows on the next pages.

Table 7. Cash Flow Table Relating to \$25.02 Million in Project Expenditures – 2008 to 2013

Resources and Requirements					
a. Resources	2008-09	2009-10	2010-11	2011-12	2012-13
Beginning Balance	0	\$2,435	\$29,305	\$56,863	\$186,363
Resources					
A. Tax increment Revenue	37,064	272,008	522,334	573,762	889,086
B. Bond Proceeds					
long term	\$0	\$1,635,784	\$0	\$0	\$3,635,076
C. Interest	\$371	\$19,078	\$5,223	\$5,738	\$45,242
Total Resources	\$37,435	\$1,929,305	\$556,863	\$636,363	\$4,755,766
b. Project Requirements					
To Long term Debt Service	\$0	\$225,000	\$225,000	\$225,000	\$725,000
Projects funded long and short debt	\$35,000	\$1,675,000	\$275,000	\$225,000	\$3,800,000
Total, projects and Debt Service	\$35,000	\$1,900,000	\$500,000	\$450,000	\$4,525,000
Ending Balance	\$2,435	\$29,305	\$56,863	\$186,363	\$230,766

Table 7 Cont. Cash Flow Table Relating to \$25.02 Million in Project Expenditures – 2013 to 2018

Resources and Requirements					
a. Resources	2013-14	2014-15	2015-16	2016-17	2017-18
Beginning Balance	\$230,766	\$272,541	\$289,337	\$322,526	\$356,731
Resources					
A. Tax increment Revenue	1,353,242	1,427,521	2,235,830	2,596,861	2,911,120
B. Bond Proceeds					
long term	\$0	\$0	\$0	\$10,299,381	\$0
C. Interest	\$13,532	\$14,275	\$22,358	\$128,962	\$29,111
Total Resources	\$1,597,541	\$1,714,337	\$2,547,526	\$13,347,731	\$3,296,962
b. Project Requirements					
To Long term Debt Service	\$725,000	\$725,000	\$725,000	\$2,141,000	\$2,141,000
Projects funded long and short debt	\$600,000	\$700,000	\$1,500,000	\$10,850,000	\$750,000
Total, projects and Debt Service	\$1,325,000	\$1,425,000	\$2,225,000	\$12,991,000	\$2,891,000
Ending Balance	\$272,541	\$289,337	\$322,526	\$356,731	\$405,962

Table 7 Cont. Cash Flow Table Relating to \$25.02 Million in Project Expenditures – 2018 to 2023

Resources and Requirements					
a. Resources	2018-19	2019-20	2020-21	2021-22	2022-23
Beginning Balance	\$405,962	\$448,484	\$512,551	\$547,011	\$585,250
Resources					
A. Tax increment Revenue	3,028,240	3,148,581	3,469,092	3,601,556	3,737,663
B. Bond Proceeds					
long term	\$0	\$0	\$3,346,545	\$0	\$0
C. Interest	\$30,282	\$31,486	\$68,156	\$36,016	\$37,377
Total Resources	\$3,464,484	\$3,628,551	\$7,396,344	\$4,184,583	\$4,360,289
b. Project Requirements					
To Long term Debt Service	\$1,916,000	\$1,916,000	\$2,749,333	\$2,249,333	\$2,249,333
Projects funded long and short debt	\$1,100,000	\$1,200,000	\$4,100,000	\$1,350,000	\$1,450,000
Total, projects and Debt Service	\$3,016,000	\$3,116,000	\$6,849,333	\$3,599,333	\$3,699,333
Ending Balance	\$448,484	\$512,551	\$547,011	\$585,250	\$660,956

Table 7 Cont. Cash Flow Table Relating to \$25.02 Million in Project Expenditures – 2023 to 2027

Resources and Requirements				
a. Resources	2023-24	2024-25	2025-26	2026-27
Beginning Balance	\$660,956	\$227,911	\$343,623	\$354,167
Resources				
A. Tax increment Revenue	3,877,513	4,021,209	4,168,856	4,320,564
B. Bond Proceeds				
long term	\$0	\$5,020,090	\$0	\$0
C. Interest	\$38,775	\$90,413	\$41,689	\$43,206
Total Resources	\$4,577,244	\$9,359,623	\$4,554,167	\$4,717,936
b. Project Requirements				
To Long term Debt Service	\$2,249,333	\$3,416,000	\$2,000,000	\$0
Projects funded long and short debt	\$2,100,000	\$5,600,000	\$2,200,000	\$3,500,000
Total, projects and Debt Service	\$4,349,333	\$9,016,000	\$4,200,000	\$3,500,000
Ending Balance	\$227,911	\$343,623	\$354,167	\$1,217,936

500D. IMPACT OF TAX INCREMENT FINANCING

The passage of Ballot Measure 50 (BM50) has changed Oregon's property tax system, and the impacts of urban renewal on taxpayers, and other taxing bodies. Prior to BM50, collection of tax increment revenues for a renewal agency resulted in an increase in the taxpayer's property tax rate. Taxing bodies suffered no revenue losses, unless there was overall compression of property tax revenues.

Revenues Foregone by Affected Taxing Bodies

Table 8 shows the anticipated cumulative incremental values in the Renewal Area over the life of the Plan and the anticipated property tax revenues foregone as a result of taxing bodies not being able to apply their permanent BM50 tax rates to those values.

Present Value of Revenues Foregone

Table 8, the revenues foregone, provides a Present Value calculation of the revenue foregone over a twenty year period. In this calculation, the annual revenues foregone by the taxing bodies are discounted by 3.5%. That produces a lower, realistic picture of the present day revenues that might be foregone by the taxing bodies over the life of the plan.

Two additional notes should be made about revenues foregone by affected taxing bodies. One, Tables 8 and 9 both assume that all the new values in the Downtown Renewal Area would occur, even without the investment of urban renewal funds. It is more realistic to assume that the public expenditures on renewal activities will have some effect on the growth of values within the urban renewal area. If one makes that assumption, some of the values which are used to calculate revenue foregone would not materialize at all. This assumption is not made, here, but if it were used, it would further reduce the revenues foregone by the affected taxing bodies.

Two, some will look at the total revenues foregone, and assume that the total shown is lost immediately. As the revenue foregone tables show, these revenues are foregone annually, over an extended period of time, not all at once. Given the size of the total budgets of the taxing bodies, the annual revenues foregone usually represent only a minor percentage of their total budgets.

Impact on Schools

School and ESD revenue foregone is replaced dollar-for-dollar by State funds, and does not affect per student funding

Financial Impact of Plan after Indebtedness is Repaid.

When all the projects contained in the Urban Renewal Plan are completed, an estimated \$321.7 million in assessed values will be placed back on the tax roll. In the following year, property tax revenues generated by those values are estimated to be approximately \$4.32 million.

The tax impact on each of the overlapping taxing bodies is shown in Tables on the following pages.

Table 8. Taxes Foregone by Affected Taxing Bodies

Draft Plan - \$25.02 Million in 2007 cost

Estimated Revenue foregone 19 Year Period

Year		<u>Lane County</u>	<u>Spfld</u>	<u>Will Park &</u>	<u>SD19</u>	<u>ESD</u>	<u>LCC</u>
		<u>Tax rate</u>	<u>Tax Rate</u>	<u>Rec</u>	<u>Tax Rate</u>	<u>Tax Rate</u>	<u>Tax Rate</u>
		1.2726	4.7203	1.9647	4.6412	0.2233	0.6165
	Cumulative New Incremental Values in area	Foregone On New Values	Foregone On New Values	Foregone On New Values	Foregone On New Values	Foregone On New Values	Foregone On New Values
2008	\$2,759,801	\$3,512	\$13,027	\$5,422	\$12,809	\$616	\$1,701
2009	\$20,253,797	\$25,775	\$95,604	\$39,793	\$94,002	\$4,523	\$12,486
2010	\$38,893,078	\$49,495	\$183,587	\$76,413	\$180,511	\$8,685	\$23,978
2011	\$42,722,439	\$54,369	\$201,663	\$83,937	\$198,283	\$9,540	\$26,338
2012	\$66,201,507	\$84,248	\$312,491	\$130,066	\$307,254	\$14,783	\$40,813
2013	\$100,762,650	\$128,231	\$475,630	\$197,968	\$467,660	\$22,500	\$62,120
2014	\$106,293,424	\$135,269	\$501,737	\$208,835	\$493,329	\$23,735	\$65,530
2015	\$166,480,294	\$211,863	\$785,837	\$327,084	\$772,668	\$37,175	\$102,635
2016	\$193,362,704	\$246,073	\$912,730	\$379,900	\$897,435	\$43,178	\$119,208
2017	\$216,762,479	\$275,852	\$1,023,184	\$425,873	\$1,006,038	\$48,403	\$133,634
2018	\$225,483,249	\$286,950	\$1,064,349	\$443,007	\$1,046,513	\$50,350	\$139,010
2019	\$234,443,839	\$298,353	\$1,106,645	\$460,612	\$1,088,101	\$52,351	\$144,535
2020	\$258,309,146	\$328,724	\$1,219,297	\$507,500	\$1,198,864	\$57,680	\$159,248
2021	\$268,172,449	\$341,276	\$1,265,854	\$526,878	\$1,244,642	\$59,883	\$165,328
2022	\$278,306,993	\$354,173	\$1,313,692	\$546,790	\$1,291,678	\$62,146	\$171,576
2023	\$288,720,236	\$367,425	\$1,362,846	\$567,249	\$1,340,008	\$64,471	\$177,996
2024	\$299,419,844	\$381,042	\$1,413,351	\$588,270	\$1,389,667	\$66,860	\$184,592
2025	\$310,413,691	\$395,032	\$1,465,246	\$609,870	\$1,440,692	\$69,315	\$191,370
2026	\$321,709,869	\$409,408	\$1,518,567	\$632,063	\$1,493,120	\$71,838	\$198,334
	Total	\$3,967,663	\$14,716,770	\$6,125,466	\$14,470,155	\$696,196	\$1,922,100
	PV @3.5%	\$2,388,675	\$10,438,743	\$4,344,850	\$10,263,816	\$493,818	\$1,363,364

Note: School and ESD revenue foregone is replaced dollar-for-dollar by State funds, and does not affect per student funding.

PV = Present value of the revenue foregone. This adjusts future dollars to 2007 dollar totals.

500E. FINANCIAL FEASIBILITY OF PLAN

Table 8 in Section 500 of this Report to the Plan shows the estimated costs of project activities at \$25.02 million. Table 9 provides additional details pertaining to how costs were estimated. The principal source of revenue to carry out project activities will be annual tax increment revenues of the Renewal Agency. Anticipated tax increment revenues are shown in Table 8. The tax increment revenues shown in Table 8 are based on the following assumptions:

The revenues shown in Table 8 are expected to be sufficient to carry out all project activities currently shown on the Urban Renewal Plan, and to retire project indebtedness within a 21-year period. It is financially feasible to carry out the Urban Renewal Plan for the Downtown Urban Renewal Area.

600. RELOCATION

600A. PROPERTIES REQUIRING RELOCATION

No relocation is anticipated at the adoption of this plan.

600B. RELOCATION METHODS

If in the implementation of this Plan, persons or businesses should be displaced by action of the SEDA, the Agency shall, as required by law, provide assistance to such persons or businesses to be displaced. Such people and businesses displaced will be contacted to determine their individual relocation needs. As required, they will be provided information on available space and will be given assistance in moving. All relocation activities will be undertaken and payments made in accordance with the requirements of ORS 281.045 - 281.105 and any other applicable laws or regulations. Relocation payments will be made as provided in ORS 281.060.

600C. HOUSING COST ENUMERATION

The Downtown Urban Renewal Plan does not anticipate removing existing housing units. New housing is expected to be developed in the mixed use zones of the Urban Renewal Plan Area. A portion of units are expected to be rental housing units for low- to moderate-income residents. In addition, private development may build upwards (allowed under existing plan designations and zoning and at an average density of 15 units per acre). These would likely be priced for sale or rent to upper middle and upper income households as described in recent housing market analyses.

Table 9. Project Estimating Detail (Reflects Detail From Table 6)

	A	B	C	D	E
1	Table 2a: Proposed Downtown Urban Renewal Projects				
2	September 5, 2007: Estimated Costs and Completion Dates				
3		Expected	SEDA	OTHER	TOTAL PROJECT
4	PROJECT	Completion	SHARE	SHARE	CATEGORY COST
5					
6	A. Street Construction and Circulation Improvements	2021	\$5,000,000	\$11,990,000	\$16,990,000
7	South A & Main Street Couplet Redesign and Construction		\$2,200,000	\$6,990,000	
8	North A "Civic Street" Curb and Streetscape Improvements		\$1,000,000	\$2,000,000	
9	Downtown District Pedestrian Level Street Lighting		\$1,300,000	\$2,100,000	
10	Pedestrian Corridor Improvements		\$500,000	\$900,000	
11					
12	B. Infrastructure and Utilities Improvements	2022	\$1,470,000	\$4,350,000	\$5,820,000
13	Utility Undergrounding and/or Relocation Projects		\$970,000	\$2,250,000	
14	Stormwater System Improvements		\$500,000	\$2,100,000	
15					
16	C. Public Facilities	2025	\$6,100,000	\$12,175,000	\$18,275,000
17	Springfield Library Building		\$1,000,000	\$2,000,000	
18	Downtown Parking Structure		\$3,000,000	\$5,000,000	
19	Downtown Off-Street Surface Parking Construction and Rehabilitation		\$25,000	\$100,000	
20	Downtown Public Art		\$500,000	\$500,000	
21	Island Park Facilities Upgrades and Expansions (Including Parking)		\$1,000,000	\$3,000,000	
22	Federally Qualified Health Center		\$150,000	\$1,350,000	
23	Springfield Museum		\$100,000		
24	Main Street Dual Use Parking/Civic Plaza (Between Museum and Arts Center)		\$75,000	\$75,000	
25	Public Performance Space Improvements		\$250,000	\$150,000	
26					
27	D. Parks, Recreation, Pedestrian and Bike Corridors and Other Amenities	2021	\$2,050,000	\$2,075,000	\$4,125,000
28	Downtown Millrace Access, Restoration, and Improvements		\$800,000	\$1,050,000	
29	Downtown Parks Development and Improvements		\$600,000	\$200,000	
30	Downtown "Entrance/Gateway" Improvements		\$500,000	\$750,000	
31	Downtown Public/Private Signage Improvements		\$50,000	\$150,000	
32	Street/Open Space Tree Program		\$100,000	\$50,000	
33					
34	E. Upgrades to Fire Protection and Emergency Response System		\$3,500,000	\$2,000,000	\$5,500,000
35	Fire Station Relocation		\$3,500,000	\$2,000,000	
36					
37	G. Redevelopment of Commercial, Residential, Industrial, etc. Through New Construction		\$1,900,000	\$6,400,000	\$8,300,000
38	Downtown Redevelopment Assistance Program (New Construction)	2022	\$1,900,000	\$6,400,000	
39					
40	H. Preservation, Rehabilitation, and Conservation	2018	\$2,650,000	\$7,450,000	\$10,100,000
41	Downtown Building Façade Improvement Program		\$250,000	\$750,000	
42	Downtown Restoration and Rehabilitation Fund		\$2,000,000	\$5,800,000	
43	Historic Preservation		\$400,000	\$900,000	
44					
45	I. Property Acquisition and Disposition	N/A	\$0	\$0	\$0
46					
47					
48	J. Technical, Financial and Design Plan(s)	2011	\$600,000	\$200,000	\$800,000
49			\$600,000	\$200,000	
50					
51	K. Plan Administration	2028	\$1,700,000	\$0	\$1,700,000
52	Staffing and Support Services		\$1,700,000		
53					
54	L. Projects Extending Outside of Current Boundaries		\$50,000	\$200,000	\$250,000
55	South Mill Pond/Race Annexations (Improvements may be made without annexation or boundary expansion if outlined in Plan and approved by Lane County)		\$100,000	\$200,000	
56					
57	TOTAL ESTIMATED PROJECT COSTS		\$25,020,000	\$46,840,000	\$71,860,000
58			SEDA	Developer/Owner	Total Project
59			Share	Other Share	Category Cost
60	Note: Cost estimates are in 2007 dollars.				

APPENDIX 1

