Citywide Wayfinding Report

Springfield, Oregon

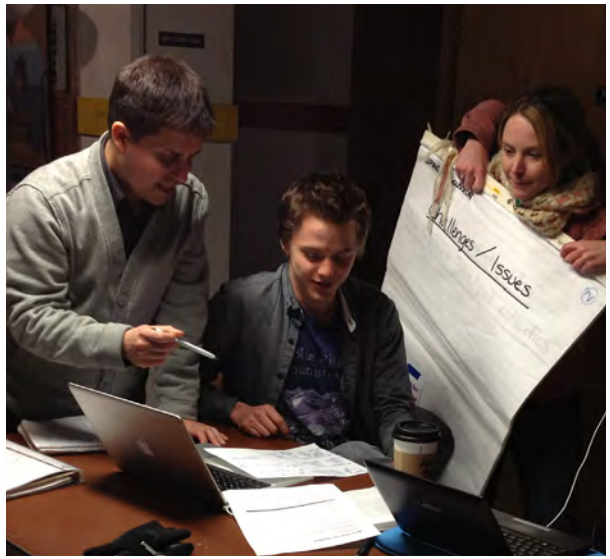
Prepared by
Community Planning Workshop
A Program of the Community Service Center

Part of the 2012 Sustainable City Year

SCI Sustainable Cities Initiative

CPW Community Planning Workshop

CPW Team preparing to facilitate a meeting with the Bicycle and Pedestrian Advisory Committee (BPAC) to gather feedback on the challenges and issues with the current wayfinding system in Springfield.



Acknowledgements

This report was developed through a collaboration among the University of Oregon Sustainable City Year (SCY), the Community Planning Workshop (CPW) and the City of Springfield.

Community Planning Workshop wishes to thank the following individuals for their assistance with this project. Courtney Griesel, Linda Pauly, and Dave Reesor with the City of Springfield; members of the Springfield Downtown Citizen Advisory Committee and Bicycle and Pedestrian Advisory Committee; and community members who participated in interviews and the Wayfinding Resource Team.

CPW Staff

Bethany Steiner, Associate Director
Erik Steiner, Research and Design Consultant

Project Lead

Jennifer Self

Student Team

Jason Lugo
Emily Meharg
William Sercombe

Community Service Center
csc.uoregon.edu

CPW | Community Planning Workshop

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I. Introduction

Purpose

The purpose of the this project is to analyze the City of Springfield's existing wayfinding system and provide an action plan for its improvement. This action plan will serve as a "recipe" to guide the City of Springfield as it moves towards the implementation of a cohesive and comprehensive wayfinding system.

The document is intended to stand both independently and in context with other policies and plans adopted by the City of Springfield that focus on urban planning, streetscape improvements, revitalization and redevelopment, branding and marketing, and accessibility.

GOALS

This report lays the foundation to develop a comprehensive wayfinding system that will improve the city's orientation, navigation, and experience for both visitors and residents. CPW worked with city staff and local committees to determine specific goals for Springfield's wayfinding system. These goals form the essence of this project and guide the recommendations:

- Reveal sense of place and identity
- Improve navigation and connectivity
- Encourage bicycle, pedestrian, and public transit travel
- Create a sense of arrival
- Highlight natural, historic, and cultural resources
- Promote economic growth and tourism
- Attract people to and through the Downtown District

Why Now?

The City of Springfield initiated the Citywide Wayfinding Project in response to the 2011 Visitor Readiness Report. Tourism is a steadily growing and important economic sector for both Lane County and the State of Oregon. Travel Lane County, a local tourism bureau, reported tourism within the county generates an estimated $741 million annually. Although Springfield's share of the tourist market has experienced increases over the last several years, there is evidence to suggest even further potential growth. The Visitor Readiness Report was designed to provide a checklist needed for the City of Springfield to increase the marketability and improve the experience of its visitors. A key recommendation was to develop **"a more comprehensive wayfinding system…to identify directions to public facilities and services, as well as, points of interest."**

What is Wayfinding?

Wayfinding is the process of using cues, whether natural or human-made, within the built environment to orient oneself within a space or to navigate from place to place. Urban wayfinding systems serve to enhance a city's readability, or interpretation, by focusing on three key aspects: navigation, orientation, and experience. These aspects are successfully achieved by creating clear and consistent design elements that reflect the identity of the city across a variety of functional navigational tools.

Map Kiosk Example (City of Salem, Oregon)

With the introduction of internet mapping tools and smartphone applications, how individuals navigate within an urban environment is evolving. Wayfinding is becoming less about providing detail-heavy informational signage and more about offering visual clues, or "breadcrumbs", to guide a person to and identify his or her destination. Consistency of how places of interest are characterized across all forms of media is an essential component to improving the orientation of an urban environment. Unifying elements can be common, easy to identify place names, color-coded mapping tools, as well as consistent design or material on signage.

Urban wayfinding is more than just signage and navigational tools; it can also be used as a branding tool that influences a sense of place or a person's experience within an urban environment. In fact, wayfinding signage may often communicate more about the character of a community than specific navigational information. The quality and styling of signs reflects the brand of the place, and the kinds of destinations highlighted tell visitors what a city considers to be its best assets. Urban wayfinding systems provide avenues for cities to display community character, such as a city icon or motto, and highlight a distinct sense of place that will be memorable for a visitor.

Wayfinding systems, while time-consuming to develop, are relatively low cost. They require minimal land, have a flexible construction budget, provide a wide appeal, and can be implemented immediately or over a long period of time. Few planning mechanisms are more cost-effective nor support as many city goals.

Once implemented, a comprehensive wayfinding system has the ability to make significant impacts to the livability of the city for residents and the interpretation of the city for visitors. It can encourage community and economic development, enhance public safety, and improve the identity of a city.

WAYFINDING FEATURES

Signage
pedestrian, bicycle, vehicular scale

Kiosks
pedestrian-scale maps and information

Environmental features
streetscapes, delineated paths and routes, human-scale architectural forms, well-defined districts, landmarks

Printed media
brochures, maps, guide books

Interactive media
directional, transit, and travel websites, points of interest maps, mobile apps

Methodology

The 2011 Visitor Readiness Report indicated that there are gaps in Springfield's current wayfinding system. Over a six-month period the Community Planning Workshop (CPW) at the University of Oregon explored these gaps through a series of activities:

See list of related plans on the far right

- Conducted **literature review** of City of Springfield planning documents that related to the navigation, orientation, design, and experience of visitors and residents within the city.

See a full report of our interviews in "Examples from Other Cities" on page 52.

- Gathered **best practices** for wayfinding, focusing on (1) the challenges and regulations faced while implementing a wayfinding plan, (2) effective elements that could be incorporated into Springfield's comprehensive system.

Input from public engagement played a major role in defining our "Key Destinations" described on page 14.

- Facilitated **local engagement** work sessions with City staff, public committees, and stakeholder groups. Information gathered at these meeting assisted with developing project goals, identifying key issues with the current wayfinding system, and determining which destinations to highlight.

The map on the following page shows a snapshot of the Inventory.

See *Supplemental Information: Inventory* for a complete report of the survey, including photographs of each sign and a table of recorded attributes.

The digital files that accompany the Report are an essential resource for the City, including well-organized GIS files and Excel databases of destination locations, existing and proposed signs.

- Inventoried the **existing wayfinding system** through a systematic process that included photographing, transcribing, geolocating and attributing over 400 signs in Springfield.

Other applicable reports and City of Springfield planning documents include:

The Springfield Bicycle Plan, David Evans and Associates, Inc., 1998.

City of Springfield Community Imaging Project, The Ulum Group, 2008

City of Springfield Development Code

Downtown District Urban Design Plan and Implementation Strategy, Downtown Citizens Advisory Committee, 2010

Springfield Downtown Urban Design Plan – Parking Management, Rick Williams Consulting, 2010

Visitor Readiness Report, Total Destination Marketing, 2011

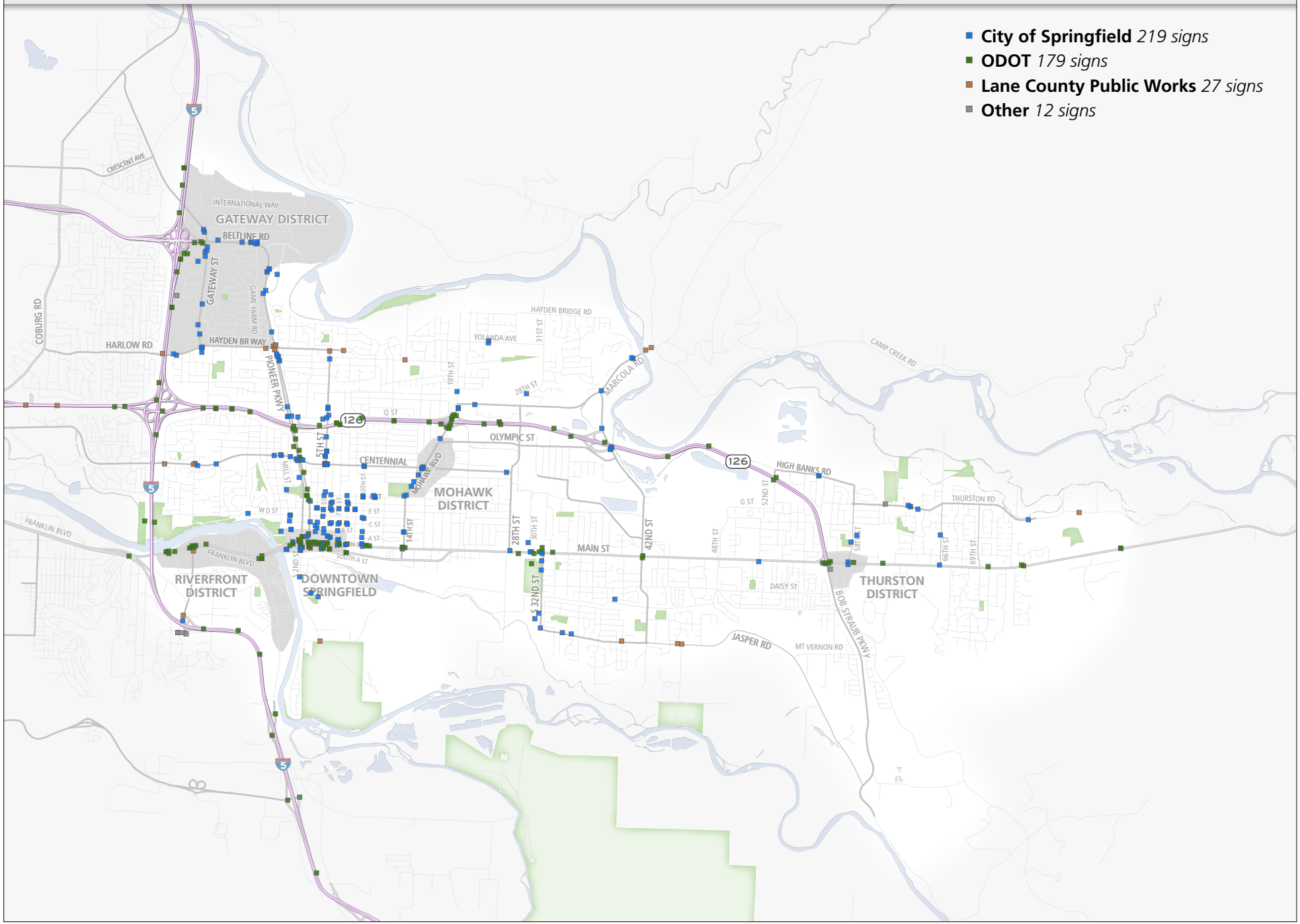
Eugene, Cascades & Coast, FY12 Marketing Plan, 2011

City of Springfield Transportation System Plan, working plan 2012

"Cycling Towards a Sustainable Future: A Plan for the Implementation of Bicycle Networks in Springfield", 2011, SCI, University of Oregon.

Willamalane Parks and Recreation District, Park and Recreation Comprehensive Plan DRAFT, July 2012

Sign Inventory by Street Ownership



How to Use this Report

The City of Springfield embraces the "can-do" spirit. This planning document is designed as an action plan that will provide direction, or a "recipe", on how to develop and carry out a consistent and comprehensive wayfinding system. This "recipe" will provide: (1) a logic and structure for the wayfinding system, (2) a list of city destinations to be highlighted, and (3) guidelines for implementing an effective wayfinding system. The type, scale, saturation, and specific location of wayfinding elements will be dependent on the types of destinations – whether it's a regional, citywide, or neighborhood attractor – and the physical location of the destination within varying sub-units of the city. The City of Springfield will need to work with design consultants to develop specific design standards for new wayfinding elements.

SIGN INVENTORY

The map to the left shows an overview of the completed Inventory of Springfield's existing sign system. Signs are categorized by street ownership, indicating the likely organization responsible for maintaining those signs. Existing signs for individual destinations are listed on each Destination Map in the **Appendix** beginning on page 63.

Sign photos and data are available in the **Sign Inventory** section of the **Supplemental Information** packet

Potential Use Scenarios

City Staff

City staff – planners, city managers, and traffic engineers – can consult with the Report to determine prioritization and guidance for improving the current wayfinding system. Additionally, the Report serves as a reference guide for future additions and upgrades to the wayfinding system. Planners and traffic engineers will need to determine specific locations of wayfinding elements at highlighted key intersections in respect to utilities and existing infrastructure.

Project Manager

A wayfinding project manager can consult the Report for (1) guiding principles, (2) which destinations to highlight, and (3) the general character of wayfinding elements and their proximity to one another. The Report indicates key decision points where wayfinding elements should be located and which destinations should be include at strategic locations.

Public Committees or Interest Groups

Varying city interest groups and public committees will benefit from referencing the Report for purposes of further understanding interrelationships of city's sub-units, identity, and interpretation. The Report should be consulted prior to any branding or marketing initiatives instigated by public committees or interest groups for the city or its sub-units.

Design Consultant

The Report offers a platform for design professionals to create memorable and attractive wayfinding signage and other media options. Guidelines outlined in the Report provide direction for wayfinding best practices, logic of the city, which destinations should be highlighted, and wayfinding treatment as it relates to the varying sub-units of the city. Design professionals will be responsible for creating layout schematics of signage and other media forms including: typology, font, dimensions, materials, and overall appearance.

GIS Analyst

The GIS database accompanying this Report provides actionable materials to analyze the existing sign system in Springfield, to develop map products highlighting Springfield's amenities, and to implement the proposed signage system described in this Report.

II. Recommendations

After analyzing current wayfinding along the major corridors of the city, cataloguing over 400 existing signs, and talking with community members and city staff, CPW developed five guiding recommendations for Springfield's wayfinding system. These recommendations were developed from "issues or areas in need of improvement" within the current system.

For a wayfinding system to be effective there must be unifying treatments applied to varying components of the city. Springfield's components include: entry points, zones, districts, multi-use paths, public transit stations, and parking areas. The recommended treatments may be presented as they apply to each component or a general blanket treatment to be used citywide. The recommended treatments provided are intended to improve upon the findings documented within the current system and fulfill the goals of this plan.

RECOMMENDATIONS

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1. Create an Identifiable Logic for the City

For more on "imageability" see Lynch, Kevin, The Image of the City, 23rd ed., The MIT Press, Cambridge, Massachusetts, 1994.

Introduction

The foundation of any successful urban wayfinding plan is having a direct and conscious connection to the existing logic of a city or place. The logic of a city is the recognition and organization of a city's parts into a coherent pattern, or a "mental map" used by travelers to navigate from place to place. The ability of a city to help people easily identify with places and form a mental map is also referred to as the "imageability of a cityscape".

The logic, or **imageability**, may differ from place to place or person to person. In general, individuals most often associate with the built environment by one or a combination of categories: *paths, landmarks, or districts*. For example, people of New York City often identify with the city's street grid, or blocks. Residents of Portland and New Orleans associate most commonly with the distinct character of individual districts and neighborhoods.

A successful wayfinding plan will unearth the logic already used by residents to understand a cityscape and then translate it into an understandable language for visitors. Interpreting the intrinsic logic of a city will help create a workable wayfinding plan that is still recognizable to the city's residents and guide people from point to point.

Portland Neighborhoods Map (district logic)

shop.thesearethings.com

Washington D.C. Map (landmark logic)

www.bryanchristiedesign.com

Many cities, like Charlotte, use a logic map as the backbone of their wayfinding system. The logic map can serve as the unifying element across varying scales and components of wayfinding.

The photos above and to the right show pedestrian scale signage that uses color-coding, orange in this case, to coordinate an orientational map to the above signage trim.

Springfield's Logic

How do residents and visitors "see" Springfield?

The current spatial arrangement of Springfield presents a unique challenge for determining the logic. The city's boundaries are heavily influenced by the surrounding natural features of the area creating an elongated layout, rather than a radial pattern seen in many cities. Springfield is unique in that the downtown heart is not at the city's current geographic center but rather to the southwest, where the city originated. Additionally, numerous unlinked streets, or cul-de-sacs, built during the 1970s serve to create larger feeder corridors and connectors.

To understand the existing logic of Springfield, CPW examined (1) how the city is currently branded, (2) how individuals are navigating around the city, (3) how individuals are communicating travel directions to others, and (4) how a stranger to the city interprets the navigational tools available to him/her. Throughout this process CPW looked for commonalities of how individuals perceived the built environment and then paired those with the project goals and best practices for interpreting the logic of a city. CPW has structured Springfield's logic into: **zones, commercial districts, entry points, key destinations, multi-use paths, public transit stations,** and **parking areas**.

Entry Points

The entry points for the city serve as Springfield's gateways, or the first impression visitors have of the city. The entry points for the Report are the intersections of the physical, or political, boundaries of the city along major corridors or paths of travel. Springfield's entry points include: 4 bike entries, 9 major vehicular entries, and 2 minor vehicular entries.

Zones

We found that people often describe Springfield with respect to its major North-South and East-West corridors, or the feeder streets. Additionally, residents generally associate areas of the city with cardinal directions (e.g. East, West). Therefore, it is appropriate to divide the city into zones, or sub-units, defined by the major corridors. CPW did examine the possibility of dividing the city into sub-units defined by its residential neighborhoods; however, it was determined that residential neighborhoods were not appropriate sub-units to translate the logic of the city. Springfield's neighborhoods are often known by a variety of names and have a range of associated boundaries. Dividing the city into larger zones resonated with existing residents and provides a way for the city to be better interpreted by its visitors. Local residents had varying opinions on where one zone ended and another began, but we ultimately propose the five major zones of the city as **North, East, West, Glenwood,** and **Mid**-Springfield (see map on following page).

Commercial Districts

Districts are clusters of retail businesses and commercial services that are recognized by the city as a node of activity. A commercial district typically encompasses a variety of stores and may serve the needs of the surrounding neighborhood or be a larger regional attractor, depending on the type of amenities offered. Districts within the wayfinding system should be accessible and user-friendly by multi-modal transportation – e.g. public transit, bicycle, pedestrian, and vehicles. The five districts of the city are **Downtown, Mohawk, Gateway, Thurston,** and **Riverfront**.

Definable zones and districts of a city create areas with a sense of place. Recognizable sub-units will not only make a lasting impression on visitors, or the "imageability", but can also increase commercial and retail activity to an area.

Key Destinations

Individual destinations serve as anchor points in the mental map of a visitor and resident. They are important natural, cultural, civic, or commercial amenities that represent the character and features of the community. In the next section of the Report, we examine Springfield's destinations in depth and make recommendations on which to highlight.

Multi-Use Paths

Multi-use paths are recreational, paved corridors intended for bicycle and pedestrian traffic. Most multi-use paths serve as greenway trails in close proximity to natural areas and waterways; however, a few, such as the Rosa Parks Path, create bicycle and pedestrian linkages along major vehicular corridors. The City of Springfield has nine multi-use paths that were considered for this Report: **Rosa Parks Path, By-Gully Path, EWEB Path, Middle Fork Path, West Greenway, McKenzie-Levee Path, Ruth Bascom Riverbank Trail, I-5 Bike Path,** and **Lyle Hatfield Path**.

The following elements, although not comprehensively surveyed for this Report, are key elements of a comprehensive wayfinding system:

Public Transit Stations

For purposes of the this project, public transit stations are defined as developed and recognized stops for bus-rapid transit, or EmX. We did not include all bus stops in the analysis.

Parking Areas

Access to large parking areas within an urban environment can encourage residents and visitors get out of their vehicles and walk through retail and commercial districts. Parking areas which should be called out within a wayfinding plan include (1) vehicular parking lots capable of accommodating 20 or more vehicles, and (2) bicycle parking capable of accommodating 8 or more bikes. We did not complete a comprehensive review of the parking areas in Springfield. It is recommended that these be included on signage as icon flags.

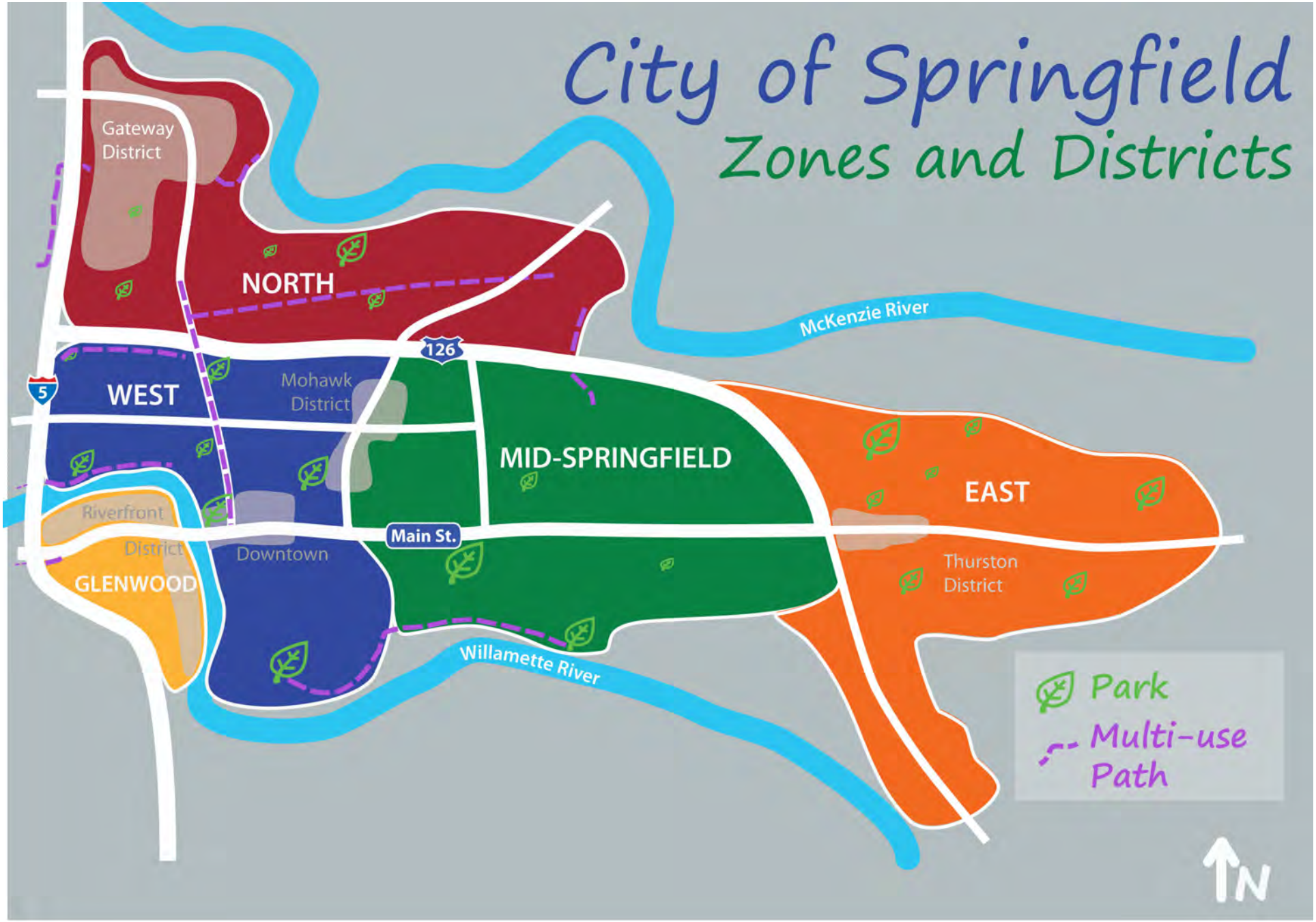
Springfield Logic Map

CPW created an **example** logic map for the City of Springfield. A logic map, similar to the one found on the next page, should be used as a cohesive design element across a variety of wayfinding tools, such as pedestrian kiosks, city maps, and visitor brochures. With the creation of a logic map, wayfinding designers can begin to create continuity within each of the zones and highlight amenities within each area.

DESIGN GUIDELINES

This logic map is provided for example purposes. A professionally-designed version of this should incorporate the following:

- an emphasis on the roadways and multi-use path as connectors and delineators of space
- all zones and zone names listed and color-coded
- al districts and district names listed
- an emphasis on the natural amenities including city parks, open spaces, and the rivers


City of Springfield
Zones and Districts
Gateway District
NORTH
McKenzie River
126
5
WEST
Mohawk District
MID-SPRINGFIELD
EAST
Riverfront District
GLENWOOD
Downtown
Main St.
Thurston District
Willamette River
Park
Multi-use Path
N

2. Highlight Key Destinations

A wayfinding system should only focus on a selection of key destinations. Too many destinations could result in sign clutter and over saturation, rendering the system ineffective. There is no magic number or formula to determine how many destinations should be highlighted within the system.

CPW examined the average number of destinations highlighted in other city wayfinding plans and then compared that to the project goals and scale, or physical size, of the city. We found that approximately 30 – 35 destinations would be appropriate to highlight for the purposes of this Report.

The **Key Destinations** chosen to be part of the Report were determined by local engagement with city staff and public committees. This section of the report describes how these destinations are categorized based on type and reach to fit into a comprehensive wayfinding system.

Resource team members brainstormed the key amenities of Springfield. The graphic below reflects the number of mentions for each destination during the session.

Destination Types

The Report aims at promoting public amenities which serve the needs of the local residents, while also attracting visitors to the city. Destination types, relating to how a place functions, can be used to determine appropriate candidates for mention within the wayfinding system. These types may also be used to cluster like amenities on various wayfinding tools or potentially reveal target audiences for like amenities.

General destination types include: **natural areas and parks; recreation; commercial districts; community and civic services; historic and cultural points of interest; and tourist information and visitor centers**. Private retail businesses, non-profit organizations, and local schools (which do not host regular sporting events) were deemed ineligible from the Report. If the city makes the determination to promote private businesses through wayfinding in the future, there are wayfinding tools, such as pedestrian kiosks, that can be adapted to this function.

SPRINGFIELD'S DESTINATIONS

The **Key Destinations** listed in this report capture only a small fraction of the attractive amenities of the City. In the **Supplementary Packet** we include a list all of the 276 destinations we surveyed from our sign inventory, public engagement, published guides, brochures, websites, and historical research.

Natural Areas & Parks

Natural areas and parks are places with primarily softscaping – minimal infrastructure, such as paths, benches, small water features, and playground equipment. These areas or places include neighborhood parks, linear parks, special use parks, community parks, and county parks which attract both residents and visitors in significant numbers. Public, multi-modal access points to the river should also be included in this category.

Recreation

Recreation locations vary from parks in that they include hardscaping features such as pool, gyms, game courts, ball parks, or skate parks. This category includes both indoor and outdoor recreation centers that attract both residents and visitors in significant numbers. This may include, but is not limited to sport complexes and schools that host regular sporting events

Commercial Districts

A commercial district, a core part of the City's logic, is a cluster of primarily retail businesses and commercial services. These areas typically encompasses a variety of stores and may serve the needs of the surrounding neighborhood or be a larger regional attractor.

Community & Civic Services

Community and civic services are public, government establishments which serve the basic needs of primarily local residents and are visited by those residents often or regularly. This may include locations for city, county, or state government activities; hospitals; or libraries.

Historic & Cultural Points of Interest

A building, structure, site, or property that possesses historic and cultural significance. The significance may be recognized at the national, state, or local level. This category includes public art, museums, and theatres recognized by the city as having cultural value.

Tourist Information & Visitor Services

Visitor information centers open to the general public. This category also includes lodging facilities.

Variations in Place Names on Existing Signage

Dorris Ranch Historic Park
Dorris Ranch
Dorris Ranch Living History Park

Downtown District
City Center
Springfield City Center
Downtown Springfield
Springfield Downtown

Downtown Visitor's Center
Oregon Visitor Information
Visitor Information Center
Springfield Info Center
Visitor Info
Visitors Info
Springfield Information Center
Info Center
Visitor's Info
Springfield Chamber of Commerce Tourist and Service Club Information

Gateway District
Gateway Mall

Justice Center
Police
Courts
Springfield Justice Center

Peace Health Riverbend Hospital
Sacred Heart Hospital
Hospital
H

Splash Swim Center & Park
City Pool
Lively Park Swim Center
Jack B. Lively Memorial Park
Lively Park
Splash

Springfield Museum
Springfield's Museum
Museum

University of Oregon
U of O
U. of O.
Univ of Oregon
U Of Oregon
Univ. of Oregon

Visitor's Information Center
Information
Visitor Info
i
Visitor Info.
Visitor Information Building
Info. Ctr.
(note that this is also called "Adventure Center" or "Eugene, Cascades & Coast Adventure Center" in other materials)

Washburne National Historic District
Washburne Historic District
Springfield NATL HIST DIST
Historic District
Springfield National Historic District

Willamalane Park & Swim Center
Willamalane Park Swim Center
Willamalane Park
Park Pool Tennis

Willamalane Sports Complex
Willamalane Center
willamalane
Willamalane Center for Sports and Recreation

Place Names

Having consistent place names for destinations is a critical element of a comprehensive wayfinding system. Multiple and conflicting names for some destinations in Springfield tend to confuse and disorient visitors. Place names reinforce the brand and identity of each destination, and making them consistent will reflect positively on the City's efforts to maintain coordination.

Perhaps no place name is more important to coordinate than the name of the central business district of Springfield.

Splash Swim Center & Park is known by several different names, resulting in complex and confusing signage.

WHAT'S IN A NAME?

The destination names presented in the following section are recommended place names to be used for wayfinding signage.

These place names were developed by CPW from:

- Results from a naming survey completed by 62 local residents and city employees
- Learned best practices for wayfinding
- Current title(s) of destinations used on signage, websites, and other tourist information services

Prior to the implementation of a wayfinding system, the City of Springfield should work with owners, or managers, of each destination to mutually agree on a given place name to be used on wayfinding elements. All signs that do not have the preferred place name for each destination should be removed or repaired (e.g. wooden Chamber of Commerce sign on Pioneer Parkway West north of Centennial).

In general, destination names should provide context to the function of the destination. Visitors unfamiliar to the area should be able to identify what a destination offers, or functions as, by the place name. For example, local bus-rapid transit stations for EmX should have an identifier such as "bus", "transit", or "public transit" in the place name; or, use a universal icon of a bus.

Geographic Reach of Key Destinations

The Key Destinations have been categorized by their geographic reach as an attractor – **regional, citywide, or neighborhood**. This categorization helps determine the variety, placement, and saturation of wayfinding tools needed for each destination in the wayfinding plan. The hierarchy is based on the following variables, as they relate to each destination: (1) annual visitation rate, (2) alignment with wayfinding goals, and (3) findings of preference from local engagement.

The destination reach categories are intended to by dynamic. If a destination listed within the current report meets criteria of a certain category in the future, it should receive the appropriate wayfinding treatment of that category. Likewise, the categorization provides general wayfinding treatments which can be applied to future destinations not yet part of the community.

This section of the Report includes a brief description of each destination reach category (regional, citywide, and neighborhood), recommended wayfinding treatments specific for each category, and a list of destinations per category. Seasonal and temporary events are also considered to significant draws for tourists and local residents and will be discussed in a similar format at the end of this section.

Regional Destinations

Regional destinations are major to moderate traffic generators that have strong representation from *each* of the three variables – visitation, alignment with wayfinding goals, and findings from public outreach. Regional destinations attract visitors from all areas of the city as well as beyond the city's boundaries, have significant annual visitation rates, serve to welcome visitors to the area, and meet wayfinding plan goals. Additionally, a destination may qualify as a regional destination if it has significant historic or culture value, is a large transportation hub, is an academic institution, or a regional trauma center. This plan has recognized 11 regional destinations in the City of Springfield, as seen on the following page.

Autzen Stadium

Dorris Ranch Historical Park

Downtown Visitor's Center

Eugene Airport

Lodging

Peace Health Riverbend Hospital

Splash Swim Center & Park

University of Oregon

Visitor Information Center

Washburne National Historic District

Willamalane Sports Complex

Regional Destination	Destination Type	Place Name Notes
Autzen Stadium	Recreation	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.
Dorris Ranch Historical Park	Natural Areas & Parks	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.
Downtown Visitor's Center	Tourist Information & Visitor Services	"Chamber of Commerce" received the popular vote on the naming survey; however, it is recommended that an identifier name be used. "Downtown Visitor's Center" provides more effective wayfinding to inform the visitor of the destinations function. (Downtown Visitor's Center was not provided as an option on the naming survey; however, multiple people entered it as a write-in response.)
Eugene Airport	Tourist Information & Visitor Services	This destination was not included on the naming survey.
Lodging	Tourist Information & Visitor Services	It is important to call-out common visitor amenities within a wayfinding system. While the plan does not highlight individual private businesses, it can call attention to areas of interest. The "Lodging" destination is a place where a cluster of 4 or more overnight accommodations within a ¼ mile radius are located.
Peace Health Riverbend Hospital	Community & Civic Service	Place names, destination category, and appropriate use of wayfinding for local hospitals should be determined between city officials and managing bodies of hospitals.
Splash Swim Center & Park	Recreation	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.
University of Oregon	Community & Civic Service	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.
Visitor Information Center	Tourist Information & Visitor Services	This destination is currently branded as the "Adventure Center" located in the Gateway District. Using the name "Visitor Information Center" provides more effective wayfinding to inform the visitor of the destinations function. The City of Springfield should consult with the management of Travel Lane County to determine the most appropriate place name for wayfinding elements. Additionally, the name "Visitor Information Center" gained a strong majority of the popular vote on the naming survey.
Washburne National Historic District	Historic & Cultural Points of Interest	"Washburne Historic District" received the popular vote on the naming survey; however, it is recommended that "national" also be used within the title. ODOT allows only nationally significant historic district to be listed on highway signage. There is currently National Historic District signage along the I-5 corridor. To maintain continuity of naming conventions, national historic district should be continued until the traveler reaches that destination.
Willamalane Sports Complex	Recreation	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.

SPECIFIC FINDINGS

- Use of the place name "Depot District" within the Downtown District does not resonate with a substantial number of local residents. Additionally, the use of "Depot District" at does not have enough contextual contributing resources to read as a defined district.
- Abandon the use of "Depot District" within the Downtown District. Reuse signs that currently have "Depot District" for a Destination to Highlight.
- The city should work with the directors, or managers, of each hospital to determine the appropriate way to distinguish the hospitals. Learned best practices indicate there is precedent to use "trauma center" under the common blue "H" signs for hospitals specializing in regional emergency care. Note that Peace Health Riverbend is recommended as a Regional Destination on the previous page.

Citywide Destinations

Citywide destinations are minor traffic generators that have strong representation from at least two of the three variables – visitation, alignment with wayfinding goals, and findings from public outreach. Citywide destinations attract visitors primarily within the city boundaries, but can still serve as attractors for outside visitors. Annual visitation rate is generally lower than regional destinations. Destinations considered to be citywide can be lesser known parks and recreation complexes, known commercial districts, as well as destinations defined as cultural or civic centers. This plan has recognized 15 citywide destinations in the City of Springfield, as seen on the following page.

Adult Activity Center
Booth Kelly Event Center
City Hall
Downtown District
Gateway District
Island Park
Justice Center
McKenzie-Willamette Hospital
Mohawk District
Public Library
River Access
Riverfront District
Springfield Museum
Thurston District
Wildish Theater

Citywide Destination	Destination Type	Place Name Notes
Adult Activity Center	Community & Civic Service	Destination was incorporated into the Report after we conducted the naming survey. The city may wish for an additional public vote for the most appropriate place name for this destination.
Booth Kelly Event Center	Community & Civic Service	Destination was incorporated into the Report after we conducted the naming survey. The city may wish for an additional public vote for the most appropriate place name for this destination.
City Hall	Community & Civic Service	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.
Downtown District	Commercial Districts	"Downtown Springfield" received the popular vote in the naming survey; however, CPW recommends using "District". To create continuity between areas of Springfield, the Report highlights all developed districts within the city and with the common identifier "district". Additionally, learned best practices of wayfinding recommend removing the city name from destination titles. Adding the city's name to local destinations can become redundant.
Gateway District	Commercial Districts	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.
Island Park	Natural Areas & Parks	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.
Justice Center	Community & Civic Service	Destination was incorporated into the Report after we conducted the naming survey. The city may wish for an additional public vote for the most appropriate place name for this destination.
McKenzie-Willamette Hospital	Community & Civic Service	Place names, destination category, and appropriate use of wayfinding for local hospitals should be determined between city officials and managing bodies of hospitals. It should be noted that the city may determine McKenzie-Willamette Hospital should be listed as a regional destination.
Mohawk District	Commercial Districts	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.
Public Library	Community & Civic Service	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.
River Access	Natural Areas & Parks	"Riverfront Access" received the popular vote on the naming survey. "River Access" is recommended to suggest both a natural area or park near the river, as well as a boat launch. An icon depicting whether the access point is for boats or pedestrians only should be used anytime "River Access" is displayed on wayfinding. Additionally, "Riverfront Access" may cause confusion with the proposed "Riverfront District".
Riverfront District	Commercial Districts	The "Riverfront District" is part of an adopted revitalization plan for the Glenwood zone of Springfield. "Ground-breaking" for this district has not yet occurred.
Springfield Museum	Historic & Cultural Points of Interest	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.
Thurston District	Commercial Districts	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.
Wildish Theater	Historic & Cultural Points of Interest	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.

Neighborhood Destinations

Neighborhood destinations are local traffic generators that have representation from at least two of the three variables. Neighborhood destinations differ from citywide destinations in that they primarily serve the need of local residents, even though they may be used and enjoyed by visitors. While these destinations may be enjoyed, used or visited by tourists while they are traveling through an area, they generally do not solely attract tourists to the city. This plan has recognized 7 neighborhood destinations in the City of Springfield, as seen on the following page.

Bob Artz Memorial Park

Clearwater Park

Downtown Art Murals

Emerald Art Center

EmX Public Transit Stations

Post Offices

Willamalane Park & Swim Center

Also: Seasonal & Temporary Events

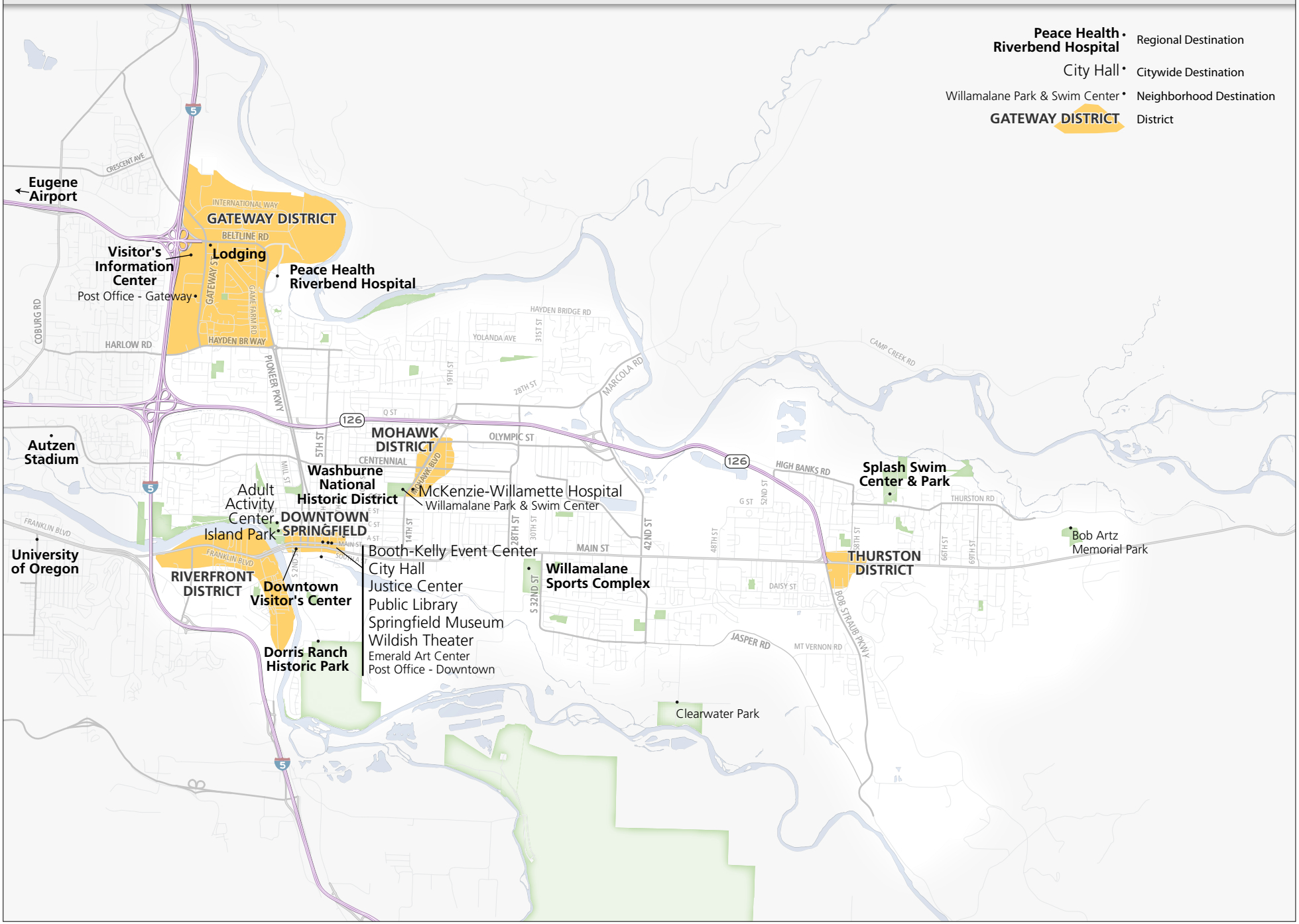
Seasonal and temporary events can be significant draws for tourists and local residents to a particular area within Springfield. These events include seasonal or community festivals, farmer's markets, music concerts, art shows, or sporting events attracting over 5,000 visitors to a public venue. Events of this size require unique wayfinding treatments.

Neighborhood Destination	Destination Type	Place Name Notes
Bob Artz Memorial Park	Natural Areas & Parks	Destination was incorporated into the Report after we completed the naming survey. The city may wish for an additional public vote for the most appropriate place name for this destination.
Clearwater Park	Natural Areas & Parks	Destination was incorporated into the Report after we completed the naming survey. The city may wish for an additional public vote for the most appropriate place name for this destination.
Downtown Art Murals	Historic & Cultural Points of Interest	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name. We think that the murals need to have identification plaques on or near the murals.
Emerald Art Center	Historic & Cultural Points of Interest	Destination was incorporated into the Report after we completed the naming survey. The city may wish for an additional public vote for the most appropriate place name for this destination.
EmX Public Transit Stations	Community & Civic Services	The popular vote for EmX stations was "[Location Name] EmX Station". (e.g. Thurston EmX Station, Hayden Bridge EmX Station, Downtown EmX Station, etc.) However, CPW recommends having an identifier within the place name title to call-out that these are public transit stations. The city should work with Lane Transit District to decide on the most appropriate name to be used on wayfinding elements. We did not include transit stations on the automobile signs, but included them in the pedestrian signs.
Post Offices	Community & Civic Service	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.
Willamalane Park & Swim Center	Recreation	Place name received the popular vote on the naming survey and is deemed appropriate as an identifier name.

KEY DESTINATIONS

The map to the right shows an overview of the recommended key destinations to be highlighted on vehicular signage in Springfield. For a complete list of surveyed destinations, see **Supplementary Packet: Inventory of Springfield's Destinations.**

Key Vehicular Destinations to Highlight



3. Carefully Consider Sign Placement

Placement of signs should be carefully considered to maximize their exposure and provide clear direction to their listed destinations. Destinations should be listed on signs at major travel decision points at distances that correspond roughly to the reach of the attraction (regional, citywide, neighborhood) and the mode of travel (vehicular, pedestrian, bicycle).

Although the focus of this section of the Report is on directional and entry-point signage, special attention should be given to encouraging attractive identity signage consistent with the City's plan. Effective identification signage works to solve the challenge of the "last mile" in wayfinding: recognizing that you have arrived at your destination. If a destination doesn't fit the phrase "you can't miss it", then organizations should work to improve their identification signage, visibility, and clearly communicate their entrances through architecture, traffic flow, or signage (example below).

CPW has created specific recommended signage treatment maps for each of the **Key Destinations.** These maps include the destination's location, existing signage locations for the destination, proposed locations for new wayfinding signage, and signage to be removed from wayfinding system. These individual maps can be seen in *Appendix: Maps of Proposed Sign Locations on page 63*.

This section presents generalized recommended treatments for each dimension of the wayfinding system, followed by specific findings to be addressed.

RESOURCES

For more detailed information on the requirements for the positioning of signs at intersections, please see the **Regulations** section on page 50 and the Manual on Uniform Traffic Control Devices (MUTCD).

Recommended Treatments

Entry Points

- Place entry signage in key locations with aesthetic viewsheds. (e.g. In the Glenwood zone with the river as the backdrop or in the Gateway District with the Coburg Hills as the backdrop.), Having attractive viewsheds with entry signage will improve associations with the city.

Commercial Districts

- Place signage and other treatments (e.g. public art, sign flags) at key locations to signify entry into a commercial district.

Key Destinations

- Create clear, continuous, signed routes for all neighborhood **Key Destinations** from major entry points of the city's districts. (Vehicular and multi-use paths.)
- Include wayfinding signage at identified decision points (vehicular, bicycle, and pedestrian) and strategic trailblazing locations.

Regional Destinations

- Directional and trailblazing signage for each regional destination should begin near points of entry to the City and continue to the destination.

Citywide Destinations

- Directional and trailblazing signage for each citywide destination should generally begin near the access points (road corridors and multi-use paths) of the zone in which the destination is located and continue to the destination.

Neighborhood Destinations

- Limited directional and trailblazing signage for each neighborhood destination should generally begin near the access points (road corridors and multi-use paths) of the district or neighborhood in which the destination is located and continue to the destination.
- Vehicular signage for neighborhood destinations should be primarily for identification, not directional or trailblazing.

Public Transit Stations

- Install clear signage for bicycles and pedestrians to access public transit stations (not bus stops) and motorists to find parking.

Parking Areas

- Create clear, continuous, signed routes for vehicular, public parking areas capable of accommodating 20 or more cars from entry points of the city, the city's zones, or the city's districts.
- Provide signage for bicycle parking accommodating 8 or more bicycles.

Seasonal and Temporary Events

- Limited temporary directional and trailblazing signage for each seasonal or temporary event could begin near the entry points (road corridors and multi-use paths) to the city, zones, or districts and continue to the destination. Placing signage near entry points can serve as an effective marketing tool for the event. This signage should be informative of the event location, date, time, as serve as a special welcome for visitors.
- Overhead banners across the street, currently used in Springfield, should be continued for seasonal and temporary events. These banners should be located along the major corridors of the district the event is occurring in. All districts throughout could host pole banners on existing light posts of the event regardless of which district it is occurring in.
- Temporary parking sandwich boards, in addition to permanent parking signage, should be located strategically at key decision points to the event to encourage event comers to park and walk to the destination.
- Dynamic signage with digital text can serve as powerful informative wayfinding and marketing tool. If dynamic signage is used, it should be placed near entry points of the city.
- Seasonal and temporary events should be highlighted on non-signage wayfinding elements, such as: smart phone apps, visitor brochures, walking tours, visitor information websites, poster flyer on the backside of pedestrian kiosks, and regional marketing campaigns.

cslomski.wordpress.com

SPECIFIC FINDINGS

According to our analysis, many destinations do not have adequate signage; a few did not have any signage at all. Here are some specific issues we noted in our analysis:

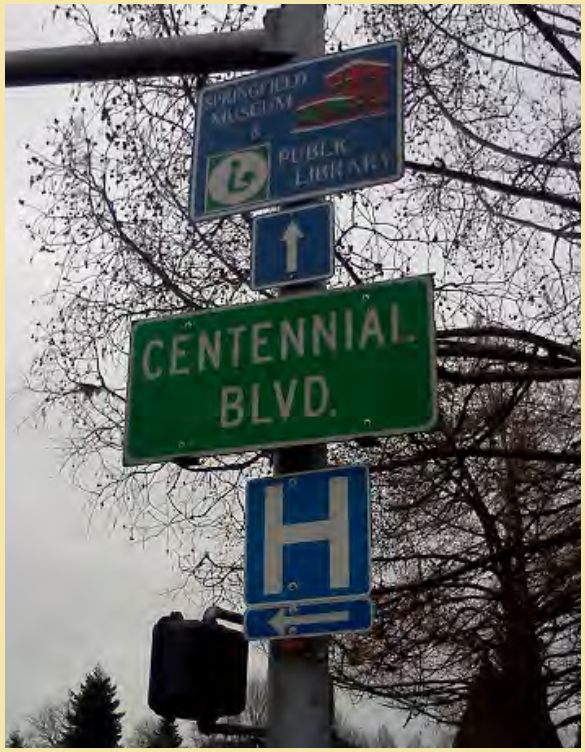
- There are no signs to the Visitor's Information Center south of 126 or east of Pioneer Parkway.
- There are no existing signs to the Downtown Visitor's Center north or east of the downtown area.
- All signs for Dorris Ranch Historical Park are within 1.5 miles of it.
- All signs for the Willamalane Sports Complex are within a block of the facility.
- There are no signs for Splash Swim Center & Park west of 126/Bob Straub, south of Splash (Thurston), or east of Splash (66th).
- There are no existing directional signs for Wildish Theater.
- All Springfield Museum signs are within 1.1 miles.
- All City Hall signs are within 0.7 miles.
- All Public Library signs are within 1.5 miles.
- There are no existing directional signs to the Emerald Art Center.
- There are no existing directional signs to the Downtown Art Murals, and few have visible plaques or other identifiers.
- The "H" hospital signs along the off-ramp of 126 onto Pioneer Parkway West direct travelers in opposite directions with no further information.

Destination	Existing Signs	Max Distance	Avg Distance
Adult Activity Center	1	0.1	0.1
Autzen Stadium	4	2.2	1.4
Bob Artz Memorial Park	1	0.1	0.1
Booth-Kelly Event Center	1	0.1	0.1
City Hall	5	0.7	0.5
Clearwater Park	1	0.6	0.6
Dorris Ranch Historic Park	5	1.0	0.8
Downtown Art Murals	0	-	-
Downtown Visitor's Center	11	2.0	0.5
Emerald Art Center	1	0	0
Eugene Airport	1	8.5	8.5
Hospital (McKenzie-Willamette)	12	4.2	0.7
Hospital (Peace Health Riverbend)	21	5.4	0.9
Island Park	9	1.1	0.4
Justice Center	6	0.7	0.5
Lodging	0	-	-
Post Office - Downtown	2	0.1	0.1
Post Office - Gateway	0	-	-
Public Library	5	1.5	0.7
River Access	1	0.1	0.1
Splash Swim Center & Park	**3**	**0.8**	**0.5**
Springfield LTD Station	0	-	-
Springfield Museum	6	1.1	0.5
University of Oregon	6	1.5	1.3
Visitor's Information Center	9	2.6	1.6
Washburne National Historic District	34	2.5	0.1
Welcome to Springfield	12	n/a	n/a
Wildish Theater	**0**	**-**	**-**
Willamalane Park & Swim Center	4	0.8	0.5
Willamalane Sports Complex	**5**	**0.2**	**0.1**
Downtown District	-		
Gateway District	-		
Mohawk District	-		
Riverfront District	-		
Thurston District	-		

REDUCING SIGN CLUTTER

Sign clutter is defined as having too many signs at one intersection/location, too many destinations listed on one sign, or repeating the same destination multiple times in one area. These all obscure navigation and the interpretation of information.

Adopt a sign clutter reduction program. The intent of this program should be to remove unnecessary signs that: (1)do not coincide with key decision points, (2)create visual clutter by having either too many destinations on a post or too many signs on an intersection, or (3) misinform travelers.



Examples of locations which have too many destinations on one post include the following:

- Mohawk & Centennial Blvd. The cluttered post includes a picture of the Springfield Museum and Public Library. Below this is a sign for the DMV.
- Pioneer Parkway & Centennial Blvd. The cluttered post includes a picture of the Springfield Museum and Public Library. Below this is a sign for Centennial Blvd. and the Hospital (see photo to left).
- South A St & 6th Street. The cluttered post includes the destinations Springfield Museum, Public Library, and City Hall.

Signs that are not located on a key decision point include the following:

- South A & Main sign for City Hall, Springfield Museum, & the Public Library.
- 10th & Main sign for Willamalane Park & Swim Center.
- 55th & High Banks Rd sign for Lively Park.
- 14th and Main for Springfield's Museum and Public Library.

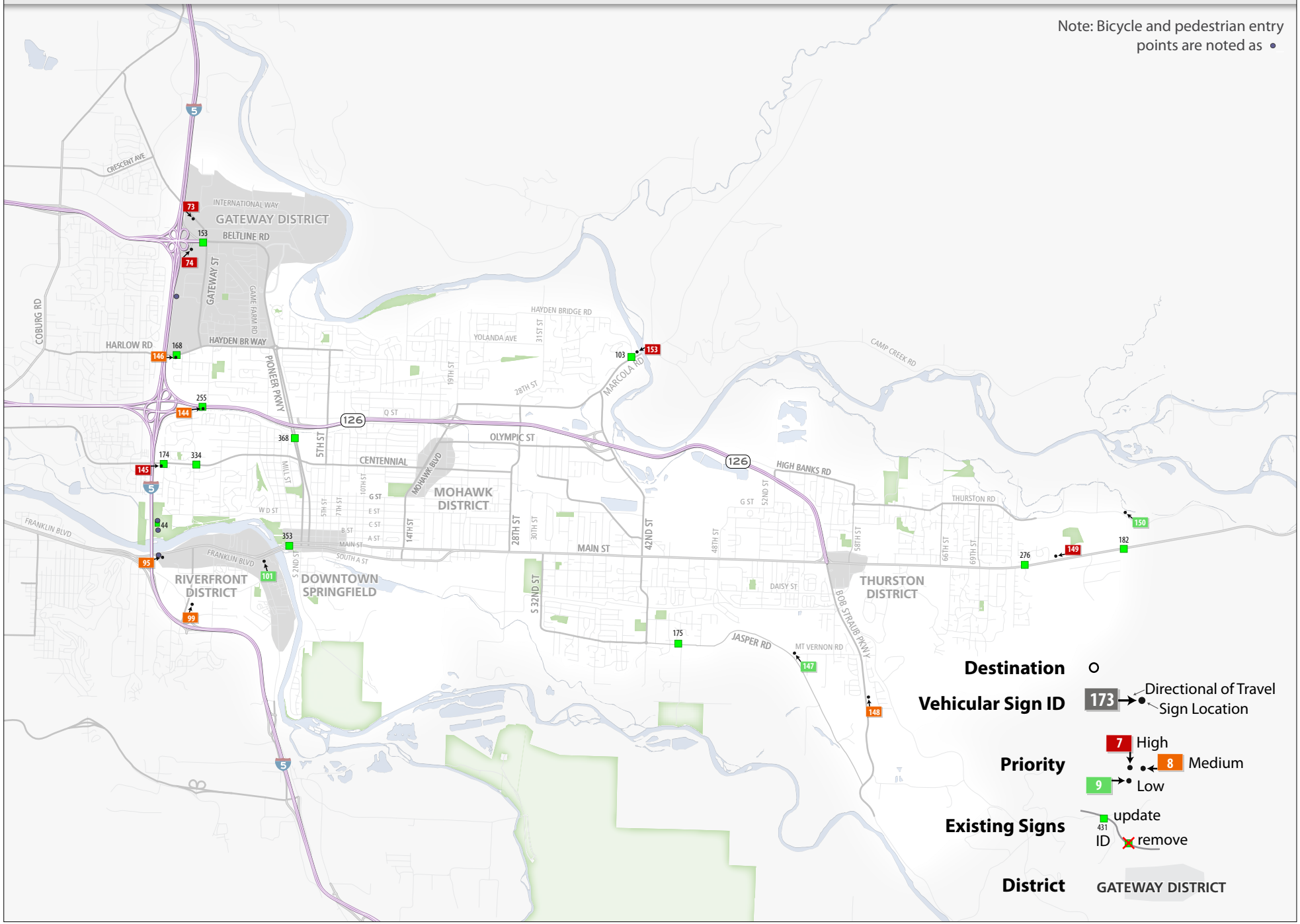
Signs that may confuse travelers include the following:

- 10th & Main "Park Pool Tennis" sign for Willamalane Park & Swim Center. Park Pool Tennis is not a clear indicator of what the sign actually leads to. This may cause confusion as there are other pools/parks in nearby proximity.

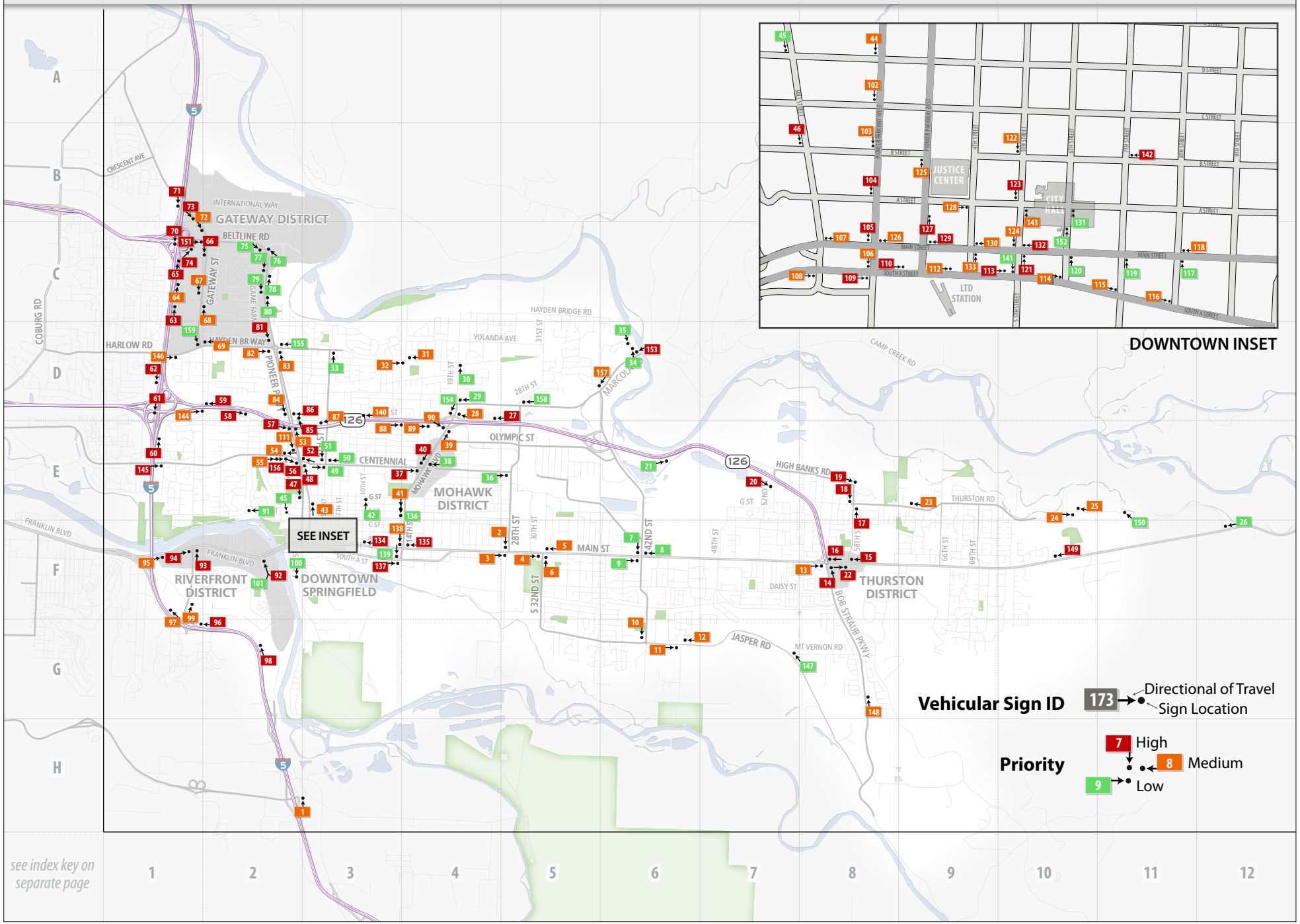
Develop wayfinding elements that can coexist in one location. (e.g. A pedestrian scale map on the fixture, or light post, as an auto directional signage.

Charlotte, NC uses single fixtures to display vehicular signage and a pedestrian kiosk map.

Welcome to Springfield (entry points)

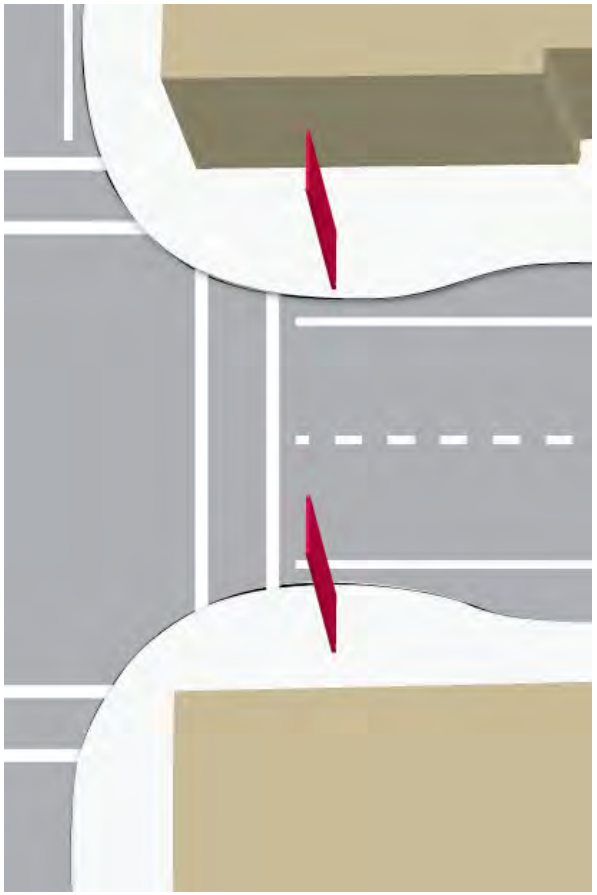


Proposed Vehicular Signs



Pedestrian Signs

Pedestrian wayfinding elements can (1) provide improve linkage between amenities, (2) encourage people to walk between destinations by creating a more pedestrian friendly environment, and (3) serve as educational or interpretive tools. Nodes, or districts, with clusters of retail businesses, commercial services, or recreational amenities are ideal locations for pedestrian wayfinding, such as kiosks.



Kiosks

- Place pedestrian kiosks at key pedestrian decision points throughout each district. Kiosk maps should have **Key Destinations** within walkable distance (approximately ¼ to ½ mile).
- Locations for pedestrian kiosks can be determined by looking at locations for points of interest, public transit stations, and key pedestrian decision points within each district.
- A walkability analysis of the area may provide additional information helpful for deciding locations of pedestrian kiosks. We completed a walkability analysis of the Downtown District and show our recommended sign locations on the following pages.
- The city should work with Lane Transit District to install pedestrian kiosks at public transit stations that map Key Destinations within walkable distance (approximately ¼ to ½ mile).

General Signage

- Pedestrian signage is ideally located on sidewalk bulbs where there is available space and clear visibility to pedestrians moving in several directions at intersections (see example to the left).
- Signs should not obstruct pedestrian flow but should be conveniently readable from the sidewalk.
- Formal pedestrian signs highlighting community and civic destinations can effectively complement and share sidewalk space with the informal business sandwich boards and banners already in place.

SPECIFIC FINDINGS

Public engagement activities indicated that current challenges for pedestrian wayfinding throughout the city includes: lack of signs, inappropriate scale, poor illumination, safety, sign clutter, cost, vandalism, unplanned removal. Here are some specific issues that we or others noted:

- There is currently poor pedestrian wayfinding to link nearby destinations to one another. (e.g. The Downtown District and nearby river access.)
- The Downtown District and other areas of Springfield are currently participating in an "Open" banner program to encourage pedestrian and vehicular traffic to businesses. Banners within the Downtown District are often hidden from view due to curbside parking. Banners in other areas of the city (such as Mohawk District) are at an inappropriate scale for passing traffic.
- Lack of pedestrian map kiosks within the city's districts discourage pedestrian travel.
- Public transit stations do not have destination map kiosks.
- Public engagement activities indicated the most walkable areas include: districts, multi-use paths, Kelly Butte Park, area immediately surrounding RiverBend Hospital, Daisy Street, Island Park, Rob Adams Park, and Willamalane Park & Swim Center.

Proposed Downtown Pedestrian Signs

Proposed Pedestrian Signs

See map on previous page, and see the Supplementary Packet for design mockups of each proposed sign.

160 *Traveling North on PIONEER PARKWAY WEST at A ST*
Map Index: C4 Priority: medium

- ← Island Park
- → Justice Center
- → City Hall
- → Public Library
- ← Adult Activity Center

161 *Traveling West on MAIN ST at PIONEER PARKWAY W.*
Map Index: D4 Priority: medium

- ← Downtown Visitor's Center
- ← Island Park
- → Adult Activity Center

162 *Traveling North on PIONEER PARKWAY WEST at MAIN*
Map Index: D3 Priority: medium

- → Emerald Art Center
- → Wildish Theater
- → Springfield Museum
- → Washburne Historic District
- → City Hall

163 *Traveling North on S A ST at PIONEER PARKWAY EAST*
Map Index: D4 Priority: high

- ← Island Park
- ← Downtown Visitor's Center
- ↑ Wildish Theater
- ↑ Justice Center
- ↑ Emerald Art Center

164 *Traveling West on MAIN ST at PIONEER PARKWAY E.*
Map Index: D4 Priority: medium

- ← Springfield LTD Station
- ↑ Island Park
- ↑ Downtown Visitor's Center

165 *Traveling East on A STREET at 4TH STREET*
Map Index: C5 Priority: medium

- ↑ Justice Center
- → City Hall
- ← Island Park
- ↑ Washburne Historic District
- → Post Office - Downtown

166 *Traveling North on S 2ND ST at SOUTH A STREET*
Map Index: D3 Priority: medium

- ← Island Park
- → Springfield LTD Station
- ↑ Springfield Museum
- ↑ Washburne Historic District
- ↑ City Hall

167 *Traveling West on MAIN ST at 4TH STREET*
Map Index: D5 Priority: medium

- → Justice Center
- → Washburne Historic District

168 *Traveling West on A ST at 4TH STREET*
Map Index: C5 Priority: medium

- → Justice Center
- → Washburne Historic District
- ← Springfield LTD Station
- ← Downtown Visitor's Center
- ↑ Island Park

169 *Traveling East on MAIN ST at 4TH STREET*
Map Index: D5 Priority: high

- ↑ Emerald Art Center
- ↑ Springfield Museum
- ↑ Wildish Theater
- ← Justice Center
- ← Washburne Historic District

172 **Sign ID** (see map)

High Priority

Medium Priority

Low Priority

170 *Traveling East on SOUTH A STREET at 5TH STREET*
Map Index: D5 Priority: low

- ⬅ Emerald Art Center
- ⬅ Springfield Museum
- ⬅ Public Library
- ➡ Booth-Kelly Event Center
- ⬅ Wildish Theater

171 *Traveling South on 7TH ST at MAIN STREET*
Map Index: D7 Priority: low

- ➡ Emerald Art Center
- ➡ Springfield Museum
- ➡ Wildish Theater
- ➡ Downtown Visitor's Center
- ➡ Springfield LTD Station

172 *Traveling South on 7TH ST at A STREET*
Map Index: C7 Priority: low

- ⬅ Post Office - Downtown
- ➡ City Hall
- ➡ Public Library
- ⬆ Wildish Theater
- ⬆ Springfield Museum

173 *Traveling East on 4TH ST at IN FRONT OF JUSTICE CENTER*
Map Index: C5 Priority: medium

- ⬅ Washburne Historic District
- ➡ City Hall
- ➡ Springfield LTD Station
- ➡ Post Office - Downtown

174 *Traveling North on S 5TH ST at MAIN STREET*
Map Index: D5 Priority: high

- ⬆ Emerald Art Center
- ⬆ Springfield Museum
- ⬆ Washburne Historic District
- ➡ Booth-Kelly Event Center
- ⬅ Public Library

175 *Traveling West on MAIN ST at 5TH STREET*
Map Index: D5 Priority: high

- ➡ City Hall
- ➡ Public Library
- ➡ Washburne Historic District
- ⬆ Springfield LTD Station
- ⬆ Downtown Visitor's Center

176 *Traveling South on 5TH ST at MAIN STREET*
Map Index: D5 Priority: high

- ⬅ Emerald Art Center
- ⬅ Springfield Museum
- ⬅ Wildish Theater
- ➡ Springfield LTD Station
- ➡ Downtown Visitor's Center

180 *END OF WEST D GREENWAY PATH at WEST D ST*
Map Index: B1 Priority: low

- ➡ Downtown District

181 *Traveling South on 5TH ST at C STREET*
Map Index: B5 Priority: low

- ⬆ Downtown District

182 *Traveling South on MILL ST at B STREET*
Map Index: C3 Priority: low

- ⬅ Downtown District
- ➡ Adult Activity Center
- ➡ Island Park
- ⬆ Downtown Visitor's Center
- ⬅ Washburne Historic District

183 *Traveling East on W D ST at MILL STREET*
Map Index: B2 Priority: low

- ➡ Downtown District
- ⬆ Washburne Historic District

184 *Traveling North on PIONEER PARKWAY EAST at MAIN*
Map Index: D4 Priority: medium

- ➡ Public Library
- ➡ Springfield Museum
- ➡ Wildish Theater
- ➡ Justice Center
- ➡ Emerald Art Center

185 *Traveling West on A ST at MILL STREET*
Map Index: C3 Priority: low

- ⬆ Adult Activity Center
- ⬆ Island Park
- ⬅ Downtown Visitor's Center

186 *Traveling East on MILL ST at A STREET*
Map Index: C3 Priority: low

- ⬆ Downtown District
- ➡ Downtown Visitor's Center

Map Kiosk Locations

177 *At CITY HALL PLAZA at 5TH AND A STREETS*
Map Index: C5 Priority: high

178 *At SPRINGFIELD LTD STATION near S A STREET*
Map Index: D4 Priority: high

179 *On MAIN ST IN FRONT OF SPRINGFIELD MUSEUM*
Map Index: D6 Priority: medium

4. Develop Effective and Attractive Sign Designs

Perhaps no aspect of a wayfinding system is more important than the design of the signs that for its core. The primary value of good design is that it functions well: travelers can clearly identify the destinations noted and can immediately interpret the directions provided. The usability of signs is dependent on having legible, high contrast text, good visual hierarchy, clear alignment, and obvious association between directional arrows and destinations.

However, with the widespread use of mobile mapping applications (e.g. Google Maps), wayfinding signage is evolving. Next generation signage places a heavier emphasis on the role it plays in building the brand of the city.

Signs can serve more than just the function of getting people where they need to go. They make a lasting impression on visitors, beautify the city, and create sense of place by providing a unifying thread that highlights the unique character of Springfield while calling attention to numerous amenities. Particularly, signage at entry points (vehicular, bike and pedestrian) of the city, zones, and districts is critical. It is a first impression for visitors and acts as an identifier to let people know they have arrived in a special place.

General Recommendations

- Develop wayfinding elements and signage for destinations that are colorful, visually appealing, and highlight distinct character of the zone or district they're located in or the city.
- Develop wayfinding elements and signage that provide clues to the function or use of the Destination to Highlight. (e.g. Park signs in the shape of a tree or that include easily identifiable icons.)
- Use a similar color or theme for wayfinding elements within a particular zone of the city.
- Use a consistent, color-coded logic map on a wide variety of wayfinding elements to unifying the system. (e.g. visitor brochures, pedestrian kiosks, smart technology applications, etc.)
- Use of a standard and stylized font, font sizes, and icons.
- Ensure signage scale and font size is appropriate for the intended audience and their speed of travel.

SPECIFIC FINDINGS

Overall the entry point signage of the city and individual districts is fair or lacking. Welcome signs and gateway treatments are inconsistent in appearance, message and location. These entry points do not read as a cohesive system of boundary points. Districts are currently not defined, with the exception of the Washburne National Historic District. Lack of defined entry points to the areas of interest, or the known districts, add to confusion for travelers navigating around the city.

Entry signs show a wide variety of typography and design aesthetic, reflecting poorly on the image of Springfield.

- Welcome signs are placed after entry points to the city. (Ex. Traveling east through Glenwood into the city signs for "Glenwood" and Les Schwab's "Welcome to Springfield" is located before the traveler sees the updated metal driftboat signage. Or, wooden welcome sign near the intersection of Highway 126 and Pioneer Parkway is located near the geographic center of the city.)
- The "Entering Springfield" sign in the Gateway area is dwarfed by surrounding business and freeway signs. It has an improper scale for such a large intersection.
- The metal drift boat entry signage in the Downtown District sends a positive message and highlights the character of Springfield.
- Downtown "Open" banners are not always visible by all user groups (vehicular, pedestrian, and bicycle). These banners are often hidden from view because of curbside parking.
- The city is unannounced to vehicles traveling north on Bob Straub Parkway.
- Public transit stations currently have no pedestrian kiosks informing travelers of nearby amenities.
- There is no signage directing travelers to public parking areas.
- Signage along Glenwood Boulevard as a traveler heads north from I5 indicate that all food and lodging is located west towards Eugene.

Sign Colors

Thirteen of the 33 Destinations to Highlight with more than 1 directional signage, had **inconsistent colors** on almost half of the signs. Including the following destinations:

- Dorris Ranch: 5 brown signs, 1 green sign
- City Hall: 6 green signs, 1 blue sign
- Downtown Visitor's Center: 4 blue signs, 1 white sign, 1 green sign
- Willamalane Sports Complex: 1 blue sign, 1 white sign; 2 green signs.
- Island Park: 3 blue signs, 5 brown signs

Island Park signs vary in color and style

RECOMMENDED TREATMENTS

Entry Points

- Extended the metal driftboat motif to all major entry points to the city to create continuity and identifiable boundary markers. These signs can be scaled and designed in varying fashions, but it is important that they have a common theme and same use of materials.
- Ensure welcome signage is a positive first impression of the city. Wayfinding signage can, and should, provide avenues for the city to display it's unique character. Whenever possible, use colorful and artistic signage that has compatible typology and design aesthetic at the entry points to the City.
- (Virtual entry point) Develop an integrated set of non-signage resources that is geared towards visitors of Springfield. These include smartphone apps, visitor brochures, walking tours, visitor information websites, and regional marketing campaigns. *See Examples from Other Cities on page 52.*
- Consider the Springfield LTD Station as an "entry point" and develop welcome signage to reflect this (e.g. install a map kiosk).

Districts

- Develop a unique wayfinding treatment to distinguish districts from other areas of the city. Specificity may include one or a combination of techniques – identifiable or artistic, symbolic of the districts character or amenities, or uniquely color-coded. (e.g. Flag pole banners highlighting the character or amenities found in each district.)
- Amend city code to have decorative sign policies and guidelines for each district that create distinctive and memorable signage with a unifying theme.
- Use alternative, decorative wayfinding treatment to guide and inform people of nearby amenities. (e.g. Inset sidewalk pavers in the Downtown District guiding people towards the river. Public art or mural map of Springfield portraying the amenities found throughout the city.)

Multi-use Paths

- Develop unique and memorable entry point signage for Springfield along multi-use paths.
- Develop consistent wayfinding signage for access points of the multi-use paths throughout the city to serve as directional tools and also call attention to the existence of paths.
- Coordinate with regional groups (City of Eugene, LCOG) to develop a consistent, integrated design for multi-use paths.

Public Transit Stations

- Continuing developing EmX design theme for additional stops.

Parking Areas

- Integrate parking directions as icons on new signage, using the universal "P" symbol.
- Install large, attractive identification signs at parking lot entrances to signify their function as public parking areas and indicate arrival.

Community Design Preferences

During the course of this project we documented design ideas from our conversations with community members.

"In general, we would like the design of the wayfinding system to...."

- Be colorful and vibrant
- Include identifiable elements that add to the beauty of the place and act as an element of branding
- Incorporate cohesive elements (e.g., the pedestrian signage and the automobile signage complement each other)
- Be symbolic of Springfield's transition into the future while being sensitive to the past,
- "Proud history, bright future." is an adopted tag line used by the city on official correspondence between city officials, public documents, and at council meetings
- Encourage active and alternative transport
- Include public art
- Focus on art and culture
- Use the icon of the drift boat rather than the miller and logger icons
- Portray a close association and connection to the surrounding rivers
- Create a positive impression on visitors and a local civic pride

"Specifically, we would like the design of the wayfinding system to...."

- Use these themes for signage for the Downtown District: rustic, outdoor, historic, timeless, location of city services.
- Use these themes for signage for the Gateway District: modern; shopping, retail, employment hub.
- Use these themes for signage for the Thurston District: mountains, outdoor, shopping, and residential.
- Use these themes for signage for the Mohawk District: retail, business, shopping.

"We would like the City of Springfield to be known as..."

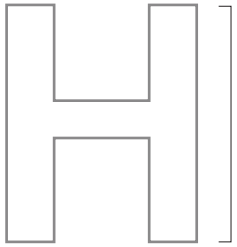
- Livable, family-friendly town with walkable compact urban centers
- Arts
- Center for urban biking and alternative transportation options
- Access to the riverfront
- Historical and cultural associations with the river
- A place to grow your business
- Close associations and connections to parks and natural areas and the value of our resources
- Downtown as a lively, community center
- Prominent medical and health services
- A vibrant regional destination with retail businesses, commercial services, and recreational opportunities
- Use of a logic map, or its elements, on a variety of wayfinding tools and treatments to create a uniform system.
- Use of color as a unifying element to various wayfinding elements.
- Extending the metal drift boat motif to entry point signage throughout the city.
- Placing a unifying city logo on all wayfinding elements. (i.e. drift boat or abstract logo of a city between two rivers and the hills in the backdrop.)
- Use of flag pole banners for districts and special events.

KEY IDEAS

- Incorporate colorful, artistic signage and wayfinding elements throughout the city.
- Use of a wide variety of alternative wayfinding treatments: inset sidewalk pavers, public art and murals highlighting Springfield's amenities, living materials, and ground plane markings.
- Use City motto, local quotes, or interpretive information on the back side of wayfinding elements, such as kiosks and one-way street signs.
- Hire local artists to design specific elements of wayfinding signage.
- Use wayfinding design elements and typology that (1) is attractive, (2) provides clues to a destinations use or function, (3) highlight a sense of place for each zone and district, as well as the city as a whole.
- Incorporate pedestrian and bicycle signage with time and distance.

Concept Sign Design

Vehicular Signage



Vehicular signage lettering should be a minimum of 4" in height

For more guidance on sign dimensions, see the MUTCD

Sans-serif fonts are popular for wayfinding signage for being clean, modern and readable

Thurston

Arrows should be obviously "connected" to the destination name through close proximity and use of a common background

FAIL

Which arrow refers to which destination?

Avoid stacking arrows and destinations or alternating arrows on different sides

Regional and nearby destinations should appear towards the top

Arrows should always appear in a consistent, vertically aligned position, preferably to the upper left of the destination name

Flags should be large enough to accomodate full text whenever possible

Modular flags are flexible, allowing signs to be modified over time

Vehicular signage may be mounted on new or existing posts

District or **Zone** identification and color reinforces the basic logic of the wayfinding system

Side flags or icons use recognizable symbols to indicate common public amenities

Directional arrows may include:
LEFT, RIGHT, STRAIGHT AHEAD, AHEAD LEFT, AHEAD RIGHT, U-TURN (e.g. turning from South A to Main Street)
MULTIPLE DIRECTIONS

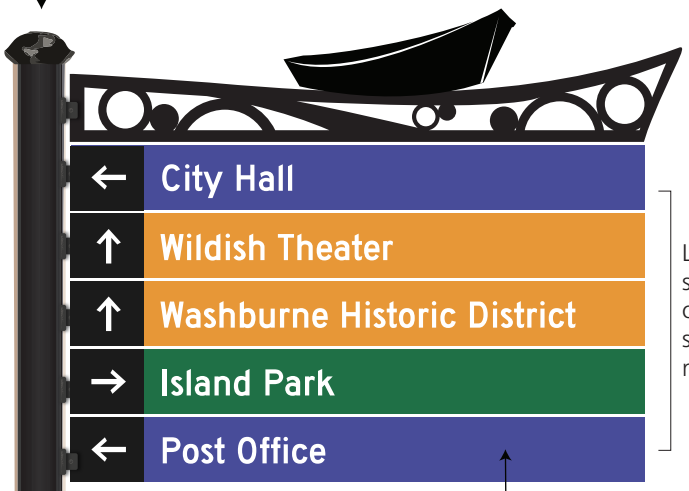
Vehicular signs should have no more than four destinations

Variable sign frames provide flexible styling options and budget requirements. Styling should reflect a cohesive identity across all of Springfield's branding.

Welcome signage should be consistent with other signage in style. We recommend that all new signaged should reflect the aesthetic of the existing brushed aluminum McKenzie River Boat sculptures and that additional sculptures be considered for other City entry points.

Pedestrian Signage

Pedestrian-scale signage typically uses higher quality post material that is attractive up close.

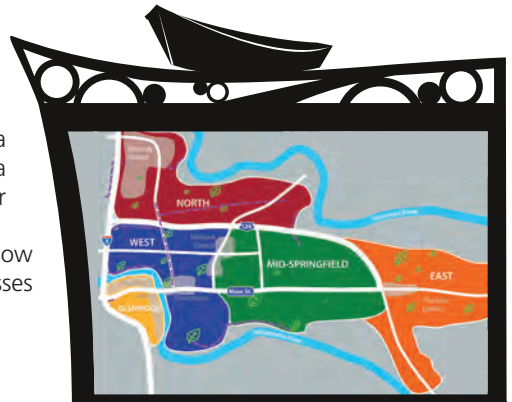


Limiting flag text to a single line reduces the overall size of the sign, which lends it a more intimate feel

Pedestrian signage may also include walking distances (in miles or blocks) and approximate time (maximum ½ mile from sign)

Pedestrian kiosks can provide a citywide map on one side and a local map on the other

Local maps often show individual businesses



If designed at an appropriate scale and positioned effectively, some signs can serve both motorists and pedestrians.

Maps are often mounted behind plexiglass, allowing them to be updated on a regular basis

Sample Color Palette

Developing a simple yet attractive and consistent palette to use across all signage and maps will help build a cohesive identity and will reinforce the logic of the wayfinding system. Bright, saturated colors with white lettering are commonly used on distinctive wayfinding signage (although there is a fine line between vibrant and gaudy).

Zones and Districts

- North Springfield / Gateway District
- Mid-Springfield
- East Springfield / Thurston District
- Glenwood / Riverfront District
- West Springfield / Downtown District

The color palette for zones and districts should be distinct from and less visually dominant than the palette for destination types.

Destination Types

- Commercial Districts and Civic Services
- Historic and Cultural Points of Interest
- Recreation
- Natural Areas and Parks
- Hospital / Parking / Information Icons

Backs of signs can be used to highlight the unique identity of of the City (e.g. showing quotes from famous residents)

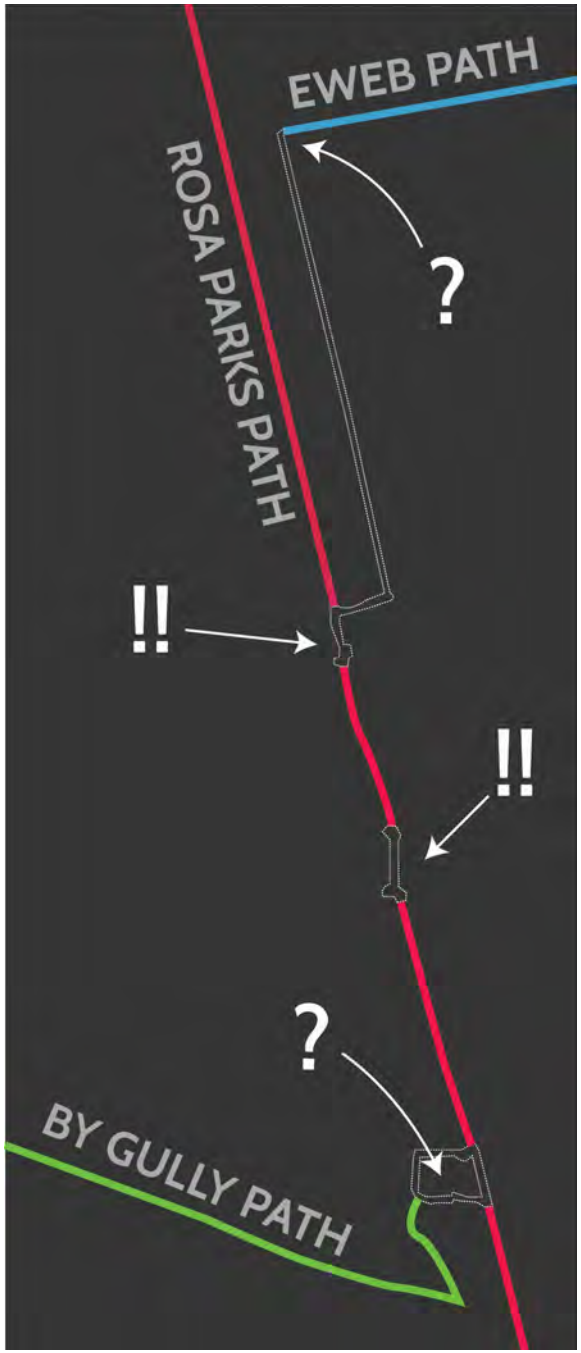
5. Improve Bicycle Navigation and Connectivity

Springfield has an abundance of recreational facilities and multi-use paths used by bicyclists. Comprehensive wayfinding systems can bring awareness for bicycling opportunities and pathways, improved connectivity of bicycle facilities, and eliminate misconceptions of time and distance to particular destinations. This plan focuses on bicycle navigation and connectivity as it pertains to the multi-use paths, rather than on street bicycle routes. The multi-use paths highlighted in this plan are Rosa Parks Path, By-Gully Path, EWEB Path, Middle Fork Path, West Greenway, McKenzie-Levee Path, Ruth Bascom Riverbank Trail, I-5 Bike Path, and Lyle Hatfield Path.

In addition to the general findings and recommended treatments below, we include a map on pages 44-45 of specific findings with bicycle navigation and connectivity as it pertains to the multi-use paths.

Findings

- Bicycle parking is not identified well throughout Springfield.
- Multi-use paths are in need of improved branding and marketing to call awareness to and highlight these amenities.
- Multi-use path names do not identify or provide adequate informational clues as to where the path leads or its function.
- Multi-use paths currently have very limited wayfinding signage.
- Connections of multi-use paths from West D Street (at Island Park and the Riverbank Trail) are not properly delineated.
- Public engagement activities with Springfield's Bicycle and Pedestrian Citizen Advisory Committee (BPAC) indicated that the top bicycling destinations were: Bi-Mart, Safeway, grocery, Dutch Bros, Sprout, Farmer's Market, E Main Street, Booth-Kelly, and Weyerhauser Road, hatches bike shop, multi-use paths, rivers, regional sports complex, Island Park, Dorris Ranch, pools.
- According to BPAC multi-use paths are used primarily by recreationists. Work commuters often use bicycle on-street routes rather than paths to get from their home to work, with the exception being the Riverbank Trail.
- By-Gully multi-use path does not extend to 5th street as indicated on existing Geographic Information Systems (GIS) maps.
- According to BPAC the most popular navigational tools used by bicyclists to navigate throughout the city include: phone apps, Google maps for multi-use paths (although not always accurate), Lane Transit District website, the "Eugene Springfield Bicycle Map and Resource Guide", memory, asking for directions, and signage. (Note: Signage was the last tool mentioned by public interest groups.)
- Lack of wayfinding signage connecting retail and commercial districts to the nearby natural resources and multi-use paths. (e.g. No "River Access" signage from the Downtown District.)



Recommended Treatments

- Bicycle signage or wayfinding elements should be placed in locations where the direction of the multi-use path or connections to and from paths are not immediately obvious (e.g., changes in direction), at intersections along all developed bikeways, at key decision points, and as guidance through difficult turns. See map on following page.
- Bicycle wayfinding should include time and mileage based information. For instance, a potential cyclist would be more encouraged to bike if they knew downtown was only a 5 minute bike ride away.
- Bicycle wayfinding signage should not list more than 4 destinations per sign.
- The city should work from the MUTCD Supplementary Bicycle Route signs adopted in Eugene for improved connectivity and continuity between Eugene and Springfield.
- Install entrance markers at each access point of the multi-use paths. (e.g. An arrow marker with a bike icon or combined directional signage with path map.)
- Multi-use paths should be highlighted on non-signage wayfinding elements, such as: smart phone apps, visitor brochures, walking tours, and visitor information websites. It is particularly important to provide information on how to best access paths and how they physically connect to one another.
- Install "River Access" signage at strategic locations within the city to connect commercial areas with the Willamette and McKenzie River. See River Access map in *Appendix: Maps of Proposed Sign Locations on page 63.*

RESOURCES

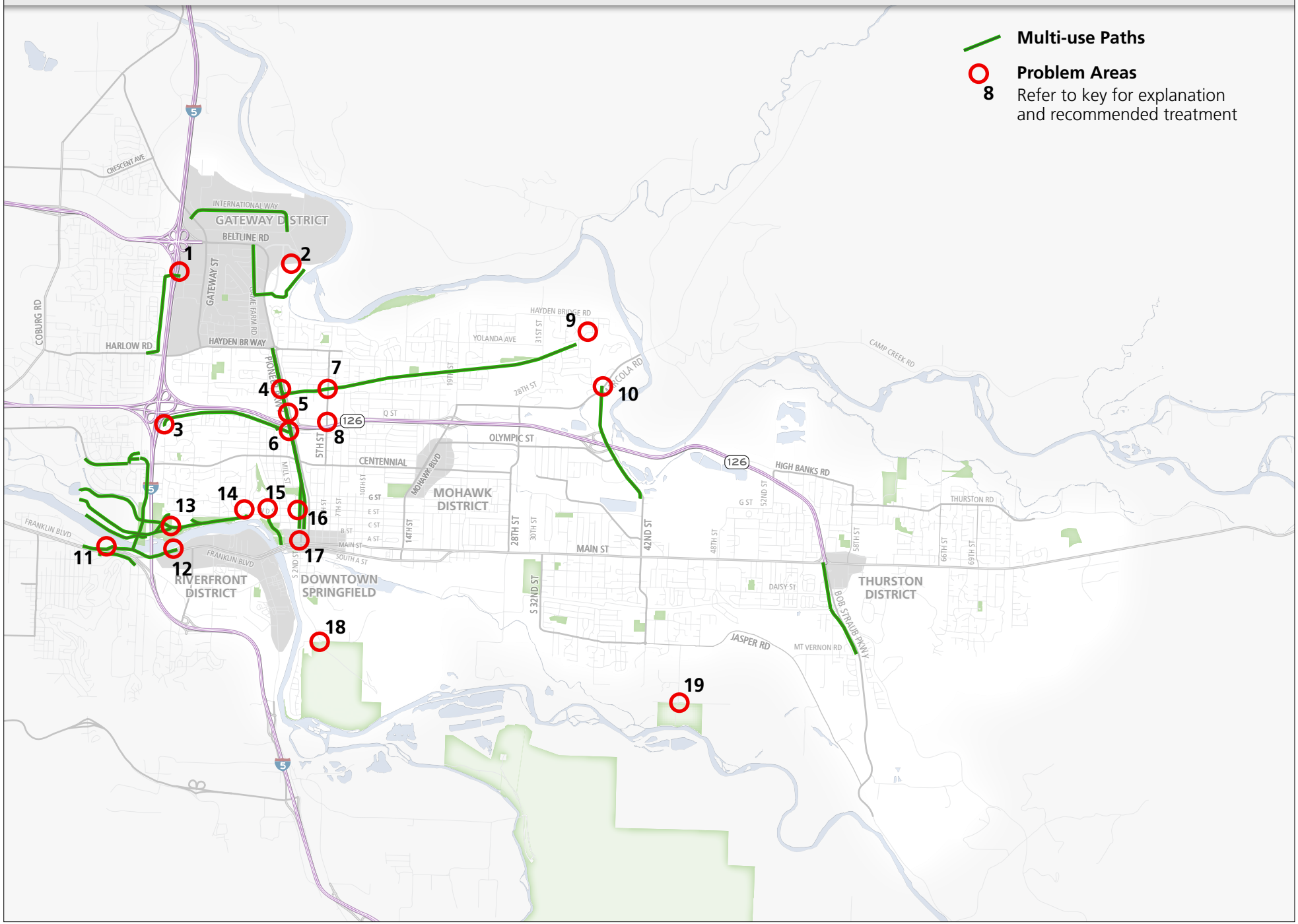
For more guidance and recommendations on improving on-street bicycle routes, consult these resources:

- City of Springfield Transportation System Plan, working plan 2012.
- "Cycling Towards a Sustainable Future: A Plan for the Implementation of Bicycle Networks in Springfield", 2011, SCI, University of Oregon.
- National Association of City Transportation Officials (NACTO) Bikeway Design Guide (http://nacto.org/cities-for-cycling/design-guide/)
- Springfield Bicycle and Pedestrian Citizen's Advisory Committee (BPAC)

Well-designed bicycle signage includes clear directional arrows, mode relevant destinations and cycling distances. http://bikewalklee.blogspot.com

Bicycle wayfinding can also be improved by upgrading other infrastructure such as bike racks and lane markings. See "Prioritizing and Quantifying the Benefits of Bicycle and Pedestrian Investments" at http://issuu.com/cascadebicycleclub/docs/cascade-tptguide_2012.

Specific Findings with Bicycle Wayfinding along Multi-use Paths



	Issue	Recommended Treatment
1	No informational sign or kiosks to provide orientation after coming off of I5 bike path.	Add bicycle scale kiosk or "you are here" map.
2	The Lyle Hatfield paths near the RiverBend Hospital lack connectivity to other bicycle networks.	Explore connecting these paths to the Gateway Mall/i-5 bike path through clear and consistent signage.
3	No entrance or exit signage for orientation.	Place sign near the entrance for "By-Gully Path". Place signs along the path before the traveler arrives at end point to indicate what is ahead.
4	There are no identification signs for the EWEB Path.	Place sign(s) near the west entrance of the path.
5	There is no clear connection between the EWEB path and a north-south bicycle route.	Place directional signs on the Rosa Parks Path.
6	No clear connection between the Rosa Parks Path and the By-Gully Path.	Place a sign on Rosa Parks Path near the path's intersection with 126.
7	There are no identification signs for the EWEB Path.	Place sign(s) near the path's intersection with 5th street.
8	There is no clear connection between the EWEB path and a north-south bicycle route.	Place directional signs near the intersection of 5th & Q.
9	The McKenzie Levee multi-use path lacks connectivity to other bicycle related amenities.	Place a sign at the end of the EWEB path (Hayden Bridge Road) to connect the two paths.
10	The McKenzie Levee multi-use path lacks connectivity to other bicycle related amenities.	Place a sign at the end of McKenzie Levee path (Marcola Road) to connect the two paths.
11	No directional or entrance signage	Place directional and orientational map along path
12	No signage indicating where the path takes you, a little inconspicuous	Add orientational signage at the trailhead indicating what path it is and where it leads. (e.g. "[ARROW] to Riverbank Trail"
13	No trailblazing signage	Directional and orientational signage needed
14	There is no sign upon entering Springfield from the West D multi-use path.	Place a sign directly off the path to trail-blaze the cyclist to the multi-use paths/bicycle related amenities in Springfield.
15	No signage at intersection of Island Park and D Street	Road paint pointing towards Island Park, orientational signage at intersection on sidewalk
16	No directional signage to paths	Key intersection of 5th and Rosa Parks: Need to have sign directing bikers towards rosa parks, downtown, and West D Greenway.
17	No signage or wayfinding downtown highlighting nearby multi-use paths.	Bike wayfinding kiosks of nearby multi-use paths
18	Identification sign(s) are necessary for the Middle Fork Path once construction is complete.	Place sign(s) near the Dorris Ranch park entrance at South Second Street.
19	No signage	Future entrance of middle fork path, city needs to plan once the path is installed

Proposed Sign Counts By Style and Priority

	High	Medium	Low
Standard Design	39	50	32
ODOT Highway Sign	12	6	1
Welcome to Springfield Sign	5	4	3
Pedestrian Sign	5	10	9
Kiosk	2	1	0
Hospital (H) Sign	0	3	4
TOTAL	**63**	**74**	**32**

III. Implementation

The purpose of this section is to provide the city and wayfinding design professionals a summary of resources to support the implementation phase of the wayfinding system.

While CPW was not tasked with developing an implementation plan, we felt it was important to capture what we learned over the course of the project. This section includes overview of our key findings, funding sources, and regulations. We conclude with a gallery of examples and insights from our in-depth interviews with other cities.

KEY RECOMMENDATIONS

- Contract with a professional design team to develop the appearance and design of wayfinding tools including print, web, signage, and other elements.
- Engage with public committees for feedback on the look and feel of wayfinding elements.
- Develop cost estimating for wayfinding elements and system implementation.
- Consult with the city's Traffic Engineer and Oregon Department of Transportation early and often to ensure wayfinding elements are compatible with existing regulations.
- Form an agreement between local hospitals for the most appropriate wayfinding treatments to guide travelers to each hospital.
- The entire wayfinding system should be installed within a relatively short time frame to avoid gaps in spatial continuity and confusion. One alternative to this scenario would be to phase in pedestrian kiosks first, bicycle wayfinding next, followed by vehicular signage to divide the costs for implementing an entire wayfinding system.
- Develop and adopt a maintenance guidelines for installing, repairing, approving wayfinding elements. Guidelines should also include a timeline and prioritization for removing unwanted signs.
- Develop a sign clutter deduction program to target areas of dense signage.
- Engage with public committees after the installation of wayfinding elements to ensure the system is working effectively.

Funding Sources

The following funding sources and information was largely provided by Corbin Designs, a wayfinding design firm in Michigan. The firm compiled examples of funding sources used by municipalities from across the country to pay for wayfinding planning and implementation projects. Additional funding sources CPW learned of through background research have been integrated within this section.

Federal Transportation Funds

Rochester, NY implementation was paid for with Federal Transportation funds (an ISTEA "Ice Tea" grant that the city had previously procured). As such, the grant brought with it federal reviews and oversight of the design, which were proactively resolved.

The City of **Charlotte, NC** received wayfinding funding from federal initiatives aimed at reducing congestions, improving air quality and increasing energy efficiency. The grants totaled $3.2 million. Wayfinding signage paid for by the funding included pedestrian, freeway, on-street directional, dynamic gateway and parking guidance, and egress signs. Installation began in 2007 and is scheduled to be complete in 2011.

State Departments

The **City of Springfield, MO** is financing its $600,000 vehicular and pedestrian wayfinding and signage system with a combination of revenue from the city's ¼ Cent Capital Improvements Sales Tax and support from some of the businesses involved. The three-year tax was initially approved by voters in 1989 and has subsequently been extended by voters until 2010. It's been used to fund capital improvements including streetscape renovations and park upgrades. Springfield is home to Bass Pro Shops' original store, known as the "granddaddy" of the 56-store chain. As a major local destination, Bass Pro Shops appears prominently on the wayfinding and signage system. The system also directs visitors to the city's downtown, which had been overshadowed as a destination by nearby Branson, Missouri.

Birmingham, AL has submitted a grant to ADECA, the Alabama Department of Economic and Community Affairs, to fund the Birmingham Civil Rights District. As a way to increase awareness and spur the interest of local business leaders, the city council approved a $21,000 budget to develop the prototype system.

Capital Improvement Grants

The **Quad Cities of Illinois** and Iowa program was funded partially by a grant from the riverboat casino (required by state law to grant a significant portion of its earnings to public projects in the state) as well as by each of the seven municipalities. **Davenport** and **Moline** were the first two cities to formally participate. That program has been recently implemented.

Federal Highway Department Grants

Funding for **Kansas City**'s $1.8 million vehicular and pedestrian wayfinding system comes from several sources, including nearly $800,000 in federal highway department grants administered by MODOT and the Mid-America Regional Council, more than $125,000 in seed money from the Downtown Council, and $357,000 from a $35 million voter-approved bond sale. The remainder of the project was expected to be funded from the same bond issue. The project covered the design, fabrication and installation of 400 signs.

Business Improvement Districts

Los Angeles, CA's LA Walks program was paid by the twelve participating BIDs (similar to DDAs... organizations that benefit from tax increment financing).

Pay to Play

Madison, WI funded its program with funds from the city together with a charge to the destinations on a "per mention" basis. At the time, there were only four destinations in the system: the airport, downtown, the UW campus, and the Expo Center. Thus, if the university was mentioned on 20 signs and the assessment per sign was $500, the university paid $10,000. (Not the actual costs.) Interestingly, there was also a maintenance assessment annually as well, 15% of the original assessment to cover the cost of maintenance and additional signage through the years. This was a Corbin Design recommendation.

The **City of Charlotte** integrated a pay to play model after an initial pilot year of the wayfinding program. Following the pilot, large sport complexes, conventions center, or other visitor attractions were responsible for fees

associated with maintaining the signage their business or organization was listed on.

While the pay to play mention could be controversial, it could potentially be used for expensive pedestrian kiosks within Springfield's districts.

Bond Funds from Commercial Development

Oklahoma City, OK was funded with bond funds from their commercial development in and around the new baseball stadium, but they designated some funds for wayfinding after the Alfred P. Murrah Federal Building Memorial was put in place.

Hotel Room Tax

Kingsport, TN uses a "visitor enhancement" fund, established in 2007 to pay for a variety of tourism-related projects, with the money coming from a 2 percent increase to the city's hotel/motel tax.

Flat Tax

Tulsa, OK employs a "third penny tax" for a variety of capital improvements, instituted in 1980. More information: http://findarticles.com/p/articles/mi_qn4182/is_/ai_n16412411

Tax Increment Financing (TIF)

TIF is used to finance public improvements through the increase in future property tax dollars. The idea being if the public improvement is made, then new or redevelopment will occur raising the value of the land allowing the City to collect more property tax on that land. The additional property tax is earmarked to pay for the improvements over a period of several years. Our contact at the International Downtown Association indicated that this is one of the most common ways to raise funds for a project of this type.

Transportation Development District (TDD)

TDDs are formed to fund, promote, plan, design, construct, improve, maintain, and operate one or more transportation projects or to assist in such activity. Once formed, TDDs become a separate political subdivision with an elected board of directors for the district, with the ability to condemn property, contract with parties, lease or purchase real and personal property, and sue or be sued in a court of law.

Special Business District (SBD)

An **SBD** grants an area the ability to levy special fees and taxes within the district to pay for public improvement projects within the district. Discretion as to the type and amount of the expenditures lies with the local government, which appoints an advisory committee to make recommendations. The district may also issue general obligation bonds for up to 20 years, authorized by the City and approved by the voters within the district. These bonds do count against the City's debt limit.

Community Improvement District (CID)

CIDs may be formed as either a political subdivision or a non-profit organization. The purpose of CIDs is to raise money for public improvement projects for a specific area. Funding may be through a special tax on sales, special assessment on certain real property or by fees, rents or charges generated in the District.

Community Development Block Grants (CDBG)

Projects seeking these grants must meet at least one of three federal guidelines: the project must benefit low and/or moderate income persons; prevent or eliminate slums and blight; or meet an urgent community development need. **CDBG** funds have been a catalyst for redevelopment and improvement in many blight and substandard areas. This is the major federal source of funds for transportation projects throughout the country.

The Safe, Accountable, Flexible and Efficient Transportation Equity Act

There are numerous different programs within the scope of this Act that could benefit a wayfinding program. The two most prevalent are the Transportation Enhancement Program, which provides funding for transportation related urban design enhancements, and the Recreational Trails Program, that is responsible for funding the construction of trails.

Local Option Economic Development Sales Tax

These allow citizens to authorize a supplemental sales tax dedicated exclusively for certain economic development initiatives in their home municipality. Goals

Regulations

The following outlines the regulations required for the Springfield Citywide Wayfinding Project. The outline will provide key points highlighted from the Manual on Uniform Traffic Control Devices (MUTCD) and the Oregon MUTCD supplement concerning wayfinding signs pertaining to vehicles and bicycles and the Oregon MUTCD supplement. The MUTCD does not provide standards for pedestrian wayfinding.

Sign Counts by Street Ownership

City of Springfield	219
ODOT	179
Lane County Public Works	27
Other	12

Evaluation of Current Signage

Springfield lacks standards or a plan to regulate community wayfinding signage. Signs are installed on an individual basis in accordance with the Manual on Uniform Traffic Control Devices (MUTCD). Roads within Springfield are regulated by one of three jurisdictions: The City of Springfield, Lane County, or the Oregon Department of Transportation (ODOT). Lack of coordination among these jurisdictions has resulted in the placement of signage without full consideration of specific local needs.

Manual on Uniform Traffic Control Devices

Traffic control devices installed on highways within the State of Oregon are required to conform to the Manual on Uniform Traffic Control Devices (MUTCD), published by the Federal Highway Administration (FHWA). The list of highways that are required to conform to the MUTCD includes all state highways and public roadways under the jurisdiction of cities and counties within the State of Oregon. To promote uniformity and understandability of traffic control devices, private property owners are also encouraged to conform to the MUTCD when installing devices on private property. Unless noted otherwise, existing devices that do not conform to the current MUTCD shall be replaced at the end of their useful life.

The Manual on Uniform Traffic Control Devices, or MUTCD, defines the standards used by road managers nationwide to install and maintain traffic control devices on all public streets, highways, bikeways, and private roads open to public traffic. The MUTCD is published by the Federal Highway Administration (FHWA).

While Portland's, Milwaukie's and other cities' bicycle wayfinding signage is not included in the MUTCD, it is not technically in violation of it. With few exceptions, the MUTCD cares only about traffic control devices. Wayfinding signage is guide signage, and not considered a traffic control device.

Approving these signs to MUTCD through experimentation would follow a different model than experimentation is usually done for MUTCD. Because guide signs don't change traffic control and probably don't change travel behavior at the exact point of installation, any efficacy of the signs is hard to measure. It would probably take some type of before/after survey, and might be large and expensive in order to yield any conclusive result. If anyone has any good ideas about an effective experiment design that could measure bicycle wayfinding signage, I'd guess that someone at PDOT would be happy to hear about it. The MUTCD Bicycle Technical Committee could be interested too.

For other folks not familiar with the MUTCD, one thing to note is that compliance with the national standard is not actively enforced. Voluntary compliance is achieved because jurisdictions not complying with a national standard are at higher risk of being held responsible if someone sues and claims a traffic control device was flawed and caused harm/damages. Bicycle wayfinding signs, as guide signs and not control devices, are at much lower risk of being the subject of litigation. Cities can therefore experiment with this type of signage without much exposure.

Community Wayfinding Signs

Community wayfinding guide signs are part of a coordinated and continuous system of signs that direct tourists and other road users to key civic, cultural, and recreational attractions within a city. They should follow certain rules, such as:

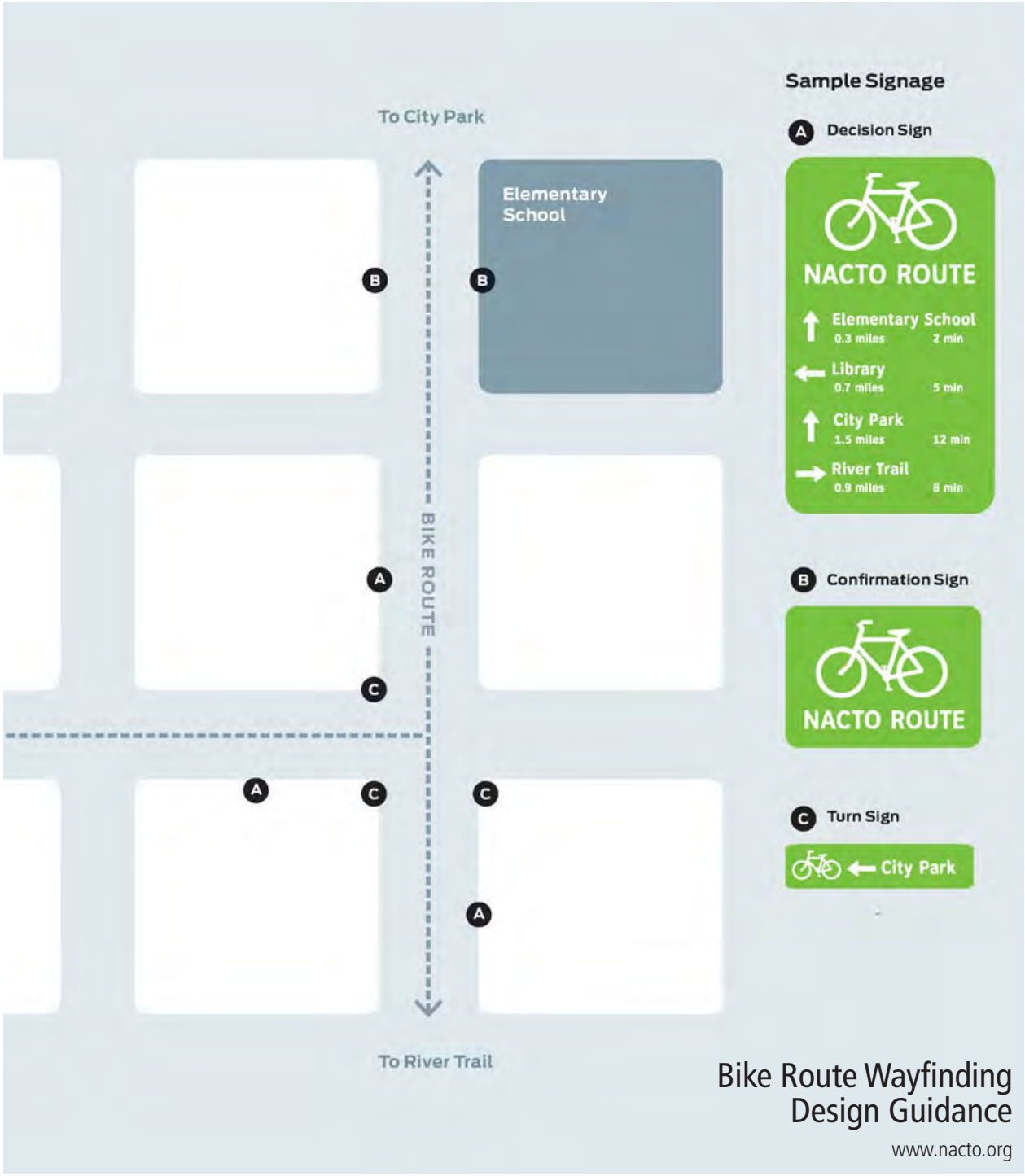
Not be installed on freeway or expressway mainlines or ramps, not be used to provide direction to primary destinations or highway routes or streets, not installed where they would obscure the road users' view of other traffic control devices, and not be mounted overhead.

Bicycle Signage and Placement of Signs

Uniformity in design of bicycle signs and plaques includes shape, color, symbols, arrows, wording, lettering, and illumination or reflectorization.

Bicycle Guide signs may be provided along designated bicycle routes to inform bicyclists of bicycle route direction changes and to confirm route direction, distance, and destination. Bicycle Guide signs shall be consistent with the design, shape, legend, and color contained in the MUTCD.

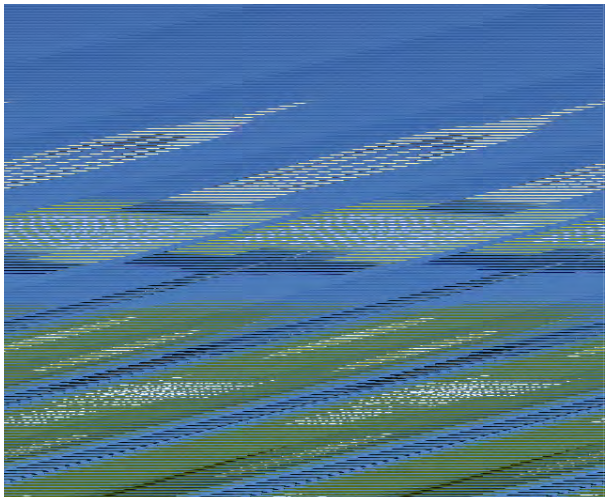
To establish a unique identification (route designation) for a State or local bicycle route, the Bicycle Route signs may be used. Bicycle Route signs shall be consistent with the design, shape, legend, and color contained in the MUTCD.



Examples from Other Cities

CPW interviewed several cities to determine best practices for developing wayfinding systems and plans. This section provides brief summaries of each interviews.

Charlotte, North Carolina



Charlotte implemented their test wayfinding in 45 days. The most common over-arching theme was spreading the message of leading cars to parking and getting people out of their cars to encourage pedestrian travel. The City was divided into color-coded zones following cardinal directions. Boundaries followed city streets that were termed "signature streets" – high pedestrian density streets. A signage hierarchy system was developed that included seven levels.

Pendleton, Oregon

The City first identified and agreed upon primary downtown entrances, . The final plan included a combination of "driver" signs and "pedestrian" signs; each designed to different standards. The driver signs required large letters, while the pedestrian signs could be much smaller. The City got a little "creative" when it came to a few of the signs downtown, labeling them as pedestrian signs so they could be smaller, though knowing that they would also be used by drivers. This illustrates the importance of coordinating with ODOT from the very beginning. In high pedestrian traffic areas, it's possible to sell as sign as primarily for pedestrians, knowing that cars will be using it as well. This allows for more creativity in the actual design of the sign. Otherwise, ODOT will require a sign designed to be read by drivers driving at over 25 mph. These driver signs are really big and obtrusive and would be out of place in downtown.

The biggest challenges were working with the Oregon Department of Transportation, identifying potential sign locations and what info should be on each sign, and making sure the arrows on every single sign lined up with their position and which direction they pointed to prior to installation.

Bellingham, Washington

Image by Stephanie Bower, courtesy of the Port of Bellingham

Bellingham, Washington created a wayfinding system for their downtown. Downtown is off the Interstate that runs into a two-way grid system as well as multiple grids coming together in the downtown core, which make

it confusing for visitors - all streets are considered arterials. The City's focus was getting people from the Interstate to the downtown and waterfront. It started near the Interstate with general "Downtown" and "Waterfront." As you get into downtown, specific signage appears. All signs are public amenities signed(?). A couple of non-profit signs were included later due to political pressure. However, if all non-profit destinations were included, they'd have a real mess. Non-profit locations (i.e. Pickford Film Center, Radio Museum, etc.) are on pedestrian kiosks.

A consultant did a photo inventory of existing signs. The Steering Committee was in charge of where signs go and where they don't belong. This committee consisted of public and private stakeholders, such as representatives from tourism and the downtown area. The Port of Bellingham was the biggest government player. They did a lot of research especially on the web and mrsc.org gathered examples for them and they also hired professionals to assist. The process consisted of two years: a year to plan, and a year to find the revenue. The City phased implementation due to funding and grants. The first phase was banners, the second was signage and a gateway, and the third was pedestrian kiosks. The City was the lead on all three.

The biggest challenges – push back on the actual design of the signage, the challenges working with the State of Washington on freeway signs, and the steep cost of the signage program.

Milwaukie, Oregon

Milwaukie, Oregon, created a bicycle wayfinding system, intended both for visitors and potential cyclists who ordinarily do not ride.

The stakeholder meetings looked into what Portland and other cities have done, looked at the routes that were important, and identified regional facilities as higher priority than smaller local facilities. Thinking about things that were secondary within a quarter mile, primarily mileage based and time based, Alta generated maps and did some fieldwork; once routes were identified they went out on the routes to identify the sign placement. The City served as the facilitator of the project, while Alta delivered the plan. The project was funded out of Transportation Enhancement federal funding. Out of the transportation system plan update, wayfinding was included in this funding. The planning phase took six months – placement of signs, conceptual placement, development of phasing plan. The project started within a year – 18 months of the TSP update. They tried to make sure that what they came up with would be approved by MUT CD.

The biggest challenges – proofreading and double-checking sign numbering and identification, City was divided into four cardinal-direction quadrants, but should have been divided into even smaller quadrants, and Interim signs didn't work in the long run

The answers from key cities that have done wayfinding plans are perhaps the most important ingredients to this recipe. Some of the best practices included incorporating dynamic signage (signage with changeable messages) as a great tool for temporary events.

The Department of Transportation, along with the MUTCD, helped determine what destinations are placed on signage. Involve ODOT as much as possible, throughout the process. Setting up a maintenance schedule to "refresh" signs – assess what amenities are listed, relevancy, and wear. Implementing the signage process in phases: pedestrian signage first, then highway & gateway, major corridors, then minor corridors.

Public participation: have participation phase after pilot time to assess if the wayfinding system is actually functioning.

Asheville, NC – Regional Wayfinding Program

http://www.merjedesign.com/places_asheville.html

Vibrant, eclectic, colorful, artistic, natural, funky, sophisticated and folksy only begin to describe the Asheville region of western North Carolina. Marketing (and wayfinding) for such a diverse area requires the communication of a consistent brand, while allowing for the individuality of each district, town and place to present its own unique character.

The Asheville Convention & Visitors Bureau hired MERJE to develop a comprehensive regional wayfinding program for the City of Asheville, Buncombe County and the individual towns of Black Mountain, Montreat, Weaverville and Woodfin. This is a benchmark project for regional wayfinding, as it also includes an analysis into the resulting economic return on investment; including before and after evaluations of annual destination visitation, effects on overnight hotel stays and overall customer satisfaction.

Gateways incorporate sculptural elements and create landmarks. Kiosks and post details provide opportunities for the inclusion of local artist in the design, capturing the funkiness of downtown Asheville. In addition to the planning and design of the system, MERJE's responsibilities consist of developing the strategy for coordinating the program, creating a criteria for destination inclusion, assistance with obtaining funding and building consensus among the variety of stakeholders and municipalities.

Images courtesy of merje design

Unique design elements, locally-produced artisan elements and historical and literary allusions were incorporated to reflect the local culture.

Total cost of the program including design, master plan, sign fabrication and materials, as well as installation is more than $1.8 million. The City of Asheville and Buncombe County each contributed $75,000 and $25,000 respectively to the design and master plan along with smaller financial contributions from the towns of Weaverville, Woodfin, Montreat and Black Mountain. The Asheville Regional Airport also contributed to the plan.

Asheville's comprehensive signage program includes:

- 240 vehicular signs;
- 26 pedestrian signs;
- 40 parking identification signs, banners and garage entrance/exit signs;
- 10 gateway/district identification signs;
- 13 three-sided information kiosks with maps and interpretation panels (eight in downtown Asheville and one each in West Asheville, Biltmore Village, Woodfin, Weaverville and Black Mountain);
- 3 gateway and district monuments.

Images courtesy of Erik Steiner

Example Treatments

Bicycle Wayfinding

Good bicycle wayfinding signage generally lists three destinations at most and includes both mileage and time to destination. In addition, bicycle wayfinding signage should link from one to the next. For example, in the sign below, once the rider gets to Downtown **Gresham, OR** the next sign should include Springwater Corridor in addition to two new destinations.

http://greshamoregon.gov/city/city-departments/environmental-services/transportation-streets/template.aspx?id=21170

Pedestrian Wayfinding

This sign in **Northfield, MN** (above) shows walkable destinations, listing direction and distance to destination in blocks.

http://locallygrownnorthfield.org/post/tag/wayfinding/

This pedestrian scale street sign in downtown **Portland, OR** (right) includes a map of the area and points to nearby destinations and transit stops.

http://portlandtransport.com/archives/2007/02/finding_your_wa.html

Image courtesy of Paul Hillsdon

Charlotte, NC incorporated varying pedestrian wayfinding elements onto single fixtures. Above shows an orientation map with directional signage, both at pedestrian scale. The pedestrian sign has been positioned perpendicular to vehicular traffic. Colors on the map correspond to the banner treatment of the sign below (orange zone is Uptown South). The map cube (right) displays nearby amenities and upcoming events at local venues.

Wayfinding Based on Districts

Charlotte, NC wayfinding signs for Uptown divide the area based on cardinal directions. Each section is associated with a color making it easy to link specific attractions (restaurants, shopping, hotels, etc.) to the corresponding section (see left).

http://charmeck.org/city/charlotte/Transportation/Pages/FindYourWayCharlotte.aspx

Charleston, SC incorporates both a District ("Museum Mile") and Zone (South End) into a single sign design. The styling reflects the distinctive history of the neighborhood.

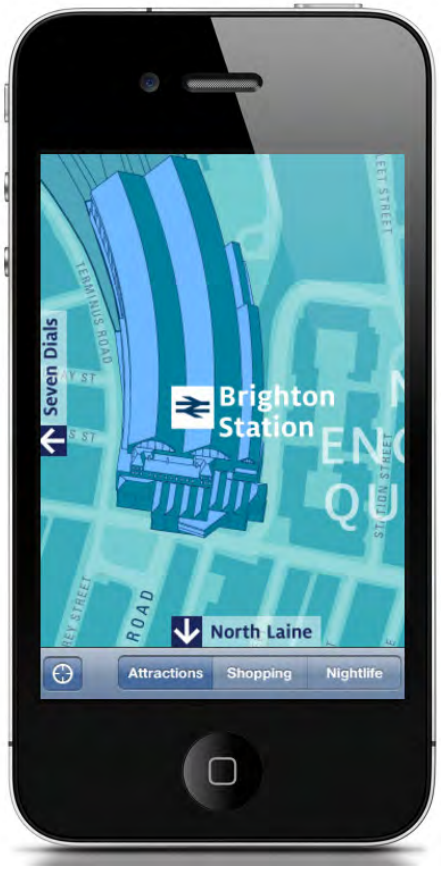
Philadelphia's city center is divided into color-coded districts, with each district having a unique name and icon.

Courtesy of Corbin Designs, Michigan.

Wayfinding Technology

Many cities are now incorporating smart phone applications into their wayfinding and branding efforts. At their best, mobile applications can provide location- and time-aware information that helps people navigate public transportation, locate landmarks or businesses, browse local events, and check hours for museums. App designs, if commissioned by the City, should be a natural extension of the look and feel of signage and other branding.

Design for WalkBrighton by London-based developers
Applied Information Group

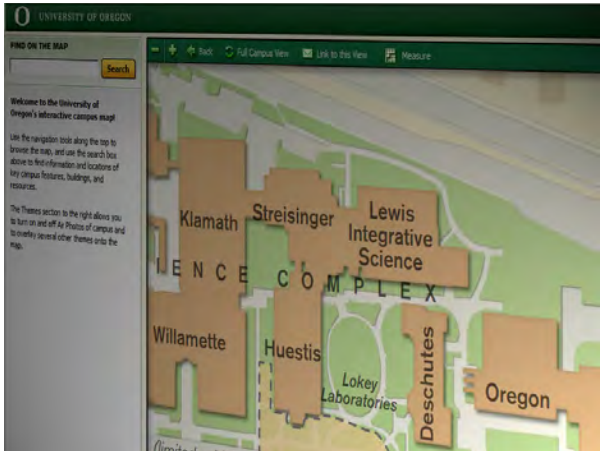


RESOURCE

Check out: "Will iPhone apps change the future of city wayfinding?"
http://www.designworkplan.com/wayfinding/iphone-navigation.htm

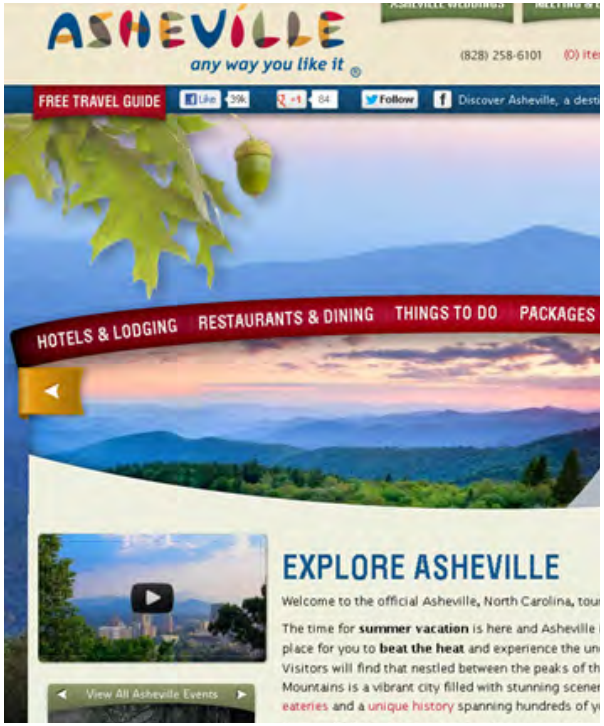
The **University of Oregon** is a leader in mobile application develop for campus wayfinding, including features such as "Find a Book" and Campus Tours.

The **UO** also has one of the finest examples of interactive web-based campus maps.



Asheville, NC maintains a robust and engaging website that focuses on providing visitors and residents fresh ideas and information about experiencing the city.

www.exploreasheville.com



Alternative Wayfinding

Victoria, BC took advantage of existing infrastructure (utility boxes) by placing wayfinding maps on them. This not only adds functionality to existing infrastructure but also reduces sign clutter and beautifies the utility box.

http://www.canadiandesignresource.ca/official gallery/graphics/city-maps/

Ground plane wayfinding that guides or inform visitors of nearby amenities or the city's unique character.

http://www.alexblock.net/blog/?p=289

Park or city bench as a medium for city mottoes, sayings, or facts about the city.

Use of whimsical design elements to help guide visitors to destinations.

http://westsideaction.wordpress.com/page/3/

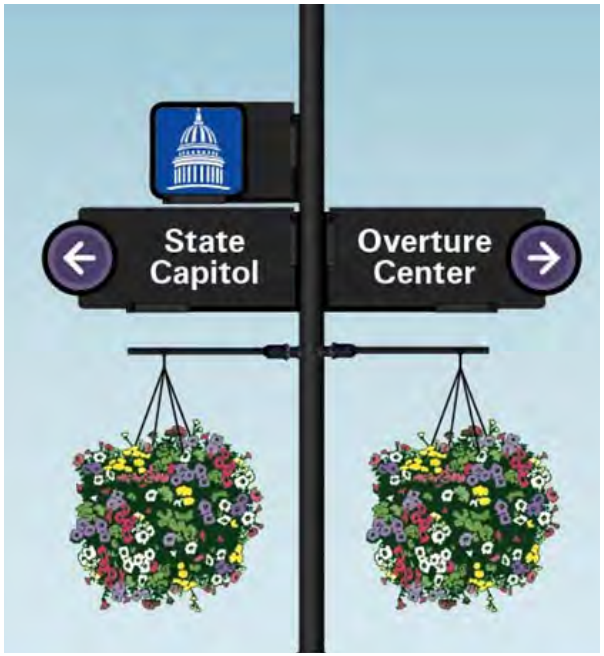
In **Raleigh, NC**, a group called Walk Raleigh posted 27 guerrilla wayfinding signs (right). The signs were meant to enhance the pedestrian wayfinding system in Raleigh by showing the time it takes to walk to various destinations within the City. The City initially removed them but has since put them back up and is currently testing the effectiveness of the signs as part of a pilot program.

http://www.theatlanticcities.com/neighborhoods/2012/02/guerilla-wayfinding-raleigh/1139/

Rochester, NY picked up on the guerilla sign idea in Raleigh and posted signs like this one (below) for ROC Transit Day.
http://www.rochestersubway.com/topics/2012/06/roc-transit-day-june-21/

These wayfinding "signs" (below) are stenciled on the sidewalk and show the pedestrian which way to go to get to the pier, park, or promenade.*http://p-and-w.blogspot.com/2011_02_01_archive.html*

Salem proposed a wayfinding system for their downtown, the goal of which was to "create a system of color + art + fun.
http://desperatelyseekingsalem.com/2010/09/11/an-alternative-guide-to-salem-signage/



This example (above) combines iconography, text, and an aesthetic touch. This sign set-up could also be useful for hanging signage to temporary destinations. For example, a sign to the seasonal farmer's market could be hung in place of the flowers during the summer months.
http://facweb.cs.depaul.edu/sgrais/navigation.htm

Public Art Wayfinding

Wayfinding structures and public art can go hand-in-hand. These examples demonstrate how explicit directional information or simply imagery evocative of the place can be integrated with sculpture to reinforce people's sense of where they are.

Appendix. Maps of Proposed Sign Locations

This section contains individual maps for each Destination to Highlight. Each map will contain the destination location, existing signage for that destination, proposed location for new wayfinding signage, and signage to be removed.

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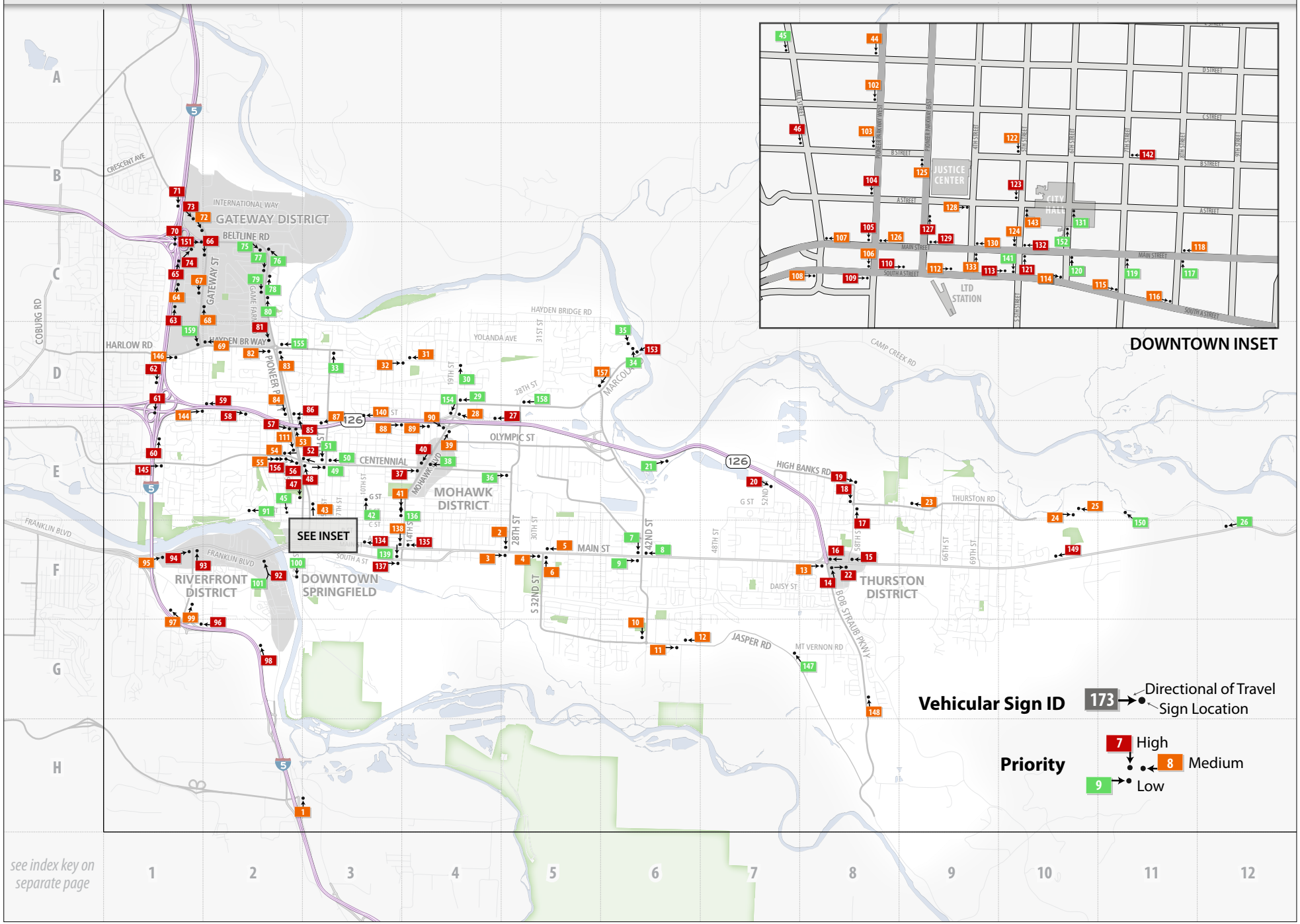
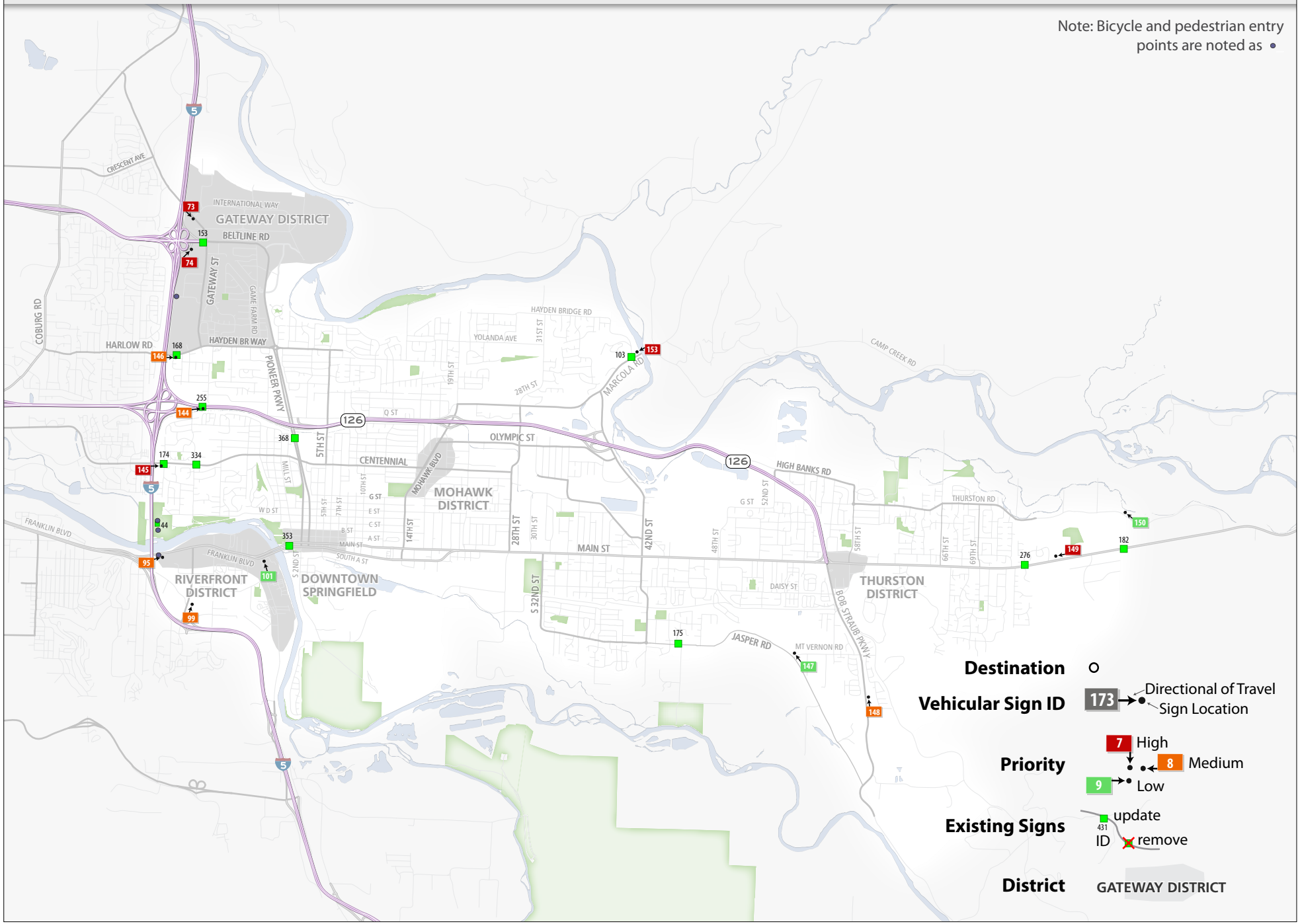
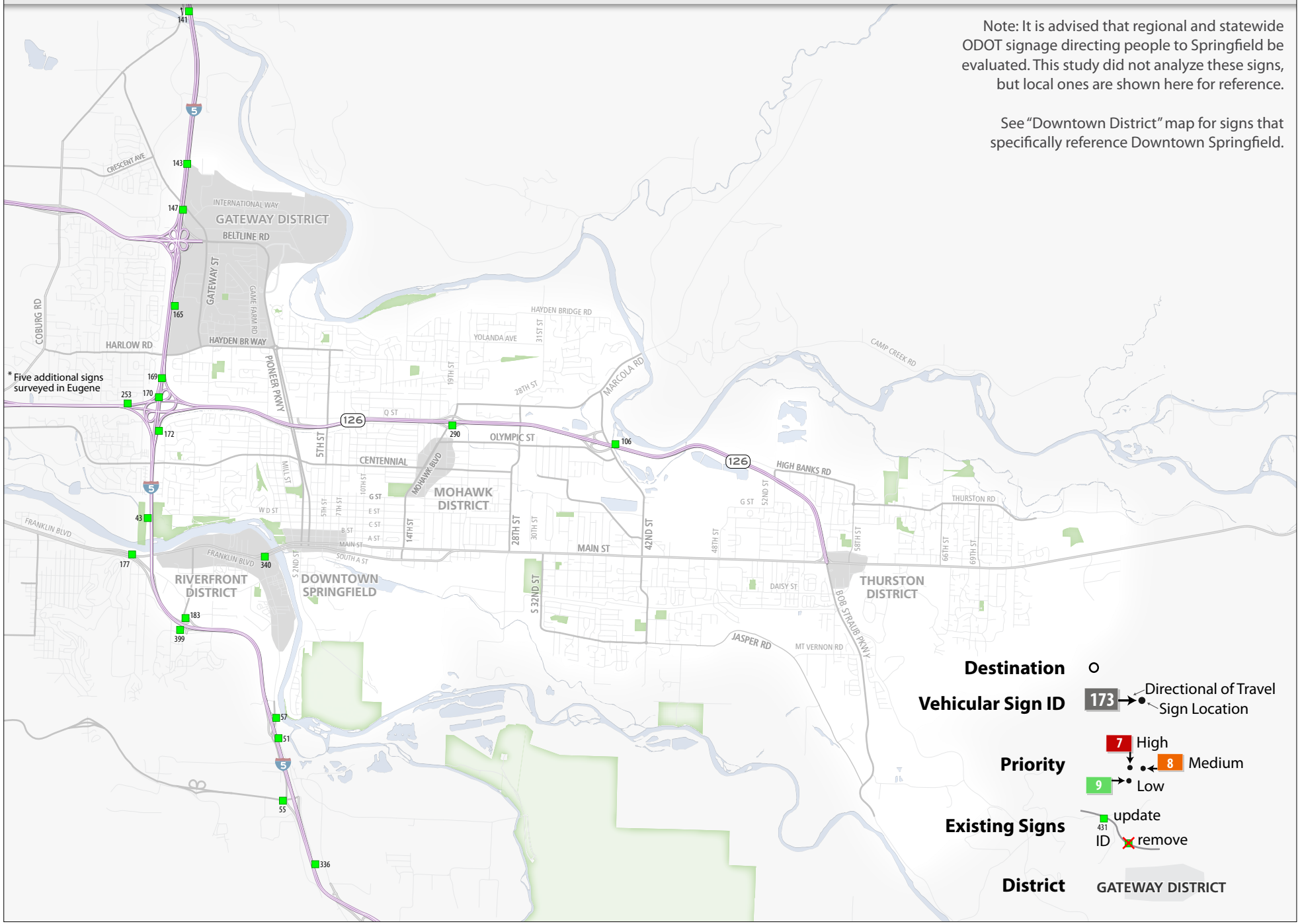


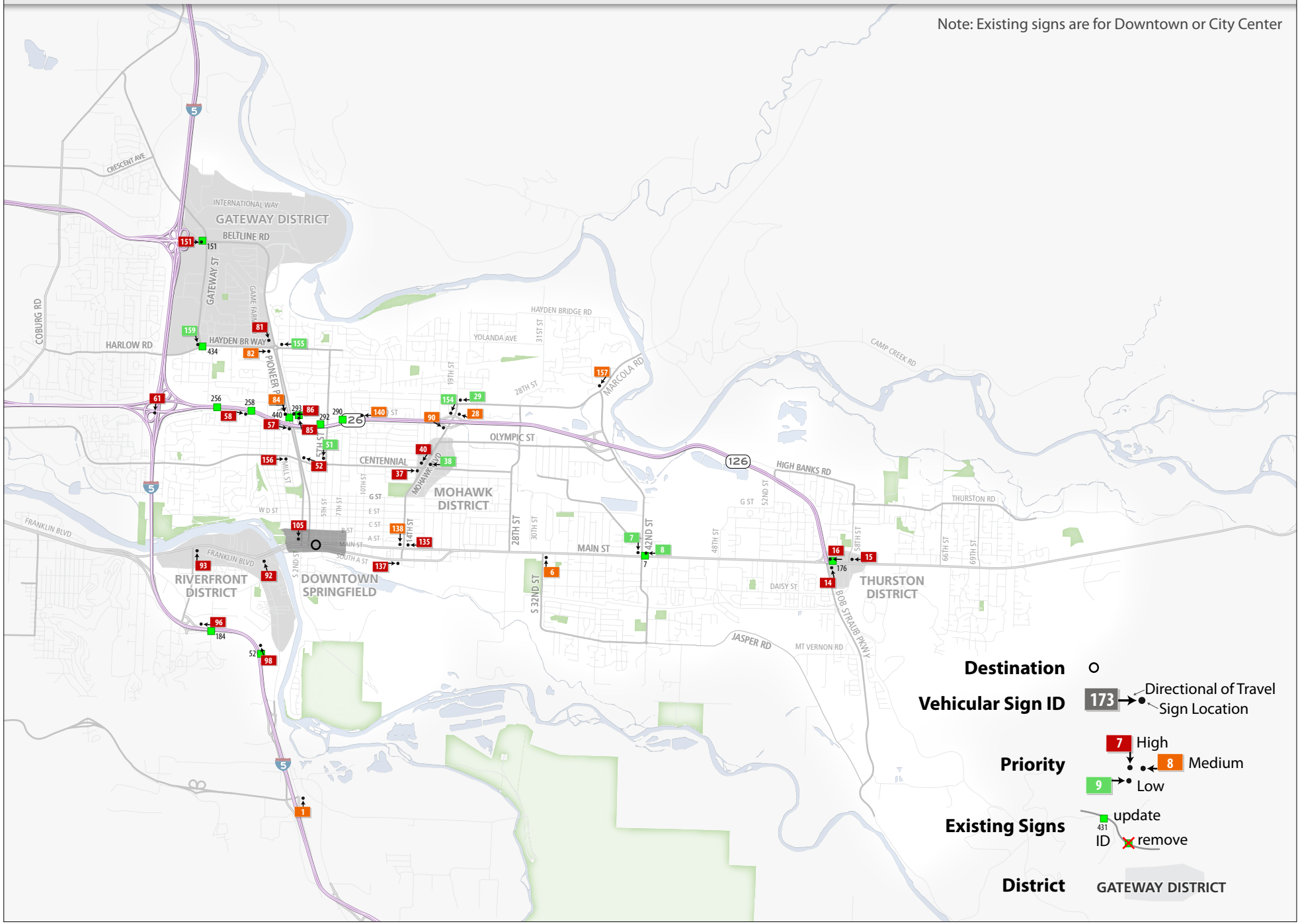
Welcome to Springfield (entry points)



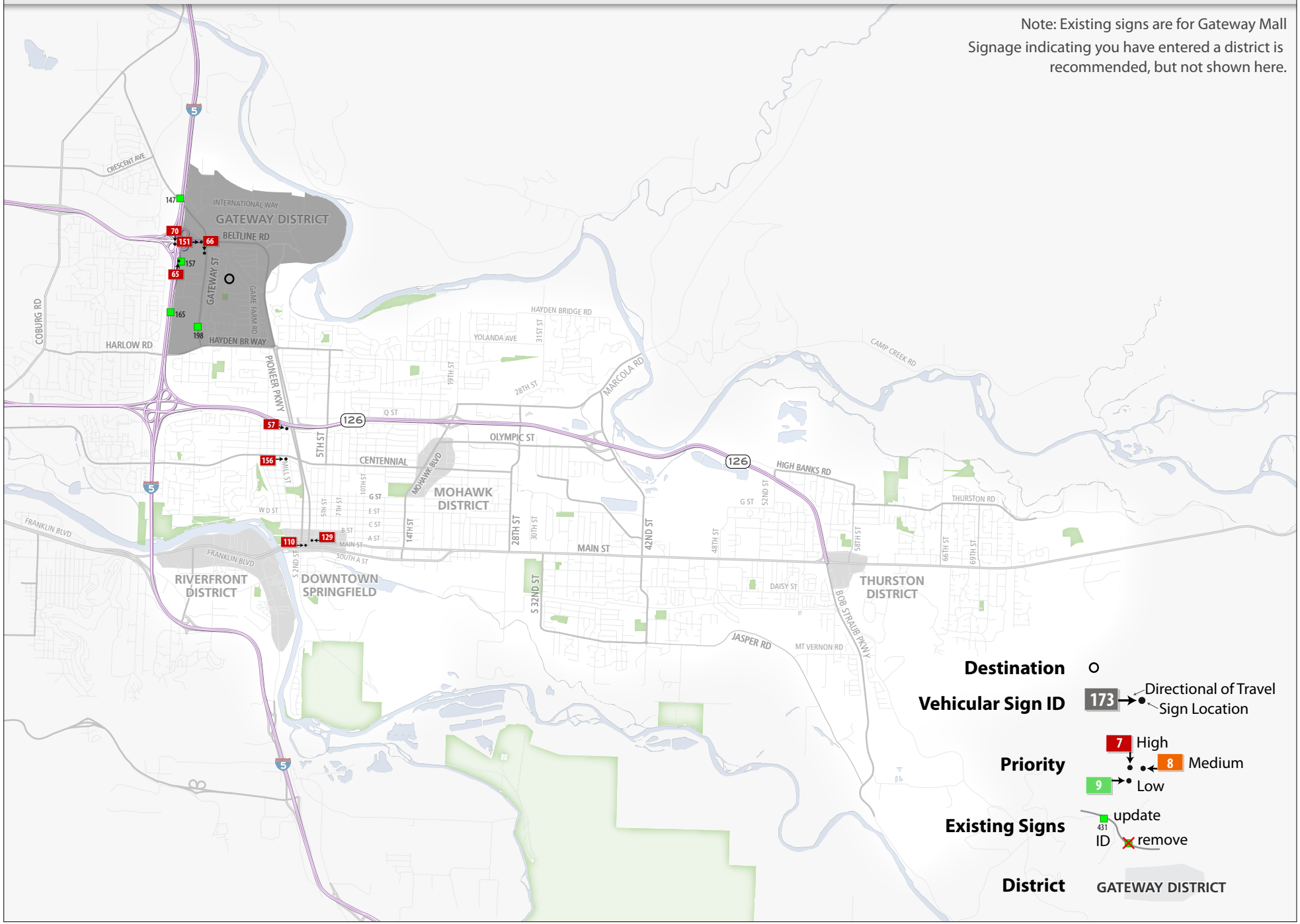
Directional Signage to Springfield (not specifically referring to Downtown Springfield)



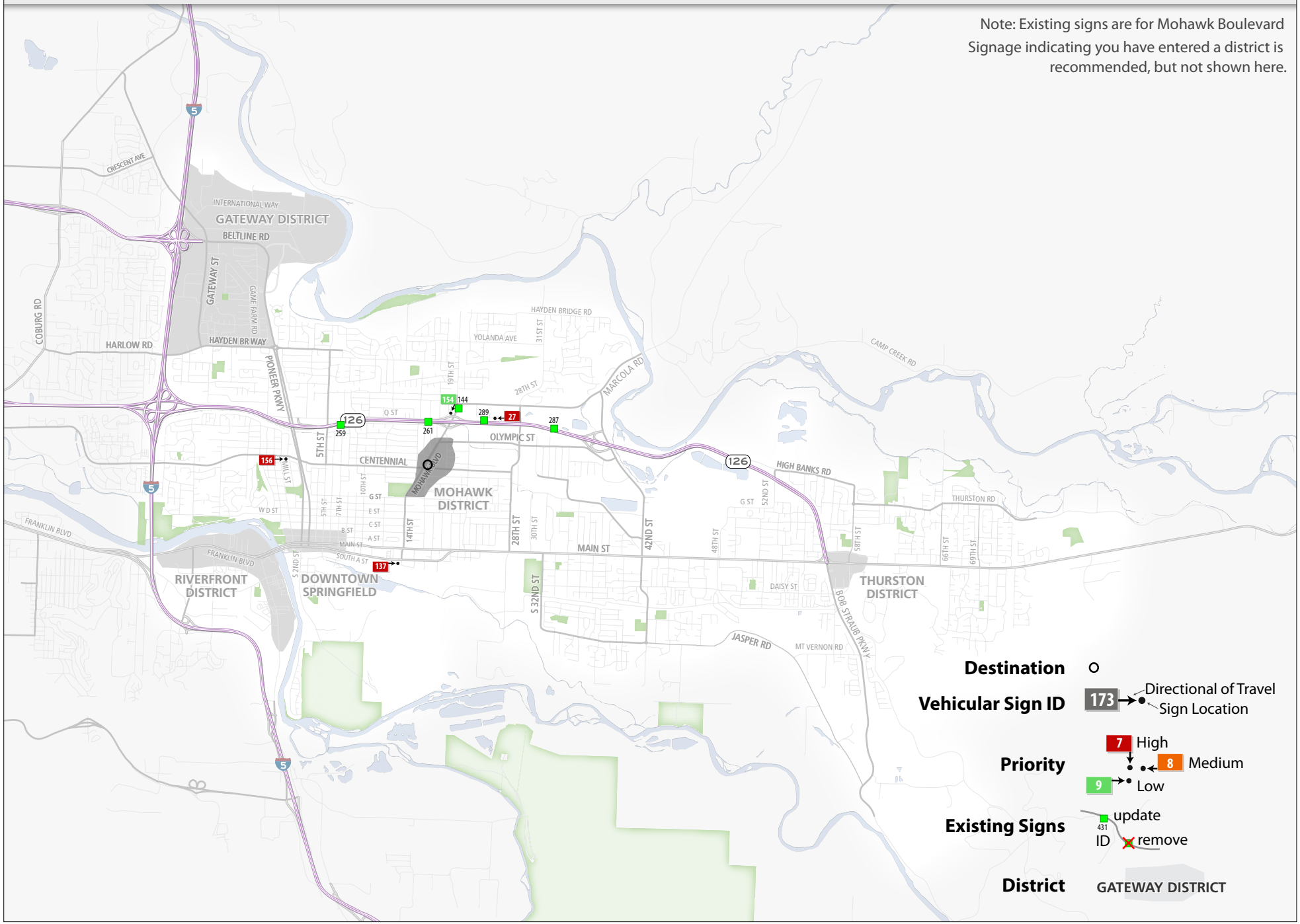
Downtown District



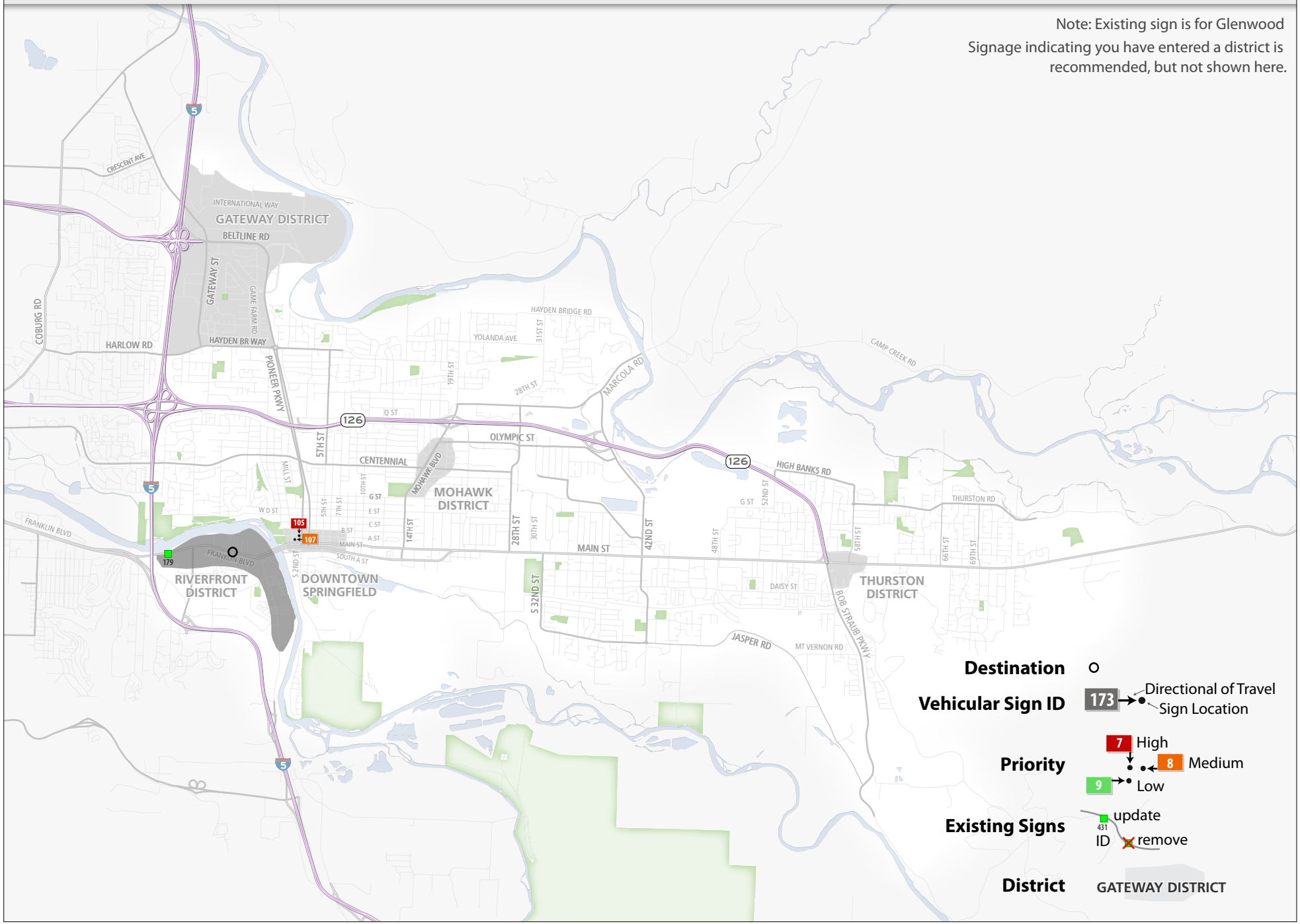
Gateway District



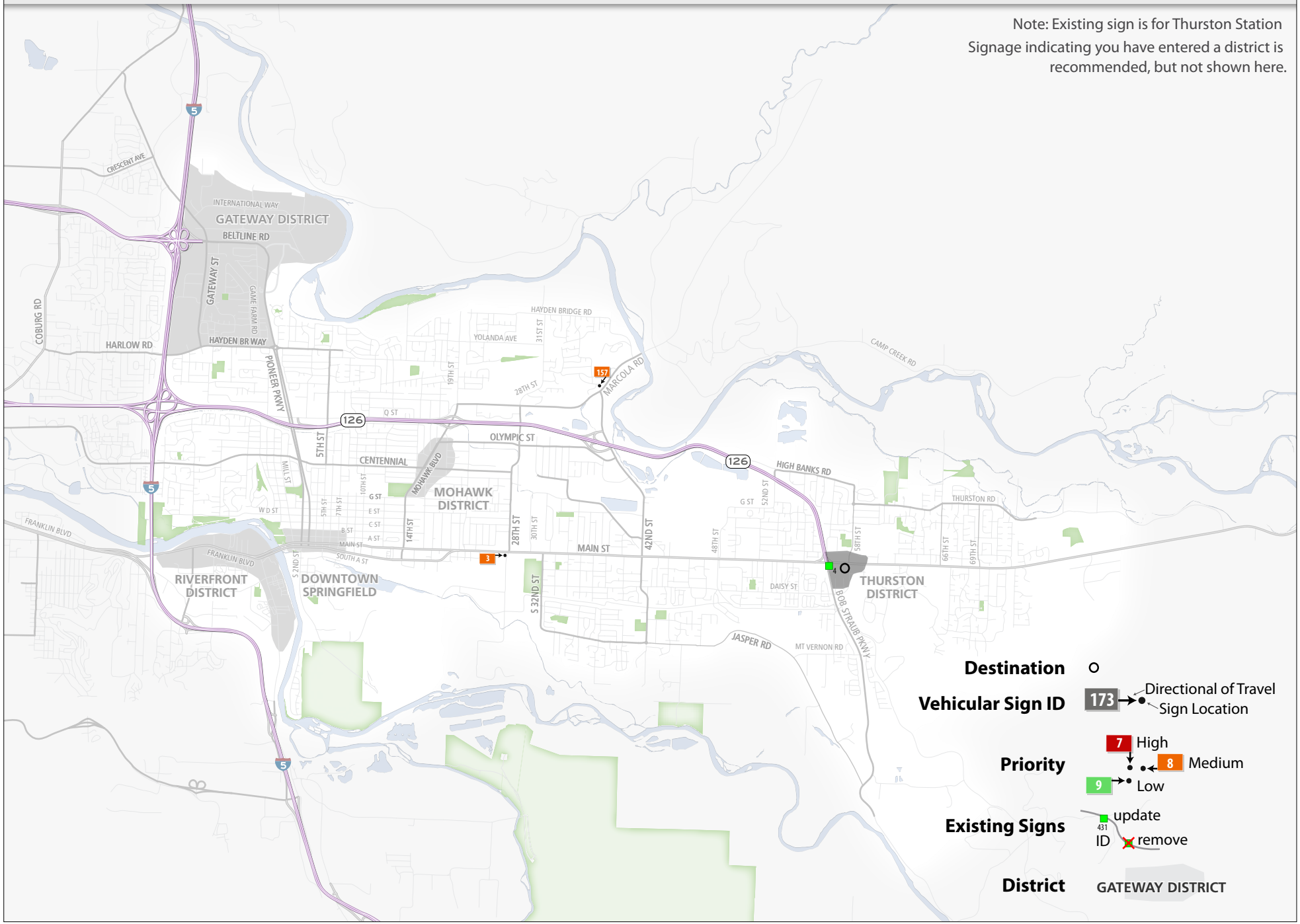
Mohawk District



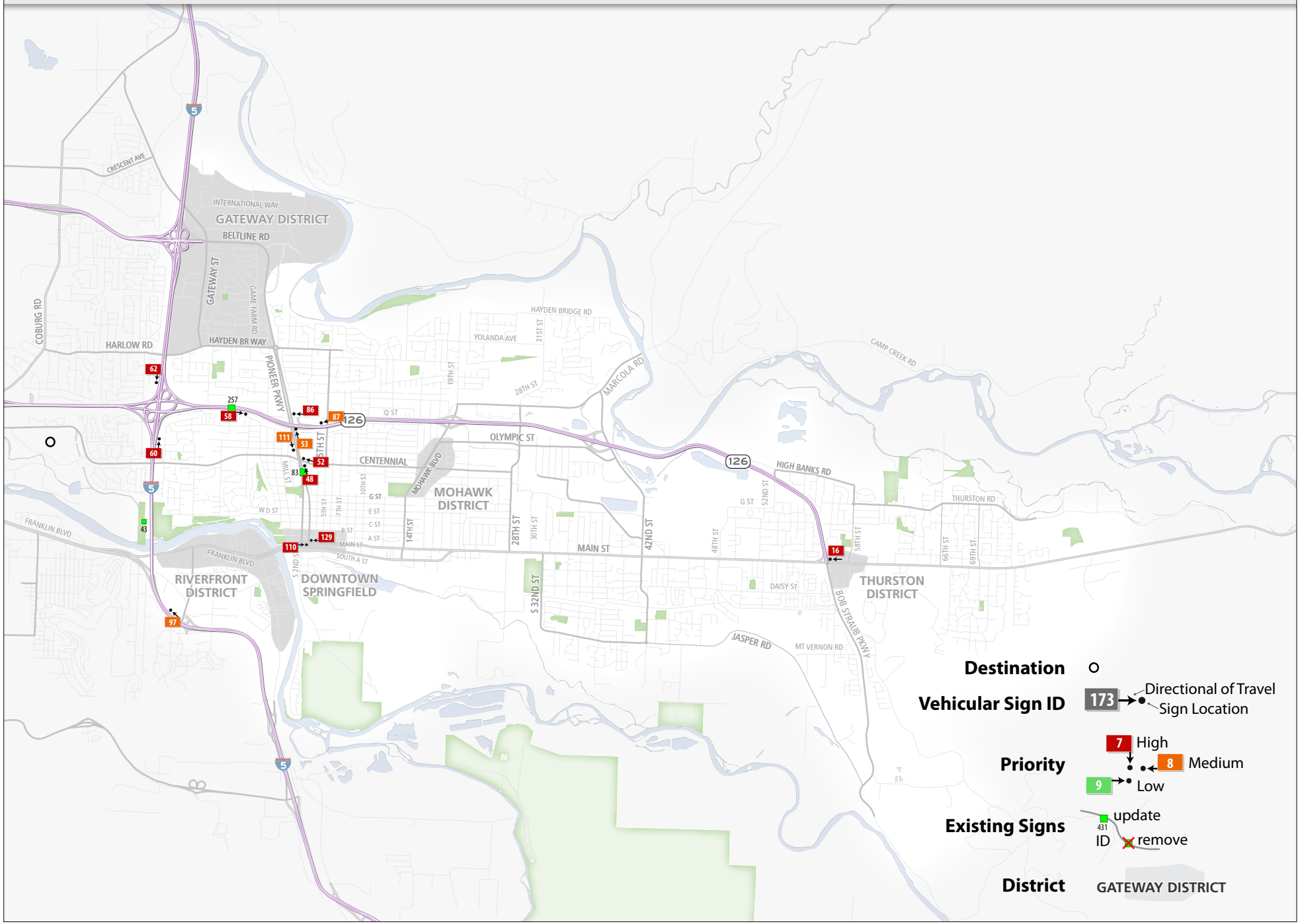
Riverfront District



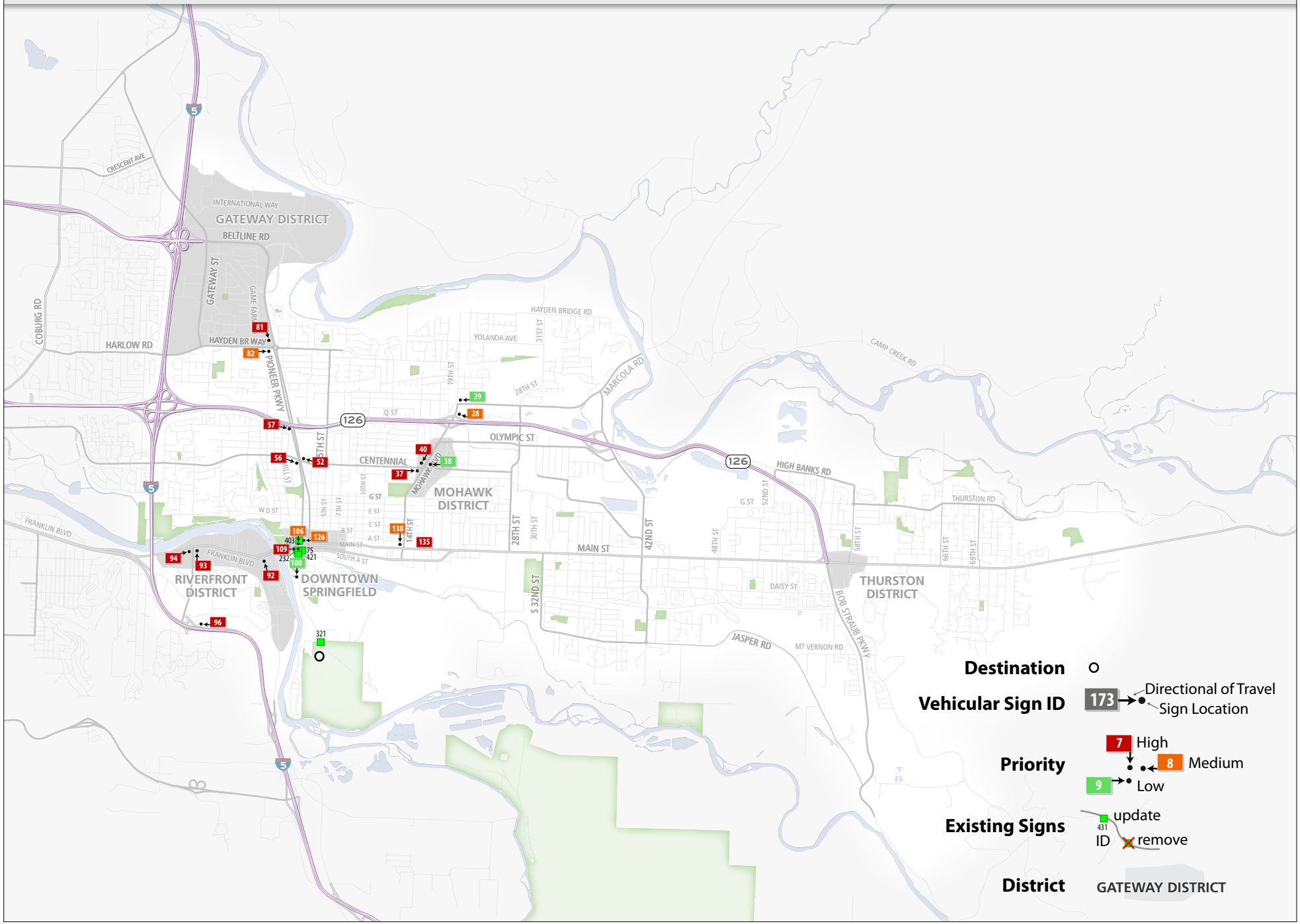
Thurston District



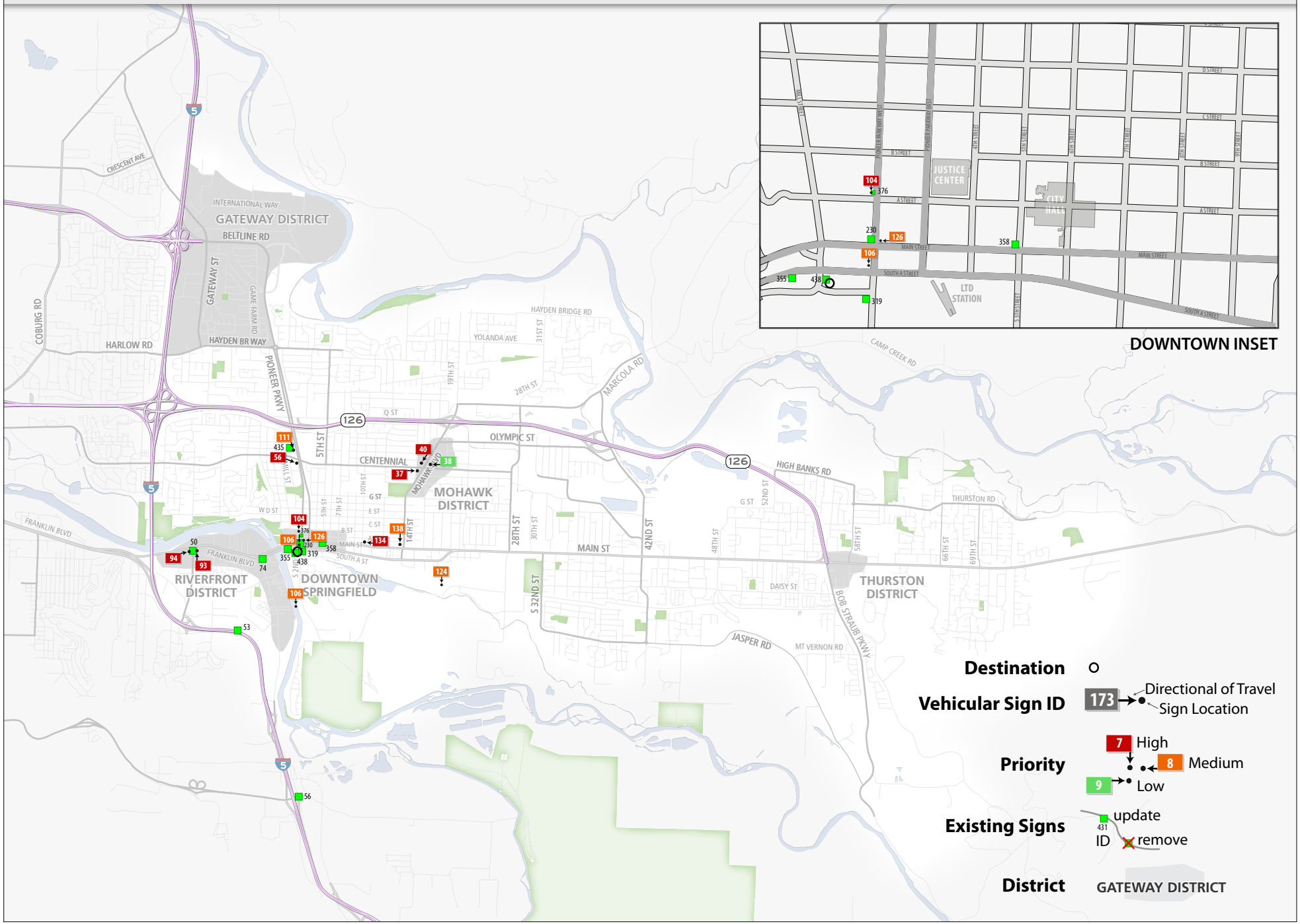
Autzen Stadium



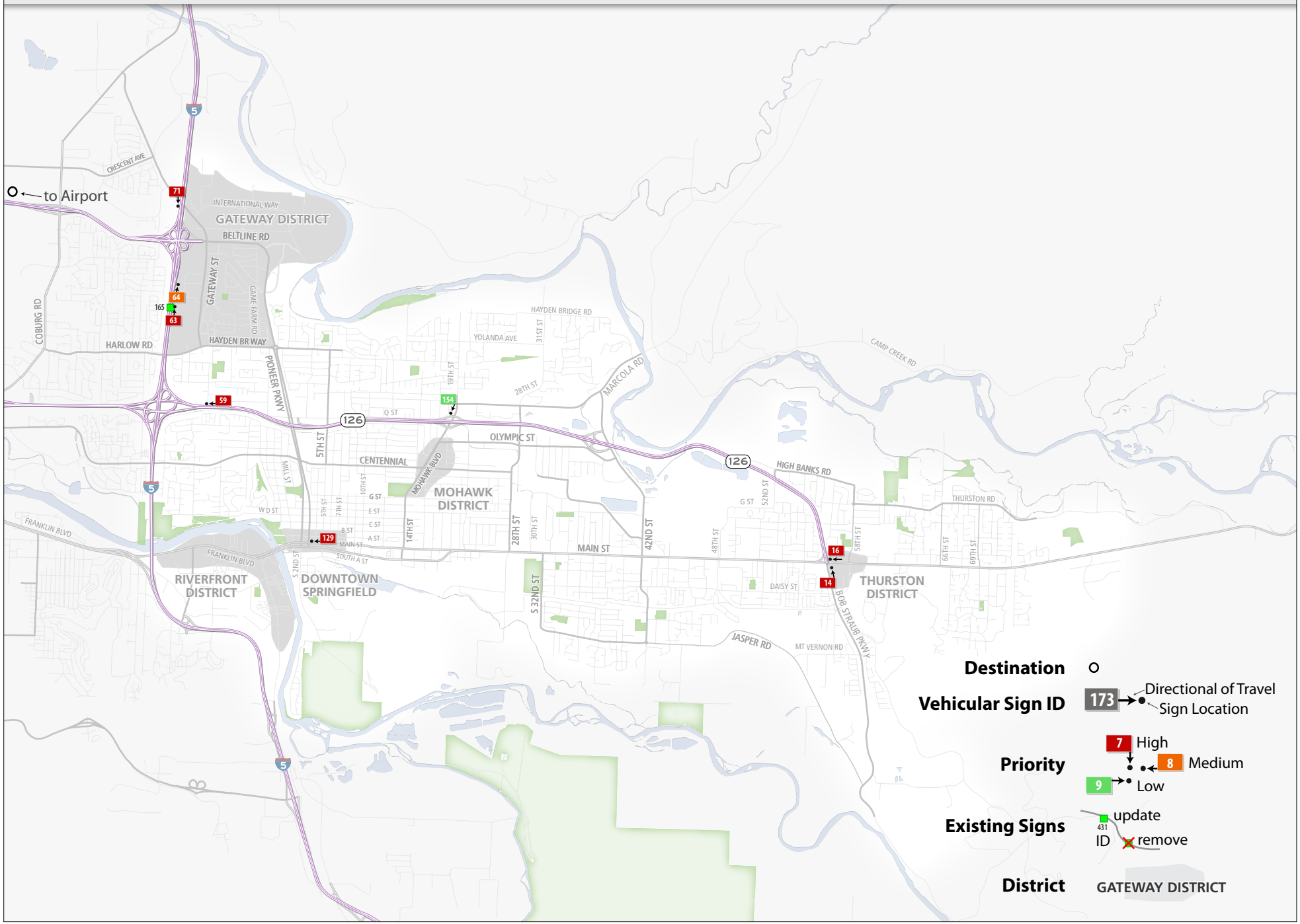
Dorris Ranch Historic Park



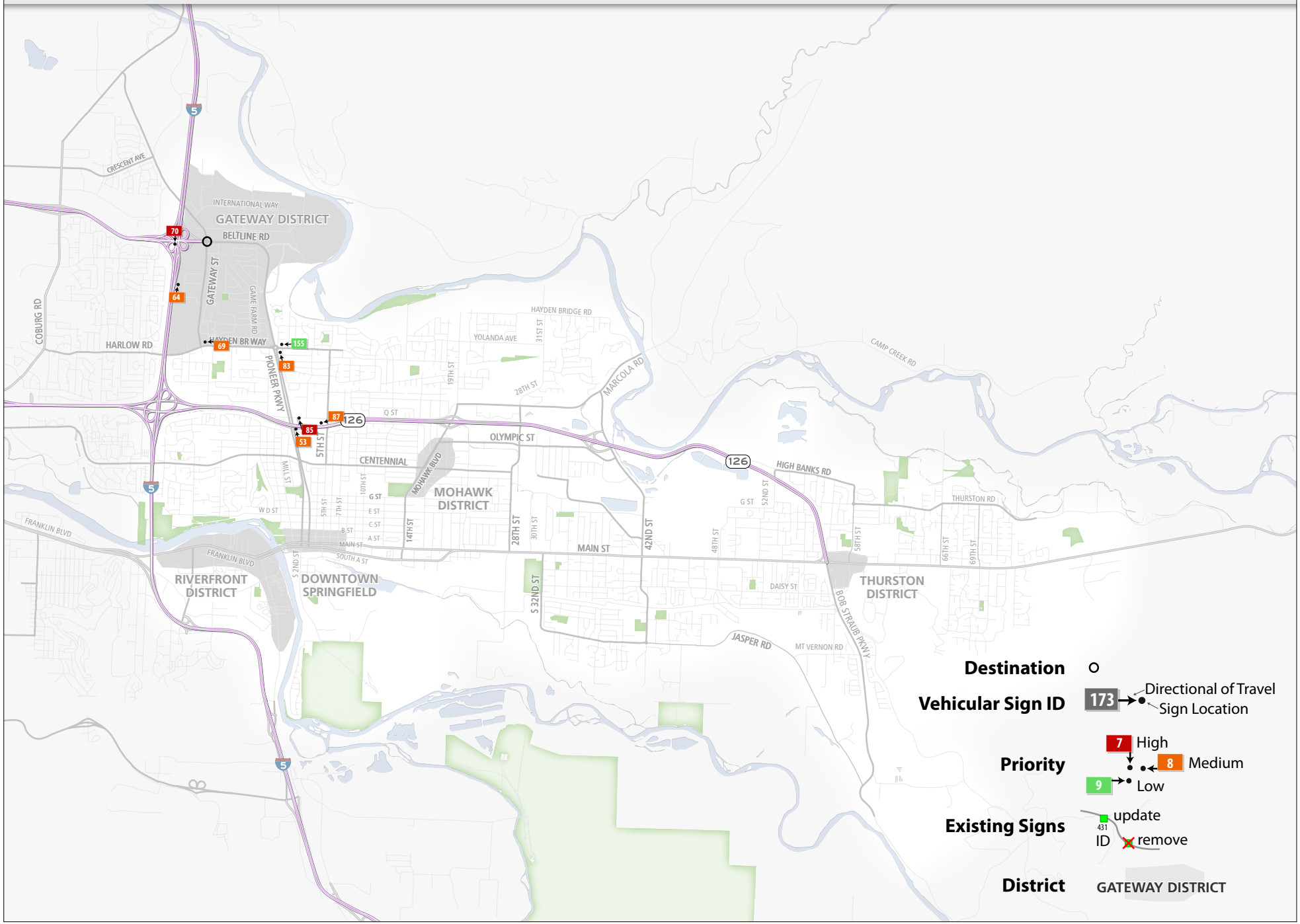
Downtown Visitor's Center



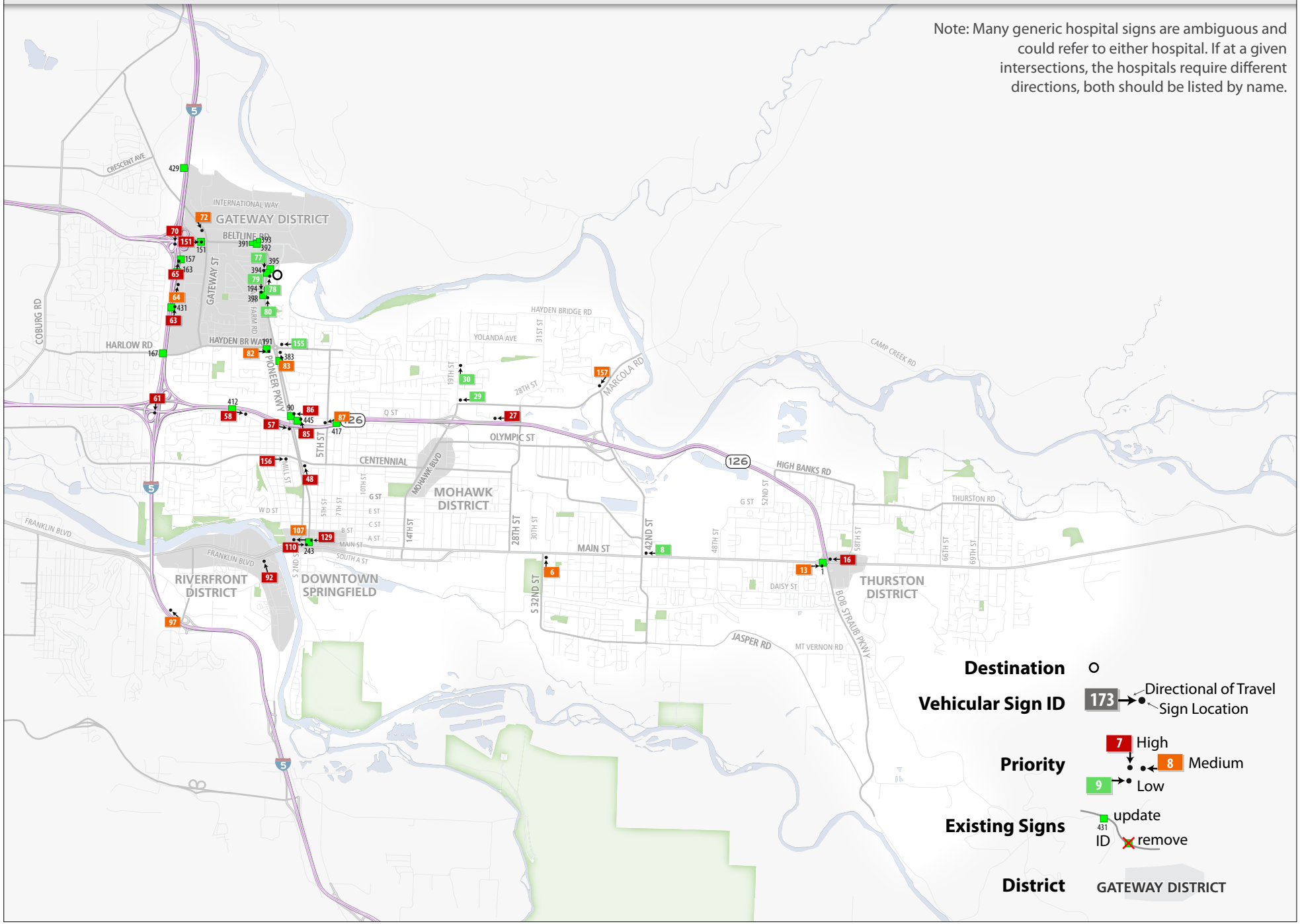
Eugene Airport



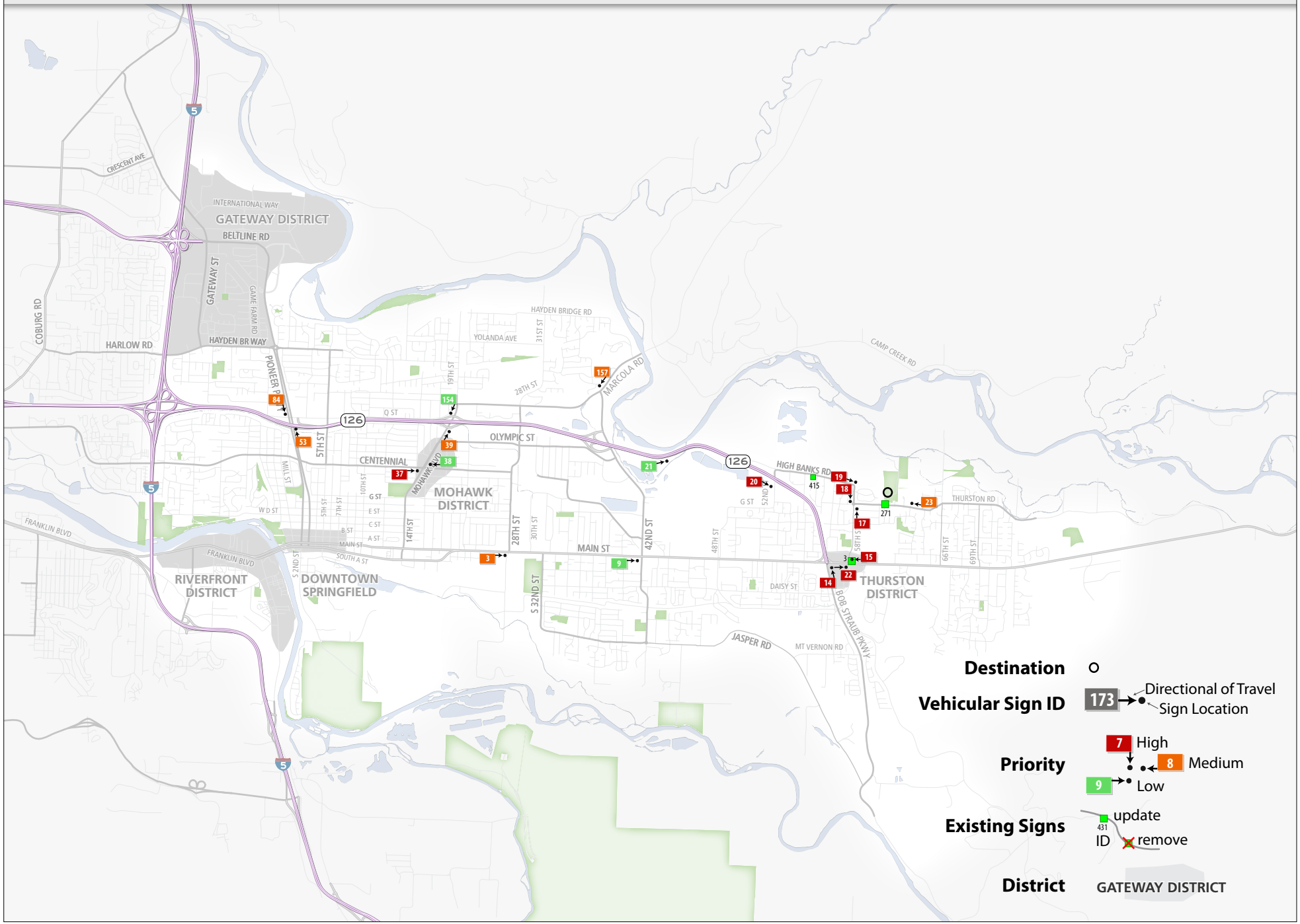
Lodging


GATEWAY DISTRICT
MOHAWK DISTRICT
RIVERFRONT DISTRICT
DOWNTOWN SPRINGFIELD
THURSTON DISTRICT
BELTLINE RD
INTERNATIONAL WAY
GATEWAY ST
HARLOW RD
HAYDEN BR WAY
PIONEER PKWY
5TH ST
OLYMPIC ST
CENTENNIAL
MAIN ST
HIGH BANKS RD
MARCOLA RD
HAYDEN BRIDGE RD
JASPER RD
BOB STRAUB PKWY
FRANKLIN BLVD
COBURG RD
CRESCENT AVE
Destination
Vehicular Sign ID
173
Directional of Travel
Sign Location
Priority
7 High
8 Medium
9 Low
Existing Signs
update
431
ID
remove
District
GATEWAY DISTRICT

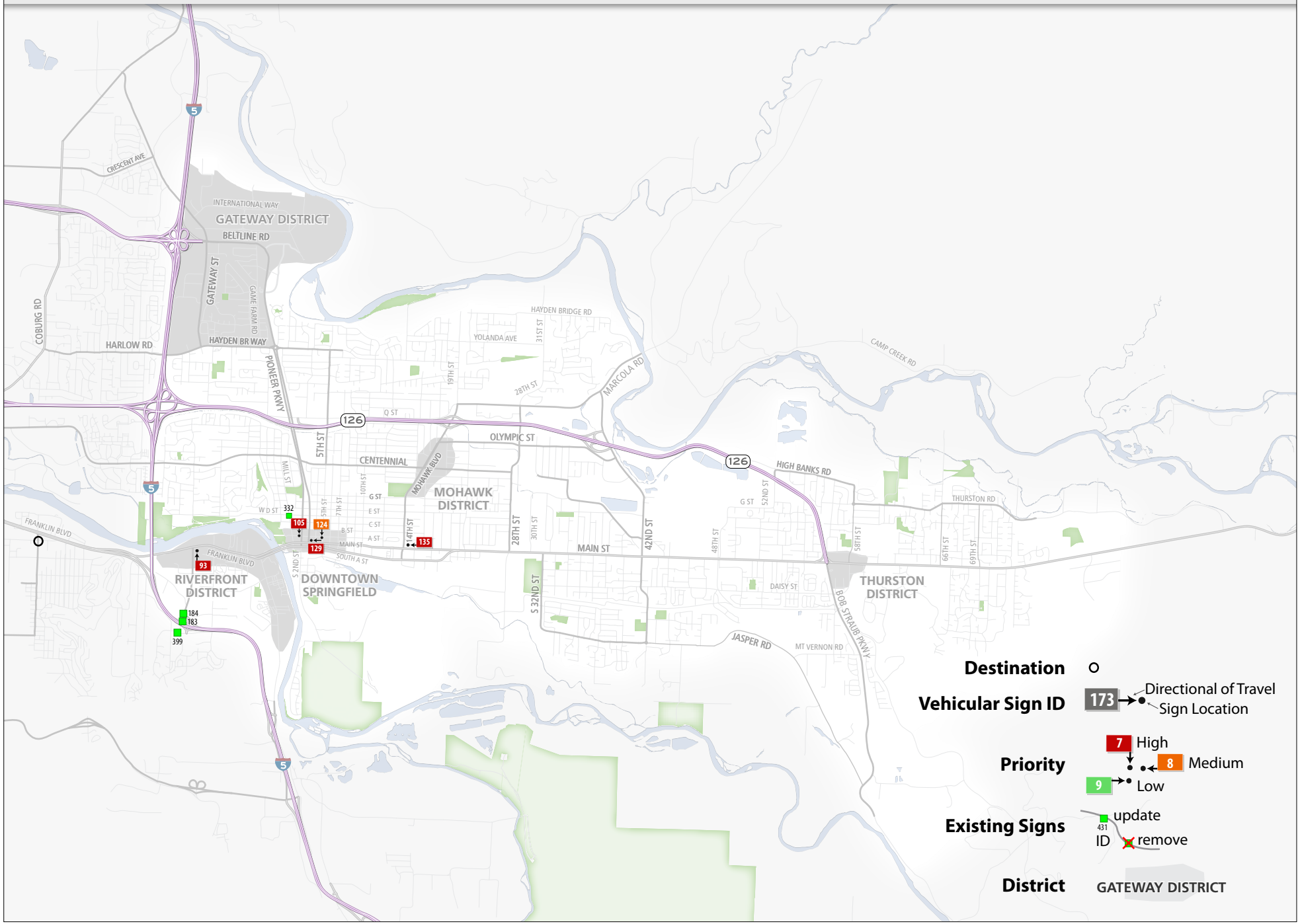
Peace Health Riverbend Hospital



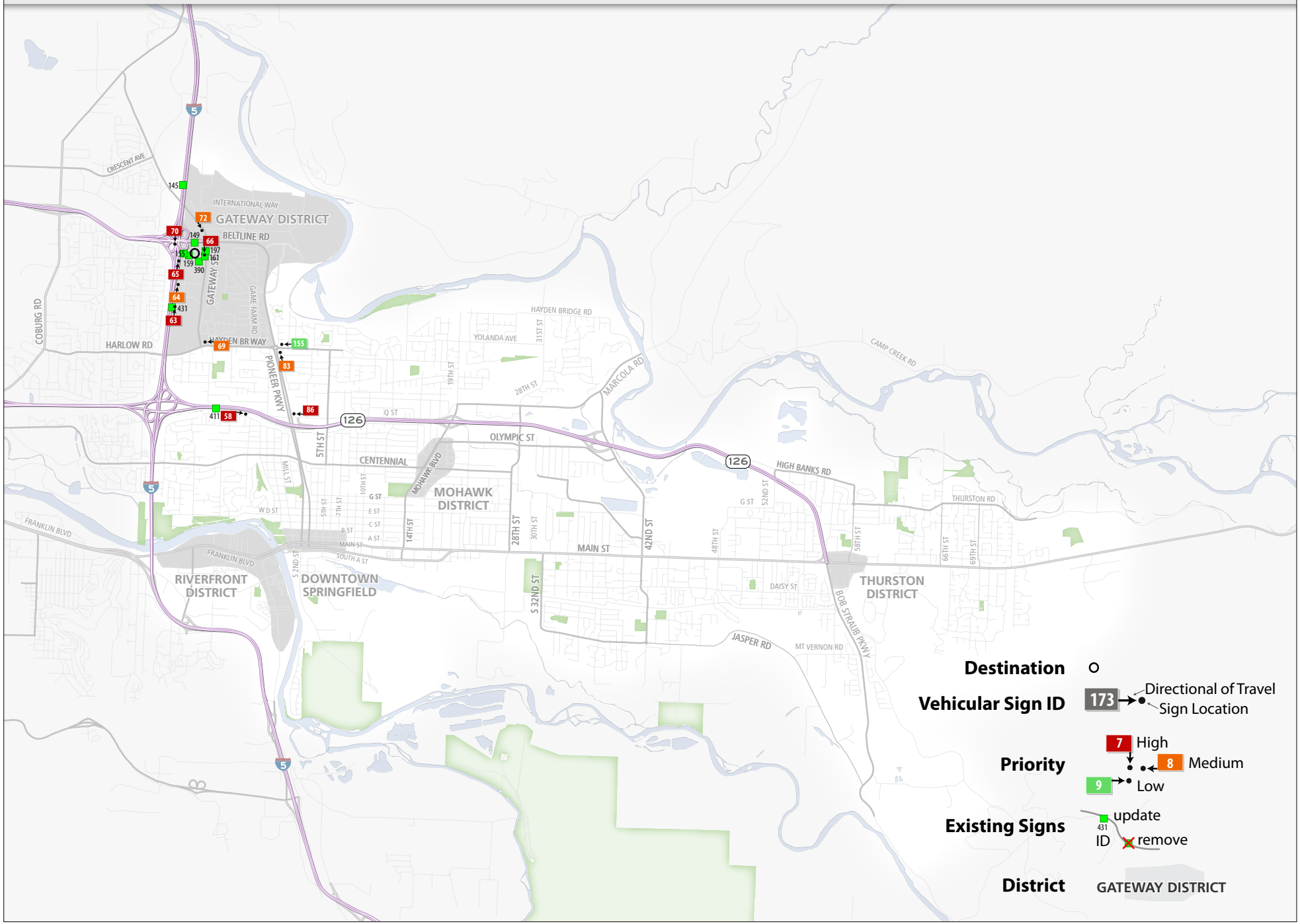
Splash Swim Center & Park



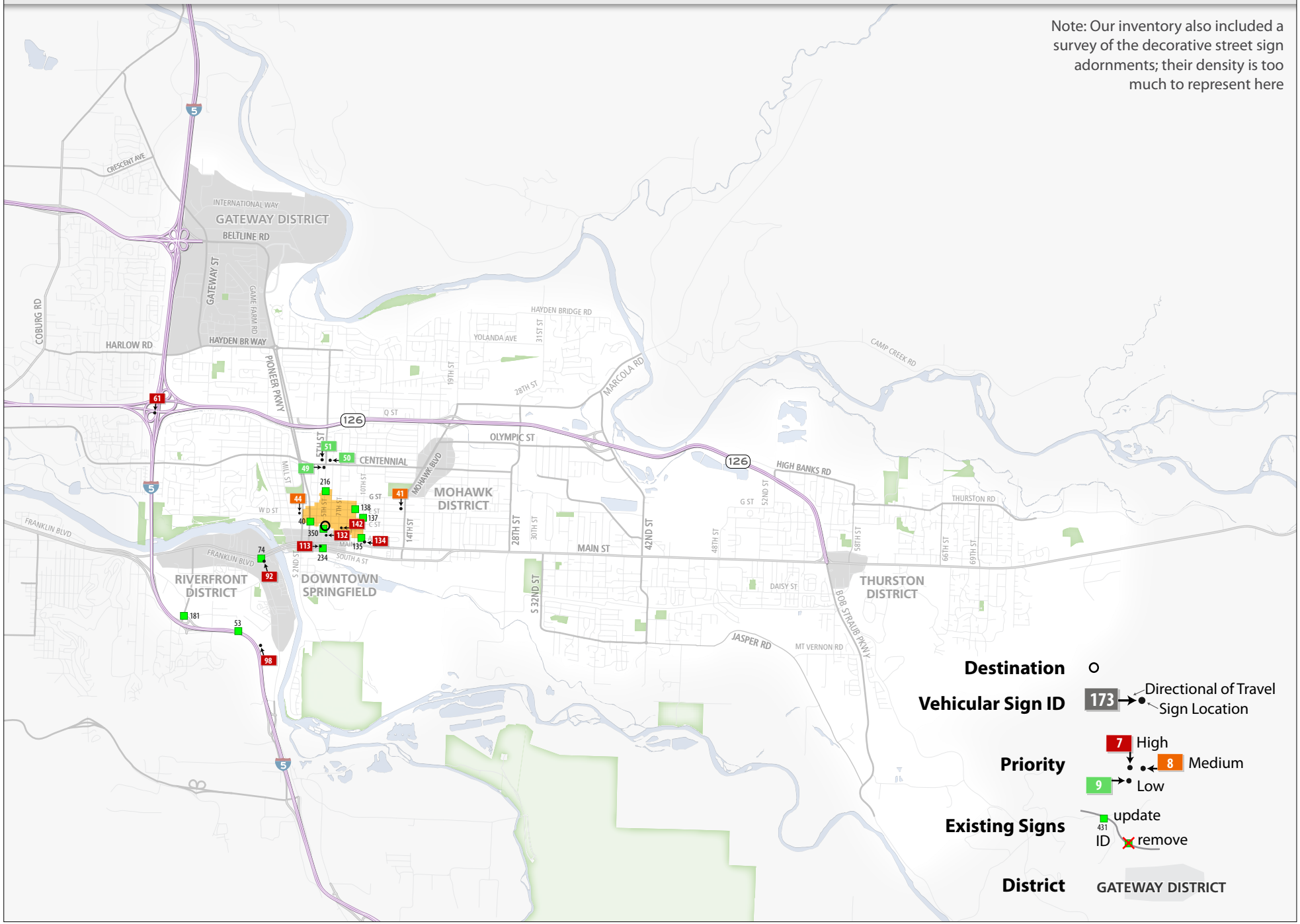
University of Oregon



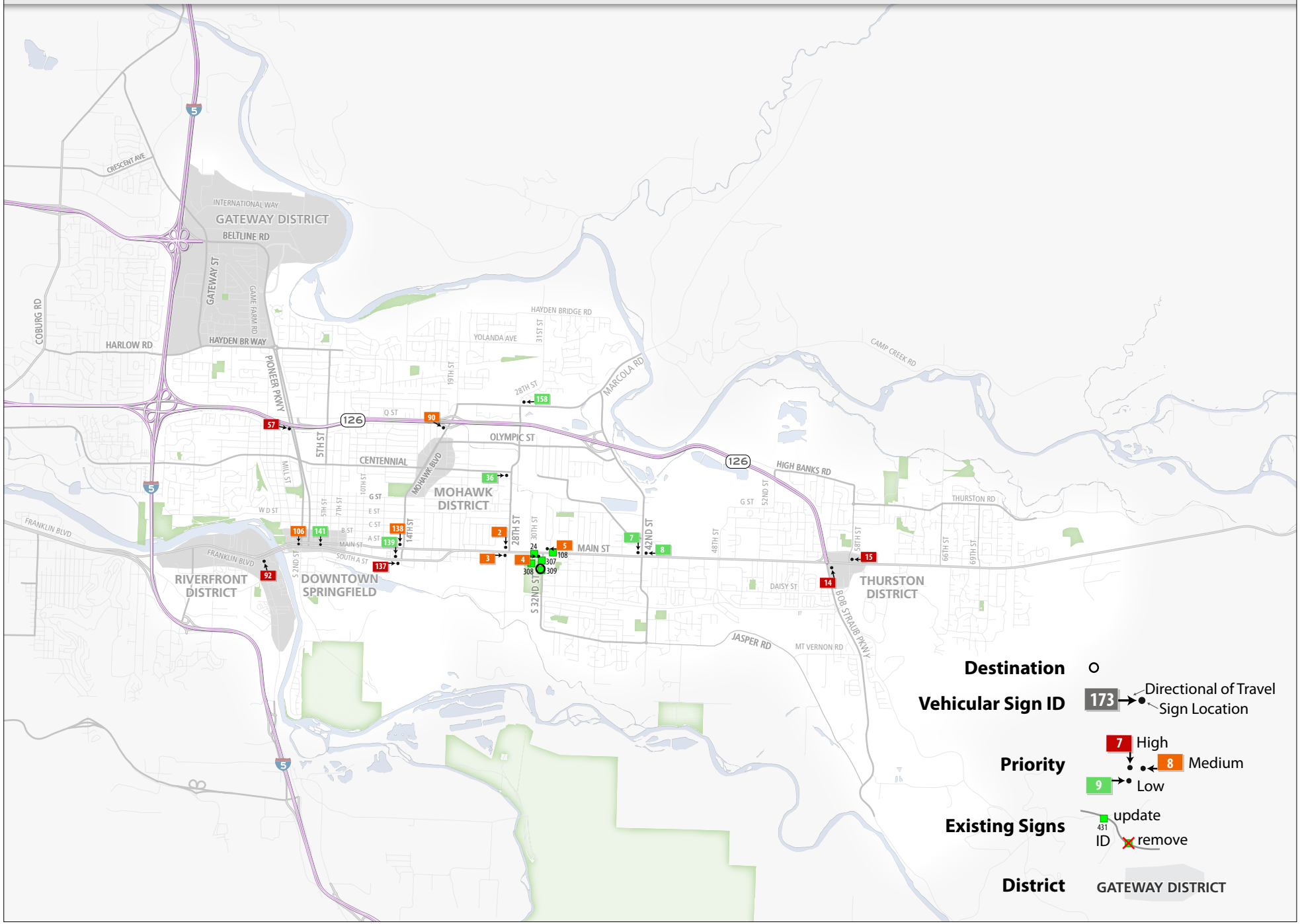
Visitor's Information Center



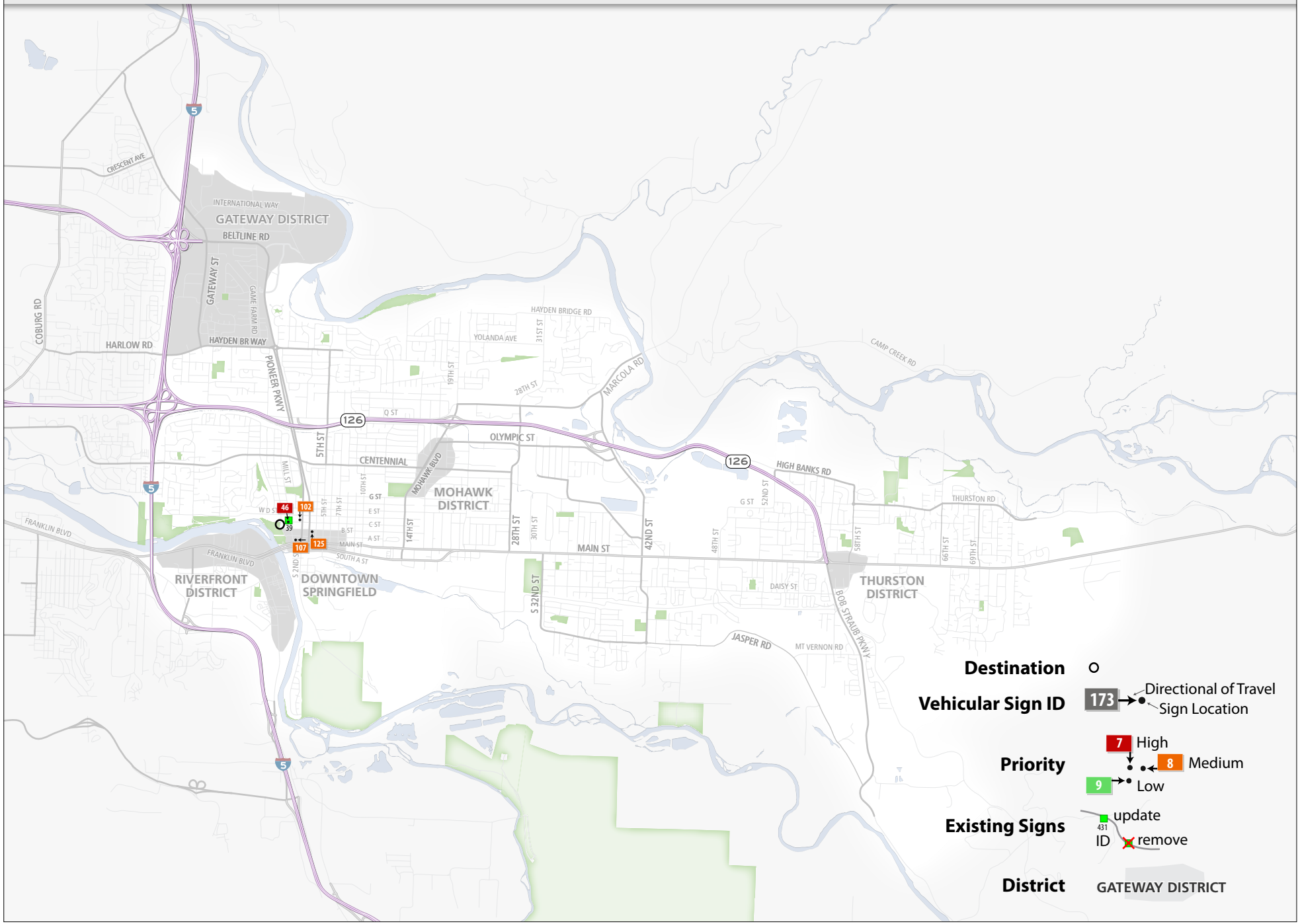
Washburne National Historic District



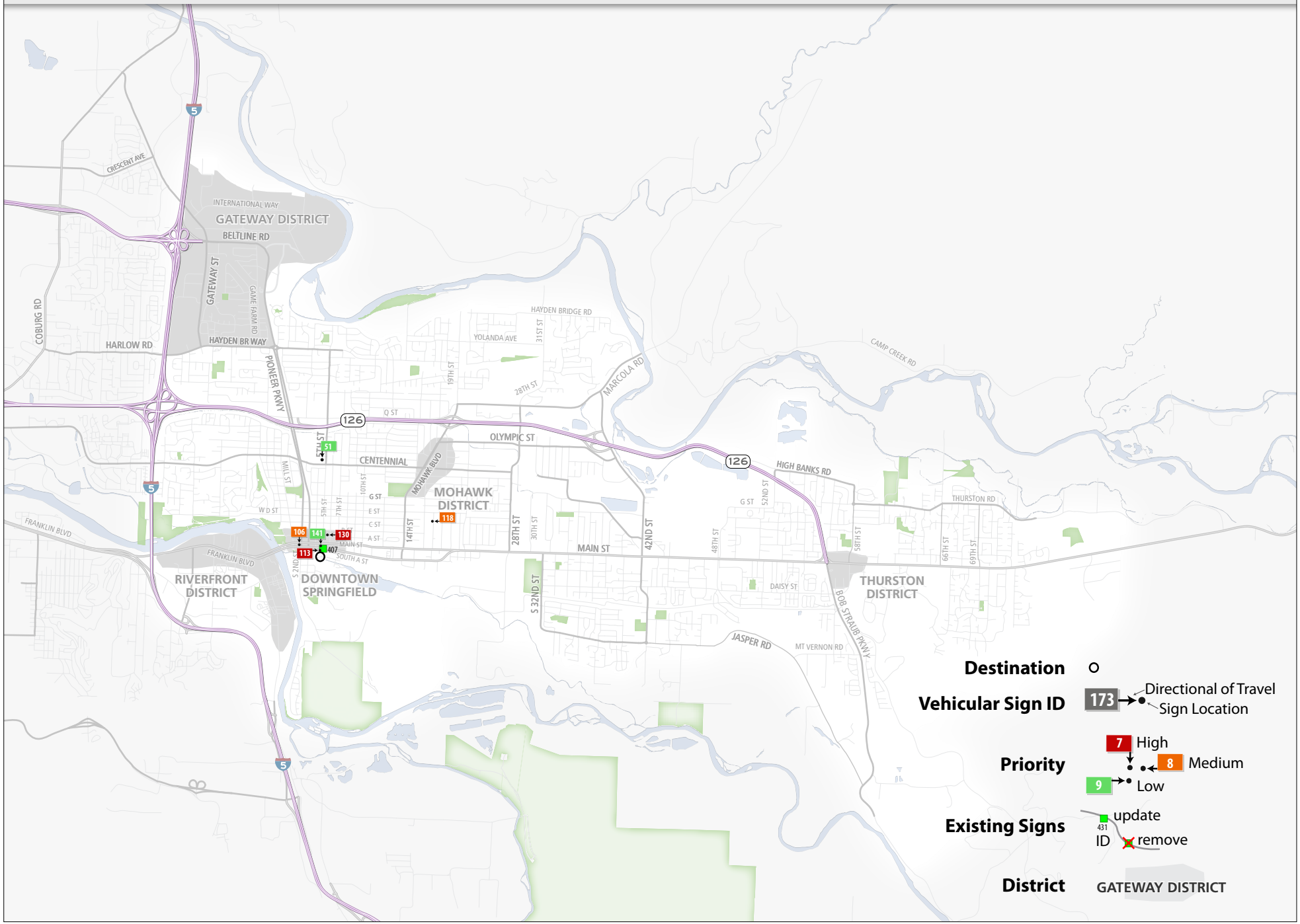
Willamalane Sports Complex



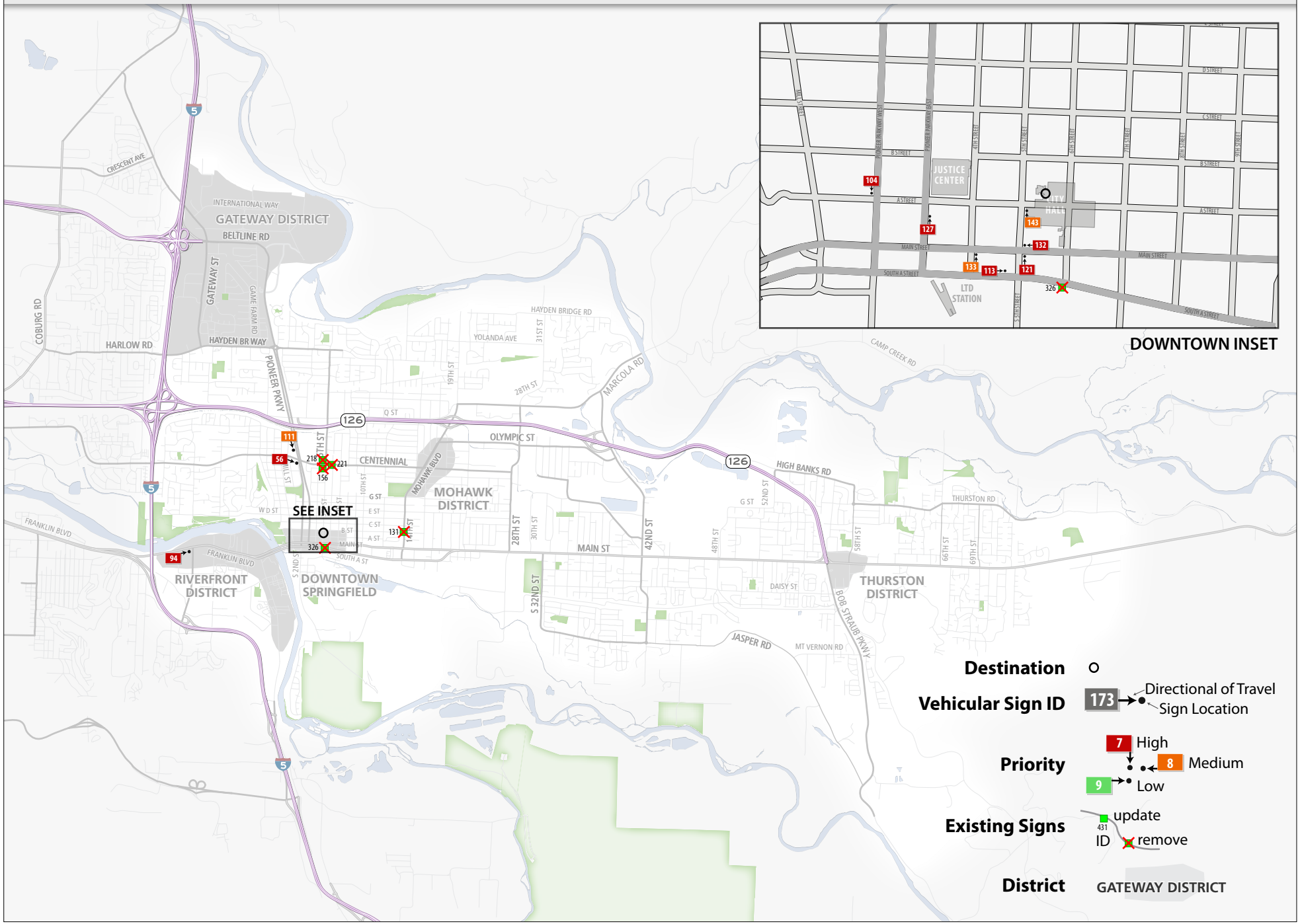
Adult Activity Center



Booth-Kelly Event Center



City Hall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JUSTICE CENTER
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LTD STATION
Destination
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Sign Location
Priority
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Existing Signs
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ID
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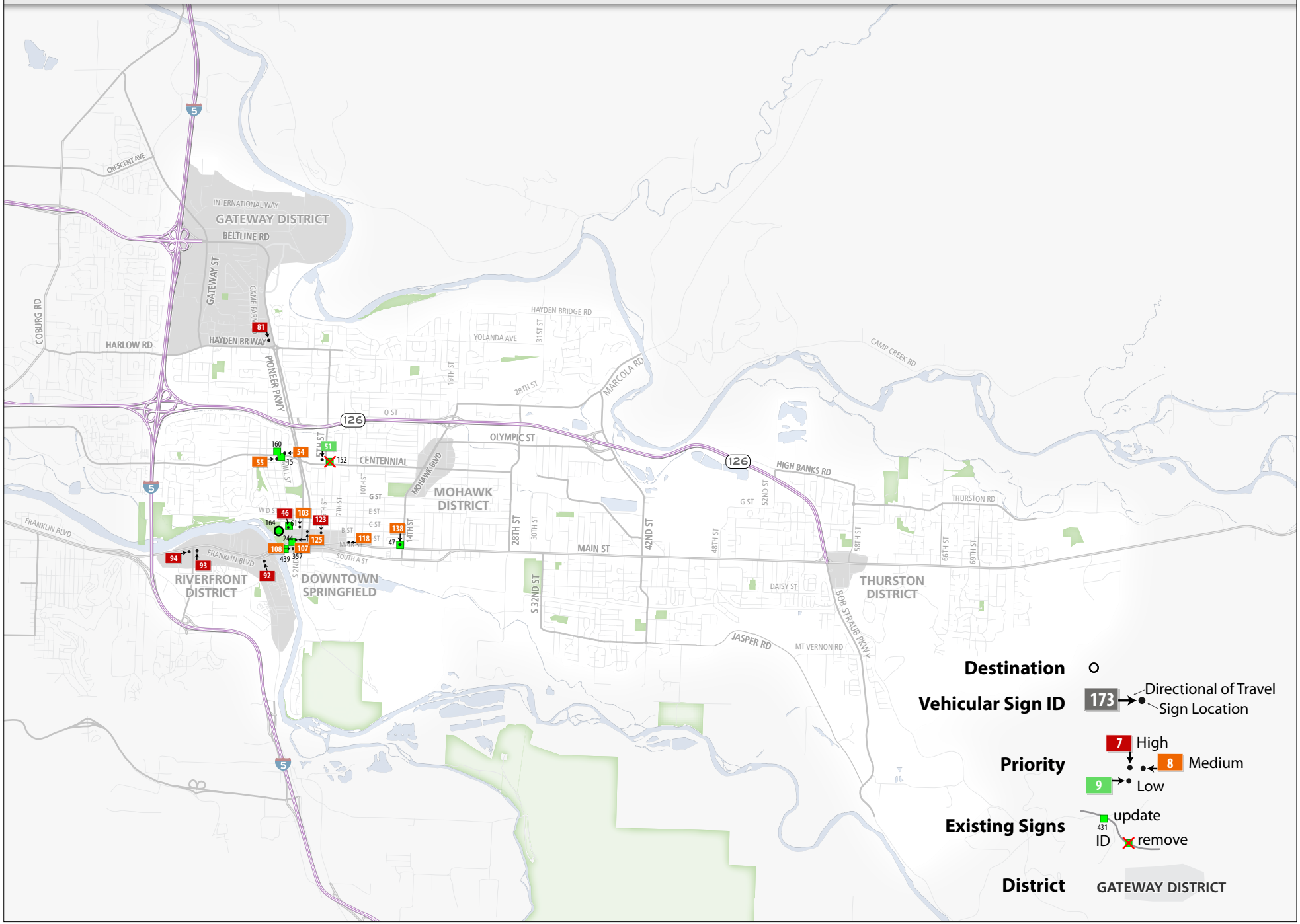
District
GATEWAY DISTRICT

Island Park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MOHAWK DISTRICT
RIVERFRONT DISTRICT
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INTERNATIONAL WAY
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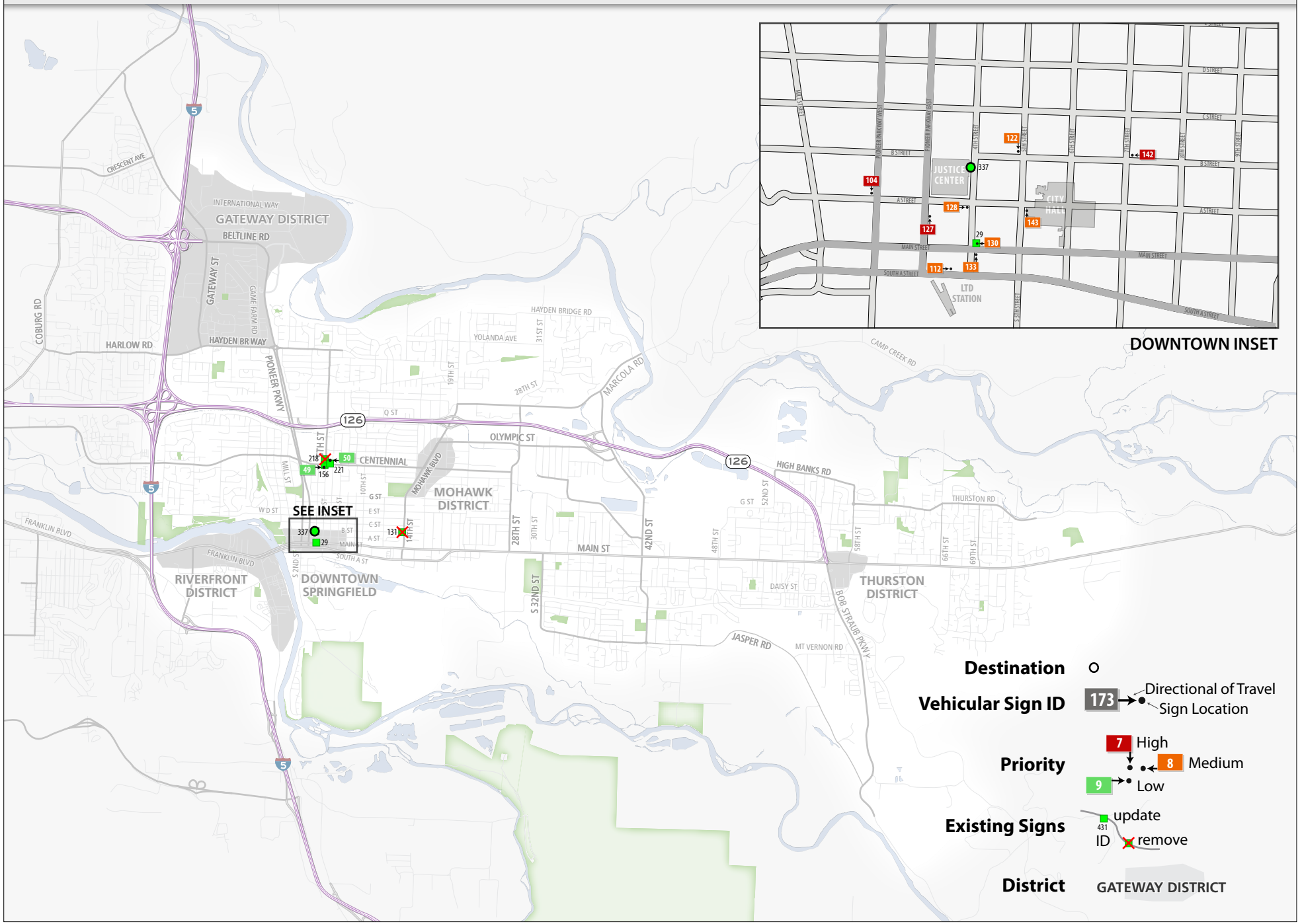
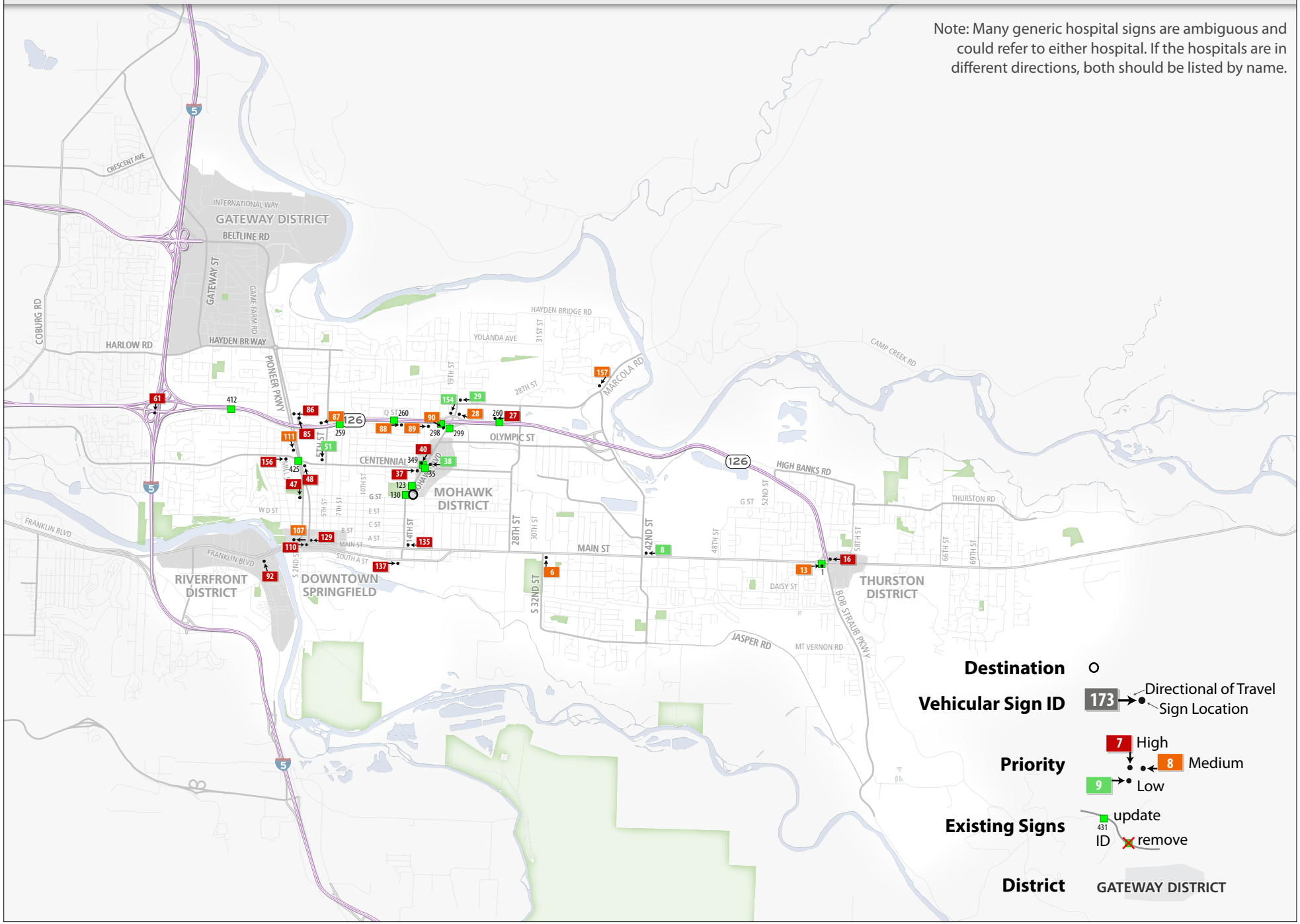
COBURG RD
HARLOW RD
HAYDEN BR WAY
PIONEER PKWY
HAYDEN BRIDGE RD
YOLANDA AVE
CAMP CREEK RD
MARCOLA RD
OLYMPIC ST
HIGH BANKS RD
MAIN ST
JASPER RD
MT VERNON RD
BOB STRAUB PKWY
DAISY ST
THURSTON RD
FRANKLIN BLVD
MOHAWK BLVD
CRESCENT AVE
126
5
Destination
Vehicular Sign ID
173
Directional of Travel
Sign Location
Priority
7 High
8 Medium
9 Low
Existing Signs
update
ID
remove
District
GATEWAY DISTRICT

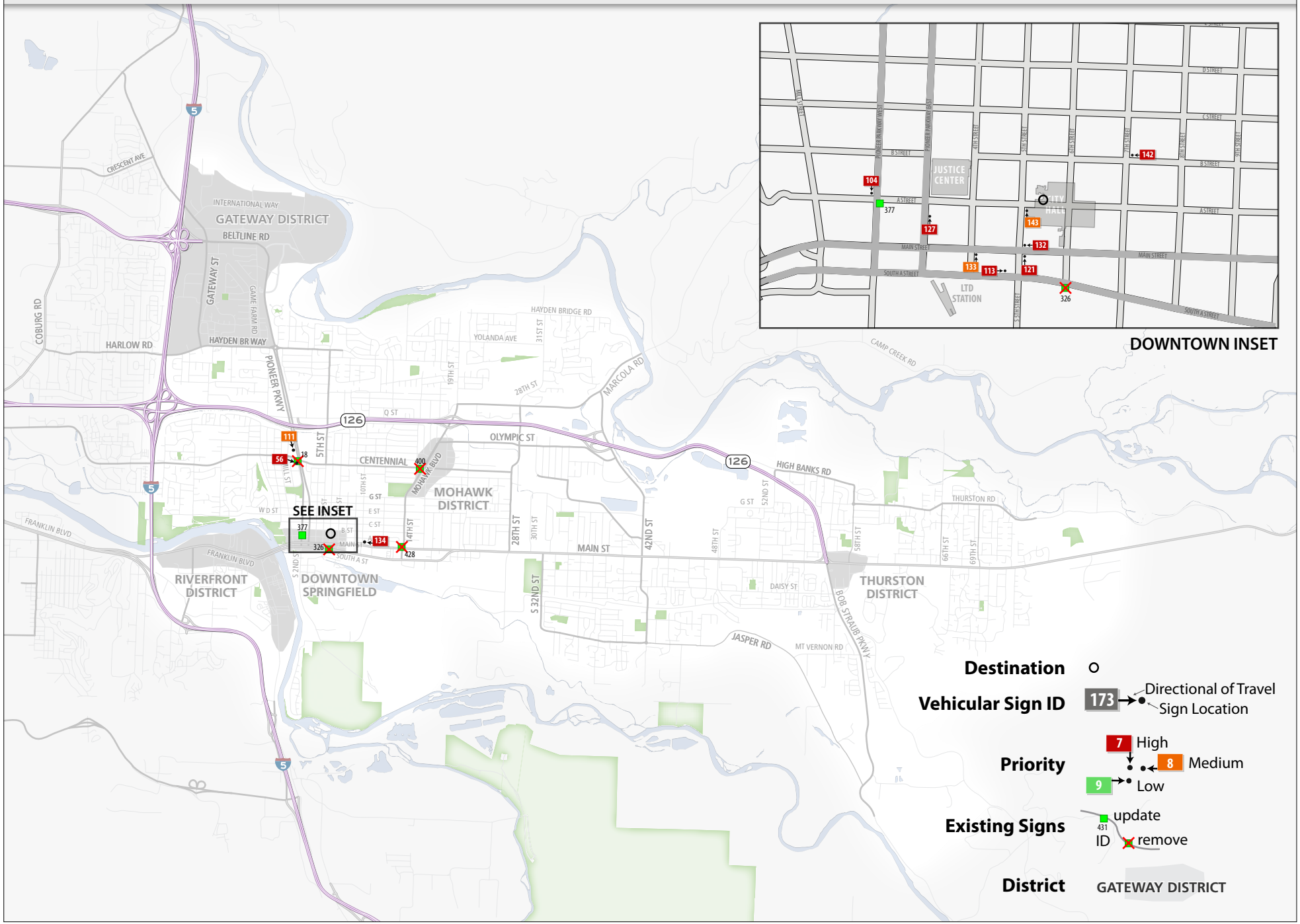
Justice Center



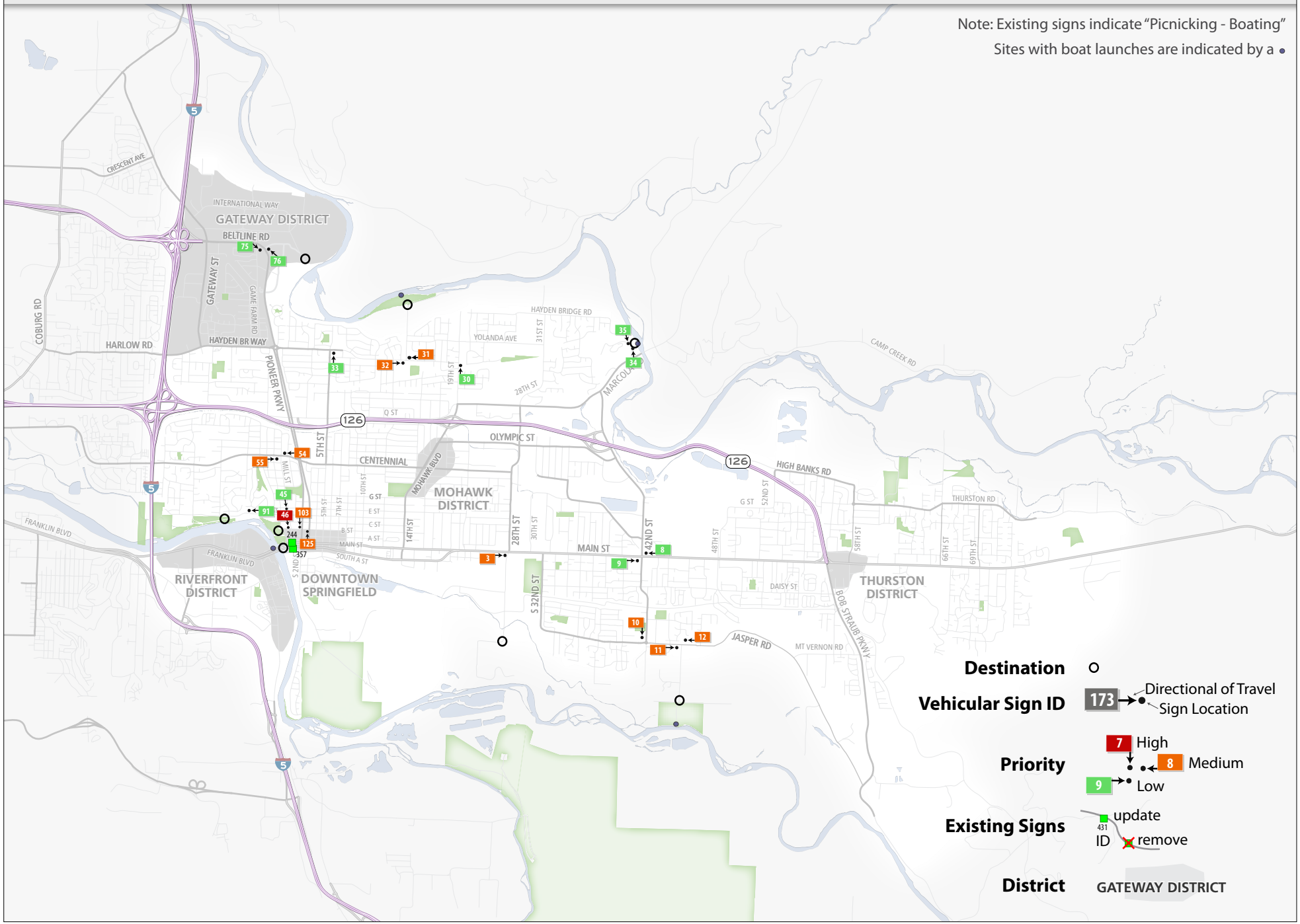
McKenzie-Willamette Hospital



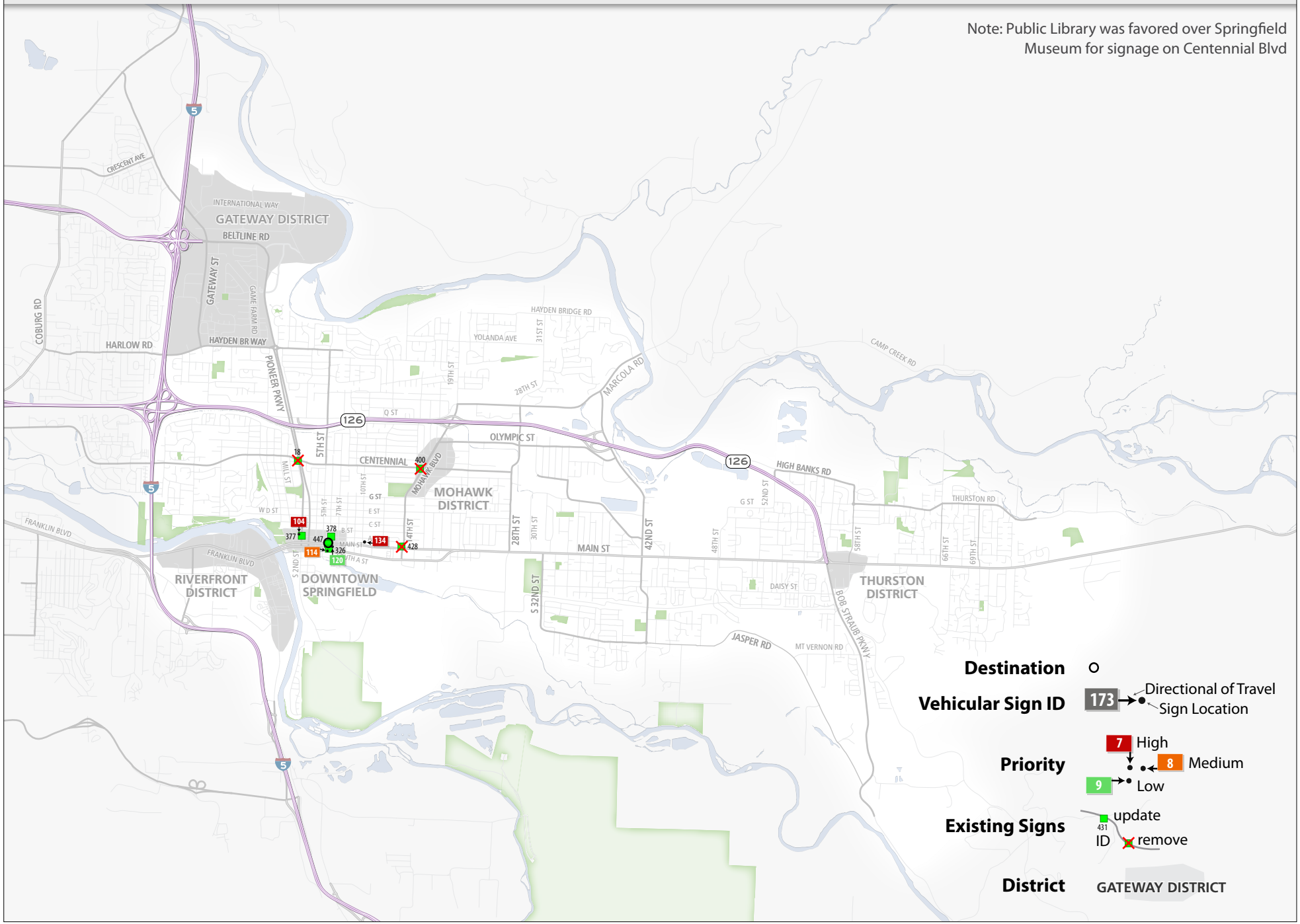
Public Library



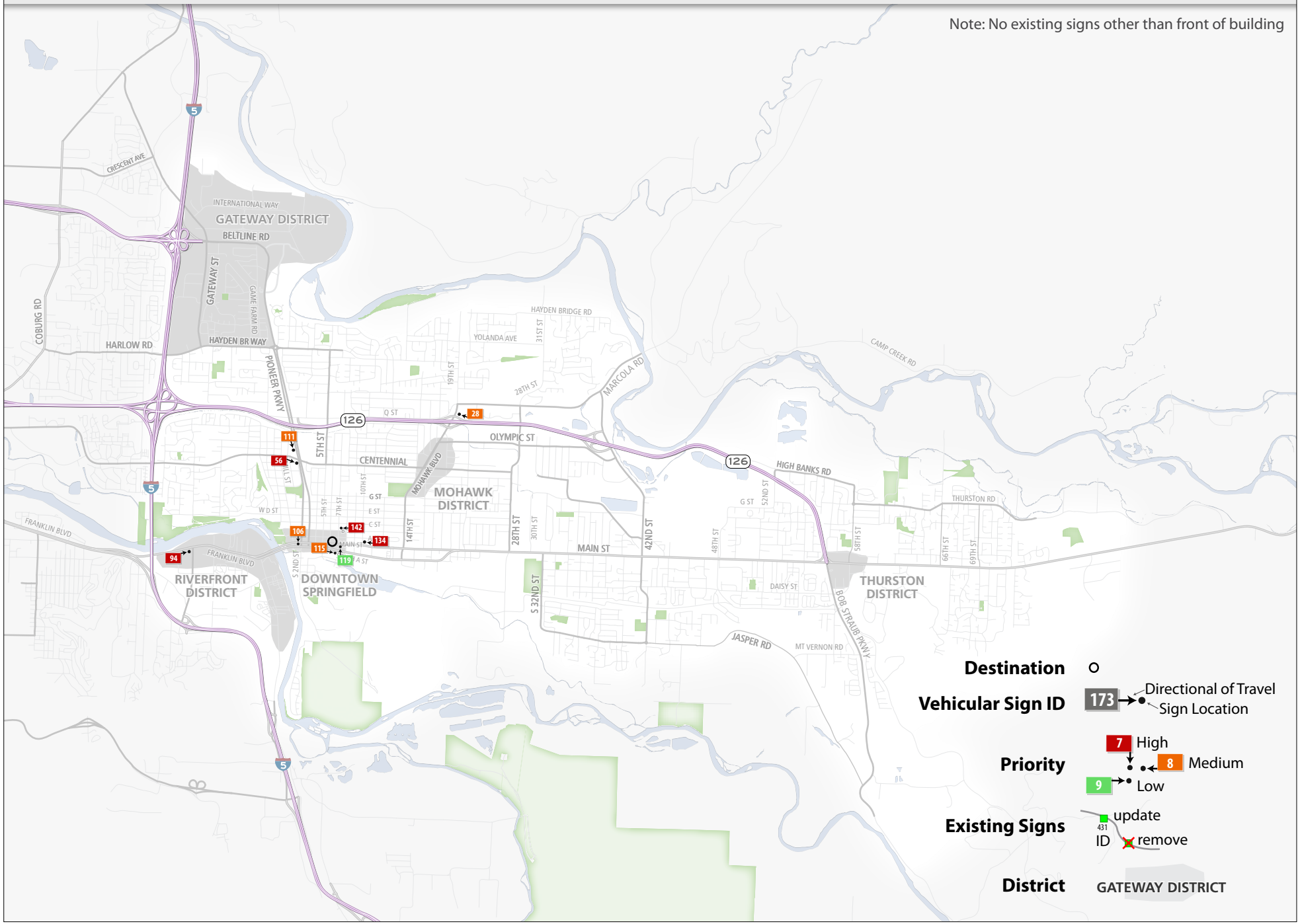
River Access



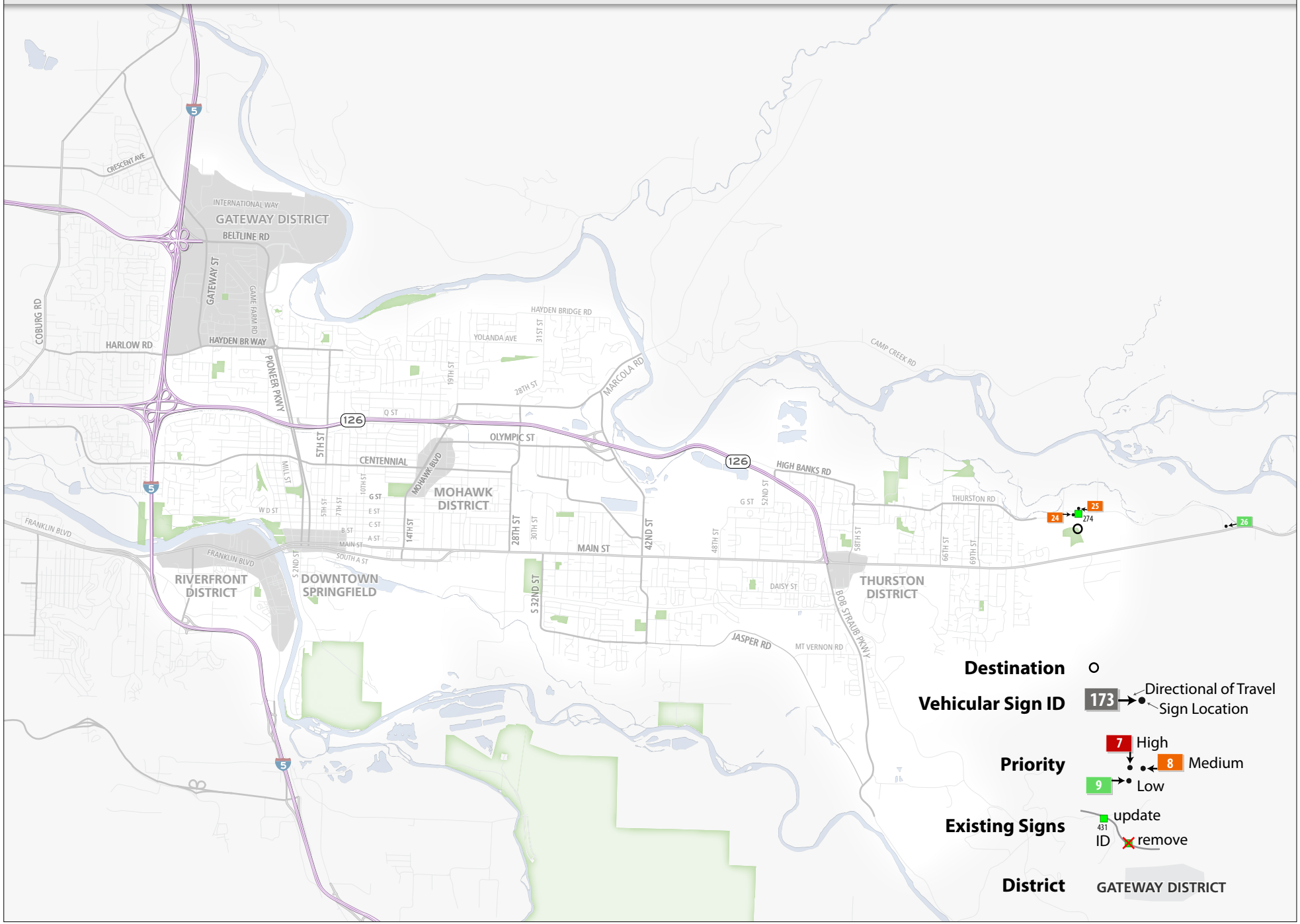
Springfield Museum



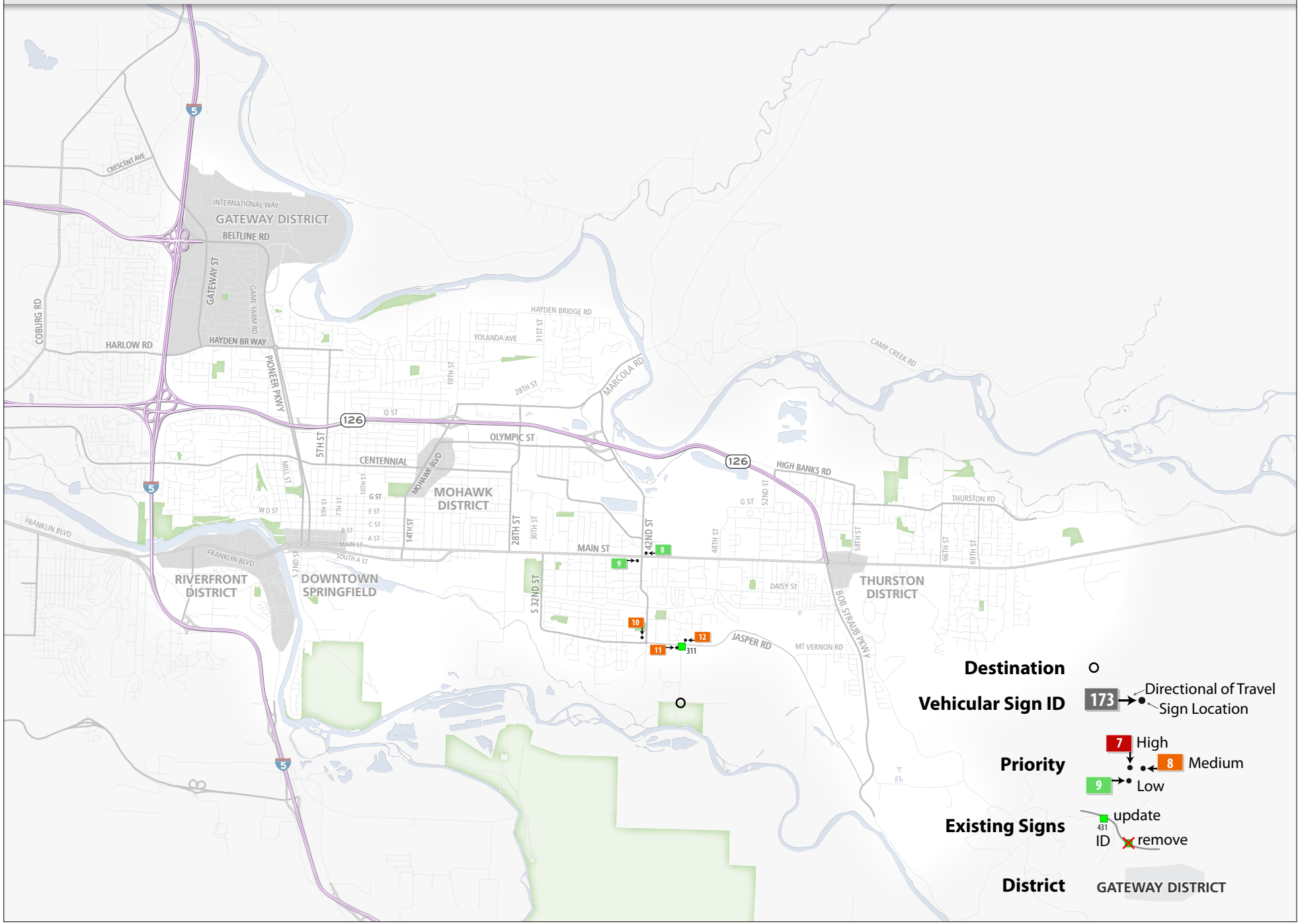
Wildish Theater



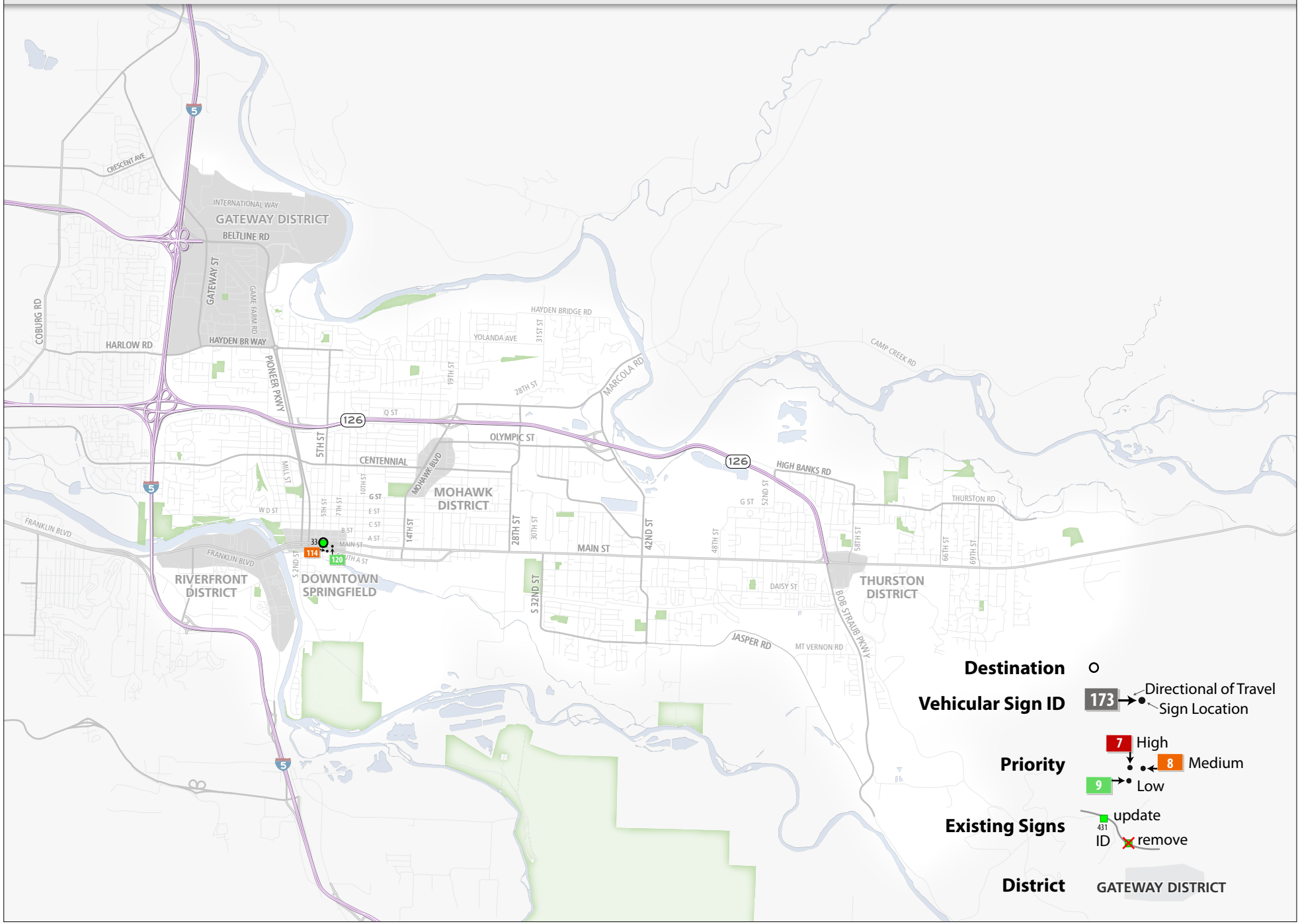
Bob Artz Memorial Park



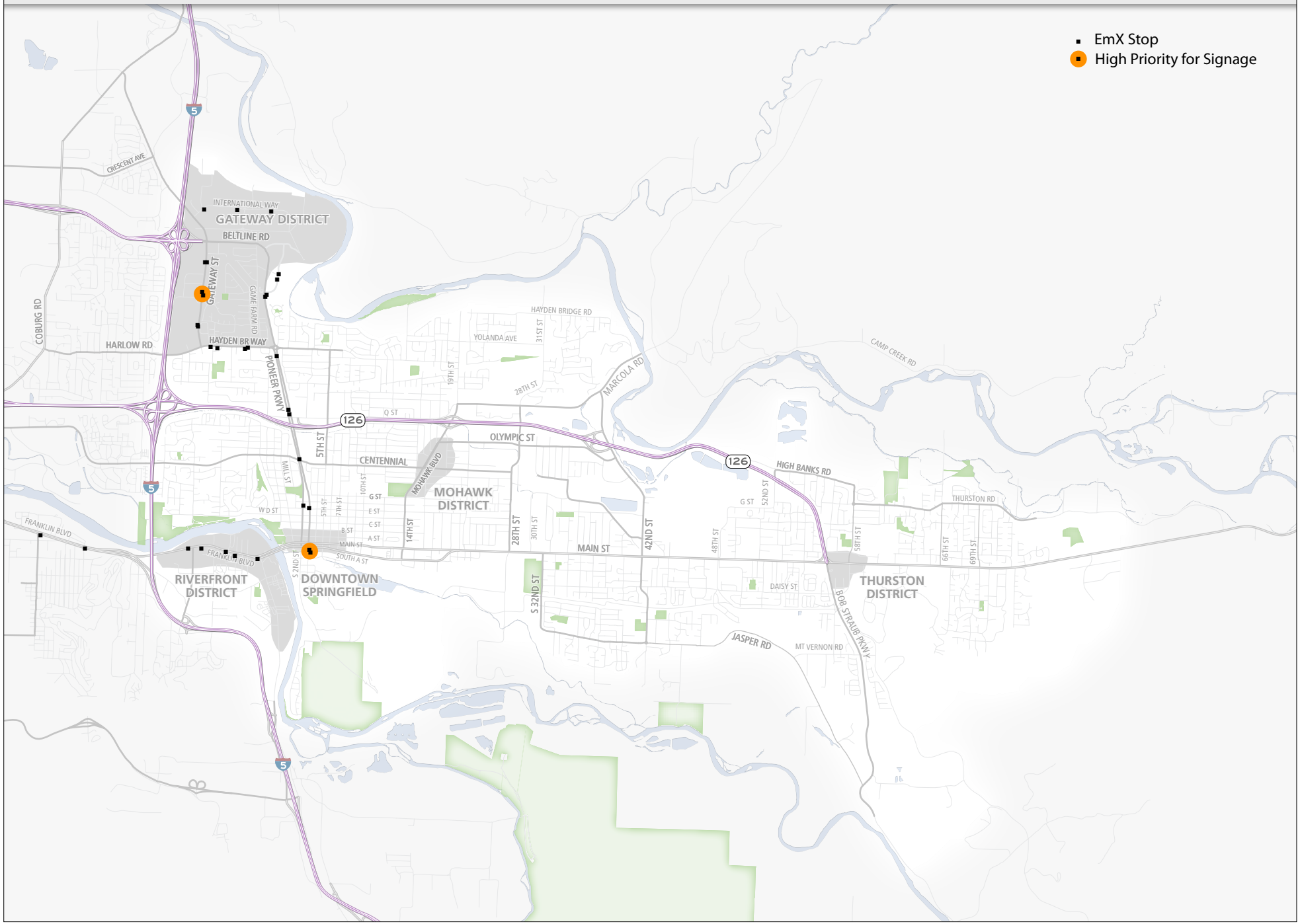
Clearwater Park



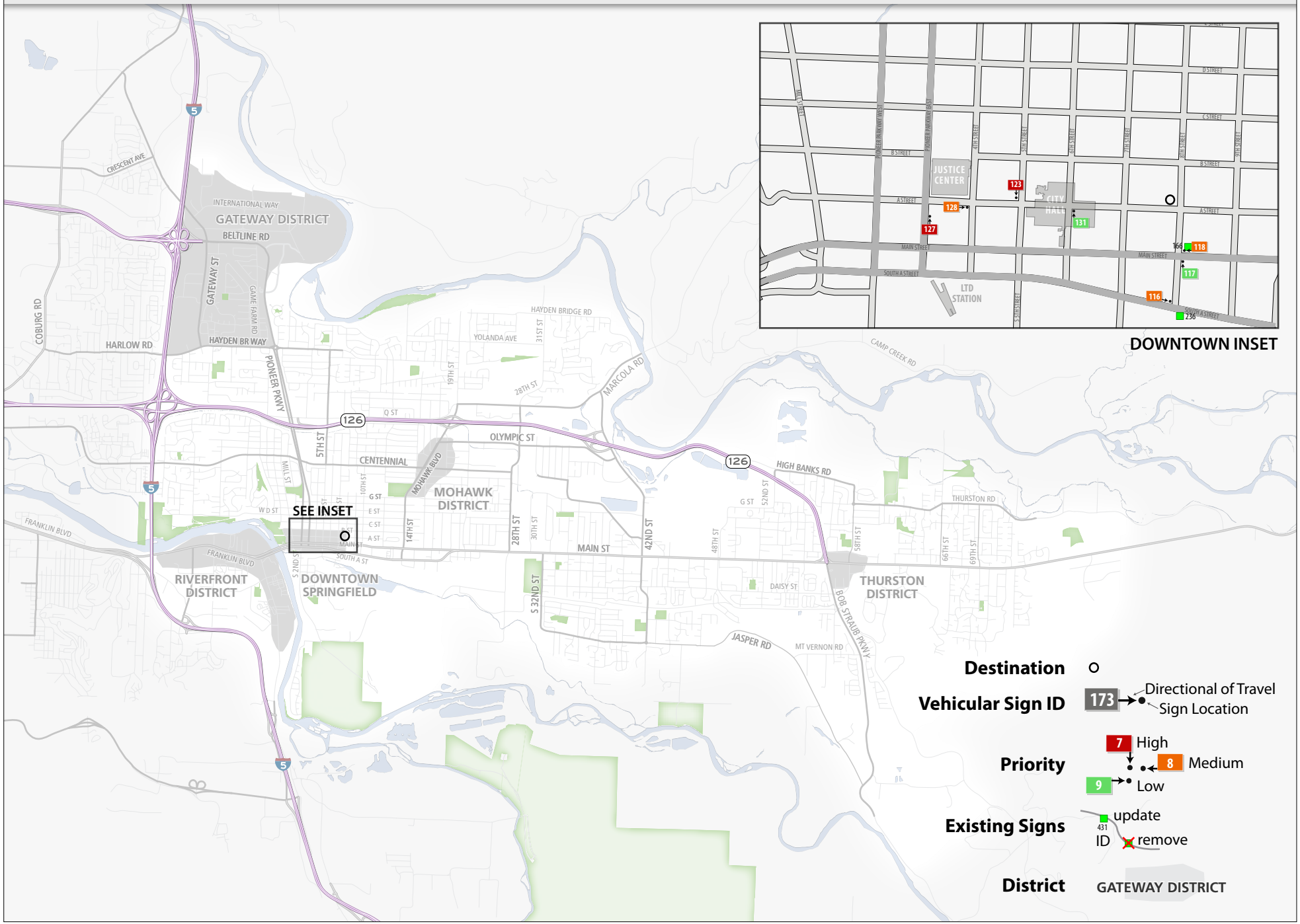
Emerald Art Center



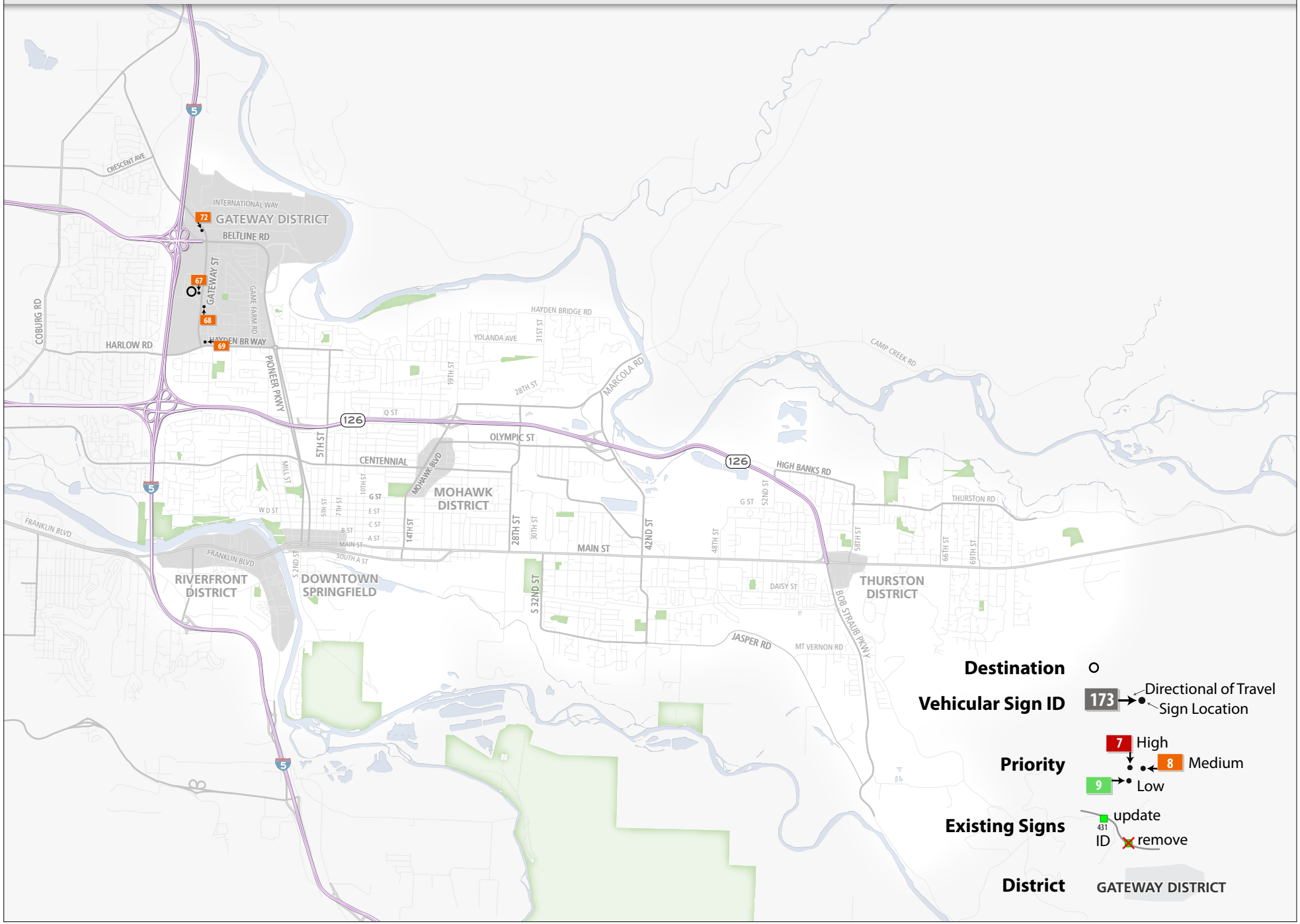
EmX Transit Stops



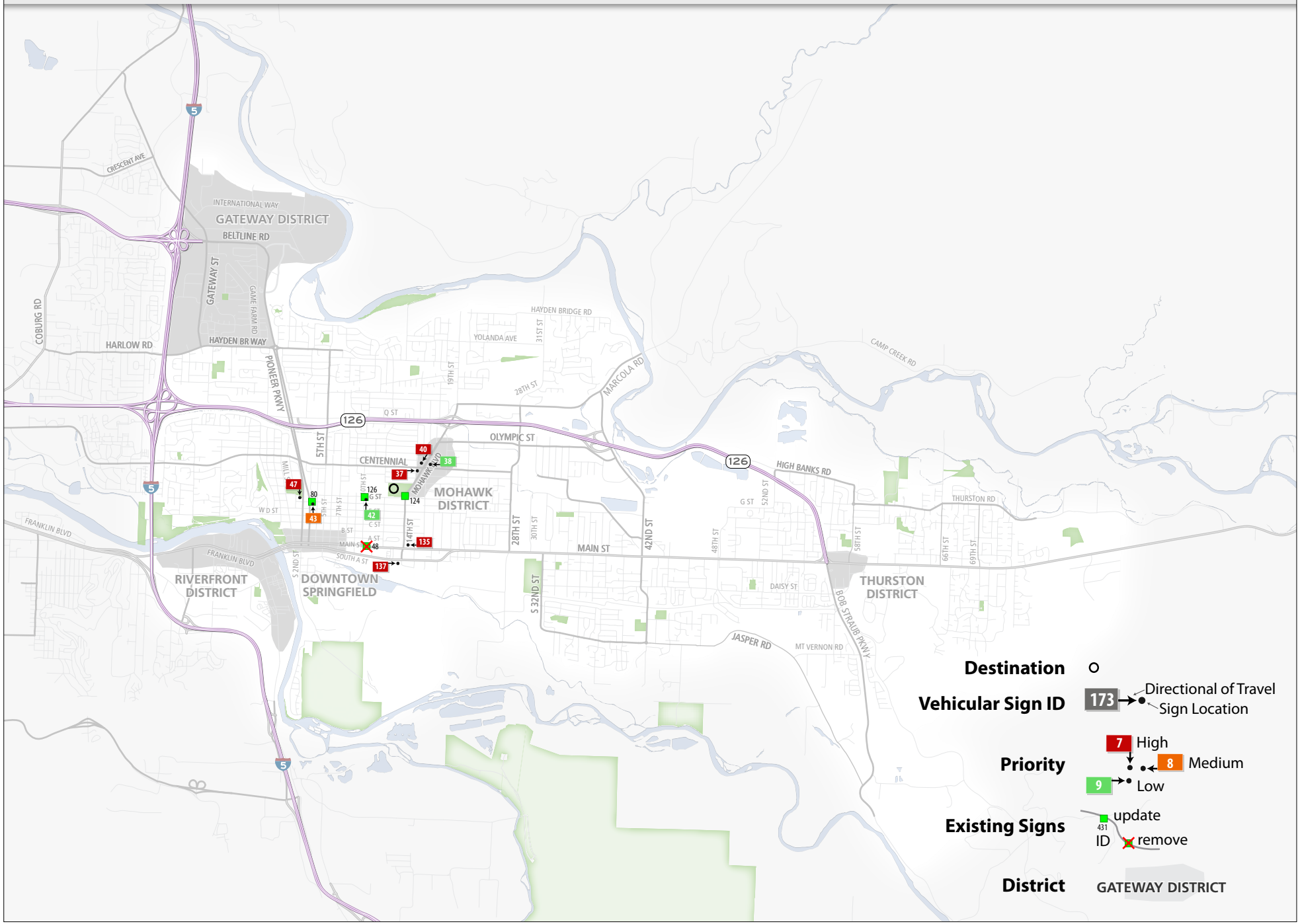
Post Office - Downtown



Post Office - Gateway



Willamalane Park & Swim Center



DOWNTOWN PED MAP

The map to the right shows an overview of the recommended signs in the Downtown District. The following page lists the Key Destinations to be highlighted on each sign, color coded by priority and linked by Sign ID. Mock-ups of the signs can be found in the *Supplementary Packet*.

Proposed Downtown Pedestrian Signs

Proposed Pedestrian Signs

See map on previous page, and see the Supplementary Packet for design mockups of each proposed sign.

160 *Traveling North on PIONEER PARKWAY WEST at A ST*
Map Index: C4 Priority: medium

- ← Island Park
- → Justice Center
- → City Hall
- → Public Library
- ← Adult Activity Center

161 *Traveling West on MAIN ST at PIONEER PARKWAY W.*
Map Index: D4 Priority: medium

- ← Downtown Visitor's Center
- ← Island Park
- → Adult Activity Center

162 *Traveling North on PIONEER PARKWAY WEST at MAIN*
Map Index: D3 Priority: medium

- → Emerald Art Center
- → Wildish Theater
- → Springfield Museum
- → Washburne Historic District
- → City Hall

163 *Traveling North on S A ST at PIONEER PARKWAY EAST*
Map Index: D4 Priority: high

- ← Island Park
- ← Downtown Visitor's Center
- ↑ Wildish Theater
- ↑ Justice Center
- ↑ Emerald Art Center

164 *Traveling West on MAIN ST at PIONEER PARKWAY E.*
Map Index: D4 Priority: medium

- ← Springfield LTD Station
- ↑ Island Park
- ↑ Downtown Visitor's Center

165 *Traveling East on A STREET at 4TH STREET*
Map Index: C5 Priority: medium

- ↑ Justice Center
- → City Hall
- ← Island Park
- ↑ Washburne Historic District
- → Post Office - Downtown

166 *Traveling North on S 2ND ST at SOUTH A STREET*
Map Index: D3 Priority: medium

- ← Island Park
- → Springfield LTD Station
- ↑ Springfield Museum
- ↑ Washburne Historic District
- ↑ City Hall

167 *Traveling West on MAIN ST at 4TH STREET*
Map Index: D5 Priority: medium

- → Justice Center
- → Washburne Historic District

168 *Traveling West on A ST at 4TH STREET*
Map Index: C5 Priority: medium

- → Justice Center
- → Washburne Historic District
- ← Springfield LTD Station
- ← Downtown Visitor's Center
- ↑ Island Park

169 *Traveling East on MAIN ST at 4TH STREET*
Map Index: D5 Priority: high

- ↑ Emerald Art Center
- ↑ Springfield Museum
- ↑ Wildish Theater
- ← Justice Center
- ← Washburne Historic District

172 **Sign ID** (see map)

High Priority

Medium Priority

Low Priority

170 *Traveling East on SOUTH A STREET at 5TH STREET*
Map Index: D5 Priority: low

- ⬅ Emerald Art Center
- ⬅ Springfield Museum
- ⬅ Public Library
- ➡ Booth-Kelly Event Center
- ⬅ Wildish Theater

171 *Traveling South on 7TH ST at MAIN STREET*
Map Index: D7 Priority: low

- ➡ Emerald Art Center
- ➡ Springfield Museum
- ➡ Wildish Theater
- ➡ Downtown Visitor's Center
- ➡ Springfield LTD Station

172 *Traveling South on 7TH ST at A STREET*
Map Index: C7 Priority: low

- ⬅ Post Office - Downtown
- ➡ City Hall
- ➡ Public Library
- ⬆ Wildish Theater
- ⬆ Springfield Museum

173 *Traveling East on 4TH ST at IN FRONT OF JUSTICE CENTER*
Map Index: C5 Priority: medium

- ⬅ Washburne Historic District
- ➡ City Hall
- ➡ Springfield LTD Station
- ➡ Post Office - Downtown

174 *Traveling North on S 5TH ST at MAIN STREET*
Map Index: D5 Priority: high

- ⬆ Emerald Art Center
- ⬆ Springfield Museum
- ⬆ Washburne Historic District
- ➡ Booth-Kelly Event Center
- ⬅ Public Library

175 *Traveling West on MAIN ST at 5TH STREET*
Map Index: D5 Priority: high

- ➡ City Hall
- ➡ Public Library
- ➡ Washburne Historic District
- ⬆ Springfield LTD Station
- ⬆ Downtown Visitor's Center

176 *Traveling South on 5TH ST at MAIN STREET*
Map Index: D5 Priority: high

- ⬅ Emerald Art Center
- ⬅ Springfield Museum
- ⬅ Wildish Theater
- ➡ Springfield LTD Station
- ➡ Downtown Visitor's Center

180 *END OF WEST D GREENWAY PATH at WEST D ST*
Map Index: B1 Priority: low

- ➡ Downtown District

181 *Traveling South on 5TH ST at C STREET*
Map Index: B5 Priority: low

- ⬆ Downtown District

182 *Traveling South on MILL ST at B STREET*
Map Index: C3 Priority: low

- ⬅ Downtown District
- ➡ Adult Activity Center
- ➡ Island Park
- ⬆ Downtown Visitor's Center
- ⬅ Washburne Historic District

183 *Traveling East on W D ST at MILL STREET*
Map Index: B2 Priority: low

- ➡ Downtown District
- ⬆ Washburne Historic District

184 *Traveling North on PIONEER PARKWAY EAST at MAIN*
Map Index: D4 Priority: medium

- ➡ Public Library
- ➡ Springfield Museum
- ➡ Wildish Theater
- ➡ Justice Center
- ➡ Emerald Art Center

185 *Traveling West on A ST at MILL STREET*
Map Index: C3 Priority: low

- ⬆ Adult Activity Center
- ⬆ Island Park
- ⬅ Downtown Visitor's Center

186 *Traveling East on MILL ST at A STREET*
Map Index: C3 Priority: low

- ⬆ Downtown District
- ➡ Downtown Visitor's Center

Map Kiosk Locations

177 *At CITY HALL PLAZA at 5TH AND A STREETS*
Map Index: C5 Priority: high

178 *At SPRINGFIELD LTD STATION near S A STREET*
Map Index: D4 Priority: high

179 *On MAIN ST IN FRONT OF SPRINGFIELD MUSEUM*
Map Index: D6 Priority: medium

YOU ARE HERE