

## SEDA Meeting

### MINUTES OF THE MEETING OF THE SPRINGFIELD ECONOMIC DEVELOPMENT AGENCY HELD MONDAY, MARCH 3, 2008

The Springfield Economic Development Agency met in a work session in the Library Meeting Room, 225 Fifth Street, Springfield, Oregon, on Monday, March 3, 2008 at 7:25 p.m., with SEDA Chair John Woodrow presiding.

#### ATTENDANCE

Present were Board Chair John Woodrow and Board Members Anne Ballew, Bill Dwyer, Christine Lundberg, Joe Pishioneri, and Dave Ralston. Also present were City Manager Gino Grimaldi, Assistant City Manager Jeff Towery, Attorney Bill Van Vactor, Community Development Manager John Tamulonis and City Recorder Amy Sowa.

Board Members Sid Leiken, Faye Stewart, and Hillary Wylie were absent (excused).

Board Chair Woodrow invited all members from the Glenwood Citizen Advisory Committee to join the Board at the table.

#### APPROVAL OF MINUTES

None.

#### COMMUNICATIONS

##### a. Business from the Audience

1. Lance Barkley, Your Place, 3796 Franklin Boulevard, Eugene, OR. Mr. Barkley said the redesign of Franklin Boulevard would destroy his business and other businesses along that roadway. He was upset that all this planning had been done and he hadn't been involved in any of it. He found it appalling to read in the paper about all the plans that were going to be done to his neighborhood where they lived and worked. He said he talked to Willamette Graystone and they didn't know anything about this either. The design on the map devastated businesses on the south side of Franklin. These businesses that had been there for years and years, were not informed, included, or represented. He said it felt like the process was being done backwards. He said they didn't feel a part of Springfield, yet the City was telling them what was going to happen to their properties, their livelihoods and their homes. He didn't feel that was what the people of Springfield voted for when they voted to make Glenwood part of Springfield. He was disappointed in the City of Springfield. It seemed like the government was doing what they wanted regardless of what the people wanted.
2. Gil Burgess, Ace Trading Co., 3697 Franklin Boulevard, Eugene, OR. Mr. Burgess said he had been in business at this location for 20 years. He agreed with Mr. Barkley that the plan as written completely removed his business. The ideas

could look good on paper, but the businesses were not included in it and his whole life was tied up in his business. He supported his family, he had six people that worked for him and the proposed plan went right through his building. It seemed as if his business didn't matter to anyone. If any of the Board members had a business and learned that others were making a decision that would end their ability to make a livelihood, they would not take the same view. Articles in newspapers and plans were made as if no one lived there. He mentioned an elderly woman whose house was in the path of the proposed road and her worries and concerns. He said this was not to be taken lightly. These were major developments that would have a massive impact on people's lives. There should have been much more information put out there for people and not a lot of work done behind the scenes making decisions about how things would be handled without the input of the people involved.

Board Chair asked if there were any other audience members that wished to address the Board.

There were none.

- b. Correspondence:
- c. Business from the Staff.

Board Chair Woodrow addressed Mr. Barkley and Mr. Burgess. He said with respect to their comments, this was a concept and there had been a number of public meetings in the paper inviting citizens of Glenwood to come to the meetings. Over 75 people attended a meeting at Roaring Rapids Pizza in Glenwood to look at the design.

Mr. Barkley said there was no one there at that meeting to talk about anything and they weren't invited to speak.

Board Chair Woodrow said there were a number of Glenwood residents and businesses on the advisory committee. The reason it was coming before the SEDA Board tonight was to present it to the SEDA Board to see where it would go from here. There had been no decisions made. The design was being submitted by the Advisory Committee to the SEDA Board. It was unknown where it would go from there. There had never been a time since he had been connected with Springfield or SEDA, when the City of Springfield had forced anyone to annex or move against their business or their private life.

Mr. Tamulonis said Transportation Manager Tom Boyatt would be presenting tonight. He also noted that members of the Citizen Advisory Committee that had worked on this project were seated at the table with the SEDA Board.

Mr. Boyatt discussed the work done over the last eight months. This was the beginning of the planning process, not the end. They needed to start with the idea and that's where they were at with this concept. The next steps would be going to the City Council in a couple of weeks to ask if they would like to amend this project concept into the Glenwood Refinement Plan and the TransPlan. There was a current project in the TransPlan to modernize Franklin Boulevard. Staff felt it was time to give that concept idea more focus. If, through the Planning Commission and

City Council public hearing process, the concept was put into the plan, they could then begin refining the idea. There was a lot of flexibility in refining the process. He explained. There would be the opportunity to begin to develop the roadway based on redevelopment. The full package would be quite expensive. It was more likely that redevelopment would occur and we could leverage off of that redevelopment to begin to reconstruct Franklin Boulevard, rather than being able to make the improvements all at once through a federal earmark. He introduced Brian Ray from Kittleson Associates, who had done the design and traffic work. He also introduced Kristen Hull, project manager and public involvement person, and City Traffic Engineer, Brian Barnett. He asked the Board to ask questions throughout the presentation.

Board Chair Woodrow asked that everyone at the table be introduced.

Mr. Boyatt noted that Councilor Wylie (not in attendance) was the Council liaison to the CAC, and Board Chair Woodrow represented the SEDA Board. The others introduced themselves.

Dave Carvo, resident of Glenwood  
Randy Hledik  
Steve Roth  
Dan Egan, Springfield Chamber  
John Oldham  
Steve Moe

Mr. Boyatt said there were several other CAC members that were not in attendance tonight: Joanny Armstead, resident of Glenwood; Debbie Nelson, property and business owner in Glenwood; Guy Santiago, of Oregon River Sports; David Helton, representing ODOT; and Tom Schwetz, representing LTD.

Board Member Dwyer asked if the people living in Glenwood were able to vote for urban renewal.

Mr. Tamulonis said residents that were inside the City at the time could vote. The bulk of residents were in the County and that was why there were two County Commissioners on the SEDA Board.

A woman in the audience asked if the people in Glenwood voted for those representatives. If not, she asked how they were chosen.

Mr. Tamulonis said the County Commissioners were elected by County residents.

Mr. Boyatt presented a power point presentation. The project team first looked at improvements from I-5 to Nugget Way, then scaled the project back to Glenwood Boulevard to the railroad trestle. For now, they left the intersection of Franklin Boulevard and Glenwood Boulevard alone, and focused in on the intersection at Franklin and McVay, as it was the highest capacity location. That intersection could make redevelopment in Glenwood more viable and provide access to the north riverfront past the McVay Highway. He explained the decision process including the meetings held in Glenwood and notices sent out for those meetings. The recommendation the committee would put forward would be to put this type of project concept into the two plans (Glenwood Refinement Plan and TransPlan). If Council approved amendments to those two plans

and gave staff approval to find funding for the NEPA (National Environmental Policy Act) evaluation, the next step would be to find money to fund that study.

Mr. Boyatt discussed the project timeline. He said they came to SEDA on request of the SEDA Chair and, although it was not included in the timeline, staff was still on track with the timeline. He discussed the project purpose, which was to promote the implementation of the City's adopted land use plans for the Glenwood community and to provide for safety and convenience of those walking, biking, driving, using transit and delivering freight. He explained the history of Franklin Boulevard as a two-lane highway that had been widened to its right-of-way extent over sixty years. What remained was a State highway, one of four major east/west corridors in all of the Metro area.

Mr. Boyatt referred to a document that was at the Board's places, showing the Glenwood Riverfront Plan Land Use Plan. That plan proposed a double one-way couplet to create the access point for the north riverfront area. That plan also turned its back on Franklin Boulevard by separating this redevelopment area from Franklin with a greenswale and another internal access road. The multi-way boulevard design attempted to integrate the thirty thousand cars per day anticipated on Franklin Boulevard with the edge of the urban environment. Franklin today had narrow or no sidewalks due to the expansion of the roadway over the years. He showed a photo of a multi-way boulevard and how that provided access for businesses. He described how it worked. He referred to other multi-way boulevards in other cities.

Mr. Boyatt explained the process so far. The staff and consultants did a design exercise last August and developed some alternatives. Those alternatives were brought to the City Council in September. Council reviewed them based on cost, impact, economic values, etc. Staff learned that minimizing cost, property impacts and business acquisitions were important to the Council, as well as separating through and local traffic while maintaining a high quality pedestrian environment. Nine concepts were considered and tonight's design summarized that output. He discussed how this design addressed the cost.

Board Chair Woodrow asked Mr. Boyatt to explain the 14<sup>th</sup> Street alignment.

Mr. Boyatt said there was an idea that Franklin Boulevard could be straightened by joining it with the 14<sup>th</sup> Street alignment. Some of the benefits included more of a lot depth between the realigned Franklin and the river for redevelopment purposes. Some of the drawbacks included that it would be a new alignment and would be quite expensive. Weighing it against the proposed alignment, staff recommended, and Council concurred, that staff focus on Franklin alignment and to look at possibly smoothing some of it out. If, during the engineering phase, it was determined there could be some straightening out of the boulevard, it could be done.

Mr. Tamulonis explained further.

Mr. Boyatt said there were three basic alignment alternatives and three cross section alternatives. The SAC and staff went through the process of looking at the arterial and multi-way and determined that it made the most sense to come up with a hybrid of those roadway types. A second open house was held which included the same maps as were shown tonight. Staff was there and a lot of conversation occurred. There was support and opposition for the high level concept. The SAC made a recommendation to advance the hybrid with multi-way and arterial segments built in as the concept. The SAC suggested doing more work to minimize right-of-way

and business impacts, to identifying a concept that could be modified to fit with development. They also wanted a continuous bike route through Glenwood.

Mr. Boyatt referred to the current proposal. The section from Glenwood to Henderson was an enhanced arterial with eight feet of parking on each side, much wider sidewalks, and a twenty-four foot placeholder for the EmX. That design could be narrowed down quite a bit in some cases. This section of road was not a multi-way boulevard.

Mr. Tamulonis showed the area on the map.

Mr. Boyatt said the section from Henderson to Mississippi was a multi-way concept. He referred to a map in the power point presentation showing that section of road. He discussed the width and noted these were the maximum widths proposed. The roadway could be redesigned by reducing value engineering.

Mr. Boyatt said the section from Mississippi to Brooklyn Streets showed the multi-lane on one side, arterials in the middle and parking on the other side.

Mr. Carvo asked about the proposed access in that section and if it was to the north of the existing Franklin.

Mr. Boyatt said they worked from the north right-of-way line to the south, but it didn't mean they couldn't shift a portion to the north for some of the parking and sidewalk. That was part of the refinement of the process. He noted that at the McVay and Franklin intersection, the proposal showed an enhanced roundabout to allow adequate truck access, traffic capacity, minimized business and property impacts, and provided for pedestrian safety.

Mr. Carvo asked if they included future traffic going out to PeaceHealth.

Mr. Boyatt said that analysis hadn't been done yet. He explained how they would project the traffic through the analysis.

Mr. Boyatt referred to the drawing of the roundabout at Franklin/McVay, and showed a side by side comparison of the large signalized intersection that had been previously proposed. In looking at the design, staff and the consultants determined how close they could get the roundabout to the bridgehead. The amount of traffic that could be queued on the bridges would help determine the location. Under refining, the Environmental Impact Statement (EIS) or the Environmental Assessment (EA), staff would do everything possible to reduce the impacts of the intersection improvements. He explained how this drawing was different than the first proposal. He said the recommendation was forwarded because it supported the Riverfront Plan and provided improvements to Franklin that supported and revitalized Glenwood redevelopment. It was a plan that was developed with the help of stakeholders, although not all stakeholders in the area. It was a proactive plan that insured changes to Franklin were done right. There were a variety of ways this project could be set up to flow out of redevelopment. If property owners were not interested in redevelopment, the infrastructure on their frontage would remain the same. When there was interest in significant redevelopment, the buildings could be sited in a way that would allow the full project when it came about. The concept was menu driven, could be hybridized in a variety of cross sections by location and then the whole thing could be rolled out as land developed. This project would most likely be phased in.

Mr. Boyatt said there had been a lot of work and there would likely be a lot of questions. He referred to a document at the Board members' places which showed the urban design layer and what redevelopment could look like. The hardest thing about visioning for the future was to let go of today's context. Council's desire along the riverfront was to have infrastructure that would carry the community far into the future, but not destroy what's there now. He explained.

Board Member Dwyer said he was around when urban renewal was done in Eugene, and it didn't go well. He spent a lot of time in downtown Salem and it was very vibrant. He had some reservations about the greatest plans. He discussed the representation aspect of this. There were two County Commissioners on the SEDA Board and six City Councilors plus the Mayor. If the City Council made a decision, the County couldn't influence their decision. There were other things the Commissioners could do from a policy point of view. He noted the issues in Santa Clara. He wanted everyone to understand the element of control Lane County had on this process.

Randy Hledik said the multi-way boulevard was a novel concept that had been implemented in some communities around the country. Eugene was looking at this in their downtown. Implementation would need to come in a phased process. The concept behind multi-way boulevards was to separate the through traffic going east and west from Springfield and Eugene, from the local traffic. If it could be implemented as the property owners were ready to do major redevelopment in a big chunk, that's where implementation could take place. That type of planning facilitated that type of redevelopment. That's where the multi-way boulevard had some merit to explore further.

Board Member Ballew asked if they had any sense of how much money it would cost to get this project completed.

Mr. Boyatt said during some discussions with the consultant they had estimated about \$30M, including the McVay/Franklin intersection and the EmX corridor. Nearly half of that was normally property acquisition.

Steve Moe said this was only a concept, and would most likely not start for another ten years. Now was the time to be a part of the planning. Glenwood needed to change and the people needed to be part of that change. He said he stated his support because those property owners that would be affected needed to be made right financially. Everything in Glenwood would need to be replaced someday. This idea was one for the future. The current Franklin Boulevard was planned for a one hundred year highway. He didn't want businesses to get hurt.

Board Member Dwyer said concepts in theory worked well, but reality was different and didn't work with the existing businesses. One of the disadvantages of the multi-way boulevard was that access could only go one way. The planners needed to determine how traffic would get across the four lanes of traffic. That's the challenge with this type of concept. This would be phased in and people could choose if they wanted it. He cautioned that the government was a powerful organization.

Dan Egan noted other examples of redevelopment and infrastructure growth. He said the Pioneer Parkway extension was going to be a trigger, but there was no compelling reason to build it when originally planned. A very big development in Gateway did trigger that and that was how it

would have to happen again. It was not too early to plan on what could work now and in the future. We couldn't do too much good planning.

Mr. Carvo asked what the traffic rating was at the intersection at McVay/Franklin.

Mr. Boyatt said for level of service it was rated F or worse.

Mr. Carvo said that could be a problem for redevelopment in Glenwood. Something needed to be done there soon. He noted that the CAC had been meeting for about six months.

Mr. Boyatt said the CAC was involved and also spoke with their neighbors. An insert was included in the Glenwood Gazette that was distributed throughout the residential neighborhood.

Board Chair Woodrow thanked the stakeholder advisory committee for attending tonight's meeting and working on the committee. He thanked Mr. Boyatt for his presentation and Kristen Hull from CH2M Hill. He asked that those in the audience that had questions direct their written concerns to John Tamulonis in the City Manager's Office. He reiterated that this was a concept that had been in the works for some time, and the Board valued the public's input.

Board Member Ballew said people got nervous when hearing about right-of-way acquisition. She suggested they also direct those concerns to Mr. Tamulonis.

Mr. Tamulonis said discussions about changing Gateway were started in 1982. Staff worked for about ten to twelve years until Sony came to Springfield in 1993. As part of that construction project, four families and two farmers were relocated. Staff worked with those families closely through the process of relocation to make sure they were relocated to a better place. One of those families was grateful to be able to make the move.

#### ADJOURNMENT

The meeting was adjourned at 8:25 pm.

Minutes Recorder – Amy Sowa

---

Christine Lundberg  
SEDA Secretary