

Existing Conditions Report

August 2009

City of Springfield

Glenwood Refinement Plan Update Project

Acknowledgements

Citizen Advisory Committee

Laurie Adams	Jim Peterson
Susan Ban	Steven Ramseur
Erik Bishoff	Olivia Reynoso
Dan Hill	Tracy Rogan
Randy Hledik	Steve Roth
Eric Howard	Ken Schmidt
Christine Kehoe	Bill Seider
Brian McBeth	Kara Smith
John Oldham	Roxi Thoren
Zack Pardo	Bill Woods

Technical Advisory Committee

Mary Archer, <i>Lane Transit District</i>
Mark Bernard, <i>Lane County</i>
Mary Camarata, <i>DEQ</i>
Dave Carvo, <i>Glenwood Water District</i>
Ted Corbin, <i>Springfield Historic Commission</i>
Jeff DeFranco, <i>Springfield School District #19</i>
Greg Ferschweiler, <i>Springfield Public Works</i>
Al Gerard, <i>Springfield Fire & Life Safety</i>
Garth Griffin, <i>NOAA/NMFS</i>
Patti Hansen, <i>Lane County</i>
Mike Harman, <i>Springfield Police</i>
Ed Head, <i>SUB Electric</i>
David Helton, <i>ODOT</i>
Greg Hyde, <i>Willamalane Park & Recreation District</i>
Ralph Johnston, <i>LRAPA</i>
Niel Laudati, <i>Springfield City Manager's Office</i>
Bill Lewis, <i>EWEB</i>
Bart McKee, <i>SUB Water</i>
Lydia McKinney, <i>City of Eugene</i>
Ed Moore, <i>DLCD</i>
Brock Nelson, <i>Union Pacific</i>
Christopher Ramey, <i>University of Oregon</i>
Stephanie Schulz, <i>Lane County</i>
Kevin Spradlin, <i>Central Oregon and Pacific</i>
Becky Taylor, <i>City of Eugene</i>
Jeff Ziller, <i>ODFW</i>

Project Core Team

Mike Engelmann, <i>GIS</i>
Courtney Griesel, <i>Economic Development</i>
Gary Karp, <i>Planning</i>
Kristi Krueger, <i>Transportation</i>
Molly Markarian, <i>Planning</i>
Greg Mott, <i>Planning</i>
Linda Pauly, <i>Planning</i>
Richard Perry, <i>Transportation</i>
Matt Stouder, <i>Engineering</i>
John Tamulonis, <i>Economic Development</i>
George Walker, <i>Environmental Services</i>

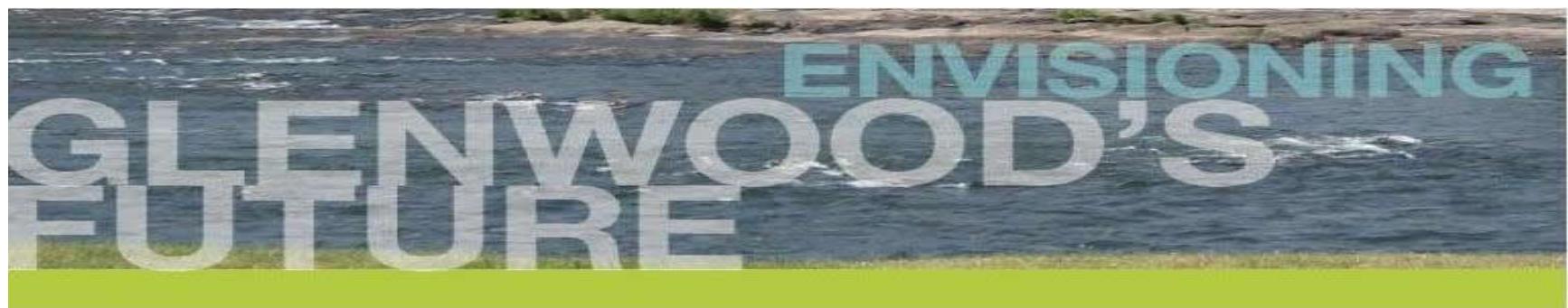
Table of Contents

Introduction.....	5	Public Facilities & Services.....	123
Urban Design.....	11	Introduction.....	124
Land Use.....	19	Wastewater Facilities.....	124
Housing.....	31	Stormwater Facilities.....	134
Economic Development.....	41	Electric Facilities.....	140
Natural Resources	59	Water Facilities.....	142
Hazards.....	73	Solid Waste Facilities.....	143
Historic & Cultural Resources.....	79	Police Services.....	146
Transportation System.....	87	Fire & Emergency Medical Services.....	148
		Schools.....	149
		Parks & Recreation.....	152
		Urban Transition & Annexation.....	159
		Appendices.....	167
		Appendix A: Glenwood Street Conditions.....	167
		Appendix B: Franklin Boulevard Concept.....	171
		Appendix C: Selected Policy Documents.....	181
		Appendix D: Public Infrastructure Funding.....	185
		Appendix E: Salix Greenway Setback Line Report.....	189

August 14, 2009

EXISTING CONDITIONS REPORT

Introduction



Introduction

The purpose of this Existing Conditions Report is to evaluate the state of Glenwood since Springfield's adoption of the Glenwood Refinement Plan (GRP) in 1999. This report will be used to gauge successes or shortfalls of the various current GRP policies and implementation actions. It will also be used as a tool to augment the visioning process, which is the foundation upon which the updated GRP will be prepared.

The updated GRP will occur in phases or focus areas as directed by the City Council, however, this report is applicable to all of Glenwood. The updated GRP will contain ten specific topic areas called elements. This report is organized in a manner similar to the proposed outline of the updated GRP for ease of reference.

Plan Purpose

The Springfield City Council has placed a high priority on the redevelopment of Glenwood. The community has confirmed and reconfirmed its support for Glenwood redevelopment through the passage of the Glenwood Urban Renewal District ballot measure and the adoption of the 48-acre Glenwood Riverfront Plan District. High levels of citizen participation and enthusiasm for planning projects such as the Franklin Corridor Study, the two American Institute of Architects Franklin Boulevard community design charrettes, and implementation of the neighborhood-initiated E. 14th Avenue bike path have demonstrated broad community interest in the future of Glenwood. Clearly, Glenwood's unique redevelopment potential has been recognized. Momentum and consensus are building for

ambitious, forward-thinking projects that will revitalize Glenwood's riverfront and major transportation corridors and provide a degree of certainty for developers, property owners, and residents.

Land development in Glenwood is currently guided by the policies of the GRP. Outside of the 48-acre Glenwood Riverfront Plan District, the GRP has not undergone a significant update since the late 1980's. Existing GRP policies, such as industrial plan designations along significant portions of the riverfront and the entire Franklin Boulevard corridor, may be either outdated or inconsistent with past visioning and current expectations for Glenwood. Adoption of the updated GRP will provide a 20-year community vision for development and redevelopment in Glenwood based upon the following project goals that establish:

- A contemporary community vision for Glenwood based on a broad range of citizen input and Council guidance;
- The density, mix, type, and location of housing, employment land¹, and public open space amenities and the required level of public facilities to support the projected demand for housing and employment growth;
- The land use assumptions which will guide and facilitate current and future redevelopment opportunities;
- Baseline assumptions for transportation planning and other infrastructure planning;
- Plans for the development of infrastructure to serve existing and future land uses;

Glenwood Refinement Plan Project Update Boundary and Context

- Urban design standards to ensure high quality redevelopment;
- Measures to ensure the protection of natural and historic resources;
- Updated comprehensive plans and policies for Glenwood by amending the Eugene-Springfield Metropolitan Area General Plan (Metro Plan), the Glenwood Refinement Plan, TransPlan, Public Facilities and Services Plan, and other plans as necessary to implement the community vision and comply with Oregon Statewide Planning Goals and other applicable State and Federal land use, economic, social, environmental and energy policies; and
- Implementation of new policies through the adoption of Springfield Development Code amendment ordinances.

Area Location and Context

Glenwood is located in the southwest corner of Springfield, adjacent to Eugene. The Willamette River bounds Glenwood on the north and east, with Interstate 5 (I-5) on the south and west. Glenwood is approximately 684 acres (one square mile) in size, and as of the 2000 Census had a population of approximately 1,250 residents. The area is developed with a mix of residential, industrial, and commercial land uses, and there is a large amount of undeveloped or underdeveloped land. Franklin Boulevard, a state highway, is the primary east-west connection through Glenwood and provides the main transportation link to Eugene and the University of Oregon to the west and downtown Springfield to the east. The region's first bus rapid transit line, the EmX, also serves Glenwood along Franklin

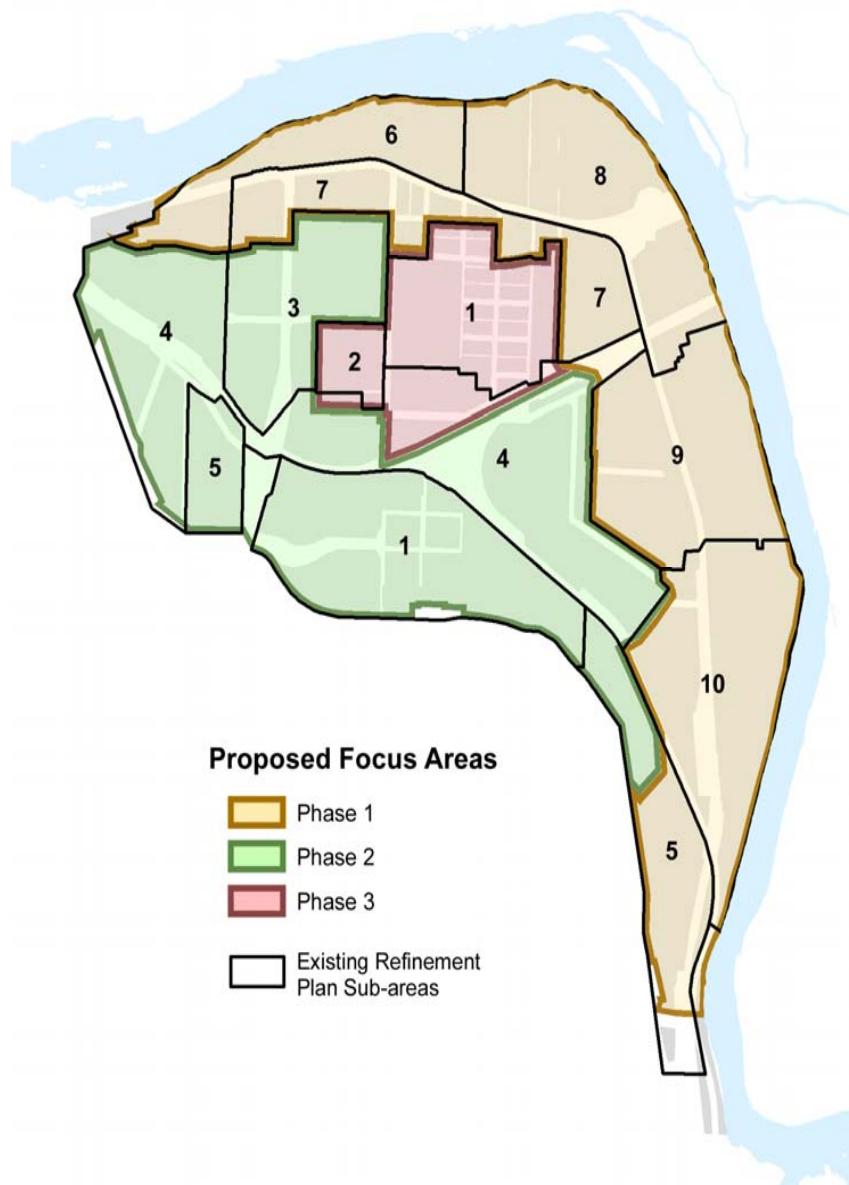
Boulevard. McVay Highway, a state highway, and Glenwood Boulevard are the primary north-south connections between I-5 and Franklin Boulevard. Glenwood Boulevard also connects with the Moon Mountain area of east Eugene, south of the I-5 Glenwood interchange.

Study Area Boundaries

The GRP boundary for the proposed update includes all of Glenwood as described above and remains the same as the 1986/1990 (Eugene) and 1999 (Springfield) GRP boundaries.

Jurisdictional History

- 1982** The Metro Plan was adopted. Eugene, Springfield, and Lane County jointly conducted a jurisdictional study to determine which city would have eventual jurisdictional responsibility for Glenwood.
- 1984** The *Glenwood Jurisdictional Study* was adopted by all three jurisdictions and concluded that Eugene should eventually annex Glenwood and provide the area with urban services.
- 1985** Eugene began a planning process for Glenwood with the Glenwood Community Organization for the Phase I area of a refinement plan.
- 1986** The Eugene City Council and the Board of County Commissioners adopted the Phase I Glenwood Refinement Plan.

Glenwood Refinement Plan Focus Areas & Subareas

- 1990** The Eugene City Council and Board of County Commissioners adopted the Phase II Glenwood Refinement Plan.
- 1994** A petition requesting jurisdictional transfer and signed by 450 members of the community was presented to the Springfield City Council. The Springfield City Council commissioned several studies to analyze the costs and benefits of a jurisdictional transfer from Eugene to Springfield and to identify associated issues and options.
- 1998** The new *Glenwood Jurisdictional Study* was adopted, and it was determined that the transfer of the entire Glenwood area would occur as an amendment to the Metro Plan. The Metro Plan amendment was approved in December by all three jurisdictions, giving Springfield comprehensive land use jurisdiction over Glenwood.
- 1999** Springfield adopted the GRP (Phases I and II) as part of the jurisdictional transfer process.

Plan Organization/Phasing

The current GRP divides Glenwood into two phases. In the early 1980s, the industrial areas in the south of Glenwood were facing more development pressure than other areas. Thus, the first phase, adopted in 1986, only encompassed this area. Eugene's 1990 adoption (Phase II) included the rest of Glenwood, and both phases were combined into the current document, as amended by Springfield. The current plan contains: elements, such as public facilities and services, transportation, land use, etc. that outline goals, policies, and implementation actions for those specific topical

areas; and specific subareas that also include goals, policies, and implementation actions for those specific geographic areas.

The updated GRP will contain, as proposed, ten elements covering the following topics: urban design; land use; housing; economic development; natural resources; hazards; historic and cultural resources; transportation system; public facilities and services; and urban transition and annexation. The GRP will be amended in three phases, based on the following focus areas:

- 1) Riverfront corridors along both sides of Franklin Boulevard and McVay Highway that currently includes all or portions of existing GRP Subareas 5, 6, 7, 8, 9, and 10;
- 2) Glenwood Boulevard and the I-5 Corridor that currently includes all or portions of Subareas Phase 1, 3, 4, 5, and 7; and
- 3) The Glenwood residential core that currently includes all or portions of Subareas 1 and 2.

New goals, policies, and implementation actions for each focus area will be adopted separately in the updated refinement plan. However, any plan element that can be completely or partially updated with new goals, policies, and implementation actions could also be adopted as part of Phase 1. The goals, policies, and implementation actions associated with Focus Areas 2 and 3 would remain in their current format and become an appendix to the updated document. The applicable subareas and those elements, or portions thereof, would remain unchanged until these areas are also updated. Only

those mapped subarea boundaries that were affected by new riverfront boundaries would be revised. With the adoption of the new goals, policies, and implementation actions associated with Phase 3, the GRP update process will be complete.

Policy Guidance

The development of the refinement plan itself, as well as the policies associated with the topics included in the refinement plan, are governed by a myriad of plans, policies, and regulations at the Federal, State, and local level. Each section of the Existing Conditions Report contains a sub-section titled 'Policy Guidance' that discusses the policy documents applicable to that section.

¹Employment land may be zoned commercial, industrial, or mixed-use.

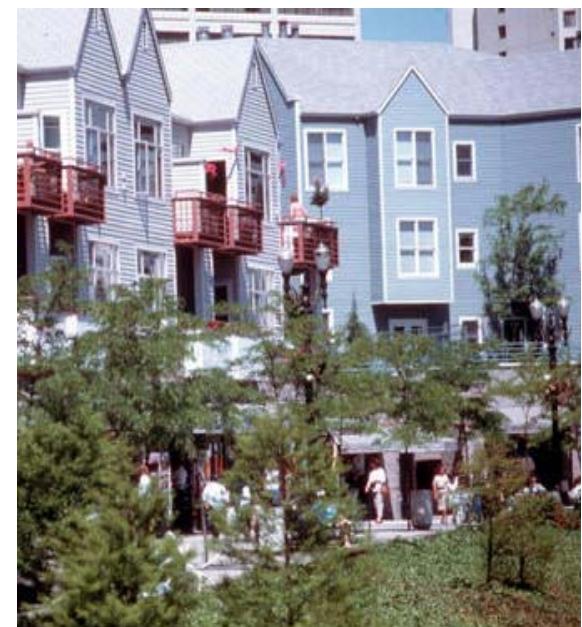
²In 2007, the Oregon Legislature passed House Bill (HB) 3337, which requires Eugene and Springfield to have separate urban growth boundaries and prepare 20-year residential, commercial and industrial land supply inventories. This will require amendments to the Metro Plan that may affect this project. The time line for compliance with HB 3337 is December 2009.

³Springfield, Eugene, Lane County, and Coburg will also be updating the current regional transportation systems plans and doing other transportation planning in response to recent changes in state and federal transportation planning requirements. This work will be concurrent with the Glenwood Refinement Plan Update Project and may affect this project.

⁴Tax increment financing allows cities to create special districts, called urban renewal districts in Oregon, and to make public improvements within those districts that will encourage private-sector development. During the life of the district, the tax base is frozen at a predevelopment level. Property taxes continue to be paid, but taxes derived from increases in assessed values (the tax increment) resulting from new development either go into a special fund created to retire bonds issued to originate the development or are invested to leverage future growth in the district.

⁵The Willamalane Park and Recreation District is designated in the Metro Plan as the park and recreation service provider for Springfield and its urbanizable area, including Glenwood.

Urban Design



Introduction

Urban design is concerned with shaping the built and natural environment to create blocks, neighborhoods, cities, and regions that are functional, attractive, stimulating, and sustainable. It is about place-making, environmental stewardship, social equity, and economic viability. Urban design seeks to improve the way that a physical setting is experienced and used by arranging and designing buildings, public spaces, transportation systems, services, and amenities in a way that creates an area with a particular unique character and an identity, a sense of place.

Urban design is a critical component in bringing a contemporary urban vision to life in Glenwood. Guiding the redevelopment of one of the few remaining urban waterfront development areas in the state, an update to the area's refinement plan presents a unique opportunity to showcase, provide responsible stewardship of, and provide public access to and use of the Willamette River. It also provides a chance to re-think the arrangement of and interaction between natural resources, stormwater management systems, streets, buildings, parks, and plazas with the goal of creating attractive and safe public places, lively mixed-use centers, and development that is compatible with its surroundings. In addition, this project is an occasion to shape the built environment with specific development and design standards that aim to encourage buildings that are accessible at the human scale with context-sensitive design and attractive and inviting building facades.

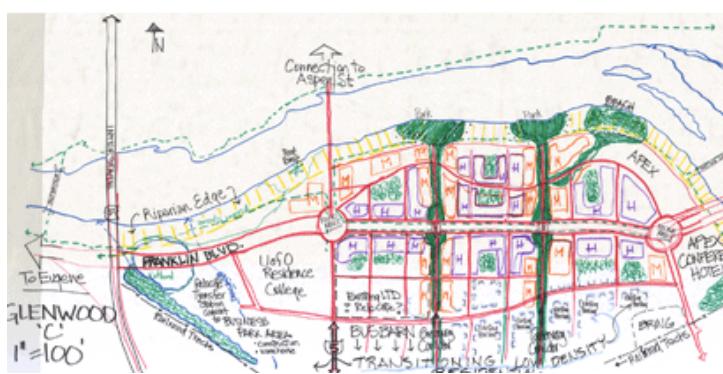
Prior Urban Design Studies

The Glenwood Project Terminal Design Studio

In the midst of jurisdictional transfer discussions in the late 1990s, the Springfield Chamber of Commerce, through its Futures Committee, began to review the development and redevelopment potential of several areas outside the city limits, including Glenwood. In 1997, the Chamber sponsored a University of Oregon School of Architecture and Allied Arts thesis design project facilitated by Otto Poticha. The public process employed by the project, and the final report ultimately produced by the students, served to initiate dialog, energy, and focus regarding the urban form desired in Glenwood.

Glenwood Specific Area Plan

By 1999, the Springfield City Council recognized the tremendous potential for redevelopment in Glenwood and the constraints to realizing the full potential for this unique area imposed by policies permitting industrial development along critical riparian habitat. The Council directed staff to undertake a riverfront development plan that would showcase the Willamette River and establish a mixed-use node in a 48-acre area at the northeast bend of the river in Glenwood. Funded by Oregon's Transportation and Growth Management Program, the plan links transportation and land use planning in an effort to create a vibrant and livable place where people can take advantage of multiple modes of transportation. The plan was developed by Poticha Architects and adopted by Springfield on July 18, 2005 via Ordinance 6137. The Glenwood Specific Area Plan establishes a general framework for the development of this



area of Glenwood, and employs design guidelines and standards codified in Springfield's Development Code to implement the mixed-use, nodal land use strategy and establish an attractive redevelopment area. Note that the Glenwood Specific Area Plan is sometimes referred to as the Glenwood Riverfront Plan, and the area included in the plan is known as the Glenwood Riverfront Plan District or Riverfront District.

Glenwood Riverfront Redevelopment Proposals

One of the goals of the Glenwood Specific Area Plan was to serve as the basis for retaining a master project developer for the Glenwood riverfront. In 2006, Springfield issued a Request for Qualifications for a private partner to work with the City and the Springfield Economic Development Agency to lead the redevelopment of the riverfront, to which they received several responses. While the projects were never ultimately developed, the ideas proposed by the private sector served as a basis to continue the dialog regarding urban design in Glenwood. In fact, the Glenwood Society for Livable Communities, an informal neighborhood association in Glenwood, responded to the developer proposals with a memo outlining several urban design components that they wish to see incorporated into all future development in Glenwood. The private proposals also indicated the potential level of development interest in high-quality design.

AIA Charrette

In 2007, the Southwest Oregon Chapter of the American Institute of Architects hosted two design workshops that brought together design professionals, university students, and community residents in an effort to re-envision the Franklin Corridor from the Springfield

bridges in Glenwood to the Ferry Street Bridge in Eugene. This effort resulted in a vision statement¹ that reads: the Franklin Riverfront Corridor will be a dynamic place worth going to, not just a place to pass through. Historically a natural river course, later paralleled by key transportation links, it should now be a place for people. It is a sustainable place, announced by gateways, with a public waterfront, that has green fingers extending into the community. Mixed-use buildings line multi-way boulevards that safely accommodate pedestrians, bikes, cars, and public transit. It is a coherent place united by our collaboration.

Franklin Boulevard Study

In 2007, Springfield initiated a project to study the improvements needed along Franklin Boulevard and McVay Highway to support redevelopment and new investment in Glenwood. The resulting design models, endorsed by the Springfield City Council in March 2008, call for a hybrid boulevard concept along Franklin Boulevard supported by a series of roundabouts at major intersections along the area's transportation corridors. The boulevard concept balances the need for a fast throughway with a desire for creating a pedestrian, bicycle, and transit-friendly environment that provides access to future mixed-use development along both sides of the boulevard. For more information on this study, see page 108 of this report.

Policy Guidance

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) recognizes the need to ensure that the metropolitan area is a

pleasant, attractive, and desirable place for people to live, work, and play. As such, the Environmental Design Element of the Metro Plan outlines goals, objectives, and policies that aim to shape how people interact with their surroundings and maintain a high degree of livability in the region. Both the Glenwood Refinement Plan (GRP) and the Springfield Development Code (SDC) address these goals in Glenwood.

The existing GRP Urban Design section discusses basic urban design principles, identifies the features of the natural and built environment that define Glenwood, and provides recommendations regarding building design and protection and enhancement of natural and historic resources. The urban design features identified in and around Glenwood in this section include: the Willamette River; Willamette Heights; Kelly Butte; Judkins Point; Moon Mountain; wetlands; Laurel Hill Cemetery; and landscape vegetation. The existing refinement plan also states that the built environment in Glenwood is primarily defined by: Franklin Boulevard; McVay Highway; Union Pacific Railroad; the bridges over the Willamette; the residential street system; the core residential area; Laurel Hill Cemetery; manufactured dwelling and trailer court areas; and commercial and industrial developments (GRP p. 100).

Rather than establish concrete policies and implementation actions related to urban design, the existing GRP makes recommendations intended to provide guidance for public and private actions. The refinement plan acknowledges that not all of the recommendations are likely to be implemented, and indeed, that has been the case for most of the recommendations. Several of the recommendations call for using the design guidelines found in the Land Use Element of the

refinement plan, the objective of which is to ensure that new development and redevelopment in Glenwood results in a harmonious built and natural environment. It is important to note, however, that these guidelines were developed prior to Opus Development Corp v. City of Eugene². As such, none of the guidelines, with the exception of the River Opportunity Area policies amended in 2005 and simultaneously codified in the SDC, are enforceable. Therefore, guidelines and standards that are still seen as applicable, as well as any new standards and guidelines generated as part of the GRP Update Project, must be included in the SDC.

Recognizing that one of Glenwood's greatest natural assets is the Willamette River, the existing refinement plan recommends phasing out industrial equipment and storage buildings within the greenway setback area, landscaping river bank areas, and designing new development according to the Willamette River Site Development Guidelines. Since no new development has occurred along the Willamette since the plan was developed, the recommendations have not been realized. The Willamette River Site Development Guidelines serve to encourage the protection and restoration of this critical natural asset until a Glenwood Greenway Setback Line is established and development is regulated by local and state standards applicable to land within the setback area. As part of the GRP Update Project, a greenway setback line will be established for all of Glenwood, so these guidelines will cease to apply to development in Glenwood.

In light of the blighted conditions in some of the residential areas, the refinement plan recommends using Community Development Block Grant (CDBG) funds to improve the residential neighborhoods

and using the Industrial Site Development Guidelines to mitigate the impact of industrial development on adjacent residential areas. As stated in the refinement plan, the CDBG funds are only available for use on properties within the city limits. Given that only one residential annexation has taken place since the GRP was first adopted, the use of CDBG funds in Glenwood has been limited. The Industrial Site Development Guidelines were designed to improve the compatibility between residential land uses and neighboring more intensive industrial uses. Depending on the zoning to be established in all of Glenwood as part of the GRP Update Project, the Industrial Site Development Guidelines will be reviewed for continued applicability and/or revision.

Given the function of Franklin Boulevard and McVay Highway as major entryways to Springfield and principal corridors between Eugene and Springfield, the refinement plan recommends upgrading both transportation corridors and removing fixed structures along these streets, such as utility poles, service lines, and billboards that obstruct the views of the surrounding hills. It also recommends using the Franklin Boulevard Site Development Guidelines and the McVay Highway Site Development Guidelines to improve the appearance of uses along these regional transportation corridors. As discussed in the Transportation Section of this report, the only improvements to Franklin or McVay to date have been the ODOT-sponsored overlay project in 2006. However, making the improvements described in the existing GRP continues to be a priority for Springfield. The Subarea 8 River Opportunity Area policies, which were amended in 2005 to include additional development guidelines and standards, take the place of these guidelines as they relate to the Subarea 8 segment of Franklin Boulevard. All policies and development

guidelines and standards will be reviewed for continued applicability and/or revision as part of the GRP Update Project.

The refinement plan also recommends protecting and enhancing the opportunities for public access to the river's edge in the Subarea 8 River Opportunity Area, including the development of a park in that area. While the Willamalane Comprehensive Plan proposes a future park in this area, implementation of this recommendation is still far on the horizon, as discussed in the Public Facilities & Services Section of this report. The Subarea 8 policies and development standards, which are included in the SDC Riverfront Plan District Section 3.4-200, seek to ensure that development will aesthetically and functionally enhance the adjacent transportation corridor, protect natural resources, provide for public art, support a pedestrian, bicycle, and transit-friendly environment, and create public open space. As part of the GRP Update Project, the River Opportunity Area policies and associated development standards will be reviewed for continued applicability and/or revision as they apply to Subarea 8, as well as other areas along Franklin Boulevard and McVay Highway.

The refinement plan recommends applying for a grant from the State Historic Preservation Office to conduct a cultural and historic resource inventory. As discussed in the Historic Resources Section of this report, this has yet to take place. It also recommends pursuing educational programs and community events that utilize the Laurel Hill Cemetery as a community resource, installing way finding signage, and pursuing landmark designations for the Cemetery. None of these recommendations have been implemented.

Conclusion

The unique amenities provided by the Willamette River as it flows through Glenwood are unsurpassed in the state. In addition, Franklin Boulevard and McVay Highway serve as major thoroughfares connecting Springfield and Eugene and set the stage for Glenwood as a gateway to both cities. The presence of a bus rapid transit line, the EmX, along Franklin Boulevard, enhances the possibilities for transit-oriented development. Glenwood's proximity to the University of Oregon also positions it well for successful, mixed-use residential and commercial development along the Franklin and McVay corridors. The area is also well suited to continue to attract intensive industrial and commercial uses that make use of the two rail lines and I-5 access. The new I-5 Willamette River Bridge and associated riparian restoration and path enhancement projects further highlight this entryway to the region. Taking advantage of Glenwood's existing strengths and seizing the opportunity to set the stage for the making of a place that will have a lasting legacy requires incorporating urban design elements into the GRP Update Project.

Prior planning and urban design efforts, as well as early visioning with the Glenwood Citizen Advisory Committee for this project, suggest that the community wants Glenwood continue to be a unique place with a distinct identity that has:

- Aesthetically pleasing buildings that are context-sensitive and oriented to human activity
- A transportation system that not only serves the needs of vehicular traffic but is also friendly to pedestrians, bicycles, and public transit

- Attractive public open space, including parks, plazas, and multi-use paths
- Natural resources whose ecological function have been restored, enhanced, and protected
- A variety of residential housing types, offices, retail establishments, and industrial uses

Ensuring that this vision is implemented depends on the proper arrangement, appearance, and functionality of land uses, infrastructure, natural and historic resources, and open space. While development and design standards can be created to address urban design concerns specific to Glenwood, these must be accompanied by policies that regulate the design of public infrastructure. Unfortunately, urban design is often not considered in the development of public infrastructure. For instance, skinny streets calm traffic, maintain a comfortable human scale for pedestrians, make more land available for public open space, and minimize the negative environmental impacts of impervious surfaces. However, more often than not, streets are designed to improve vehicular movement and the needs of emergency services. Similarly, the ease of constructing and maintaining above-ground power transmission lines and other public mechanical devices is often prioritized at the expense of urban design. These systemic issues, as well as the shear cost of making infrastructure improvements, such as the Franklin Boulevard concept, threaten to impede the implementation of this vision. Thus, every effort should be made to incorporate urban design concepts into all elements of the updated GRP or Springfield will lose its chance to uncover the diamond in the rough that is Glenwood.

¹<http://www.franklincorridor.org/vision.php>

²Opus Development Corp. v. City of Eugene, 28 OR LUBA 370 (1995) established that an amendment to a refinement plan that is part of a local government's comprehensive plan is a comprehensive plan amendment and is reviewable for compliance with applicable provisions of the Statewide Planning Goals and their implementing rules.

August 14, 2009

EXISTING CONDITIONS REPORT

Land Use



Introduction

Land use in Glenwood is currently guided by the policies of the Glenwood Refinement Plan (GRP) and the Springfield Development Code (SDC), in conformance with the Eugene-Springfield Metropolitan Area General Plan (Metro Plan). With the exception of 48 acres along the riverfront, land use in most of Glenwood has not been reevaluated since the 1980s when the GRP was first developed. While some areas continue to be appropriate for the type of development permitted under the existing land use designations and zoning districts, the existing land use pattern in other areas of Glenwood undervalues contemporary opportunities for planning and development. The GRP Update Project thus presents an opportunity to resolve inconsistencies in the existing plan and to implement a more modern land use vision for all of Glenwood.

Land Use

Glenwood's location along the Willamette River, in between downtown Eugene and downtown Springfield, and along major interstate and regional transportation corridors, has led to a unique combination of land uses. Sites and structures are found in a range of standard and substandard conditions, and in many instances, the existing land uses do not conform to the applicable zoning districts, in many cases because of pre-existing non-conforming uses.

Much of Glenwood's development occurred without the benefit of City services, and 60% the land in Glenwood is still outside the city limits. This largely non-urban form of development has also affected Glenwood's land use pattern. Most development in Glenwood has

occurred without public wastewater facilities, resulting in nearly a quarter of Glenwood being characterized by vacant or underutilized land. The transportation corridors cater to automobile-oriented commercial and industrial uses, as well as mobile home and recreational vehicle parks. Glenwood's central location has also prompted large regional services and government facilities to locate there, such as UPS, Sanipac, Lane Transit District, the Lane County Central Receiving Station, and the Oregon Department of Transportation (ODOT) Maintenance Facility.

Residential Uses

Glenwood serves an important function in the metropolitan area by providing low-cost housing, such as manufactured dwellings. Residential development in Glenwood is dominated by eight manufactured home parks and manufactured homes on single lots. Single family detached dwellings occupy approximately a third of the residential land in Glenwood, and there are a few sites with duplexes and other multi-family buildings, such as converted motels. Given that most of the residential land in Glenwood is zoned and developed for low-density development, it is no surprise that the average residential density in Glenwood is relatively low, approximately 8.44 units per acre². Allowed densities in the low-density residential zones range from 1 to 10 units per acre, and in medium-density residential zones they range from 11 to 20 units per acre. Mixed-Use/Nodal Development within the 48-acre Riverfront Plan District is subject to a density minimum of 12 units per acre, and there is no density maximum for this area.

Glenwood Land Uses

Land Use	Acres	Percentage
Industrial	169.57	33.20%
Vacant	128.05	25.07%
Commercial	93.91	18.39%
Residential - Mobile Home Park	60.04	11.76%
Residential - Single Family	32.29	6.32%
Open Space	15.70	3.07%
Residential - Mobile Home	7.41	1.45%
Residential - Multi-Family	1.92	0.38%
Residential - Duplex	1.86	0.36%

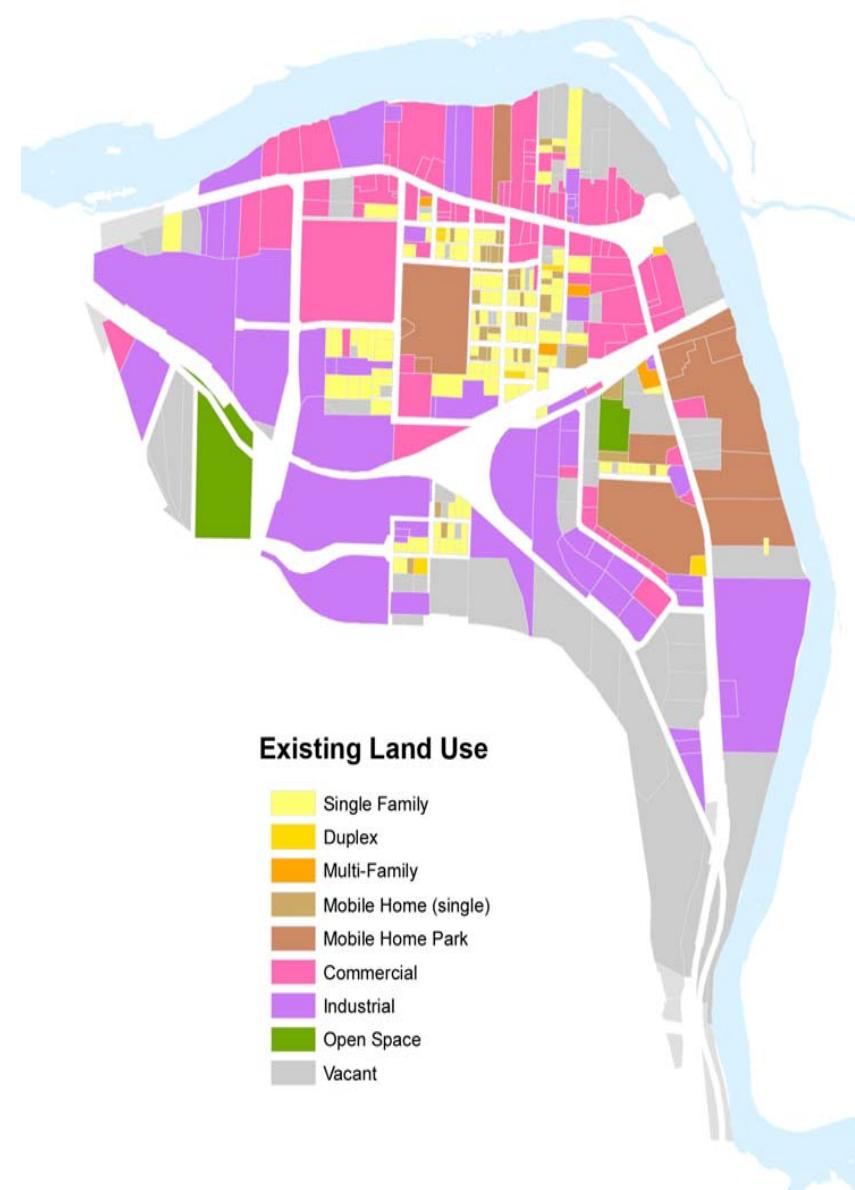
Source: City of Springfield

Only two minor residential-related development applications have been reviewed by Springfield since 1999. One was to discuss the possible conversion of a manufactured home park into a single family development by subdividing it along McVay Highway in 2005, and the other involved the expansion of a non-conforming residential use on E. 22nd Avenue in 2001.

Commercial & Industrial Uses

The predominant land use in Glenwood is industrial. Glenwood is also home to a variety of commercial retail, wholesale, and general services uses, especially along Franklin Boulevard.

Recent development in Glenwood over the last decade continues to be industrial in nature. The most significant new development was the construction of the Williams Bakery Facility off Nugget Way in 2005. Other new construction included warehouses and mini-storage buildings at Franklin Park Storage at the southern end of

Glenwood Land Uses

McVay, an industrial office building near McVay Highway and Nugget Way, a masonry supply storage building off Glenwood Boulevard, the State Motor Pool facility on Franklin Boulevard, and the ODOT Maintenance facility at Henderson and E. 19th Avenues. Minor site modifications to existing industrial buildings, as well as meetings to discuss possible development scenarios, also occurred on several industrial properties in Glenwood.

The only major new commercial development that has occurred in Glenwood since 1999 was the construction of the BRING Planet Improvement Center on McVay Highway. Minor commercial development in Glenwood since 1999 has included modifications to three existing commercial developments, including the Camp Putt miniature golf facility, a car sales showroom, and commercial rental property, all along Franklin Boulevard.

Open Space Uses

Land zoned Public Land and Open Space includes Willamalane's James Park near E. 20th Avenue and McVay Highway and the Laurel Grove Cemetery off Judkins Road. Four parcels of privately owned vacant hillside land in the southern tip of Glenwood are also zoned Public Land and Open Space. Public Land and Open Space is typically intended for land primarily in public ownership, most commonly park land, because there are few permitted uses in a Public Land and Open Space zone that would generate revenue for a property owner. No other privately owned lands in Springfield other than cemeteries are designated as Parks and Open Space or zoned Public Land and Open Space.

In May 2006, City staff requested Council initiation of a Metro Plan Diagram amendment for the aforementioned properties. The motion passed with a vote of six for and zero against, but the Metro Plan amendment was never completed due to a later Council decision to proceed with updating the GRP. The zoning and plan designation of these properties will be reviewed for continued applicability as part of the GRP Update Project.

Plan Diagram

The Metro Plan Diagram is a generalized map and graphic expression of the land use goals, objectives, and recommendations found in the Metro Plan. The allocation of living, working, and recreational areas shown on the Plan Diagram is intended to generally respond to population projections for the metropolitan area. Since the Metro Plan Diagram is drawn at a metropolitan scale and is not tax-lot specific, supplementary planning is needed on the local level to refine land use allocations. In Glenwood, the GRP Plan Diagram serves this purpose. As such, it depicts the general land use patterns that were desired for Glenwood when the plan was first developed. Like the Metro Plan Diagram, it is a graphic expression of the land use policies in the GRP.

The Plan Diagram is intended to identify the acreage of residential, commercial, and industrial land that Glenwood will contribute to Springfield's 20-year supply of buildable land. While it is site-specific, the Plan Diagram is not a zoning map. In fact, more than one zoning district may be consistent with the approved land use designations. As such, the Plan Diagram is intended to indicate the type of future

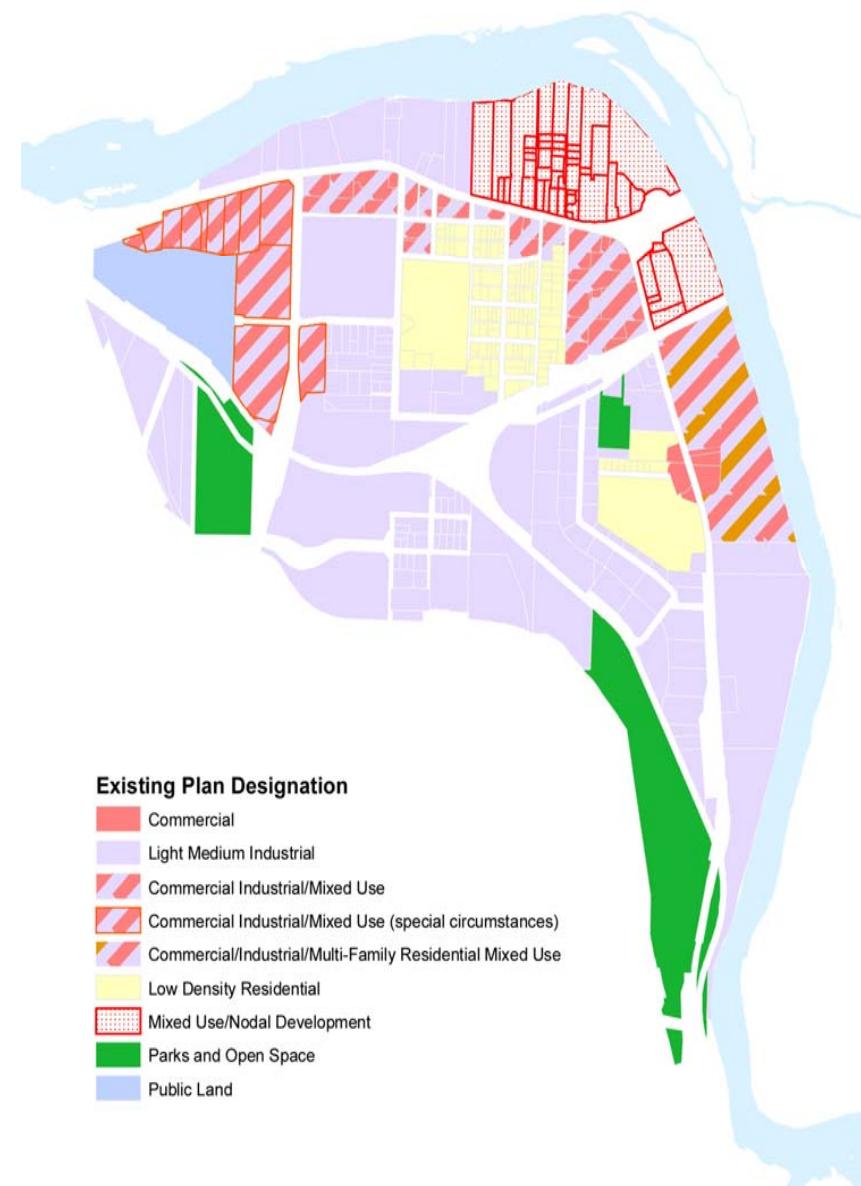
Glenwood Plan Designations

Plan Designation	Acres	Percentage
Light Medium Industrial	247.31	47.97%
Commercial / Industrial / Mixed Use	63.33	12.28%
Parks & Open Space	50.35	9.77%
Low Density Residential	50.21	9.74%
Mixed Use / Nodal Development	48.78	9.46%
Com / Ind / Multi-Family Res Mixed	31.3	6.07%
Public Land	20.38	3.95%
Commercial	3.91	0.76%

Source: City of Springfield

development that is desired for the area while allowing flexibility in how that use is specifically achieved. For instance, an area designated for commercial use may be developed as neighborhood commercial, general office, community commercial, or mixed-use commercial, depending on the desired form and character of development for a specific area as outlined in the GRP text.

The existing Plan Diagram is subdivided into ten subareas given the unique features of these subareas in terms of physical, social, and economic characteristics, type and condition of development, and ownership patterns at the time the GRP was developed. The plan designations largely reflect the land use pattern that existed at that time, as well as expectations for desired future development in Glenwood. The only change to the plan designations for Glenwood occurred in 2005 when the designation for Subarea 8 was changed from Commercial/ Industrial/ Multi Family Residential Mixed Use to Mixed Use/ Nodal Development.

Glenwood Plan Designations

Given Glenwood's central location between downtown Eugene and downtown Springfield and its proximity to major vehicular and rail transportation corridors, it is not surprising that nearly 50% of the land is designated for light medium industrial use. In addition, nearly 30% of land in Glenwood is designated for some combination of mixed-use development, which provides for substantial flexibility in development over time. The balance of land is designated for public land, parks and open space, commercial, and low density residential development.

As part of House Bill 3337, the City is currently in the process of updating its buildable lands inventories based on anticipated population growth. Once this work is complete, the City will need to allocate land throughout Springfield to meet the projected need over the next 20 years. Early indications suggest that Springfield does need additional acres of residential, commercial, and industrial land. Springfield is also exploring the possibility of implementing land use efficiency measures, such as reduced lot sizes, skinny streets, and increased densities to accommodate some of that demand within the existing Urban Growth Boundary (UGB). Springfield is also identifying areas where possible expansion of the UGB could occur. The outcome of this work will highly influence the future plan designations in Glenwood. For example, any re-designation of industrial land in Glenwood must be balanced with additional inventory elsewhere. In addition, given the need to accommodate additional residential development citywide and the emerging vision for dense, mixed-use development along the Glenwood riverfront, Glenwood is a likely area for receiving a substantial allocation of medium-density to high-density residential uses.

Zoning Districts

The SDC implements the policies of the Metro Plan and the GRP, and it includes the Official Zoning Map of Springfield. The existing GRP depicts the specific zoning district that applies to each parcel in Glenwood on the Zoning Map. Like the Plan Diagram, the Zoning Map is a graphic expression of the land use policies in the GRP. However, while the plan designation gives a general idea of how the land will be developed, the specific allowed uses and development standards associated with those uses are determined by the zoning district.

Consistent with its plan designations, Glenwood is predominantly zoned Light Medium Industrial (62%) and Low-Density Residential (17%). The remainder of the land is zoned a mix of Community Commercial, Public Land & Open Space, Medium Density Residential, and General Office. There are several areas in Glenwood where a variety of other zoning districts are permitted, but have never been requested by property owners. Only two zone changes have been applied for in Glenwood since Springfield took over jurisdictional responsibilities in 1999, and both involved changing the zoning from Light Medium Industrial to Community Commercial in the Commercial / Industrial Mixed Use designation in Subarea 7.

As stated in the Metro Plan, zoning must be consistent with plan designation (Metro Plan p. II-A-1). While the zoning in Glenwood is largely consistent with the plan designation, there are a number of parcels for which there are plan/zone conflicts that must be resolved as part of the GRP Update Project. Some of these plan/zone conflicts were actually created when the GRP was first developed. For

Glenwood Zoning Districts

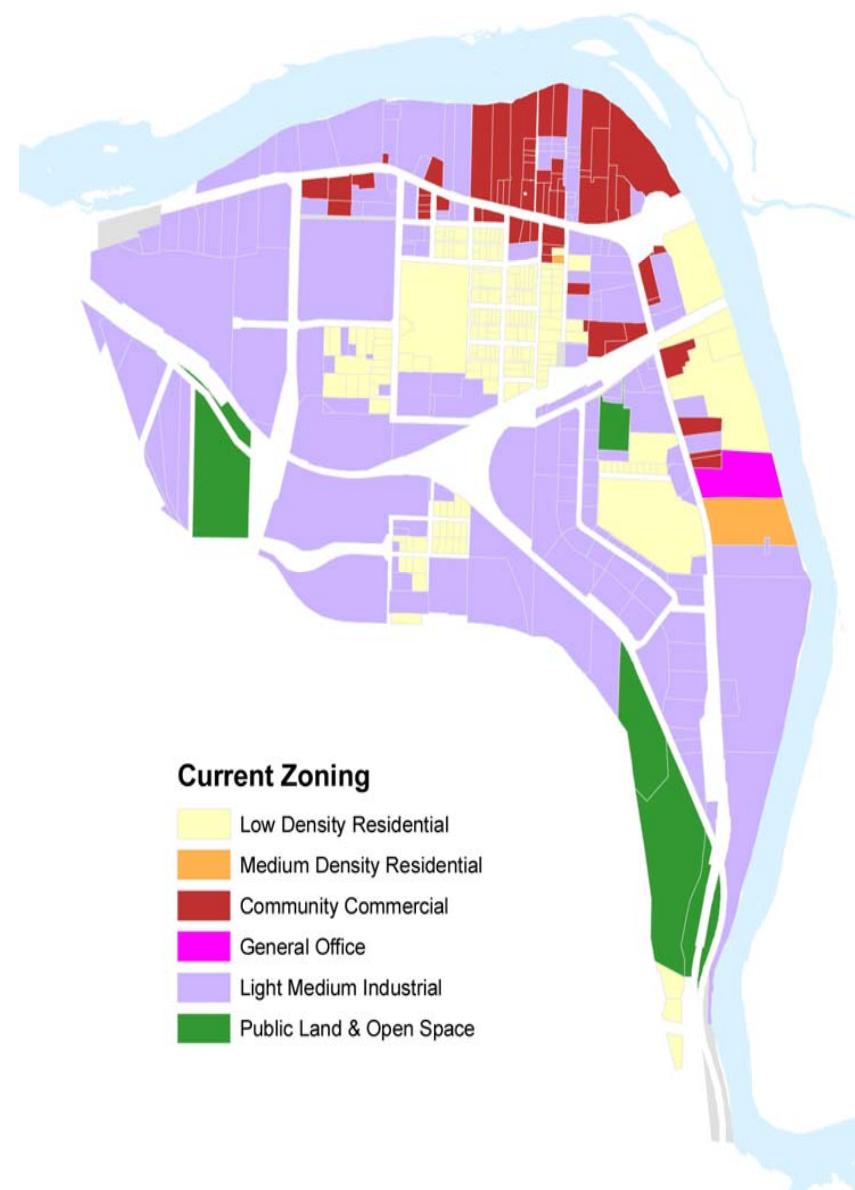
Zoning District	Acres	Percentage
Light Medium Industrial	320.03	62.29%
Low Density Residential	87.83	17.09%
Community Commercial	49.54	9.64%
Public Land & Open Space	43.25	8.42%
Medium Density Residential	7.2	1.40%
General Office	5.96	1.16%

Source: City of Springfield

instance, Subarea 1 Policy 1 states that the area is appropriate for low-density residential use (GRP p. 22). However, there is a parcel in the northeast corner of the subarea that is zoned Medium-Density Residential.

The GRP section regarding Subarea 4 states that the Metro Plan designates that subarea Light Medium Industrial (GRP p. 25). However, the Plan Diagram depicts a portion of the subarea as Public Land, presumably because it is home to the Lane County Solid Waste Facility. Nonetheless, the use of the land is industrial and should be designated as such, in conformance with the zoning on the property.

Subarea 2 Policy 2 allows for the gradual transition from residential to industrial use by retaining Low-Density Residential zoning until the property owner requests a change to Light Medium Industrial (GRP p. 23). Similarly, Subarea 7 Policy 2.2 permits low density residential uses to retain their Low-Density Residential zoning even though the area is designated for mixed-use industrial and commercial uses (GRP p. 31). Subarea Phase I Policy 3 also provides for residential uses to

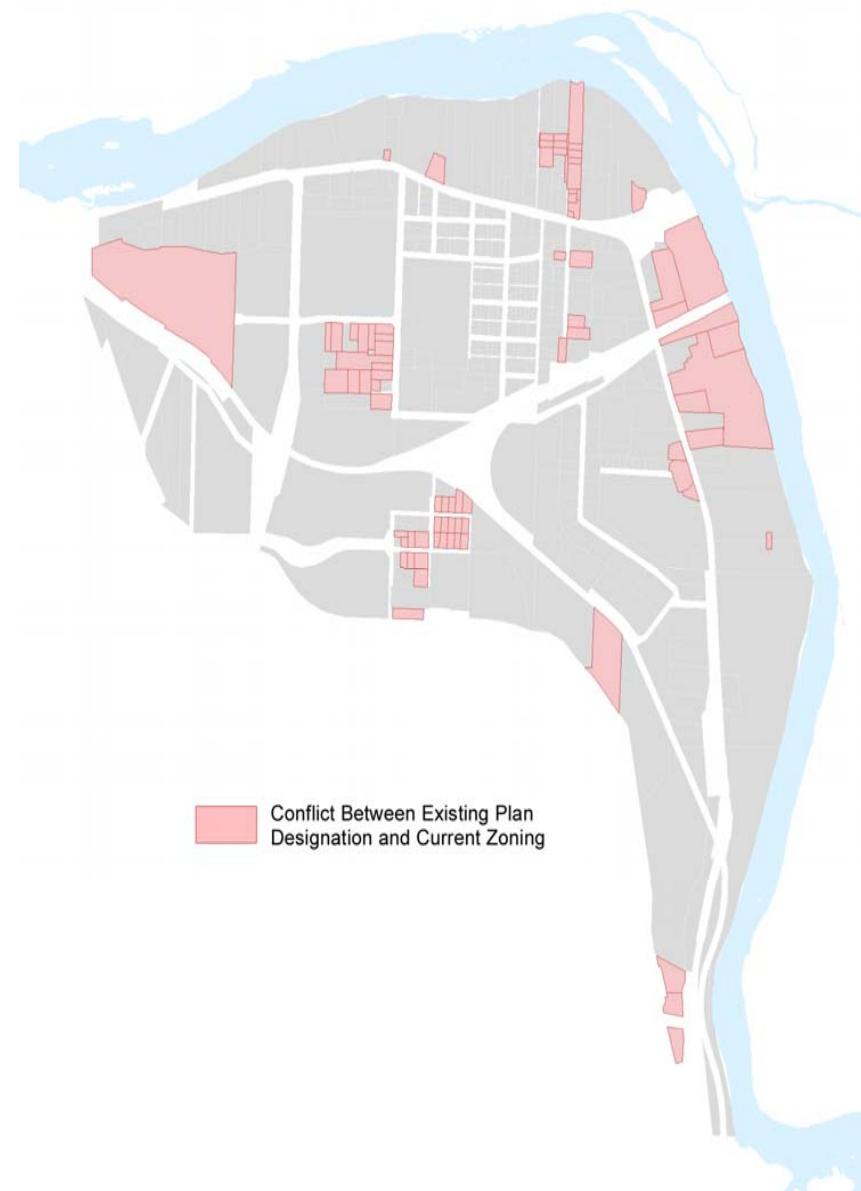
Glenwood Zoning Districts

remain within an industrially-designated area (GRP p. 46). The idea behind such policies was to recognize that while these areas would eventually become entirely industrial and commercial, measures should be taken to minimize the impact of the designation on the existing residential properties. However, through the GRP Update Project, these policies will need to be reevaluated since Springfield will not adopt policies that result in plan/zone conflicts that need to be resolved at later date at a cost to Springfield. Furthermore, the fact that none of the applicable parcels have undergone zone changes in the past 20 years, coupled with the fact that keeping industrially designated parcels zoned for residential use has negative implications for the health, welfare, and safety of residents in those areas, supports the need to resolve these plan/zone conflicts.

Subarea 5 Policy 1 states that the area is considered appropriate for open space, and the plan diagram designates it for Parks and Open Space (GRP p. 26). However, several of the parcels in Subarea 5 are zoned either Low Density Residential or Light Medium Industrial, uses that are clearly in conflict with the intended use of the area per the plan designation.

Subarea 9 also contains a number of plan/zone conflicts. For example, several of the commercially-designated parcels in the center of the subarea are zoned Light Medium Industrial. In addition, Subarea 9 Policy 1 states that the part of the subarea that lies east of McVay Highway is appropriate for a mix of parks, office and industrial parks, and medium-density residential use (GRP p. 33). However, several parcels are zoned Light Medium Industrial and Low-Density Residential, zoning that does not meet the intent of the land use policies for this subarea. While Policy 2.2 allows for manufactured

Glenwood Plan/Zone Conflicts



dwelling parks to have Low-Density Residential zoning, this conflicts with Policy 1 that only provides for low-density residential use on the west side of McVay Highway (GRP pp. 33-34). In addition, a more appropriate zoning to allow for office and industrial parks would be Campus Industrial or General Office.

The GRP text also permits several plan/zone conflicts in Subareas 6 and 8. Subarea 6 Policy 2.1 allows for continued commercial use of smaller parcels with frontage on the north side of Franklin within an industrial designation (GRP p. 29). Similarly, Subarea 8 Policy 2.2 allows for existing inconsistent zoning to remain until the property is annexed or new development is proposed (Ord. 6137).

Overlay Districts

Springfield has a number of overlay districts with accompanying regulations that supplement those of the base zoning districts. Five of the eight overlay districts established in Springfield are currently applicable in Glenwood. Although the Historic Overlay District¹ is not currently applicable in Glenwood, it could be considered in the future.

Willamette Greenway

The Willamette Greenway (WG) Overlay District applies to all land within 150 feet of the ordinary low water line on the channel of the Willamette River and is thus applicable to a strip of land along the entire northern and eastern boundaries of Glenwood, as shown on the Overlay District map on the next page. The WG Overlay District also applies to land adjacent to the river that is publicly owned for

park and recreation purposes. While there is no land currently in public ownership adjacent to the river, future parkland along the river would fall within the WG Overlay District. The WG Overlay District is designed to protect and preserve the natural, scenic, historic, and recreational qualities of land along the Willamette River. Development within the Greenway is subject to specific standards outlined in SDC Section 3.3-325 and the discretionary use standards in SDC Section 5.9-120.

Within the Greenway Setback Line, stricter regulations apply and limit land uses to those that are water-dependent or water-related. A Greenway Setback Line has never been established for Glenwood, and thus all development requests within the Greenway must be accompanied by an application to establish the Setback Line, as well. In the interim, the existing GRP establishes Willamette River Site Development Guidelines. To streamline the development process and ensure consistency, a Greenway Setback Line will be established for Glenwood as part of the GRP Update Project.

Floodplain

The Floodplain (FP) Overlay District applies to all areas of special flood hazard, which is the land in the floodplain subject to a one percent or greater chance of flooding in any given year. These areas of special flood hazard are identified by the Federal Insurance Administration on its Flood Insurance Rate Maps, as shown on the Overlay District map on the next page. The FP Overlay District exists to promote general health, safety, and welfare, as well as to minimize public and private losses due to flood conditions. As such, all development within these areas is subject to the review

procedures and development standards outlined in SDC Section 3.3-400. For more information on the areas designated as floodplain and floodway in Glenwood, see the flood discussion in the Hazards Section of this report on page 73.

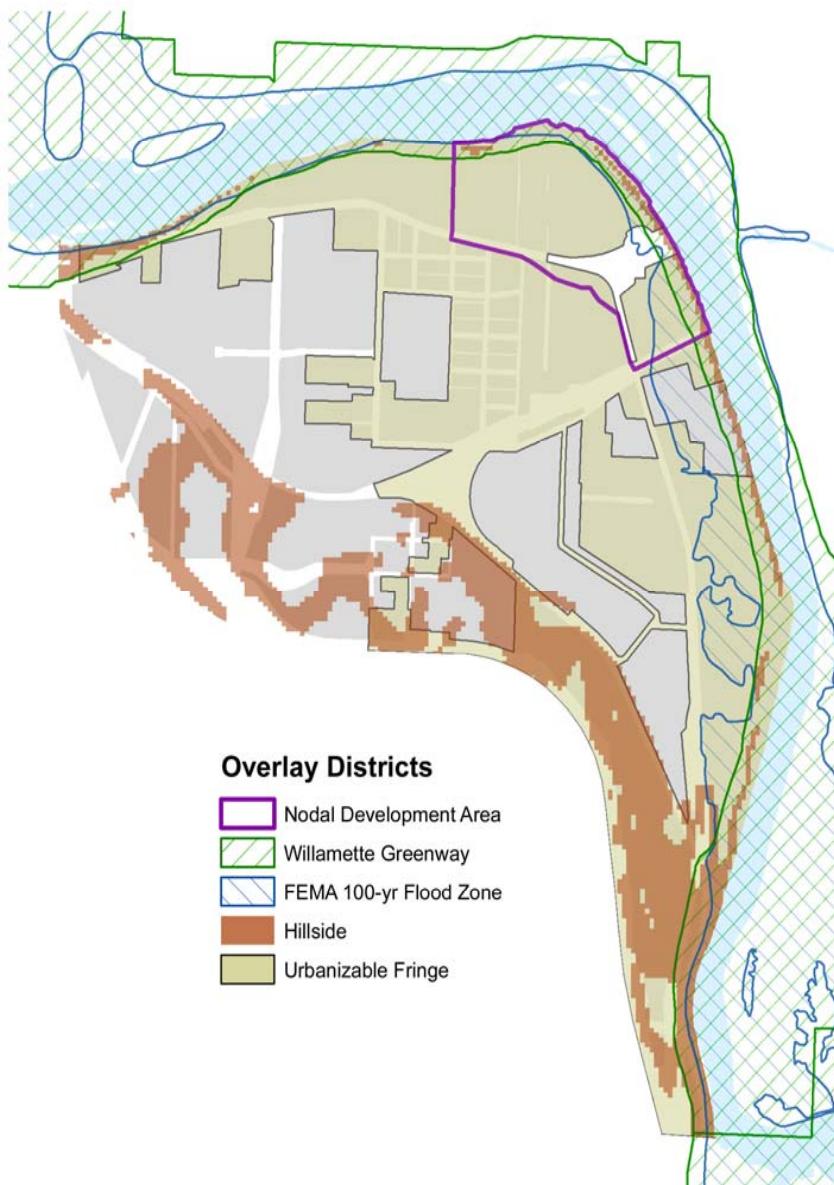
Hillside Development

The Hillside Development (HD) Overlay District applies to residential zoning districts above 670 feet in elevation or to development areas below 670 feet in elevation where any portion of the development area exceeds 15% slope. Several areas in the southwest and southeast corners of Glenwood fall within this category. The HD Overlay District is established to ensure that development in hillside areas: minimizes the potential for earth movement, soil erosion, siltation, and vegetation; provides adequate access for emergency vehicles and minimizes the cost of providing public infrastructure; and assures compatibility with surrounding areas. Development in hillside areas is subject to the review process and development standards as outlined in SDC Section 3.3-500.

Urbanizable Fringe

The Urbanizable Fringe (UF-10) Overlay District applies to all land between Springfield's city limits and the Urban Growth Boundary. Nearly 60% of land in Glenwood falls within this category. The purpose of the UF-10 Overlay District is to effectively manage growth, and thus subdivisions and urban development in areas within the UF-10 prior to annexation to Springfield is prohibited. The allowed uses and other applicable provisions are detailed in SDC Section 3.3-800. A more in depth discussion of the implications of having such a large percentage of land in the UF-10 in Glenwood can

Glenwood Overlay Districts



be found in the Urban Transition and Annexation Section of this report.

Nodal Development

The Nodal Development (ND) Overlay District applies to all property indicated on Springfield's Nodal Overlay Map. TransPlan, the region's overarching transportation policy document, identifies potential areas where nodal development (transit-oriented development) should occur, and the Springfield Nodal Overlay Map depicts nodal areas that have been adopted by Springfield. The only area of Glenwood that is currently identified in TransPlan as a potential nodal development is shown on the Overlay District map on the previous page. That site, the 48-acre Riverfront Plan District, was formally adopted as a node by Springfield in 2005. The purpose of the ND Overlay District is to support pedestrian-friendly, mixed-use development and to implement other transportation-related land use policies in TransPlan and the Metro Plan. Development within the ND Overlay District must follow the review process, uses, and development standards of SDC Section 3.3-1000.

Conclusion

Since the GRP has been left largely untouched since it was originally adopted in the late 1980s, development in much of Glenwood is still guided by the policies of a plan developed over twenty years ago. The land use policies developed at that time sought to accommodate the pressure for industrial development along the I-5 corridor while preserving the viability of existing land uses developed over time under a rural-focused county land use system. It is time to

reevaluate those policies in light of current and future land use trends in Glenwood.

Some areas of Glenwood continue to be appropriate for the type of industrial development that is attracted to the two rail lines bisecting Glenwood and I-5 access. Other areas may still be viewed as appropriate for low-density residential development and public open space. However, other sections of Glenwood are well positioned to attract the type of mixed-use employment, commercial, and residential development that could create a thriving riverfront district. The current timing of the GRP Update Project with the City's land studies provides an excellent opportunity to re-examine the allocation and arrangement of living, working, and recreational areas in Glenwood.

¹The Historic Overlay District is established to encourage the restoration, preservation, and adaptive reuse of historic sites and structures on Springfield's Historic Landmark Inventory, and development in the district is regulated by Springfield Development Code Section 3.3-900.

²This figure was calculated using 2000 Census data for housing units (802) and total residentially zoned acreage (95.03 acres).

August 14, 2009

EXISTING CONDITIONS REPORT

Housing



Introduction

The land use system in Oregon is structured such that the topic of housing is often a component of the land use element of comprehensive plans. In fact, the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) promotes achieving Statewide Planning Goal 10, Housing, through residential land use designations. These designations are defined by densities rather than by housing type, and are intended to provide an adequate land base within the Urban Growth Boundary to accommodate a diversity of housing opportunities. The quantity, types, and location of residentially designated land in the Glenwood Refinement Plan (GRP) are the result of local development patterns, and of the Metro Plan's projections of need for various dwelling types throughout the metro area. Residential density and housing, as it relates to land supply and demand, is discussed in the Land Use Section of this report.

In addition to planning for future housing needs, comprehensive plans must address existing housing stock and residential neighborhoods, as well as the need for affordable housing. The Housing Section of this report addresses these components and presents an overview of the condition and cost of the current housing stock, as well as the demographic characteristics of the existing residential population.

Population Demographics

The demographics of the residents owning and renting homes in Glenwood provides a picture of the current population and their future potential needs as that population continues to age. As of the

2000 Census¹, Glenwood's residential population was approximately 1,260 individuals living in 695 households. The population decreased 8.4% during the period from 1990 – 2000. Glenwood's small residential population represents only 2.4% of the overall Springfield population. As with Springfield as a whole, Glenwood's population is not very diverse, with only 3% of the population being non-white and 5.4% being Hispanic or Latino.

Over 50% of households in Glenwood are one-person households, and, accordingly, the average household size of 1.8 residents per household is notably smaller than in Springfield and Eugene (2.55 and 2.27, respectively). Average family size, on the other hand, while still lower than Springfield and Eugene, is much closer to the metro average at 2.59. Eleven percent of multi-person households are considered non family households², and there are 15 people in group quarters, presumably at the ShelterCare Shankle Safe Haven site.

The population is considerably older than the population in the metropolitan area, with a median age of 45, compared to 32.1 in Springfield and 33 in Eugene. Most Glenwood residents are between the ages of 35 and 65 years old. Few households (31%) have children under the age of 18. Of the 123 children enrolled in school, the majority are in public schools while some attend private schools or are in preschool or nursery school. Seventy-six residents are enrolled in either college or graduate school. Thirty-three residents have a Master's degree, and 40% of the population older than 25 years has some educational attainment above a high school degree.

Over 60% of Glenwood's population is disabled, and a majority of those disabled fall within the ages of 16 to 64 years old. This is

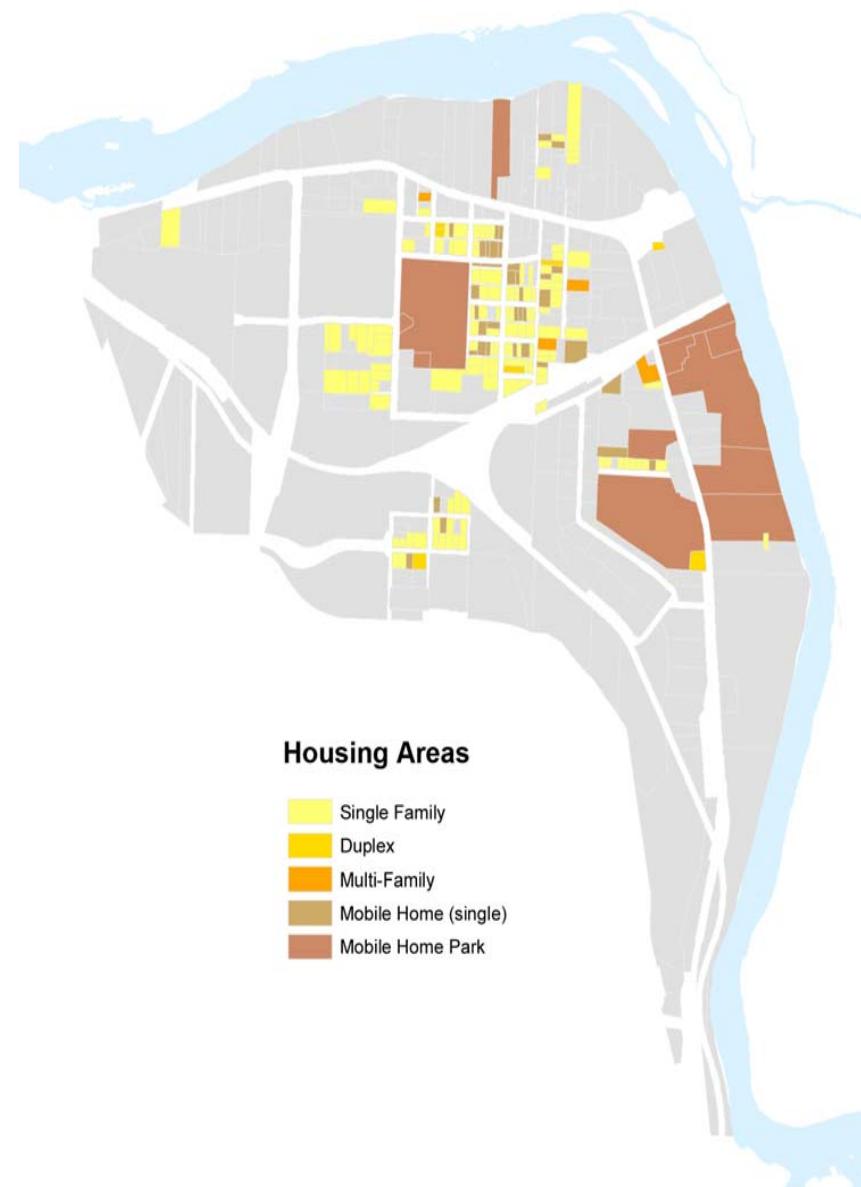
significantly higher than Eugene with 28% and Springfield with 38% disabled population. Given the high levels of disabilities and the high median age, it follows logically that 26% of the population currently residing in Glenwood would be categorized as below poverty level. With a median household income of just over \$23,000, Glenwood income levels are significantly lower than those reported for Eugene and Springfield (\$35,850 and \$33,031, respectively). Approximately 44% of residents report income in the categories of public assistance and social security. It is important to note that these statistics are from almost 10 years ago, and with current economic decline, especially in Lane County, it is likely that these numbers have risen since then.

Housing Stock

Most of the 802 Glenwood dwelling units are found in either the core residential area south of Franklin Boulevard and east of Henderson Avenue or in the eight manufactured home parks along Franklin Boulevard and McVay Highway. When the original GRP was developed, a windshield survey conducted to determine general housing quality indicated that a majority of residential structures were in need of major repair.

The core residential neighborhood is comprised of a mix of stick built and mobile home structures, single and multi-family dwellings, the majority of which were built prior to 1950. Midway Park, once fruit orchards and farm land, is now the core residential neighborhood, platted in 1910. Typical of lot sizes in the early 1900's, each of the 160 long and narrow tax lots averaged less than 4,800 square feet, with alleys bisecting each block. The majority of construction in

Glenwood Housing Types



Midway Park occurred between 1920 and 1940. Forty-five of these original homes remain today. Over the years, many of the tax lots have been realigned or consolidated and there are now only 102 individual lots, 84 of which contain single family detached or manufactured homes. This core neighborhood stretches beyond the Midway Park plat to the southwest to include the Midway Manor mobile home park, with about 89 leased spaces, and then to the east encompassing residences along Concord Avenue and South Brooklyn Street.

There are a total of eight manufactured dwelling parks located in Glenwood, five of which are located along the Willamette River with access from Franklin Boulevard or McVay Highway. Based on a random sampling of manufactured dwellings located within the eight area manufactured dwelling parks, the average structure was located in Glenwood in 1973 with build dates ranging from as early as 1958 to as recent as 1998. These range from travel trailers to manufactured homes. The average single wide mobile home in a mobile home park in Glenwood was valued in 2008 at approximately \$6,881. The table to the right details the number of spaces, median age, and average value of these manufactured dwelling parks..

Glenwood's dwelling units represent approximately 4% of Springfield's total housing stock. Almost 80% of Glenwood's housing stock was built prior to 1980, and no units are fewer than 10 years old. Eighty-seven percent of the units are occupied, and of those, 67% are owner-occupied. The status of most vacant units is 'for rent'. Glenwood's vacancy rate of 13% is significantly higher than the metro average of around 5%. However, it is likely that these figures have changed in light of the current fiscal crisis.

Glenwood Manufactured Dwelling Parks

Manufactured Dwelling Park	Total Number of Spaces	Median Structure Age	Average Value
Eugene Mobile Village	137	1976	\$7,673
Shamrock Trailer Village	115	1980	\$6,138
Midway Mobile Manor	89	1969	\$9,231
Riverside Mobile Court	70	1968	\$5,492
Ponderosa Mobile Village	49	1971	\$6,528
River Bank Trailer Park	47	1968	\$3,709
Twin Totem Mobile Park	38	1966	\$5,343
Seaver's Mobile Home Park	16	1978	\$10,936
Totals	561	1973	\$6,881

Source: Regional Land Information Database of Lane County (RLID), State of Oregon Manufactured Dwelling Park Directory, & phone inquiries

The demographics of Glenwood's owner-occupied units tend to follow regional trends for age and income (i.e. as income and age increase, ownership rates rise). However, while owner-occupied units tend to have larger households, in Glenwood, the average household size of owner-occupied units is smaller than that of rental units.

Nearly 60% of Glenwood's dwelling units are mobile homes or RVs, and 36% are single family detached homes. Homes in Glenwood tend to have fewer rooms than those in Eugene and Springfield; the median number of rooms is 4 compared to 5 and 4.9, respectively.

Accordingly, most Glenwood units have one to two bedrooms while in Eugene and Springfield, two and three bedroom units predominate.

Median rent in Glenwood is \$458 per month as compared to \$621 in Eugene and \$582 in Springfield. Sixty percent of households spend more than 30% of their income on rent. However, all of the households who spend more than 30% of their income on rent make less than \$20,000 per year. Ninety-one percent of owner-occupied units are valued under \$70,000, significantly lower than the metropolitan area at large.

Potential for Mobile Home Park Closures

Owners of manufactured home parks in Oregon face increased pressure to redevelop their land for more valuable commercial uses. Between 1997 and 2008, 69 manufactured home parks were closed in Oregon, resulting in a loss of 2,672 individual spaces. Given the age, variety, and quality of manufactured dwelling units in Glenwood, it seems likely that some might be replaced. Only two manufactured dwelling parks are annexed and are waiting for availability of wastewater hookups. For the remaining manufactured home parks converting from aging and marginal septic systems for public health reasons to annexing and hooking up to public wastewater lines could be expensive and further push owners to close existing manufactured home parks.

The existing GRP lists an Implementation Action that states that Springfield shall consider adopting a Manufactured Dwelling Park Closure ordinance for Glenwood in order to provide protection to

manufactured dwelling dwellers in manufactured dwelling parks that convert to other uses (GRP p. 16). Laws passed by the Oregon Legislature in 2007 provided a number of protections for manufactured home owners in the event that their park is being closed. Landlords are now required to provide tenants with 365 days notice and pay tenants \$5,000, \$7,000 or \$9,000, depending on the size of their homes. Tenants may also be eligible for a tax credit of \$5,000. The State's Manufactured Communities Resource Center works closely with tenants of manufactured home parks that are closing; meeting with the tenants to explain the laws around park closure and providing counseling and service referrals to meet the tenant's relocation needs.

In March 2007, the Intergovernmental Housing Policy Board made recommendations to all three local jurisdictions that they establish additional protection for residents of closing manufactured home parks. The Board, comprised of Eugene, Springfield, and Lane County elected officials and regional community members, recommended this additional protection be implemented through the adoption of local ordinances by each jurisdiction. The ability to adopt the recommended ordinance was only made available to local jurisdictions during a three-month period of time in 2007.

After review of the Housing Policy Board's recommendation and under the advice of legal counsel, the Springfield City Council determined that it was not in the best interest of the City to adopt such an ordinance. A number of communities in Oregon did adopt ordinances related to manufactured home park closures in addition to the State closure requirements. Of those, closures have since occurred in a small handful of communities, and the local ordinance

has been challenged and found unconstitutional in each case. In some cases, the jurisdictions have substantially amended their adopted ordinance because of the difficulty to defend them in court. In other cases, their resolution still remains uncertain and as yet unchallenged.

During the 75th Oregon Legislative Assembly Regular Session that convened in January 2009, two legislative bills were proposed that could impact mobile home park closures across the state. The first, House Bill 3085, proposed allowing local governments to amend their adopted ordinance regulating manufactured dwelling park closures. The second, Senate Bill 510, proposed removing any prohibition against adoption, amendment, or enforcement of local ordinance, rule, or other law regulating manufactured dwelling park closures. Both bills failed.

Policy Guidance

Statewide Planning Goal 10 calls for providing for the housing needs of the citizens of the state. Housing is viewed not only as meeting our basic human need for shelter but also as a critical component for creating livable communities. Goal 10 further states that communities must not only encourage the availability of adequate numbers of needed housing units at price ranges and rent levels commensurate with the range of financial capabilities of Oregon households but also allow for flexibility of housing location, type, and density (OAR 660-015-0000(10)).

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) addresses Goal 10 in the Residential Land Use and Housing Element.

The principle intent of the Metro Plan policies is to provide viable residential communities so all residents can choose sound, affordable housing that meets individual needs (Metro Plan p. III-A-1). As such, the Residential Land Use and Housing Element outlines policies that require an analysis of land supply, housing demand, existing housing problems, and demographic characteristics of future populations in planning for housing.

The existing GRP addresses housing within the context of the Land Use Element. Several policies and implementation actions aim to encourage the rehabilitation of existing housing stock and to provide opportunities for additional housing development. For instance, Land Use Policy 2 calls for developing programs that will strengthen designated residential and mixed-use areas (GRP p. 16). Implementation Action 2.3 suggests exploring the possibility of providing for manufactured dwellings on individual lots, something that is now permitted in all of Springfield in Low-Density and Medium-Density Residential districts (GRP p. 16).

Implementation Actions 2.1 and 2.4 recommend pursuing programs to provide low-interest loans and other services to improve the housing stock in Glenwood, using Community Development Block Grant (CDBG) funds (GRP p. 16). Springfield receives annual allocations of CDBG and HOME funds from the US Department of Housing and Urban Development (HUD). The purpose of these funds is to provide decent housing, a suitable living environment, and expanded economic opportunities, principally for low and moderate income residents. Springfield disburses its HUD money annually for eligible projects on a competitive basis. The only project that has been funded in Glenwood since 1999 was to rehabilitate the

ShelterCare Shankle Safe Haven facility for chronically homeless individuals with severe and persistent mental illness; ShelterCare received funding for this project in Fiscal Years 2001, 2002, 2003, 2007, and 2008 for a total of \$67,454. CDBG funds can also be used to make neighborhood infrastructure improvements in low-income neighborhoods, and Springfield also uses CDBG and HOME funds to finance rental rehab, emergency home repair, and housing rehab programs. However, these programs are generally not available to Glenwood residents because they must be used within the city limits, and very few residential properties are annexed at this time.

Implementation Action 2.2 similarly proposed using tax-increment financing to construct infrastructure improvements, provide housing resources for low and moderate-income households, and reduce the financial burden of infrastructure improvements on low and moderate-income households (GRP p. 16). In 2005, Springfield voters approved the creation of a tax-increment financing district encompassing all of Glenwood. The Glenwood Urban Renewal Plan outlines goals and objectives aimed at eliminating blight found throughout the renewal area, and use of urban renewal funds is overseen by the Springfield Economic Development Agency (SEDA). In 2006, SEDA adopted the Glenwood Residential Improvement Program (GRIP), which is designed to provide low and very low income Glenwood residents the means to perform major repairs to their owner-occupied single family and duplex structures. The GRIP is intended to meet the needs of residents who live outside the city limits since CDBG and HOME funds are not available in such areas of Glenwood. The GRIP currently has one active participant.

The Glenwood Urban Renewal Plan recognizes utilities and streets as key focus areas for improvements and identifies tax increment funds that could be made available for potential projects. In 2007, the first capital improvement project in Glenwood, the E. 14th Avenue Multi-Use Path, was constructed using tax-increment financing. Anticipating future infrastructure improvements that will likely impact residences both physically and financially, the Glenwood Urban Renewal Plan also identifies other potential projects and programs to assist homeowners with such costs, including possible assistance for a major low- to moderate-income housing development to provide a housing choice for residents displaced by possible future mobile home park closures. At this time, no such programs have been implemented. However, staff anticipates that such programs will be developed with wastewater and transportation systems upgrades.

Policy 2 of Subarea 1 in the existing GRP states that Springfield shall act to maintain the viability of existing residential development (GRP p. 22). Implementation Action 2.1 calls for adopting methods to allow for the replacement of existing manufactured dwellings or placement of new manufactured dwellings on vacant lots while Implementation Action 2.2 recommends adopting methods to allow small-scale manufactured dwelling parks to remain (GRP p. 22). Manufactured homes are permitted outright in low-density residential and medium-density residential zoning districts and existing non-conforming manufactured homes may be replaced with equally non-conforming structures as per Springfield Development Code Section 5.8-120 C, so Implementation Action 2.1 has been met. Manufactured dwelling parks are permitted in low-density residential zoning districts subject to the development standards found in

Springfield Development Code Section 3.2-235. Existing manufactured dwelling parks licensed prior to May 5, 1986 may continue provided that the use does not pose a threat to the health, safety, and welfare of the public, and any alterations to the parks must meet the standards outlined in this section of the code, so Implementation Action 2.2 has been met, as well.

Policy 7 of Subarea 8 states that Springfield shall investigate the possibility of partnering with a housing provider to provide housing within Subarea 8 for low and low/ moderate income residents (Ord. 6137). Since no development has occurred in this subarea to date, Springfield has not taken any action on this policy. Ways to partner with a housing provider include land banking a site in Glenwood for affordable housing development, prioritizing the use of CDBG and HOME funds in Glenwood, offering density bonuses to developers in exchange for the provision of affordable housing, or providing assistance through the urban renewal agency to developers building affordable housing.

Conclusion

As the age of housing stock reaches 25 years, the need for rehabilitation, weatherization, and major system upgrades increases. In Glenwood, the majority of the existing housing stock was built prior to 1980 and thus many homes are in need of rehab. However, Springfield's predominant source of funding to assist with such rehabs can only be used within the city limits, and few residential properties in Glenwood fall within that category. As these residential areas become incorporated into Springfield over time, public assistance for low and very low income households will increase. In

addition, incentives to expand the supply of rental and home ownership opportunities for low and very low income households, including affordable housing for special needs populations, will become possible.

Glenwood currently has a wealth of affordable housing stock. However, affordability in Glenwood is directly related to the relatively low quality of the housing stock and lack of urban services. In addition, the lack of variety in terms of housing types and costs has resulted in a high concentration of residents who are generally, older, poorer, more disabled, and less likely to be part of a family than the population at large, which has tremendous social implications for the community. Furthermore, given their income levels, the affordable housing in Glenwood is not considered affordable for many Glenwood residents.

Planning for housing in Glenwood is dependent in large part on the completion of the Residential Land Study, Housing Needs Analysis, and associated policy decisions, as discussed in the Land Use Section of this report. Until that work is finished, it is impossible to predict how much land Glenwood will contribute to the residential land supply and what form such housing will take. However, Springfield must provide opportunities for a full range of choice in housing type, density, size, cost, and location. Glenwood is well positioned to provide such variety, given the existence of well-established, relatively affordable, low-density residential neighborhoods. The adopted node along the riverfront, as well as land along Franklin Boulevard and McVay Highway, is well-suited for higher-density multifamily or mixed-used developments in the future. Depending on the policies adopted for these areas, encouraging the

development of affordable housing as part of future development in Glenwood is also possible.

¹All population and housing data in this section comes from the 2000 Census unless otherwise noted. It should be noted that nearly all of Glenwood falls within Census Tract 36, Block Group 1. However, some land in the southeast corner of Glenwood falls within Tract 35 Block Group 3 and Tract 36 Block Group 3, and data from these portions of the block groups cannot be isolated.

²A non family household typically consists of a householder living alone or may be a situation where the householder shares the home exclusively with people to whom he/she is not related. The figure of 11% only counts households where non-family members are living together.

August 14, 2009

EXISTING CONDITIONS REPORT

Economic Development



Introduction

Glenwood, once home to orchards and farms, now serves as a bridge between downtown Springfield and the neighborhoods and commercial areas in east Eugene surrounding the University of Oregon. Ideally situated along the Willamette River for early industrial users, Glenwood now offers the unique potential for new recreation, mixed use, and tourist destination ventures, as well as the benefit of direct access to Interstate 5 (I-5), the major north-south transportation route for the West Coast.

A distinct area consisting of approximately one square mile of land, Glenwood originally developed first as an unincorporated area of Lane County and then through annexation to Eugene. Glenwood is partially annexed to and now under Springfield's jurisdictional responsibility with a low-valued mix of industrial, commercial, and residential uses, as well as greenfield sites, some of which are within the 100-year floodplain. Glenwood development is bisected from east to west by the Union Pacific Railroad, with easy access to multiple transportation modes. In early 2009, the area had more than 2,000 employees and, despite a very difficult economy, Glenwood continues its key role for many important county and regional services: waste management and recycling; public transit; manufacturing; construction; shipping; highway maintenance; and transportation and warehousing services.

While much of central Glenwood is developed as described above, northern and eastern Glenwood are under-developed, primarily from the lack of wastewater service connections to the properties, older underused buildings, disaggregated property ownership, problematic

property configurations, and underwhelming road improvements that do not meet urban standards. Though Springfield installed a main sewer trunk line along Franklin Boulevard in 2004 to help prime the riverfront area for redevelopment, this public investment has been insufficient to trigger further private investment and the anticipated redevelopment.

Development Complications

In the early 1900's, Glenwood was predominantly used as rural farming land with housing sparsely scattered throughout because of frequent river flooding. With US Highway 99 and then I-5, travelers, commerce, and then industrial uses came to Glenwood. This development slowly moved into the area, and large parcels once used for agriculture were subdivided and then developed to make room for industrial, residential, commercial and, eventually, mobile home park uses. Today, very few of the tax lots serve commercial or industrial uses along the river, and the majority of those uses are found adjacent to Franklin Boulevard and McVay Highway.

The remaining interior areas of Glenwood serve mostly light medium and some heavy industrial uses, some low-density residential uses, and mobile home parks. Along nearly two miles of state highway and riverfront, property between Franklin Boulevard/McVay Highway and the Willamette River are accessed by only three very narrow and otherwise substandard Local Access Roads¹. With much of this property along the river two to three city blocks deep with no cross streets, the configuration presents a substantial problem for redevelopment. Where property has been subdivided along the river, the lots are mostly tiny with a scattered ownership pattern or

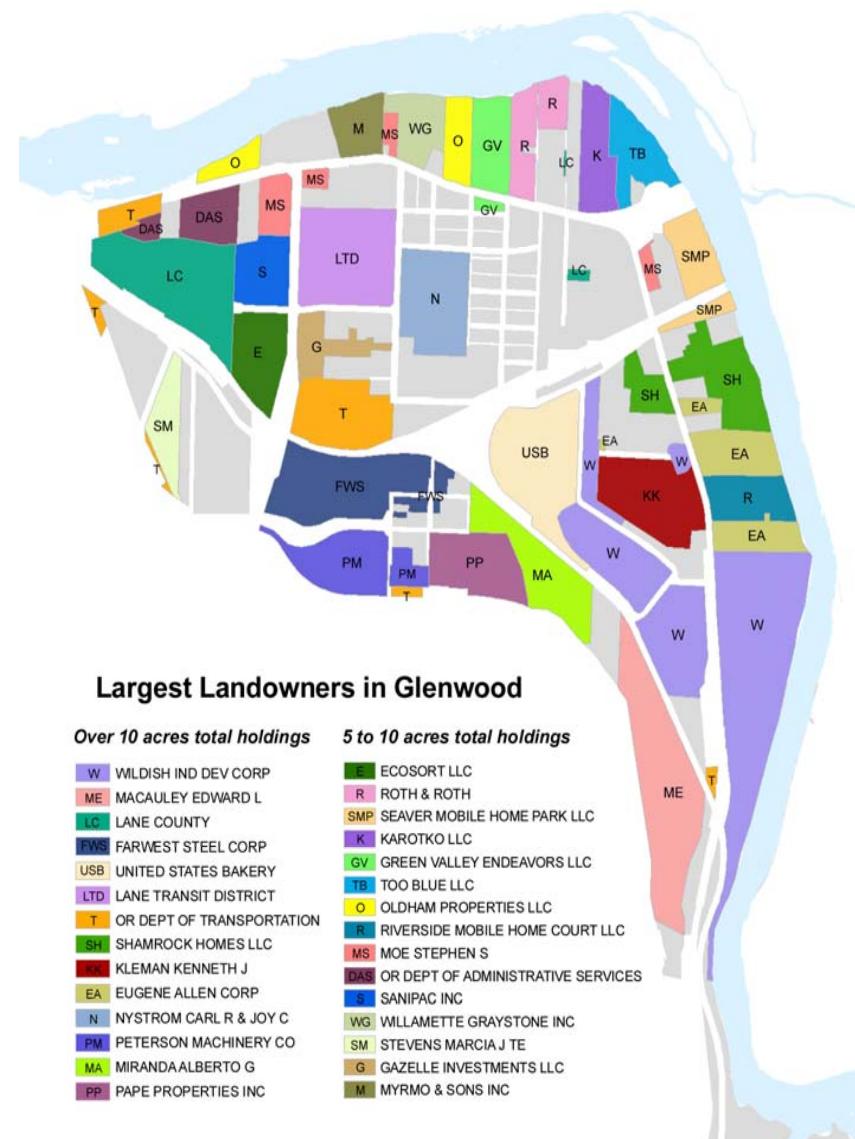
very long and narrow. Interior areas south of Franklin Boulevard and west of McVay Highway are isolated either because of few or no cross streets, or from railroad rights-of-way, drainage ways, and topographical changes cutting off potential thru-streets. Early subdivisions in the interior have platted and adequate rights-of-way, but with buildings overlapping property lines and encroaching on rights-of-way.

Industrially zoned land makes up approximately 62% of the land area in Glenwood. These sites range in size from 37 acres to tax lots under an acre. Many of these improved sites are annexed to Springfield and are served by City infrastructure. Most vacant or unimproved sites (the largest is over 37 acres) do not have infrastructure and are not annexed, further complicating their initial development not only with land use processing and but also defining the needed infrastructure.

Six businesses and three public agencies own about half the Light Medium Industrial zoned land, and most of their properties are annexed to Springfield. Three of these specialize in refuse disposal and recycling, while the others focus primarily on manufacturing, shipping, and transportation services.

Real property values within Glenwood are largely concentrated in industrial and some commercial property classifications. The overall value of improvements-to-land is extraordinarily low for an urban area, especially an area that represents a major concentration of industrial uses and is developed to nearly urban densities. In Glenwood, the ratio of building value to land value is just under 1.5:1. Mature urban areas, especially those that include such a high

Glenwood Ownership Patterns



concentration of industrial and commercial buildings, would typically have improvement-to-land-value ratios in the 4:1 or 5:1 range. While this ratio cannot be expected in a redeveloping community like Glenwood, it is most unusual for building values in a substantially developed part of an area to barely exceed land values. The low value of the improvements is another complicating factor because low-valued properties bordering potential new development adversely lower the rents that can be charged by owners of proposed new development.

Glenwood is bordered to the north and east by the Willamette River. Tax lots in the area along these edges are zoned for industrial or mobile home uses. Based on a market study performed by Leland Consulting Group in 2007 on a small portion of the Glenwood riverfront properties, the current industrial uses seen in the area are a substantial underutilization of riverfront parcels, given their potential for mixed use residential and commercial activities and the scarcity of developable riverfront property.

At this time, nearly all the riverfront property is under private ownership, presenting a unique set of issues and opportunities related to future redevelopment and public investment. With the possibility of exploiting potential riverfront amenities with quality redevelopment, some area property holders perceive their land values to be substantially higher than their real market values given the need to go through annexation and provide public infrastructure needed to achieve those urban values. The disparity between real market and perceived market value has and will continue to create financial barriers to redevelopment along the riverfront. Additionally, as Springfield and other governing entities update the

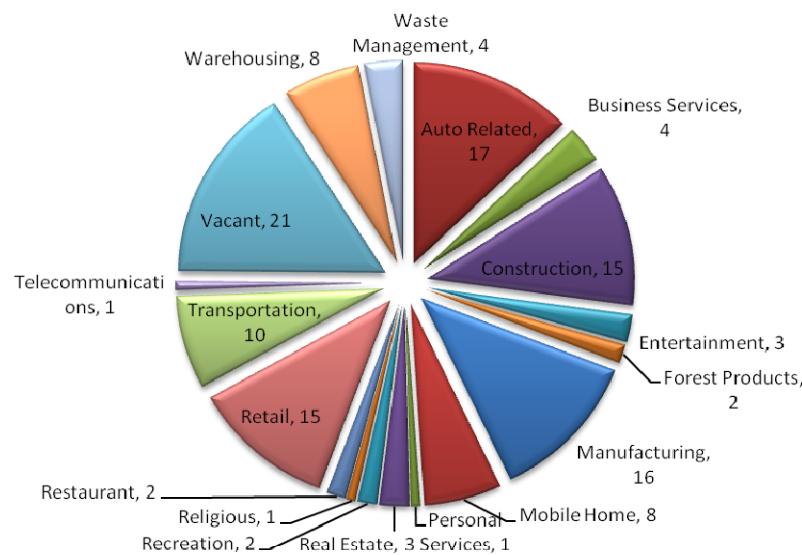
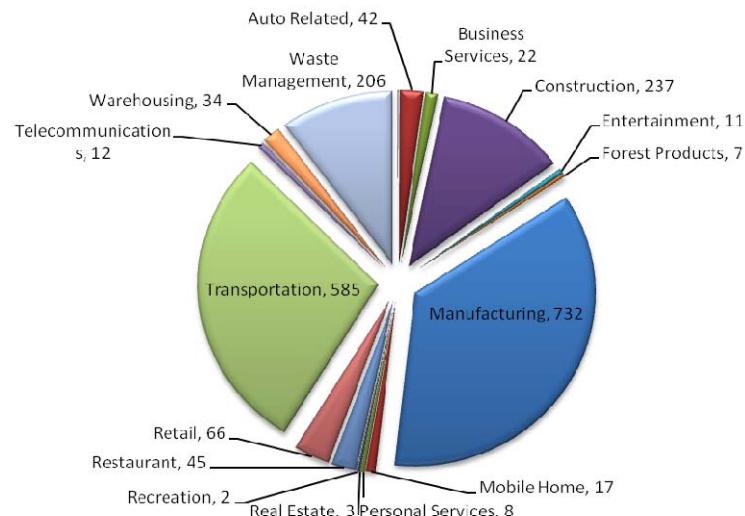
refinement plan for future development and identify the need for and locations of parks, multi-use paths, and other beneficial public amenities, easements and access rights will need to be set and eventually obtained from individual property owners.

Existing Firms

The several major employers located in Glenwood depend on convenient access to multiple modes of shipping and transportation. Their locations in Glenwood provide direct access to both I-5 and the Union Pacific Railroad. In addition, Lane Transit District has enhanced its services to the metropolitan area for commuters by making improvements in 2006 along Franklin Boulevard for the first route of the EmX bus-rapid transit service that connects the downtowns of Springfield and Eugene. Commercial and residential development potential along this route is expected to be similar to what light rail stops generate in other metropolitan areas.

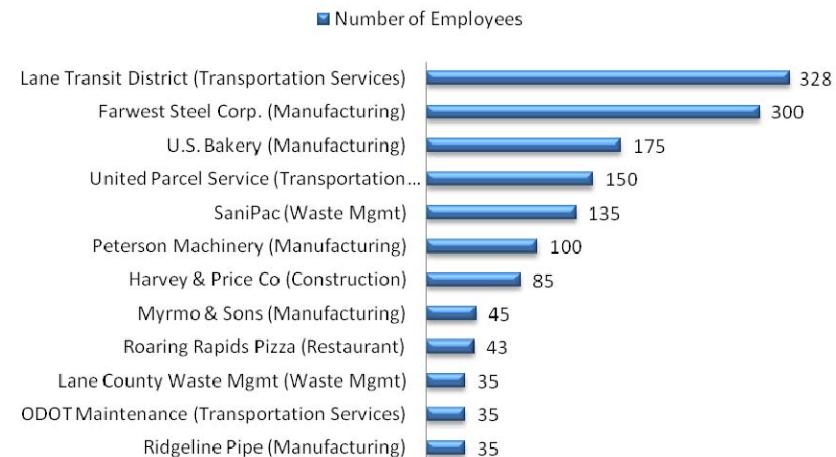
In total, there are about 125 businesses in Glenwood, employing over 2,050 people and about 21 vacant developed properties. The charts at right list the major economic sectors represented in Glenwood and the top eleven employers. Among all Glenwood firms, 17, with more than 725 employees, have distinctly non-local markets in manufacturing, warehouse/distribution, and transportation, and these rely primarily on and benefit from easy access to I-5, as well as local access to the Springfield and Eugene communities.

In Glenwood, 16 firms with over 730 employees are in manufacturing, and ten firms with over 575 employees are in transportation-related uses. For the metropolitan market area, four

Glenwood Firms by Sector**Glenwood Employees by Sector**

firms with over 200 employees are in waste management, and 15 firms with over 200 employees are in construction. And, with markets primarily in Glenwood, there are eighteen firms with over 130 employees in retail and restaurant uses.

Despite two miles of river frontage, only two firms among all the current uses along the Willamette River are oriented to the water: Oregon RiverSports and Roaring Rapids Pizza. Several other firms are atypical to a riverfront location, and others do not take advantage of the development potential along the river's edge. There are many uses, such as outdoor equipment sales, materials storage, warehousing, used auto sales and repair shops, mobile home parks, low-density housing, industrial machining, and auto-oriented retail commercial firms on properties with the potential for developing much higher-valued uses.

Glenwood Top Employers

Current Economic Conditions

The Glenwood riverfront holds enormous potential to become a focal point for market rate housing, mixed-use commercial retail and employment development, community events, recreational opportunities, and a variety of uses with a strong riverfront identity and orientation. Market studies conducted early in the planning process for the 48-acre Glenwood Specific Area Plan adopted in 2005 indicated the potential market-based build-out for the Riverfront District area could include an estimated 850 residential units and 140,000 square feet of mixed-use commercial space, as shown in the table below. Residential units could include a range of prices to accommodate a range of incomes. Shortly after the completion of these studies, the market accelerated for commercial retail, housing, and offices, providing hope for short-term redevelopment. However, with delays from a variety of issues described below, a subsequent economic shift and deteriorating market conditions, riverfront

Glenwood Riverfront Housing and Commercial Market by Type

Type	Potential Absorption Rate
Multi-Family For-Rent (units)	482
Multi-Family For-Sale (units)	184
Single-Family For-Sale (units)	
Row Houses (units)	100
Row Houses-master down (units)	84
TOTAL Housing	850 Units
Commercial (sq. ft.)	140,000

Source: Zimmerman Volk, 2001

redevelopment opportunities declined substantially in late 2008 with no rebound in sight.

In other areas of Glenwood, development has been limited to the recent relocation of investment in the new US Bakery (Franz/Williams) bakery plant, with its more than 175 employees and potential for future expansion. While other industrial sites have had inquiries for development as industrial, medical, or commercial uses, none have materialized with the daunting necessities and issues regarding annexation, land use processing for potential rezoning and comprehensive plan changes, mitigating external impacts to and of neighboring uses, and the substantial costs for infrastructure.

To achieve the relatively modest planned development vision over the next several years for the 48-acre Specific Area Plan area, Springfield anticipates significant public infrastructure investments for the Riverfront District area and Glenwood as a whole. Many of these necessarily private projects will emerge in conjunction with investments through Springfield's Glenwood Urban Renewal Plan and its urban renewal agency, the Springfield Economic Development Agency (SEDA). SEDA intends to aggressively support the redevelopment of the Glenwood riverfront based on the adopted Glenwood Specific Area Plan and supports the update of the Glenwood Refinement Plan (GRP) that will provide a blueprint for development for the next 20 years. Both Springfield and SEDA seek developers with a strong interest in initiating, anchoring, and redeveloping this prime area along the Willamette River.

The Glenwood Specific Area Plan was intended to provide a clear path to development for the developer interested in conforming to a

set of parameters and standards more stringent and demanding than elsewhere in Springfield. The general indication was that the Master Plan set out initially would be not only market-based but set very high development standards for the riverfront area. For a private developer willing to accept adopted limits on the mix of land uses set out in the master planning for the area, the approval process would be short and easy. For minor changes and a mix of uses somewhat outside the adopted set, the approval process entails showing how the proposed changes meet eleven criteria for approval by the Planning Commission or City Council. Despite the market-based development standards, the City Council understood the potential shift in markets over time and likely changes in the larger economy. So, if the Master Plan was tested for at least three years and resulted in little private investments, the Council reserved the opportunity and indicated a willingness to make changes to the Master Plan to stimulate development.

Once the Specific Area Plan was adopted and the Glenwood Urban Renewal Plan was put in place to help with infrastructure funding, developers expressed interest and had plans more grand and ambitious than the adopted Master Plan. However, no development occurred. The City and SEDA even obtained, through option agreements with property owners, a controlling interest in about three-quarters of the 48 acres to ensure owner involvement and set prices for land. Yet, no development occurred.

To better understand the development hurdles, SEDA funded a feasibility analysis, using a leading Oregon development consultant, Leland Consulting Group. That 2007 study indicated that property owners' perceptions of the market price for land they wanted and

the feasible market price for the land were too far apart to allow reasonable market rate leases and still cover infrastructure construction, planning, permits, and other necessary development costs. The conclusion was that redevelopment was not likely until property owners' perceptions and expectations of land prices overall were lowered substantially (to one-third of then-expected prices) or lease rates made an unlikely and dramatic rise. In addition to the market limitations, several developers, including SEDA's initial preferred developer, indicated that existing adjacent uses and uses south of Franklin Boulevard had and would have a substantial adverse impact on possible new development. With low-valued and incompatible uses so close to new high-value and high-amenity investments, the potential for lease rates was much lower than if those uses were not nearby. And the potential for attracting other private investments, as well as drawing people to living in or using the new commercial areas, would also be much lower than needed for long-term success.

Glenwood Urban Renewal Plan

Springfield sponsored the development of a Glenwood Urban Renewal Plan (GURP) in 2004 and its formation under the wing of the SEDA, Springfield's urban renewal agency formed in the 1980s. In November 2004, the GURP was approved by 72% of the voters and then adopted by the City Council and Lane County Commissioners. The GURP was to expand industrial areas available to firms, revitalize the emerging industrial areas of this western part of Springfield, and to redevelop the Willamette riverfront areas along the northeasterly portion of Glenwood. In selecting project areas and project types for the GURP, Springfield and SEDA looked to:

- Augment redevelopment in Glenwood
- Financially assist with basic infrastructure for not only the underdeveloped riverfront areas to redevelop into high quality, mixed use development, but also to
- Develop the underused vacant sites and redeveloping underdeveloped industrial sites anticipated to be vital to the long-term economic growth of Springfield.

Initial Strategies and Priorities

SEDA's initial urban renewal efforts and strategies have focused on the following activities with advice from the citizens and business and property owners represented on the Glenwood Renewal Advisory Committee:

- Support industrial development and redevelopment that generates tax increment income for further public investments in infrastructure;
- Explore and overcome development limitations with Glenwood-specific solutions to public infrastructure systems, develop the 48-acre Glenwood Specific Area Plan area, and find creative solutions to mitigating adverse impacts to affected areas; and
- Explore how to retain and strengthen neighborhoods and residents' connections to current residential areas of Glenwood.

SEDA further intends to create jobs and increase private investment by attracting new industrial business, building mixed-use housing

development, and attracting commercial businesses to the mixed-use areas of Glenwood along the Willamette riverfront.

The GURP reflects and helps to implement the goals and policies in the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) and Oregon's Statewide Planning Goals while also following closely to the Oregon Revised Statutes governing the creation and operation of an urban renewal area (ORS Chapter 457). The GURP builds upon prior work and study efforts in Springfield focused on Glenwood, including the original GRP, the Glenwood Jurisdictional Study, the Glenwood Specific Area Plan, and the Willamalane Comprehensive Plan.

A general lack of urban services has restricted development, hindered redevelopment, and constrained widespread improvement in the quality of life in Glenwood. With a strong sense of residential community and neighborliness, the residents have an ambitious vision and direction outlined in the current Glenwood Refinement Plan. However, most of the problems are physical and need funds to build that vision. Implementing the GURP provides the combination of projects and funding needed to overcome these challenges and achieve the emerging vision for Glenwood.

Urban Renewal Projects

To achieve the objectives of the GURP, the following activities were identified for SEDA to do on behalf of Springfield in accordance with applicable federal, state, county, and city laws, policies, and procedures. SEDA may fund these activities in full or in part and will likely seek other sources of funding for them. These projects were identified during the adoption of the Glenwood Urban Renewal Plan

and Report in 2004 and represent categories of projects and examples of the types of projects that SEDA could do over the expected 20-year lifetime of the urban renewal plan.

Public Improvements

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

- Street, Intersection, Bicycle, and Sidewalk Improvements. There are deficiencies in streets, curb, and sidewalks within the project area, including the lack of access to several large areas between Franklin Boulevard and the Willamette River that need better public access to allow development to occur. Major deficiencies also exist along almost all arterials, collectors and street corridors throughout the renewal area. To remedy these conditions, it is the intent of the SEDA to participate in funding sidewalk, roadway, and access improvements including design, redesign, construction, resurfacing, repair and acquisition of right-of-way for curbs, streets, sidewalks, and pedestrian and bicycle ways.
- Storm and Sanitary Sewer Systems and Electrical/Water Systems. City staff has identified a list of missing sanitary and storm sewer systems that are needed throughout the Glenwood area and some improvements to electric and water services for potential industrial users. SEDA intends to

assist the utility providers in building new links and repairing and upgrading selected portions of these utility service systems to enhance opportunities or secure development.

- Streetscape Projects. This activity will enable the SEDA to participate in activities improving the visual appearance of the project area. To carry out these objectives, SEDA intends to undertake a variety of improvements to the appearance of key locations within the urban renewal area. These improvements may include street lighting, trash receptacles, benches, historical markers, street trees and landscaping, signage, or removal of trees that pose a safety hazard.
- Pedestrian, Bike, and Transit Facilities. These activities will include pedestrian, bicycle and transit connections between the renewal project area and the Downtown core and residential areas in Glenwood and across the Willamette River. Activities may include bikeways and paths, bicycle parking and storage, transit stops and pullouts, and other related activities which will promote pedestrian, bicycle, and public transportation uses in the renewal area.
- Public Open Spaces. SEDA may participate in funding the design, acquisition, construction or rehabilitation of existing or new park sites or other appropriate public spaces, or parks or public facilities within the urban renewal area, including improvements listed in the Willamalane Park and Recreation Comprehensive Plan or Lane County Parks Division.
- Public Safety Improvements. To achieve the objectives of the Urban Renewal Plan, and to target public investments in a manner which benefits the renewal area and Glenwood and

Springfield residents, SEDA may improve, acquire or construct safety-related, health, and public-service-related facilities within the urban renewal area, including those in partnership with Lane County.

- Public Parking Facilities. It is anticipated that development of commercial property in the renewal area may create demand for additional public parking within the renewal area. Accordingly, SEDA may participate in funding the acquisition and construction of new public parking facilities within the renewal area.
- Public Signage and Entrance Improvements. The entrances to the Glenwood and Springfield communities have deficiencies in indicating the locations of tourism and other attractions of economic significance. The public face of the community is first reflected by the entrance signage and then by the acknowledgment and recognition of natural, cultural, and historical assets and landmarks important to the community's quality of life, development, and economy. SEDA intends to provide suitable signage, markers, art and related improvements to signify the major assets in Glenwood and the entrances to the City. The projects would be developed with recommendations from the Springfield Arts and Historic Commissions.
- Major Community Development Improvements. The full use of the locational qualities of Glenwood (bounded by I-5 and the Willamette River and between Springfield and Eugene) have not been achieved because of the lack of public infrastructure and the difficulty of capturing an initial major

facility (like a civic center, conference center, athletic facility, hotel, etc.) to launch development or redevelopment that would anchor mixed-use development on the waterfront. SEDA intends to participate in providing public improvements, public parking, housing, and other facilities as it deems necessary to achieve the intent and objectives of the Urban Renewal Plan.

Redevelopment through New Construction

SEDA intends through the GURP to stimulate new investment by public, private, non-profit, or community-based organizations on vacant or underutilized property to achieve the goals and objectives of the Plan, and in particular to assure that new investments serve to benefit the existing residents and businesses in the area. Redevelopment through new construction may be achieved in two ways:

- By public or private property owners, with or without financial assistance by SEDA;
- By acquisition of property by SEDA for redevelopment or resale to others for redevelopment.

SEDA may set guidelines, establish loan programs, and provide below -market interest rate and market rate loans and provide such other forms of financial assistance to property owners and those desiring to redevelop, rehabilitate, and acquire property, as SEDA may deem appropriate in order to achieve the objectives of the GURP. These loan programs could include both rehabilitation assistance for residential, commercial, and industrial structures and sites. The

obligations of the redeveloper, if any, shall be in accordance with Section 800 of the GURP. The obligations of an owner-occupied residential structure will be developed to assist primarily low- and moderate-income households in correcting health and safety problems.

Preservation, Rehabilitation, Development and Redevelopment

This activity will enable SEDA to carry out Council, Metro Plan, and GRP objectives for improving the appearance of the renewal area, and encouraging infill and reuse in the project area. SEDA may participate, through loans, grants, or both, in maintaining and improving exterior and interior conditions of buildings in the renewal area. SEDA may also provide loans or other forms of financial assistance to property owners, or persons desiring to acquire or lease buildings or land from SEDA. SEDA may make this assistance available as it deems necessary to achieve the objectives of the GURP.

Property Acquisition and Disposition

In order to carry out the objectives of the GURP, SEDA may acquire land or buildings for public and private development purposes. The procedures that guide SEDA to acquire and dispose of property are described in Sections 700 and 800 of the GURP.

Planning, Technical Studies, and Administration

SEDA intends the GURP to provide for the effective and efficient administration of the GURP and to plan for the various activities contained in the GURP in a financially responsible manner. Project

funds may be utilized to pay indebtedness associated with preparation of the GURP to carry out design plans, miscellaneous land use and public facility studies, engineering, market, and other technical studies as may be needed during the course of the GURP. Project funds may be utilized to pay for marketing materials and programs to assist in carrying out the objectives for the redevelopment plan. Project funds also may be used to pay for personnel and other direct administrative costs incurred in management of the GURP.

Urban Renewal Incentives

To achieve the projects and strategies listed above, the GURP identifies over \$23 million in tax increment funding for projects, many in partnership with developers and other agencies to ensure the construction of needed infrastructure improvements and private investment. SEDA has identified an initial list of incentives for developers, as outlined in the table on the next page, available for desirable types of development, and to initiate redevelopment opportunities. SEDA's preference is to provide greater incentives to initial, rather than later, development proposals. Staff has had discussions with firms interested in the Glenwood Urban Renewal District, the Riverfront District area, and the projects related to I-5. The incentives as 'may be available' for SEDA to consider are listed in an escalating sequence of SEDA involvement and cost to SEDA for assisting a developer.

For example, in 2006-2007, to facilitate land assembly in the Riverfront District area, Springfield purchased over a dozen option agreements, some at and others above market value, on vacant land

Glenwood Urban Renewal District Incentives

Urban Renewal Incentives
<ul style="list-style-type: none">• Negotiating with property owners to partner with the developer;
<ul style="list-style-type: none">• Negotiating with property owners to acquire property, rights-of-way, easements, etc. for general and specific infrastructure improvements needed in Glenwood;
<ul style="list-style-type: none">• Bringing partnership agencies to the table on infrastructure, development requirements, etc.;
<ul style="list-style-type: none">• Assembling a City/community "A" team to work on the development proposal;
<ul style="list-style-type: none">• Developing/approving tax abatements for qualifying development (e.g., Enterprise zone for campus industrial uses, residential tax incentives for vertical housing, etc.);
<ul style="list-style-type: none">• Assembling and acquiring land (e.g., providing options of significant or key parcels at cost) for redevelopment activities;
<ul style="list-style-type: none">• Assist with rezoning, changing comprehensive plan designations, master planning, developing information, and other planning-related activities;
<ul style="list-style-type: none">• Working with City in reinvesting SDCs in the project area;
<ul style="list-style-type: none">• Working with City to provide low-cost loans through City and its allocations of CDBG funds to use Section108 funding for sites within the City limits;
<ul style="list-style-type: none">• Working with a supportive Glenwood Urban Renewal District for:<ul style="list-style-type: none">* Land assembly;* Infrastructure development (e.g., streets, sanitary or storm sewer lines, etc.);* Planning studies, etc.; and* <u>Consider other assistance requested by developer.</u>

and land with buildings, homes, businesses, and leases along the riverfront area to assemble sufficient property for a major project. City options, signed agreements, and letters of interest controlled about 32 of the 48 acres in the Glenwood Specific Area Plan. The options and letters included price, terms of sale, and interest they have in cooperatively working with a master developer to ensure redevelopment under the Glenwood Specific Area Plan. However, the hope that if requested, Springfield would convey the option agreements to SEDA's control, and then to a selected developer, did not work out. The price for the properties seemed too high for the market realities of providing the needed infrastructure and costs associated with lease rates.

In addition to this SEDA-generated list of incentives available through the urban renewal district, others may be available through Springfield to assist redevelopment in Glenwood. SEDA will also consider other ideas for incentives, such as updating housing and commercial market studies previously completed for the Glenwood Specific Area Plan.

Priorities and Development Strategies

In the first years following the formation of the Glenwood Urban Renewal District, Springfield citizens, elected officials, and City staff identified key urban renewal priorities and development strategies outlined above. These strategies were evaluated in mid-2009 by the SEDA Board and were slightly revised after discussion of their effectiveness and suitability for both current and expected economic conditions. This will help the SEDA Board and staff to focus efforts for the upcoming two years. Among the revisions are those in italics below.

Potential Revised Glenwood Urban Renewal Priorities

- Provide the quickest, greatest boost to Urban Renewal revenues: assist industrial development on currently annexed properties
- Maximize planned Glenwood development by staff assisting in:
 - * Translating feasible and proposed market opportunities into land uses to be considered in the Glenwood Refinement Plan Update; and
 - * Coordinating proposals with the Commercial Inventory and Buildable Lands analysis and House Bill 3337 processes.
- Help prepare development sites and projects to be ready-to-go when markets improve by working with local developers
- Keep residents and property owners informed and involved in redevelopment

Urban Renewal Development Strategies

Strategy 1: Industrial Development and Redevelopment

- Kick start urban renewal overall with investments to allow industrial development and redevelopment
- Speed up the pace of other new industrial development
- Generate a rather fast flow of tax increment funds from major investments in industrial sites
- Carry out the GURP in less than 21 years

Strategy 2: Developer Request for Interest/Proposal (RFI/RFP) for the Glenwood Specific Area Plan

- Assist developers in solving critical problems to developing the mixed use Glenwood Specific Area Plan
- Anticipate adverse impacts of development
- Find creative solutions to mitigating adverse impacts to affected uses

Strategy 3: Residential Development and Redevelopment

- Retain and strengthen neighborhoods and residents' connections to current Glenwood residential areas by improving and maintaining housing stock
- Provide assistance with sewer connections and annexation needs and costs
- Provide a variety of low to moderate income housing development opportunities
- Mitigate impacts on residential uses of other types of development and redevelopment.

Implementation Implications

The urban renewal area boundary includes some proposed housing development. Carrying out the GURP is expected to result in population growth in Glenwood, with perhaps as many as 850 new housing units in the 48-acre Riverfront District area. In addition, SEDA is helping to fund the current update of the GRP. And while the Glenwood Specific Area Plan only included 48 acres along the bend in

the Willamette River, the update will include all of Glenwood. In the land area not yet proposed for mixed used in the area between the Willamette River and Franklin Boulevard/McVay Highway, these areas will be considered as potential areas to include additional housing as part of mixed used developments. In particular, the approximately 30 acres of land along the riverfront originally excluded from the Glenwood Specific Area Plan (from the I-5 Willamette River Bridge east to the 48-acre riverfront district area) could include substantially higher density housing and several hundred more housing units, similar to what is currently in the Glenwood Specific Area Plan.

However, this growth is included in the overall population growth of Springfield over the next 20 years, and the fiscal impacts are not significant relative to growth in other parts of the much larger Springfield city limits. The GURP activities, however, are not expected to influence the timing or scale of these developments. And therefore, carrying out the GURP is not expected to have any significant impacts on School District 4J, given Glenwood's small number of students relative to the overall size of School District 4J. (See also the Schools discussion in the Public Facilities & Services Section of this report on page 149). Carrying out the GURP is also not expected to have any additional impact on water and sewer service needs. The utilities' planning already include providing services to the urban renewal area. Project activities funded through the GURP are not expected to require the relocation or removal of any residentially or commercially zoned properties by SEDA.

Carrying out the GURP will require the use of tax increment revenues. The tax impacts of the GURP are discussed in detail in

Section 500 D of the Glenwood Urban Renewal Report. The GURP is expected to produce positive fiscal and service impacts for Glenwood.

The public and private investments made in the renewal area are likely to encourage new investment in areas adjacent to the renewal area. The value thus created cannot be quantified, but observation of renewal programs around the State indicates that there are positive spillover investment effects from a successful renewal program. There are other positive effects of a renewal program that do not lend themselves readily to quantification as quality of life issues. Retaining Glenwood's neighborly atmosphere, maintaining Franklin Boulevard as the artery of the area, improving housing, expanding cultural and shopping opportunities along the riverfront, and improving the appearance of Glenwood have value to this area's sense of community. In fact, these qualities have been expressed as important community values and directly influenced creation of this GURP and its projects.

The expenditure of tax increment funds is expected to produce new and substantial property values for Springfield. The renewal plan is estimated to be completed by the year 2025. During that period, property values in the renewal area are expected to increase by approximately \$254.3 million. At current property tax rates, the new property values anticipated in the renewal area will contribute over \$4.07 million in property tax revenues the first year after the plan is ended. Property tax revenue will continue to grow thereafter as a result of increases in annual assessments. Of that revenue, approximately \$1.32 million will return to Springfield and other potential taxing entities (perhaps, including Lane Community College,

Willamalane Park and Recreation District, Eugene School District 4J, Springfield School District 19, Lane Educational Service District, Lane County Metropolitan Waste Water Service District, Glenwood Water District, Springfield Utility Board, Lane County, and the Goshen Rural Fire Protection District).

Other Public Investments and Efforts

Among recent and current projects that affect economic development in Glenwood are those below. Their applicable Sections in this report discuss these in more detail:

Springfield installed a new wastewater mainline trunk in the center of Franklin Boulevard in 2004. This project connects individual lines emerging from developing and redeveloping areas north and south of Franklin Boulevard. The initial intent was to extend the wastewater line from Franklin Boulevard and the south onto McVay Highway and under the Union Pacific Railroad trestle to E. 19th Avenue. However, construction related costs allowed this mainline to extend only to the intersection of Franklin Boulevard and McVay Highway. With the roundabout proposed for the future of this intersection, the mainline trunk may be better located by separation from the future intersection with an alternative route to the south of the main rail line, as discussed in the Wastewater Section of this report.

The Oregon Department of Transportation (ODOT) followed the City's wastewater main line trunk project with a pavement overlay of Franklin Boulevard from the I-5 Bridge to the downtown entry bridges over the Willamette River. ODOT also restored and

repainted both bridges into Springfield's downtown. This ODOT bridge restoration also incorporated improvements that accommodate the addition of the Springfield Utility Board's (SUB) new water line project over the Willamette River. This SUB waterline provides water to Glenwood users, substituting for the Eugene Water & Electric Board's water supply lines from the west.

In addition to the ODOT improvements, a major recent change is Lane Transit District's (LTD) new EmX bus rapid transit system linking the major downtown bus stations in Springfield and Eugene with buses now at 10-minute frequencies during primary commuting hours. In Glenwood, this line includes four new, distinct transit stops. These stops may shift locations in the future to accommodate the adopted boulevard concept and Franklin Boulevard redevelopment.

In 2007 and 2008, a study analyzed how Franklin Boulevard in Glenwood could accommodate not only LTD's EmX buses and large numbers of commuters moving between Eugene and Springfield, but also the long-term needs for redeveloping commercial sites along both sides of an improved Franklin Boulevard. The work built upon information extrapolated from the adopted Glenwood Specific Area Plan and looked to improve a less-than-satisfactory intersection design concept at Franklin Boulevard and McVay Highway. Emerging from this work was a multilane roundabout intersection at Franklin Boulevard and McVay Highway, having little impact on the bridgeheads into downtown and that could readily accommodate large directional shifts in traffic flows, truck traffic, and emergency vehicles. Westward from the roundabout intersection was a concept for a multilane boulevard that provided adequate lanes for EmX

buses and stops centered in lanes for through traffic, flanked in turn by slow-speed access lanes for customer parking, delivery, bikes, and pedestrian access to redeveloped commercial areas. City Council adopted the concept roundabout and boulevard concepts for their flexibility in meeting multiple needs of protecting existing residential development south of Franklin Boulevard and stimulating redevelopment north of Franklin Boulevard, as discussed in the Transportation Section of this report. Redevelopment north of Franklin Boulevard requires suitably integrated access roads and internal circulation patterns to ensure the feasibility of developable blocks, building sites, and mix of uses proposed in the Glenwood Specific Area Plan.

With bridge inspections of the I-5 Willamette River Bridge showing growing shear cracks in critical bridge components, traffic was diverted to a temporary detour structure several years ago. The design work is nearing completion for the new signature ODOT Willamette River Bridge for the I-5 river crossing. The bridge project is a deck arch design funded at \$150 million with construction getting underway in 2009 and scheduled for completion in 2012. The overall project includes multi-way improvements along the river's south bank with linking connections through Glenwood that will improve safety and maintain connectivity and mobility for all users of I-5 over the Willamette River, as discussed in the Transportation Section of this report. Traffic analysis indicates that a six-lane structure will handle traffic sufficiently beyond 2030 and will accommodate potential future configurations of Franklin Boulevard. The bridge project has substantial potential to increase the economic activity in the Glenwood area of Springfield and east Eugene during construction and with detours in the area.

The bridge project and the study of potential changes to the Glenwood Boulevard interchange just south of the bridge on I-5 could trigger additional longer-term improvements and changes in Glenwood's economy and in nearby areas of Springfield and Eugene. The bridge design will dictate the southern end of the bridge, and its new geometry may need adjustments to bring it up to current interchange standards for access to Glenwood and Franklin Boulevards for Eugene and Springfield. The I-5 Glenwood Area Planning Study will provide several potential interchange improvements for evaluation, in conjunction with adopted land use patterns for the area of influence around the interchange, as discussed in the Transportation Section of this report. The importance to Glenwood is that once the interchange improvements are set, ODOT and local jurisdictions will enter into an Interchange Area Management Plan that sets out the potential levels of land uses in a 'tributary' area that the interchange must handle and what improvements would be necessary to the interchange configuration to accommodate any changes to land uses within the plan area that would affect the interchange operations.

The Lane County Central Receiving Station is located in Glenwood and serves as the collection point for nearly all the trash picked up commercially and from delivery by self-haulers in the metro area. The facility has areas for collecting and recycling toxic chemicals, household hazardous waste collection, electronic waste, and a variety of metals, glass, and other waste stream materials to reduce the amount of materials that would go into the Short Mountain Land Fill facility south of the metropolitan area. In the long-term, the Lane County Solid Waste Management Plan, last reviewed in 2002, examined the performance of existing solid waste management

programs, identified deficiencies in the present system, and recommended how Lane County may best allocate its resources to more efficiently meet the demands of the solid waste system in the future. Key issues include an emphasis on waste prevention, reducing toxic materials in the landfill, and the need to have solid waste disposal capacity available to all Lane County for the long-term. Nevertheless, discussions continue regarding possible new ways to provide the needed solid waste management services and capacity through more efficient Glenwood facilities and by working with other local public partners.

Despite the jurisdictional transfer from Eugene to Springfield in 1999, Glenwood addresses continue to utilize Eugene's postal zip code of 97403. In 2004, the City led an effort to align the addresses and zip codes in Glenwood with those in Springfield. The rationale was to further provide unity between Glenwood and Springfield. Upon obtaining the necessary approvals from the local Postal Unions, the Post Master in Eugene and in Springfield, and the US Post Office, the City had an election to determine whether the Glenwood area zip code should be changed to that of Springfield. With the election question posed to the residents, property owners, and all business addresses in Glenwood, the vote was against the zip code change by about 58% to 42%. The US Postal Service indicates it would not likely permit a revote on the measure for many years. Discussions with residents and businesses indicates two major reasons for the defeat: the hassle involved in changing addresses for all legal transactions (from banking to mailing addresses to drivers licenses to advertising) and additionally for about 150 families with children, shifting from Eugene to Springfield schools would need to occur prior to shifting from a Eugene zip code to a Springfield zip code.

Conclusion

With the recent interest in redeveloping Glenwood, the hopes for a 'kick-off' development have not yet emerged. The initial area of interest has substantial information available to developers and a relatively modest amount of potential incentives to help launch the first developments. However, the long-standing development issues remain as efforts work around the edges for small solutions related to specific development proposals.

A local Glenwood real estate market that oddly attracts and confounds redevelopment, including:

- Very low rents and very low land and building values
- Attractive location on a riverfront between two cities with extraordinary traffic counts
- Relatively high development costs and low market rents that pinch the price developers can pay for land and improvements and make a profit
- Property owners expecting to sell at high prices

Perception and reality of 'onion-layered' complexities to private redevelopment and development, including:

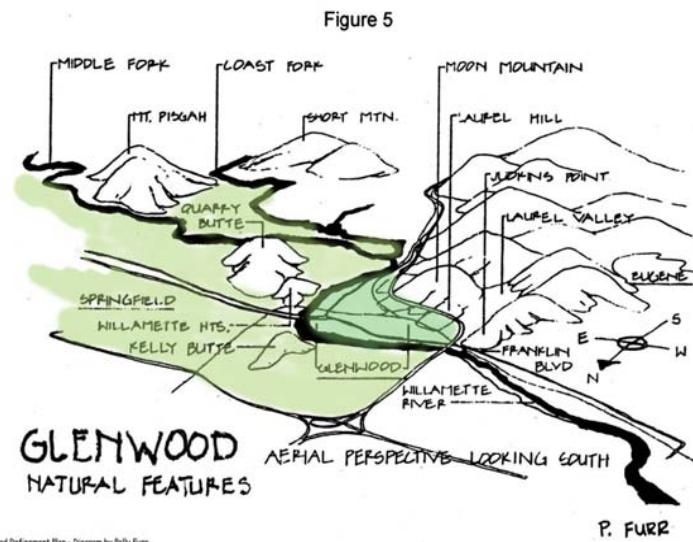
- Incomplete and sometimes undefined essential, minimal infrastructure systems
- Annexation's processing and costs for the minimum, yet expensive, public infrastructure

- Land use approvals for master plans, greenway permits, site plans, and building plans extending development timelines and holding costs
- City-County policies that seem to conflict and require resolution before proceeding
- ‘Aspirational’ but limited assistance of public funding through urban renewal plans

Yet...hopes remain for new development with enough commitment, push, and perseverance to overcome these hurdles and launch the redevelopment along the Willamette riverfront. Glenwood has seen a major facility relocate and expand its operations in the interior of industrial area with US Bakery’s \$35 million development on Nugget Way. Industrial development can stand alone and is generally independent and resistant to effects from uses nearby. Commercial development typically depends on context and neighboring uses affect it. The prevalence of vacancies and low rents for older, dated commercial buildings in an area usually drag down rents that can be charged for adjacent, newer commercial facilities and unkempt neighbors lowers the attractiveness to tenants and customers of even new commercial development.

¹Local Access Roads are defined on page 92 of the Existing Conditions Report.

Natural Resources



Pg. 88 Glenwood Refinement Plan - Diagram by Polly Furr

Introduction

Much of what has led Glenwood to evolve into its present form today is a direct result of the natural environment; most significantly, the Willamette River. The Willamette River forms the northern and eastern boundaries of Glenwood and, as such, it has had a tremendous impact on the community, both as a natural asset and as a natural constraint. Although not as extensive as the river frontage, wetlands also play an important role in Glenwood's natural environment by providing such values as storm drainage and fish and wildlife habitat.

Glenwood's natural environment is defined by its location at the beginning of the upper Willamette Valley, just northwest of the confluence of the Coast and Middle Forks of the Willamette River. The annual flooding pattern of the Willamette River until the mid-1950s is perhaps the most significant factor in Glenwood's development. Glenwood is also defined by a system of enclosing buttes and hills: Mt. Pisgah, Quarry Butte, and Willamette Heights on the east; Kelly Butte across the Willamette River on the north; Moon Mountain on the south; and Laurel Hill and Judkins Point to the west.

As the Willamette River flows north past Willamette Heights, the gradient of the river decreases significantly as it widens and turns west past Kelly Butte. This change in direction and flow on Glenwood's south and east boundaries at one time created and fed a rich deposit of sand and gravel, while the annual flood waters created fertile deposits of silty loam ideal for agricultural use. Following this basic natural structure in Glenwood are two secondary natural features: riparian vegetation along the banks of the

Willamette River and the slough that runs along the base of Moon Mountain. Glenwood also has some identified wildlife habitats, scenic areas, and water resources.

There are several Statewide Planning Goals associated with Glenwood's natural resources: Goal 5, Natural Resources; Goal 6, Air Water and Land Resources Quality; Goal 8, Recreational Needs; and Goal 15, Willamette River Greenway. Topics related to Goals 5 and 15 are the primary focal point of this section. However, natural resources in Glenwood, such as wetlands and riparian corridors, have a direct relationship to the provision of stormwater facilities, which rely on open drainageways, and open space, provided by the utilization of parks. There is a disconnect between the current Glenwood Refinement Plan (GRP), which is lacking in natural resource protection measures, and the Springfield Development Code (SDC), which does provide these protections.

Goal 5 Natural Resources

The following is a list of the different types of Statewide Planning Goal 5¹ natural resources that must be addressed as part of the GRP Update Project.

Riparian Corridors

The SDC defines riparian areas as: a zone of transition from an aquatic to a terrestrial system, dependent upon surface or subsurface water that reveals through the zones existing or potential soil-vegetation complex the influence of the surface or sub-surface water. A riparian area may be located adjacent to a lake, reservoir,

estuary, spring, bog, wet meadow, slough, or ephemeral, intermittent or perennial stream. Riparian areas protected under this Code are limited to those along watercourses shown on the Water Quality Limited Watercourses (WQLW) map (SDC p. 490).

Over the past seven years, Springfield has adopted the following riparian protection measures:

- 2002** WQLW riparian protection regulations under Goal 6 and the Federal Clean Water and Endangered Species Acts as part of the stormwater management program
- 2004** The Springfield Inventory of Natural Resource Sites (SINRS) to comply with Goal 5 riparian corridor regulations
- 2005** Riparian corridor development standards, based upon the SINRS

The applicable riparian setbacks in Springfield in general, and in Glenwood specifically, are 75 feet measured from the top of bank² along the Willamette River frontage, and 50 feet measured from the top of bank along the four Glenwood watercourses shown on the WQLW Map. These watercourses are: Glenwood North; Glenwood Slough; East 19th Avenue Channel; and Riverview-Augusta Channel. Locally significant riparian areas identified on the SINRS that are not shown on the WQLW Map are protected by a 25-foot wide setback, also measured from the top of bank. Compliance with these standards is required at the time of development or redevelopment as specified in SDC Section 4.3-115 and 4.3-117. These riparian regulations also limit the type of development and require the planting of native species within the required setback. No changes

Glenwood Riparian Corridors



are proposed to the riparian corridor standards contained in the SDC as part of the GRP Update Project.

Since the riparian corridor regulations were implemented after the current GRP was adopted by Springfield in 1999, there is no mention of these regulations in that document. However, the regulated riparian setbacks adopted in 2002 are discussed in the Subarea 8 section of the amended GRP and in the Glenwood Riverfront Plan District, which were adopted in 2005.

The adopted SINRS identified the Glenwood Slough (Site E39) as a significant riparian corridor. Site E39 consists of several sloughs, wetlands, and riparian strips near or adjacent to Interstate 5 (I-5) and the Union Pacific Railroad tracks in Glenwood. These sloughs are generally surrounded by industrial uses, railroad tracks, and a highway. The western portion of Site E39 wraps around the Glenwood solid waste transfer station. At its west end, the slough passes under the I-5 overpass. This western portion has been channelized with cement sides and is proposed to be restored as part of the I-5 Willamette River Bridge project. However, other portions of the slough are more natural and contain significant riparian vegetation. The Department of State Lands (DSL) has determined that portions of the slough are a regulated wetland.

Wetlands

The SDC defines wetlands as areas inundated or saturated by surface or ground water at a frequency and duration sufficient to support, and that under normal circumstances to support, a prevalence of hydophilic vegetation typically adapted for life in saturated soil

conditions. Wetlands include swamps, marches, bogs, and similar areas excluding those constructed as water quality or quantity control facilities (SDC p. 498).

Wetlands must have the presence of water at least part of the year, contain soils that are characterized by water saturation, and have vegetation adapted to saturated soils. Wetlands provide many important environmental functions and values, including:

- Flood control;
- Sediment and erosion control;
- Groundwater recharge;
- Water quality control;
- Groundwater pollution control;
- Fish and wildlife habitat; and
- Recreational and scenic qualities.

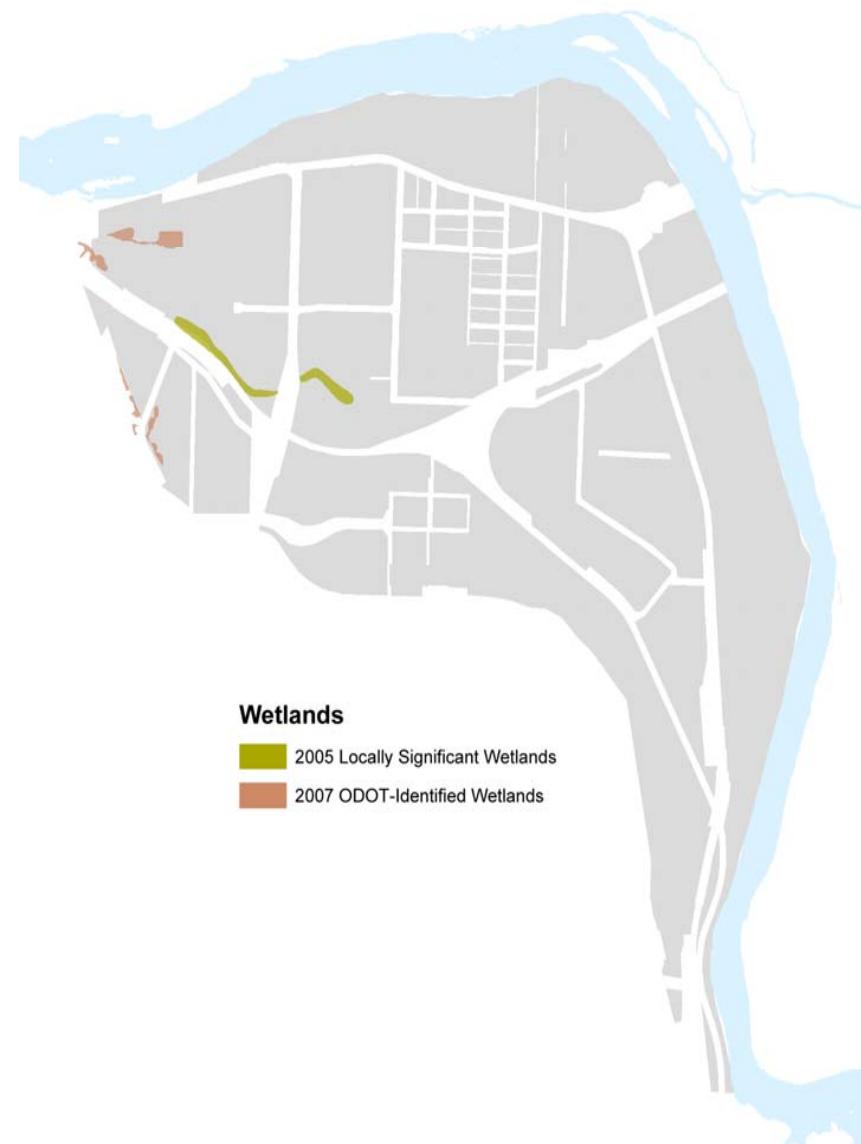
The encroachment of manmade structures and development has, in many cases, defined the edges and limits of wetlands in Glenwood. These wetlands generally lie along the Willamette River and within a natural low divide, located mostly north of the Union Pacific Railroad and along I-5. These latter wetlands are integral to the Glenwood Slough. Often natural watercourses, such as the Glenwood Slough, possess many functions and values as listed above. However, at this point, it is appropriate to explore the link between wetlands and storm drainage. At times, the purpose of these two uses can conflict, but they are usually complementary.

A natural watercourse used for storm drainage needs to have a free flow and be unobstructed from vegetation for optimum efficiency in carrying large amounts of water during storms so that it will not flood surrounding areas. On the other hand, it is the vegetation and still backwaters that make a wetland an important wildlife habitat. Nonetheless, wetlands, and particularly vegetated wetlands, can also detain and/or retain flood waters and thereby reduce peak flows. In some instances, this characteristic must be managed or altered to protect adjacent developed lands. This aspect of wetlands functions and values must be considered when planning for use of the Glenwood Slough for storm drainage (see the Public Facilities and Services Section of this report for more information).

Using the National Wetlands Inventory as a base, the City inventoried and determined the significance of Springfield's wetlands and adopted the Springfield Local Wetland Inventory (SLWI) in 1998. However, at that time, Glenwood was still under Eugene's jurisdiction and Eugene did not conduct its wetlands inventory until after the jurisdictional transfer in 1999. The SLWI was updated in 2005 to include 'locally significant' wetland areas in Glenwood. Virtually all of the wetlands in Glenwood are also part of the riparian lands inventory. As with the riparian corridors, some Glenwood wetland resources were previously protected as WQLWs.

The wetland protection defers to the WQLW map where the protection setbacks are 50 feet and 75 feet, but may be measured from a delineation approved by DSL, rather than top of bank. Unless modified by the SDC, the applicable setback for those wetlands not shown on the WQLW Map is 25 feet, also measured from a delineation approved by DSL. Specific wetlands delineations are

Glenwood Wetlands



required to be completed by the developer. Compliance with these standards is required at the time of development or redevelopment as specified in SDC Sections 4.3-115 and 4.3-117. In addition, fill and development in or around inventoried wetlands are subject to the requirements of the U.S. Army Corps of Engineers and DSL. The SDC wetlands regulations also limit the type of development and require the planting or replanting of native species within the required setback, as conditioned by development approval. No changes are proposed to the wetlands standards contained in the SDC as part of the GRP Update Project.

In 2004, the Public Works Department's Environmental Services Division prepared an Inventory and Channel Assessment Report for Springfield Waterways (based on the 2002 Channel Assessment Study). This study identified six channels in Glenwood and gave a poor to fair condition rating for all the waterways in Glenwood. These channels are: East 19th Avenue Channel; Glenwood North Channel; Glenwood Slough; Moon Mountain East System; Moon Mountain West System; and Riverview-Augusta Channel. In addition, as part of the I-5 Willamette River Bridge project, the Oregon Department of Transportation commissioned the preparation of a Wetlands and Waters Technical Report in 2007 that likewise identifies wetlands and future mitigation within the bridge project boundary.

Since it is possible that wetlands exist in Glenwood that are not protected by the SDC, Springfield is under contract with the Lane Council of Governments to perform a wetlands and riparian area inventory and assessment that more accurately identifies the

location and condition of regulated wetlands in Glenwood. The inventory portion of this contract will be completed by July 2009.

Wildlife Habitat

In 2004, Salix Associates prepared a report for Springfield regarding the location of a Greenway Setback Line for the full stretch of Willamette River frontage in Glenwood from the I-5 Bridge to the southern tip of Glenwood. This report lists the significant fish and wildlife in Glenwood and can be found in Appendix E of this Report.

Federal Wild and Scenic Rivers

This topic is not applicable because there are no Federal Wild and Scenic Rivers in Glenwood.

Oregon Scenic Waterways

This topic is not applicable because there are no Oregon Scenic Waterways in Glenwood.

Groundwater Resources

Since the Springfield Utility Board is the water provider in Glenwood, water service is drawn primarily from well water that is protected under Springfield's wellhead protection program and, to a lesser extent, from surface water from the Willamette River. While there are a number of private wells in Glenwood, SUB does not draw water from any wells in Glenwood, and so Springfield's wellhead protection measures are not applicable in Glenwood. The current GRP does not discuss groundwater protection, but it may be desirable to do so as

part of the GRP Update. Groundwater protection as it relates to contaminants is addressed in the Hazards Section of this report.

Approved Oregon Recreation Trails

Oregon Recreation Trails are designated by the Oregon Parks and Recreation Commission. The Willamette River Trail is planned in three-parts to revitalize the Willamette River by focusing on waterway restoration, repair, and recreation. The trail is a stretch of the Willamette that has been mapped out to create an educational, scenic, and enjoyable experience for canoes and kayaks. The trail was created by connecting existing State, Federal, County and City properties. The second leg of the trail was dedicated in 2006, covering the segment from the main stem of the Willamette and the Coast Fork near the southern tip of Glenwood to the Buena Vista Ferry between Albany and Salem.

Natural Areas

While there are currently no natural areas listed on the Oregon State Register of Natural Heritage Resources in Glenwood, the current GRP states that some of Glenwood's greatest assets in need of enhancement or protection are ...the...stands of Douglas Fir and cedar trees in the area...(GRP p. 98) Treed areas in Glenwood are depicted on the Urban Forest map at right and are predominantly found in the riparian areas along the Willamette River and sloughs, in the steep slopes at higher elevations, and in the south and central residential core. In addition, as mentioned above, the 2004 Salix Associates report lists the significant vegetation in Glenwood as described in Appendix E of this report.

Glenwood Urban Forest Areas



Wilderness Areas

This topic is not applicable because there are no federally-designated wilderness areas in Glenwood.

Mineral and Aggregate Resources

While aggregate extraction from the Willamette River played a part in Glenwood's history, today, this topic is not applicable because there are no longer any aggregate resources to extract in Glenwood.

Energy Sources

This topic is not applicable because there are no energy sources³ in Glenwood.

Historic Resources

Glenwood historic resources are discussed in the Historic Section of this report.

Open Space

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan) states that open space may reflect a sensitive natural area, such as the floodway fringe, that is protected from development. Open space can also be a park, a golf course, a cemetery, a body of water, or an area left undeveloped within a private commercial or residential development (Metro Plan p. III-C-10).

The current GRP section related to Subarea 5 states that this subarea includes two separate geographic areas: 1) the Laurel Hill Cemetery

on Judkins Road; and 2) the area between I-5 and the railroad tracks in southeast Glenwood (GRP p. 26). Both areas are presently designated for parks and open space in the Metro Plan. The southeast Glenwood area is currently undeveloped and has steep terrain. It is an area that has poor transportation access and would be difficult to serve with urban services such as water and sanitary sewer (GRP p. 26). James Park is also within this Subarea. These three areas are zoned Public Land and Open Space.

As discussed in the Land Use Section of this report, the land designated for open space in southeast Glenwood is under private ownership. In 2006, Springfield staff received a request from one of the property owners about rezoning his property. At that time, the Springfield Council voted to initiate a Metro Plan designation amendment from Public Land and Open Space to Light Medium Industrial. However, no action was ever taken, and thus this issue should be resolved during the GRP Update process.

Parks as Open Space

The 2003 Rivers to Ridges: Metropolitan Regional Parks and Open Space Plan outlined a comprehensive vision and implementation strategies for parks and open space in the Eugene-Springfield region. The document identified the western entrance to Glenwood via Franklin Boulevard as a gateway, providing a potentially scenic major point of entry into both Eugene and Springfield. The only other site identified in the plan that affects Glenwood is the Willamette River Main Stem, highlighted as a 'blueway' or linear corridor including riparian zones and floodplains along the river that are well suited for habitat protection and restoration. The plan was intended to be a

guide for future parks and open space protection, but does not clearly suggest how the protection will occur. Nonetheless, in the event that the GRP Update Project proposes protection and restoration of the riparian corridor, policies and implementation strategies should be developed to conform to strategies outlined in the Rivers to Ridges Plan.

In 2004, Springfield adopted Willamalane's Park and Recreation Comprehensive Plan (Comp Plan). The Comp Plan identifies James Park, a three-acre neighborhood park developed in 1948, as the only existing park and recreation resource in Glenwood. However, James Park is cut off from most residential neighborhoods by Franklin Boulevard, the Union Pacific Railroad tracks, and an industrial area, with only limited access of East 19th Avenue. The Comp Plan proposes expanding James Park by pursuing vacant land acquisition and redevelopment opportunities to better connect the park to the surrounding neighborhood during the second phase of implementation (2010 – 2015). The Comp Plan identifies three residential areas in Glenwood that are currently under-served by neighborhood parks, and the Comp Plan thus proposes developing a neighborhood park in the core residential area of Glenwood by pursuing opportunities for acquisition and development during Phase III (2016 – 2022). The Comp Plan also identifies the significant Glenwood Slough riparian corridor as a possible location for pursuing a natural-area park, and one of the most significant park development projects in the district to be developed is the proposed Glenwood Riverfront Park.

The current GRP similarly discusses existing and proposed parks in Glenwood. In 2005, Springfield adopted the Glenwood Specific Area

Plan as an amendment to Subarea 8 of the current GRP, which builds upon the open space goals of the preceding documents by proposing an extensive open space network for the riverfront and nearby residential neighborhood. The plan proposes a wetland park and town green in the riverfront area, with connections to a proposed new park for the residential core area south of Franklin Boulevard.

Wetlands and Riparian Areas as Open Space

Please refer to the wetlands and riparian topics in this Section.

Willamette Greenway Setback as Open Space

Please refer to the Willamette Greenway topic in this Section.

Open Space Protections

The Metro Plan states that protecting open space includes but is not limited to outright acquisition, conservation easements, planned unit development ordinances, streamside protection ordinances, open space tax deferrals, donations to the public, and performance zoning (Metro Plan p. III-C-12). There are already some protection measures in currently effect in the SDC; however, additional measures should be considered for Glenwood as part of the GRP Update Project.

Scenic Views and Sites

The current GRP states that there are no identified scenic qualities or viewpoints within the Glenwood portion of the [Willamette] Greenway (GRP p. 39). However, the following park facilities are located within the Greenway directly north and east of Glenwood across the Willamette River: East Alton Baker Park on the west side

of I-5; Eastgate Woodlands⁴ (a natural area and recreational corridor on the east side of I-5); the West D Street Greenway (a linear park); Island Park (a community park); and the Millrace's connection to the river. Protecting these scenic views should be considered.

In addition, the hills and buttes that surround Glenwood play an important role in defining the context of the area and serve as orientation points for residents and visitors, as depicted in the image on page 59. But, the current GRP states that Franklin Boulevard is a 'strip commercial' arterial, with utility poles, power lines, and unregulated business signs that obscure most of the natural view of Glenwood and beyond (GRP p. 101). Proposed improvements to Franklin Boulevard may improve this situation.

Finally, the current GRP states that Laurel Hill Cemetery is also one of Glenwood's prime open space areas because of its view of the valley to the north and the Cascade Mountains to the east (GRP p. 103).

Goal 15 Natural Resources

The Willamette River is recognized as a valuable natural resource that needs enhancement and protection. In fact, Goal 15 mandates the creation of the Willamette Greenway. In Glenwood, the Willamette Greenway is a 150-foot swath that runs parallel to both sides of the river. SDC Section 3.3-300 Willamette Greenway (WG) Overlay District regulations apply to development within this area. Any activity in the WG Overlay District involving intensification of any use, change in use, or development requires Discretionary Use approval and must conform to the Willamette Greenway development criteria, including access to and along the river,

Glenwood Area Willamette Greenway Boundaries



preservation of riparian vegetation, and provision of landscape buffering between the proposed use and the river. Site Plan Review approval, typically a staff level Type II review with public notice, is also required, for development along the Willamette River.

Springfield has established a Greenway Setback Line along the Willamette River's north and east boundaries across from Glenwood, both within the city limits and the City's urban transition area. This setback is the top of bank measured from the ordinary low water line of the river. The intent of the Greenway Setback Line is to allow adequate space and separation from the river for uses that are not water-related or water-dependent. However, a Greenway Setback Line does not currently exist in Glenwood.

The current GRP includes Willamette River Site Development Guidelines that state that all new structures, expansion of existing structures, drives, parking, and other new or expansion of existing open storage areas shall be set back between 20 and 35 feet from the top of the riverbank, unless the location of the floodway boundary requires a greater separation (GRP p. 37). The current GRP also states that Springfield will establish a Glenwood Greenway Setback Line within one year of the adoption of the current GRP and that the Willamette River Site Development Guidelines shall continue to apply until the Glenwood Greenway Setback Line is established (GRP p. 28). Establishment of the Greenway Setback Line was studied by Salix Associates in 2004, but was never formally adopted by Springfield. Establishment of the Greenway Setback Line will be an outcome of the GRP Update Project.

Policy Guidance

There are several Statewide Planning Goals that relate to natural resources: Goal 5, Natural Resources; Goal 6, Air Water and Land Resources Quality; Goal 8, Recreational Needs; and Goal 15, Willamette River Greenway. Goal 5 is applicable because Springfield is required to provide programs that will protect scenic and historic areas and natural resources, as well as establish inventories of these resources. Goal 6 is applicable because Springfield's stormwater facilities utilize open drainage ways and their riparian areas, which must comply with Federal and State clean water standards. Goal 8 is applicable because the Metro Plan and the SDC consider parks to be open space. Finally, Goal 15 is applicable because land along the Willamette River must be protected.

On the metropolitan level, the Metro Plan contains numerous policies pertaining to natural resources which are found in the Environmental Resource Element, the Willamette River Greenway, River Corridors, and Waterways Element, and the Environmental Design Element.

The current GRP discusses the topic of natural resources in several sections of the document. For instance, in the Subarea 5 section, Policy 1 states that this subarea shall be considered appropriate for open space (GRP p. 26). However, as discussed in the Land Use Section of this report, this policy will need further review.

Policy 4 of the Subarea 8 section states that within the Glenwood Riverfront Plan District, open space, drainage facilities, the riparian setback area, and public right of way normally will take up about 25-

35 percent of the Glenwood Specific Area Plan area (Ord. 6137). While this may continue to be the case, it must be reviewed as part of the GRP Update Project. Policy 9 of the Subarea 8 section states that in addition to all applicable standards and provisions regulating development in Springfield, all development adjacent to the Willamette River or the Willamette River riparian setback shall provide public access to the Willamette River or the Willamette River riparian setback. Surface parking areas shall not be visible from the Willamette River corridor and shall be screened from public streets (Ord. 6137). This policy is also still applicable; however it should be revised to apply to the entire river frontage in Glenwood. Policy 11 of Subarea 8 states that development proposals within Subarea 8 shall comply with the setback requirements for WQLWs in the SDC [Sections 4.3-110 and 115] and as mapped on the WQLW Map contained on file in the Development Services Department, unless a Willamette Greenway delineation in accordance with SDC [Section 3.3-100] identifies areas that warrant additional setback protection (Ord. 6137). This policy is still applicable, but only applies to the 48-acre Riverfront District area. This policy should apply to all of Glenwood.

Policy 1 of the Storm Sewer and Drainage section states that Springfield shall design a storm sewer and drainage plan for Glenwood to accommodate storm runoff from growth and development in the area that is also sensitive to other wetland issues (GRP p. 78). This policy is still applicable.

Policy 1 of the Wetland section states that significant wetland areas in Glenwood shall be protected from encroachment and degradation in order to retain their important functions and values related to fish

and wildlife habitat, flood control, sediment and erosion control, water quality control, and groundwater pollution control (GRP p. 92). This policy is still applicable, as well.

The Parks and Recreation section of the existing GRP has several policies that mention natural resources:

1. The City and Willamalane shall work with property owners along those portions of the Willamette River within the Glenwood area in recognition of the area's role as part of the Willamette Greenway system and the community-wide resource it represents.
2. The City will consult with Willamalane and other public agencies and private landowners to coordinate acquisition of property and development of public access and recreational facilities with preservation and enhancement of significant natural habitats and scenic corridors and with economic use of those lands along the river.
3. The City will defer to Willamalane to consider the following park acquisition and development priorities in developing park and recreation services for the Glenwood area listed in priority order.
 - a. Consider acquisition for passive park/open space along the river in the vicinity of the river's bend, just west of the Springfield Bridge (GRP p. 73).

These policies, in the natural resource context, will need input from Willamalane, as part of the GRP Update Project.

Policy 2 in the Franklin Boulevard / Willamette River Corridor section states that Springfield shall ensure that new development and redevelopment in the Willamette River Greenway is sensitive to Greenway concerns (GRP p. 27). Implementation Action 2.1 recommends using the Willamette River Site Development Guidelines in reviewing development proposals within the Willamette River Greenway until such time when Springfield establishes a Greenway Setback Line for all Glenwood properties (GRP p. 28). While Policy 2 is still applicable, the Implementation Action associated with it will require the establishment of a Greenway Setback Line as part of the GRP Update Project.

Finally, Policy 1 of the Environmental Design element states that Springfield shall review development proposals within the Willamette River Greenway to ensure that all greenway criteria are met and, in particular, to ensure that there is provision of adequate public access to and along the river; protection and enhancement of the natural vegetative fringe along the river; and assurances that the development has adequate buffering, setbacks, and is compatible with greenway concerns (GRP p. 89). This policy is still applicable.

Conclusion

There are numerous natural resources that must be protected in Glenwood and whose functions overlap, such as wetlands, riparian areas, stormwater facilities, open space, Willamette Greenway, and parks. There are a number of current GRP policies that are still

applicable. However, due to new regulations that have been adopted by Springfield, such as those contained in the SDC, the creation of additional polices must be considered as part of the GRP Update Project.

¹Riparian areas are also protected under Goal 6.

²For a given watercourse, the top of bank is the same as the "bankfull stage". The "bankfull stage" is defined as the stage or elevation at which water overflows the natural banks of streams or other waters of the State and begins to inundate the upland. The ground elevations on both sides of the watercourse are examined and the lower grade break elevation, the elevation where water would leave the channel in a particular reach, is used. The elevation of the lower bank controls the bank full elevation for a watercourse reach. The edge of the bankfull watercourse typically corresponds to the start of the floodplain. The start of the floodplain is often characterized by:

- A berm or other break in slope from the watercourse bank to a flat valley bottom, terrace or bench;
- A change in vegetation from bare surfaces or annual water-tolerant species to perennial water-tolerant or upland species; and
- A change in the size distribution of surface sediments (e.g., gravel to fine sand)

³Energy sources are defined in OAR 660-023-0190 as naturally occurring locations, accumulations, or deposits of natural gas, surface water, geothermal, solar, or wind areas.

⁴Now called the Whilamut Natural Area which includes both East Alton Baker Park and the Eastgate Woodlands.

August 14, 2009

EXISTING CONDITIONS REPORT

Hazards

View of Franklin Boulevard, looking toward Springfield, January 1948 flood.

(Photo courtesy of Steve Moe)



Introduction

In 2004, the Multi-Hazard Mitigation Plan for Eugene-Springfield was adopted both cities. This plan covers each of the major natural and anthropogenic hazards that might pose a risk to the citizens, buildings, or infrastructure in the area: Flooding; Winter Storms; Landslides; Wildland/Urban Interface Fires; Earthquakes; Volcanic Hazards; Dam Safety; Disruption of Utility and Transportation Systems; Hazmat Incidents; and Terrorism. In Glenwood, the following potential hazards have been identified in this plan: floods; contaminated sites; landslides; and earthquakes. These hazards may create obstacles for development or redevelopment of certain properties, or may make development or redevelopment of certain properties more costly.

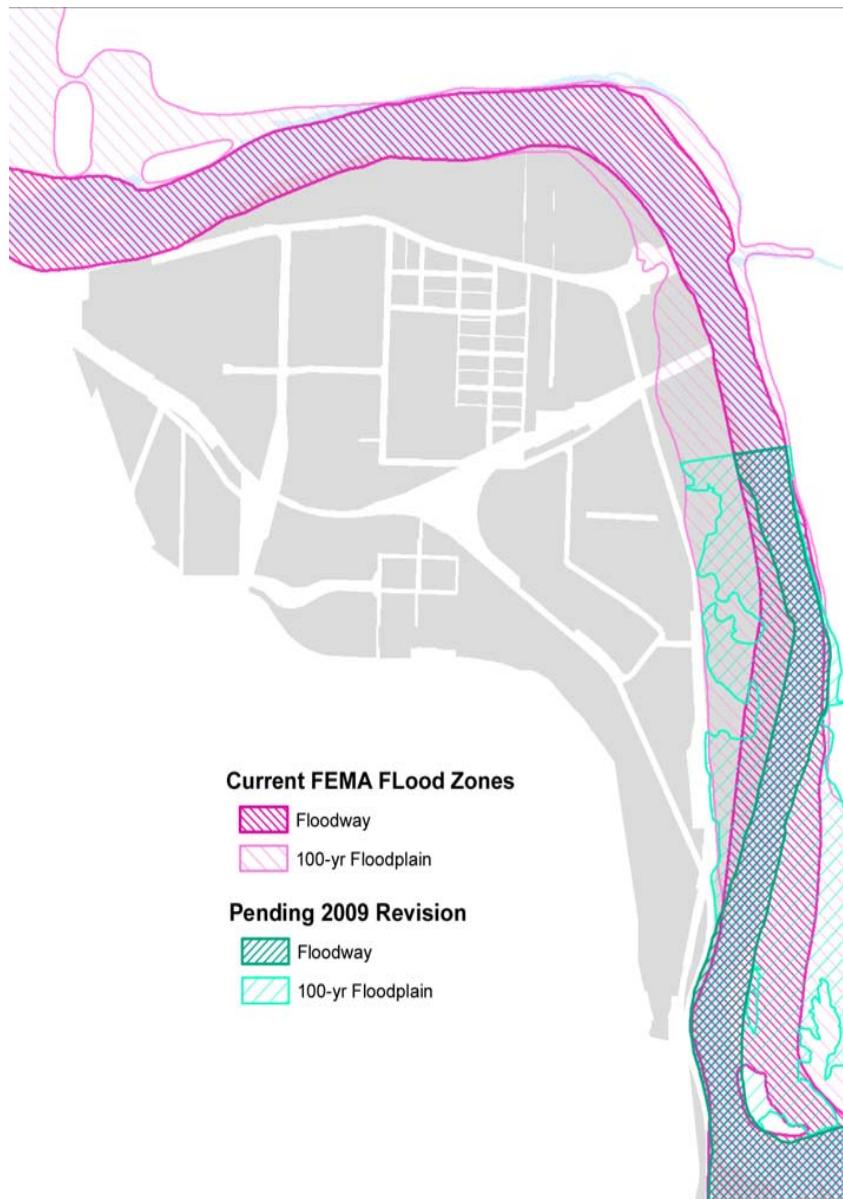
Floods

One of the most significant natural features that has shaped Glenwood is the Willamette River. The river, which the northern and eastern boundaries of Glenwood produced annual flooding that had a major impact on development until the 1950s when dams were built on the upper Willamette River. While these dams have prevented annual flooding of Glenwood, much of Glenwood is still in a flood hazard area and there still is the potential of flooding during a major flood. In fact, according to the 2004 Multi-Hazard Mitigation Plan for the Eugene-Springfield Metropolitan Area, Glenwood is listed as a repetitive flood site.

Development within flood hazard areas is regulated by the Federal Emergency Management Agency (FEMA), which is then adopted into

local ordinances. The purpose of regulating development within the flood hazard area is twofold: 1) to minimize the potential danger to life and property in the flood prone area; and 2) to ensure that development in the floodplain does not result in an increased flood level on properties upstream. By restricting development in the flood hazard area, losses and insurance rates can be minimized. The policy basis supporting regulations within the flood hazard area is set by the Eugene-Springfield Metropolitan Area General Plan's (Metro Plan) Environmental Resources Element, which follows the requirements of FEMA. Springfield Development Code (SDC) Section 3.3-400, Floodplain Overlay District, establishes standards that implement both FEMA regulations and Metro Plan policies for development within Springfield and Glenwood. Essentially, new construction is severely limited in the floodway, although development can occur in the flood hazard area outside the floodway if the floor elevation is constructed one foot above the base flood elevation.

A major flood is considered a 100-year flood that has a one percent chance of occurring within any given year. The river frontage in Glenwood is designated as a Zone A-1 Special Flood Hazard Area. In July 2008, Northwest Hydraulic Consultants, representing the Wildish Land Company, applied to the Federal Emergency Management Agency (FEMA) for a Letter of Map Revision (LOMR) to change the mapping of the floodway and flood plain boundaries, as well as the 100 year base flood elevations along a portion of the Willamette River. The intent of the analysis was to provide more accurate information since the LOMR analysis is based on more detailed topographic survey elevations (one-foot contours) than were available during the original FEMA mapping procedures (five-foot

Glenwood Flood Hazard Areas

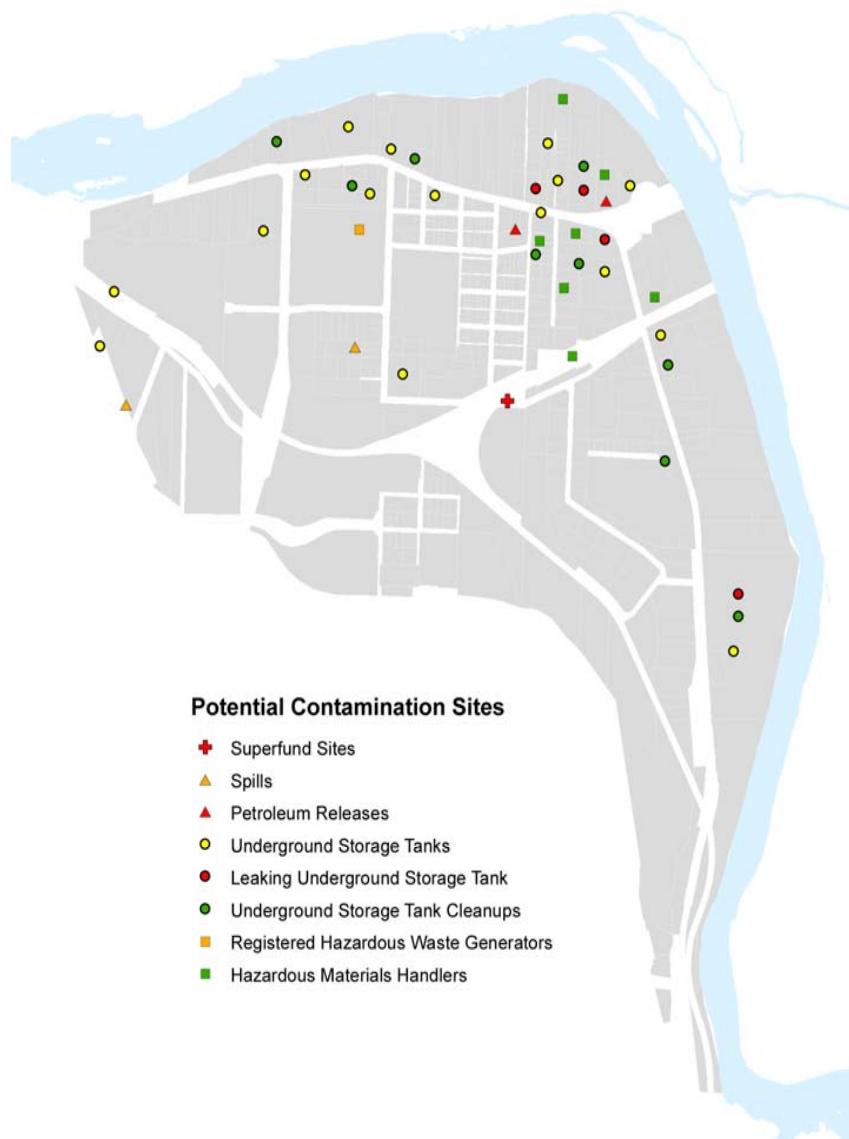
contours). The area of study is generally located between the Union Pacific railroad bridge in Glenwood on the north and the confluence of the Coast and Middle Forks of the Willamette River on the south and east. Portions of the affected area are located on both sides of the river, including Glenwood on the west. FEMA's preliminary decision was issued on March 17, 2009 and is subject to a 90-day appeal period, after which FEMA will issue a final decision. Appeals notwithstanding, the proposed effective date of the LOMR is July 27, 2009. The proposed new floodplain and floodway boundaries are depicted on the map at left.

Springfield has initiated a project to provide more accurate floodplain information for the remainder of the Willamette River in Springfield from the Union Pacific trestle to the Willamette River Bridge at Interstate 5 (I-5). The necessary data for analyzing water flows for this next downstream reach of the river has been collected for the riverbed. Additional survey work and hydrological analyses of the area's topography and river flows remains to be done. Once that information is collected, Springfield anticipates submitting a LOMR on this next reach of the river once the LOMR initiated by Wildish is completed. Both the Wildish LOMR and any future LOMR may affect the available developable land in Glenwood for better or worse.

Potential Contamination Sites

It is well known that contaminated sites have a negative impact on both the environment, including: inadequate water supplies; poor water quality; loss of wetlands; degraded riparian areas; depleted fish stocks; invasions of exotics; diminished biodiversity; and waste

Glenwood Potential Contamination Sites



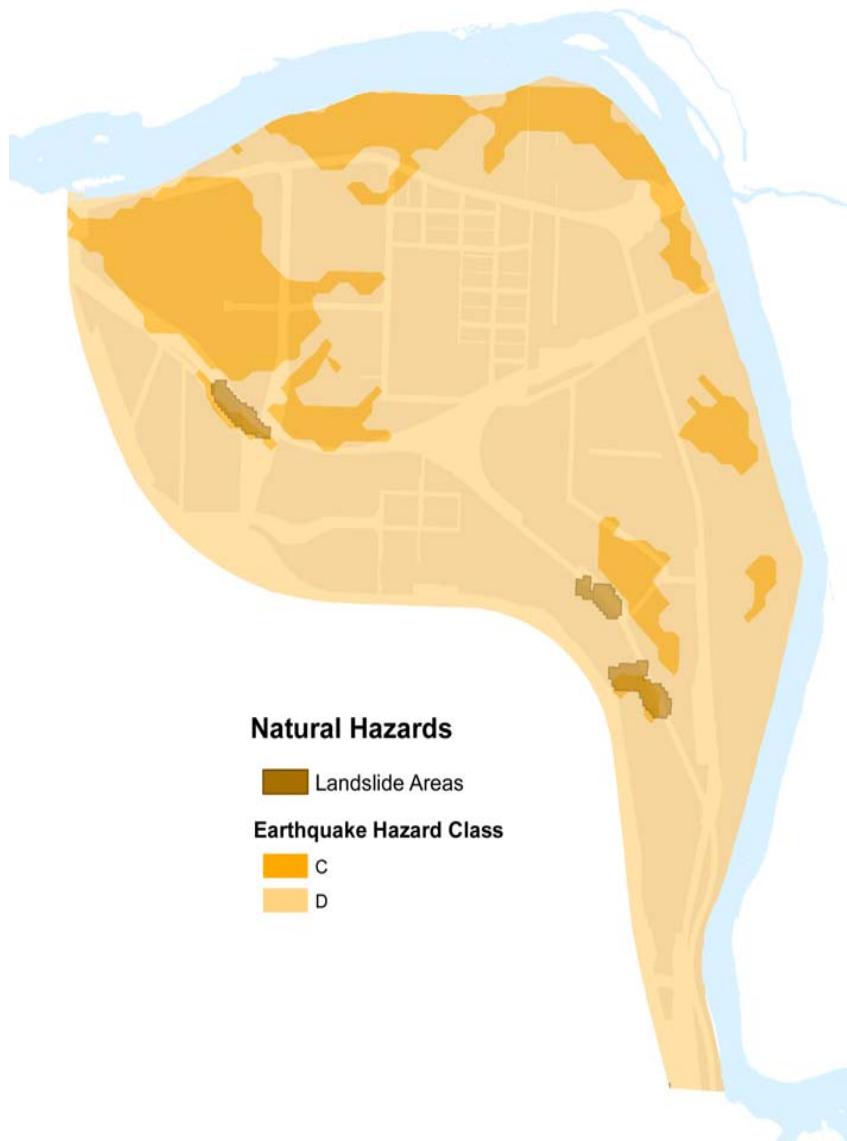
and toxic releases. Furthermore, contaminated sites, and even the potential for contamination on a site, can dissuade potential developers from pursuing development on certain properties.

The Wellhead Protection Areas Contaminant Source Inventory 2003 shows the following potential contaminant sources in Glenwood: petroleum releases; spills; registered hazardous waste generators; underground storage tank locations, leaks and cleanups; and hazardous materials handlers and incidents. The majority of these sources are located between the Willamette River and the Union Pacific Railroad tracks.

Springfield Fire and Life Safety's Fire Marshall's Office issues permits for the use and storage of hazardous materials for those operations that use hazardous materials that are regulated by the Springfield Fire Code. However, the current Glenwood Refinement Plan (GRP) does not contain policies concerning contaminated sites.

Landslides

The 2004 Multi-Hazard Mitigation Plan for the Eugene/Springfield Metropolitan Area states that Glenwood has two small areas on hillsides with high potential for surface debris flows (movements in which loose soils, rocks and organic matter combine with entrained water to form slurries that flow rapidly down slope). Glenwood also has several areas of slope instability hazards on both hillsides and along the riverfront. Regarding maps contained in the Multi-Hazard Mitigation Plan, the document states that given the resolution of the maps, it is not possible to know what the specific landslide risk is for any particular parcel. Thus, these maps are useful for general hazard

Glenwood Natural Hazard Areas

awareness and mitigation planning purposes, but should not be used for regulatory purposes.

The Metro Plan requires local governments to require site specific soil surveys and geologic studies where potential problems exist (Metro Plan p. III-C-16). SDC Section 3.3-500, Hillside Development Overlay District, regulates hillside development and the required submittal of geological studies. There are no policies concerning landslides in the current GRP.

Earthquakes

The 2004 Multi-Hazard Mitigation Plan for the Eugene/Springfield Metropolitan Area states that Glenwood is within Relative Amplification Hazard Area, Zone 1, which is a low hazard area. According to the 2007 Oregon Structural Specialty Code, all of Springfield, including Glenwood, is within Site Class D, a classification assigned to a site based upon types of soils and engineering properties. New buildings and redeveloped buildings in Glenwood will need to be constructed to meet Oregon Structural Specialty Code requirements for Site Class D.

The Metro Plan requires local governments to require site specific soil surveys and geologic studies where potential problems exist (Metro Plan p. III-C-16). SDC Sections 5.13-100, Land Divisions – Partitions and Subdivisions, and 5.17-100, Site Plan Review, require the submittal of geological studies at the time of application submittal to determine if a proposed building will be required to comply with the Oregon Structural Specialty Code concerning

earthquakes. There are no policies regarding earthquakes in the current Glenwood Refinement Plan.

Policy Guidance

As mentioned in the above subsections, several Federal, State, and local policy documents guide the development of properties where hazards may be present. These include FEMA regulations, Statewide Planning Goals, the Eugene-Springfield Metropolitan Area General Plan, the Springfield Development Code, and the Multi-Hazard Mitigation Plan for Eugene/Springfield.

Conclusion

Hazards is another Section of this report where there is a disconnect between the current GRP and the SDC since the GRP contains no policies related to hazard while the SDC provides some regulation of floods, contaminated sites, landslides and earthquakes. In order to better protect the public and to provide direction for prospective developers, specific hazard policies should be considered as part of the GRP Update Project.

Historic & Cultural Resources



Introduction

Despite clear policy direction at the State and local level to document and protect historic resources, as well as educate the public about such resources, relatively little attention has been paid to historic preservation in Glenwood. The cursory research conducted during the development of the current Glenwood Refinement Plan (GRP) and a later 'windshield survey' of Glenwood provide a glimpse into the history of Glenwood's development. However, as stated in the existing GRP, the full extent of the area's historical significance will not be known until the area is inventoried for historic resources. Given that Glenwood's development accelerated in the mid-20th century, and development from that time period is now considered to be 'historic' (i.e. greater than 50 years old), the time is ripe to gain a better understanding of Glenwood's potential historic resources and take measures to preserve the resources that merit protection.

Historical Overview

There are a number of historic contexts that overlap geographically and thematically with the history and resources of Glenwood. Both the 1996 Eugene Area Historic Context Statement and the 1999 Springfield Historic Context Statement contain information about Glenwood's history. In addition, a statewide agricultural development context was drafted in 1989 that identified survey and research needs, preservation activities, and priorities for the preservation of historic agricultural resources.

The Historical Qualities section of the Environmental Design Element in the current GRP provides a brief historical sketch of Glenwood's

development from the 1850s to the 1980s. Additional historical research was carried out in 2001 as part of a windshield survey of Glenwood's historic resources.

The earliest settlement of Glenwood occurred in 1851 when Charles Sweet filed for a Donation Land Claim (DLC) in the area surrounding Henderson Avenue. In 1852, Zara Sweet filed for his DLC in the area west of Charles Sweet, and Daniel McVay filed for his DLC to the east, adjacent to the Willamette River. In 1857, Zara Sweet sold his DLC to Thomas Judkins, and Charles Sweet sold his DLC to James Henderson. Daniel McVay sold his DLC to Thomas Judkins in 1863.

The first development in Glenwood occurred around 1892 along McVay Highway between Franklin Boulevard and E. 19th Avenue, with most of the land to the west used for orchard crops. Lane County deed records indicate that . . ."a plat for a subdivision to be called Glenwood Park was filed on August 13, 1888. An amended plat for Glenwood Park was filed on July 21, 1890, by Silus M. Titus and J. A. Straight." This amended plat is located just south of the Union Pacific Railroad tracks, and east of Henderson Avenue in the old Henderson DLC. Research also found an advertisement in a California paper that promoted house lots for sale in Glenwood Park, Lane County, Oregon. Although these house lots were above the flood waters, access to the site was not. Because of this, development of Glenwood Park never grew beyond a handful of houses.

The earliest known business in Springfield was a ferry established by William Stevens and George Armitage circa 1849. It is not known when Elias Briggs took over the ferry enterprise, but he did receive

an official license to operate in 1854. The Briggs Ferry operated across the Willamette River near the existing Springfield bridges in Glenwood.

The Laurel Hill Cemetery is located in the old Thomas Judkins Donation Land Claim along Judkins Road. The Judkins family created it in 1878 upon Mr. Judkins' death. From that time on, the site served as the pioneer cemetery for the communities of Glenwood and Springfield. The cemetery also historically served as the final resting place for the area's indigent population. During the Great Depression, the cemetery was used for burying infants who did not survive the harsh realities of the period. The area of the cemetery reserved for these 'depression babies' is located on the western slope of the site and is overgrown with blackberries and brambles. Until the 1970s, the cemetery was used as hallowed grounds for Memorial and Veterans' Day ceremonies.

The residential development of Glenwood never reached any substantial growth in population or quality housing stock, largely due to the annual flooding of the Willamette River. The primary factor that influenced Glenwood's growth was the transportation system built through the area. Glenwood functioned as a crossroads for the upper Willamette Valley, servicing east-west traffic through Highway 126, and north-south commerce along the Pacific Highway, old Highway 99. This street pattern was paralleled by the Oregon-California Railway line, now Union Pacific, all of which continues to function today. The vital link between Eugene and Springfield was first made sometime in the 1870s with a covered bridge that spanned the Willamette River just north of the existing railroad trestle. Around the turn of the century, a steel-frame bridge was

constructed just south of the railroad trestle where E. 19th Avenue would cross the river. In 1910, an electric trolley car service ran between Eugene and Springfield along what is now E. 15th Avenue on a high wooden trestle. In 1928, a two-lane concrete and steel bridge was built to replace the old steel bridge at E. 19th Avenue over the Willamette River.

With the increase in traffic through Glenwood, a number of businesses catering to the traveler sprang up along Franklin Boulevard and McVay Highway. The gas stations, grocery stores, and car camping courts that developed in Glenwood were the beginning of what we see today in the form of trailer courts, manufactured dwelling parks, and related services. The general growth in the region's population in the mid-1930s and the popularity of auto travel led to the development of more, and better, paved streets in the metropolitan area. This pattern brought a greater demand for sand and gravel resources as materials for street construction, and Glenwood had the resources to fill this demand. The need for sand and gravel materials and related support services soon outgrew the demand for land dedicated to agriculture, leading to the gradual disappearance of orchards in Glenwood.

In 1943, the opportunity for further growth developed in Glenwood with water service being provided by the Eugene Water and Electric Board (EWEB) to the Glenwood Water District. Research has indicated that in the early 1940s, commercial activity along Franklin Boulevard and McVay Highway included a clothes cleaner, a hardware store, three service stations, a furniture shop, a tavern, a donut shop, two cafes, and a number of tourist courts. In December 1946, Glenwood formed a Business Men's Association, and in 1948 a

branch post office was established in Glenwood. In 1949, the Willamalane Park and Recreation District developed its first park in Glenwood, James Park. In the mid-1950s, the Army Corps of Engineers constructed a dam at Lookout Point near Dexter on the Middle Fork of the Willamette River, putting an end to the annual flooding problems of Glenwood. In the early 1960s, the old Pacific Highway was replaced with Interstate 5 that now skirts along Glenwood's southern and western boundary. With the completion of I-5, business along the Franklin Boulevard and McVay Highway declined in use by traveling motorists. This pattern of commercial decline was prevalent throughout America, once the Interstate Highway System worked its way across the United States. Currently, commercial, light industrial, and manufacturing uses have replaced much of the old tourist trade through Glenwood leaving only a few isolated remnants of Glenwood's past.

Historic Resources

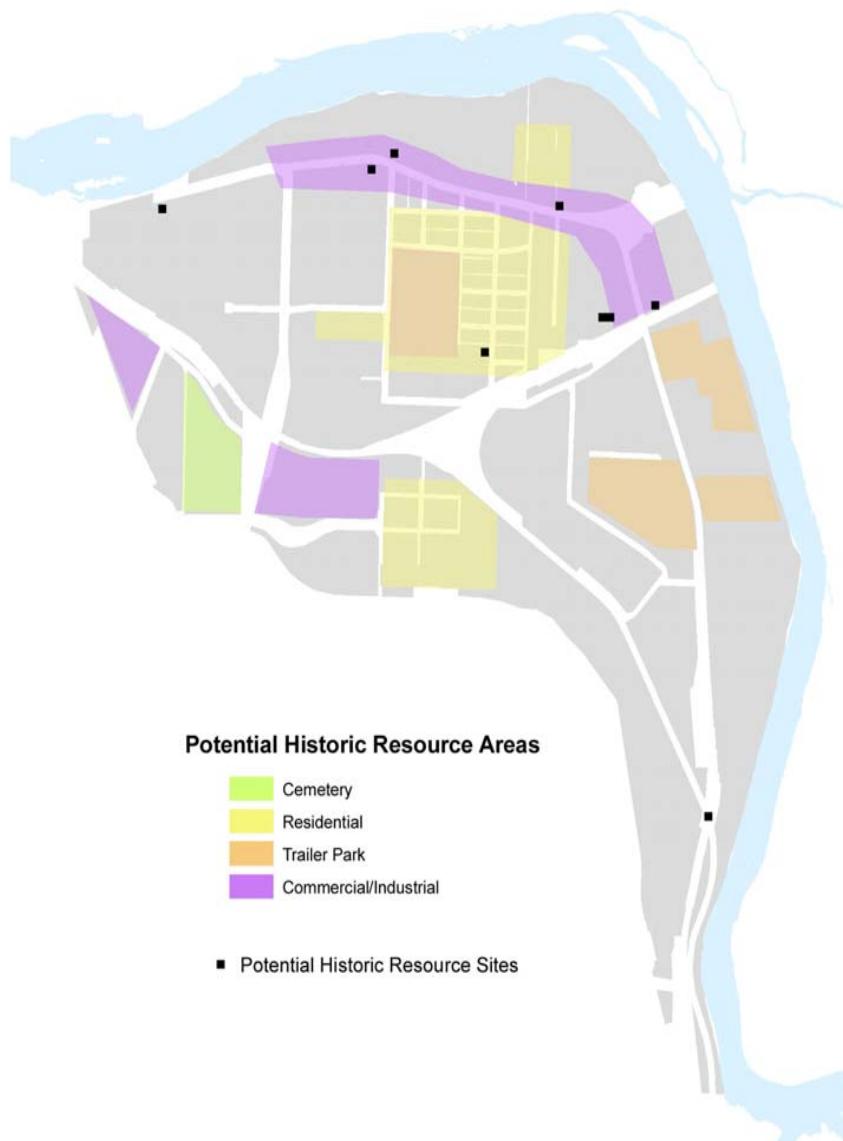
A windshield survey conducted in Glenwood in 2001 identified a number of potential historic resources. As expected, many of these resources related to the historic and current status of the area as a transportation corridor. Most non-residential buildings fall within the categories of industry and manufacturing, transportation, and communications and commerce. Very few resources related to agriculture were noted. The circa 1910 Laurel Grove Cemetery was also noted as a potential historic resource. Glenwood's residential areas, which are quite fragmented by commercial and industrial infill in some spots, contain a variety of modest buildings from the first half of the 20th century. Both single and multi-family dwellings were noted, and many are vernacular in character, reflecting Glenwood's

working class background and its unincorporated freedom from building code restrictions. In addition to more traditional housing types, Glenwood also contains a number of historic trailer parks, which are significant type in their own right.

The consultants identified several areas of Glenwood containing historic resources of sufficient age and integrity to make them potentially eligible for both National Register historic districts and individual listings. The consultants stated that the greatest potential for National Register listings include the cemetery, four trailer parks, and the residential core. While the commercial and industrial resources are too fragmented to be eligible for districts, multiple property submissions or individual nominations may be possible for those resources. The accompanying map documents the historic resources called-out in the windshield survey as meriting further research.

Cultural Resources

As part of the GRP Update Project, City staff requested information from the State Historic Preservation Office regarding any known below-ground historic resources in Glenwood. The State Archaeologist, Dennis Griffin, sent a response letter to the City dated March 19, 2009. The letter states that in reviewing the statewide cultural resource database, it was determined that almost no previous cultural resource surveys have been completed near the project area. However, the project area lies within an area generally perceived to have a high probability for possessing archaeological sites and/or buried human remains. Mr. Griffin stated that there are no known prehistoric archaeological resources in the area, and the

Glenwood Potential Historic Resource Areas & Sites

only historic archaeological site in the State's records is the railroad junction trestle built around 1926 near E. 19th Avenue.

Given the uncertainty regarding possible cultural resources in Glenwood, the State Archaeologist recommended taking precautionary measures during all future ground disturbing activities in Glenwood. ORS 358.905 and ORS 97.740 protect archaeological sites and objects and human remains on public and private land in Oregon, and all new development and redevelopment in Glenwood is subject to these provisions per the development review criteria outlined in the Springfield Development Code.

Policy Guidance

Statewide Planning Goal 5 – Natural Resources, Scenic and Historic Areas, and Open Spaces – provides policy direction regarding historic resources in Oregon. As such, Oregon Administrative Rule (OAR) 660-023-0200 states that local comprehensive plans should foster and encourage the preservation, management, and enhancement of structures, resources, and objects of historic significance within the jurisdiction. In addition, it states that local governments are encouraged to adopt historic preservation regulations regarding the demolition, removal, or major exterior alteration of all designated historic resources. While at one time, local governments were required to inventory historic resources and conduct an Economic, Social, Environmental, and Energy analysis of inventoried resources, that requirement has been eliminated from the OARs.

In conformance with Statewide Planning Goal 5, the Eugene-Springfield Metropolitan Area General Plan's (Metro Plan) Historic

Preservation Element outlines the goals, objectives, and policies for historic preservation in the metropolitan area. The element's goals and objectives are to preserve and restore reminders of our origin and historic development as links between past, present, and future generations by expanding public awareness of the area's history and encouraging the restoration and preservation of sites, structures, objects, and areas of cultural, historic, and archaeological interest (Metro Plan pp. III-I-1 - III-I-2). The element's specific policies are as follows:

- I.1 Adopt and implement historic preservation policies, regulations, and incentive programs that encourage the inventory, preservation, and restoration of structures; landmarks; sites; and areas of cultural, historic, or archaeological significance, consistent with overall policies.
- I.2 Institute and support projects and programs that increase citizen and visitor awareness of the area's history and encourage citizen participation in and support of programs designed to recognize and memorialize the area's history.
- I.3 Explore the feasibility of a metropolitan non-profit historic preservation development organization to bring together public and private funding sources.
- I.4 Periodically review state and federal programs intended to assist in preservation of historic and archaeological sites for possible use in connection with local implementation programs.
- I.5 Monitor and evaluate the effect of these actions on other adopted policies and the metropolitan area as a whole.

- I.6 Local governments shall pursue grants from all available sources to assist with the identification and evaluation of historically significant sites (Metro Plan p. III-I-2).

The current GRP only has one policy related to historic preservation, and it states that Springfield shall recognize potentially historic resources that exist in Glenwood and support historic preservation efforts (GRP p. 96). At the time the policy was written, Goal 5 required cities and counties to inventory historic resources. Therefore, it was anticipated that Eugene would implement this policy by conducting an inventory of historic resources after the plan was adopted and pursue preservation efforts based on the results of the inventory. However, the jurisdictional transfer, combined with the removal of the inventory requirement from Goal 5, has led to this policy not being implemented to date.

Once Springfield took over jurisdiction of Glenwood, it recognized that virtually no historic resource work had been conducted. In an effort to ascertain the number and type of potential historic resources in Glenwood, the City hired a historic preservation consultant firm to conduct a windshield survey in 2001. As the name implies, windshield surveys are cursory automobile-based surveys of an area to identify potential historic resources that are worthy of future research. In their final report, the consultants stress that the history of Glenwood has never been thoroughly documented. In fact, the consultants recommended that the City establish a complete historic context statement specifically for Glenwood. Such a statement would result in a better understanding of the trends and events that influenced the area and would provide a better context for evaluating the significance of historic resources. The consultants

also recommended a selective Reconnaissance Level Survey be conducted in Glenwood based on the areas identified in the windshield survey to more thoroughly identify and evaluate Glenwood's historic resources and, ultimately, protect Glenwood's significant historic resources.

No follow-up to the windshield survey in Glenwood has occurred to date. Preliminary discussions with the State Historic Preservation Office (SHPO) indicates that the best way to meet Goal 5 through the GRP Update Project is to complete a selective Reconnaissance Level Survey according to SHPO standards as recommended in the windshield survey report. Estimates from several historic preservation consultants suggest that conducting such a survey would cost approximately \$20,000. The Historic Commission has access to biannual grant funding for conducting these types of surveys through SHPO's Certified Local Government program, and the next funding cycle runs from 2010 – 2012, with grant applications due in January 2010. However, the Historic Commission has indicated that it is not interested in requesting substantial grant funds for survey work in Glenwood if there is little commitment on the part of Springfield and the community to actually preserve the resources that would be identified for protection. Other funding sources for this type of survey work include the City's General Fund and Glenwood's Urban Renewal funds.

In the event that a Reconnaissance Level Survey is conducted in Glenwood, Springfield, in collaboration with the Historic Commission, must determine what, if any of the identified resources, are worthy of protection. Such resources can be nominated for inclusion in the local Historic Landmark Inventory. All historic resources listed in the

Springfield's adopted Historic Landmark Inventory are regulated under the Springfield Development Code Section 3.3-900, Historic Overlay District.

Conclusion

A strong property rights ethic embodied by many Oregonians has weakened historic preservation efforts throughout the state over the last twenty years. Preservation of historic resources is thus left to activist communities and Historic Commissions, something that Springfield is not. As a result, the policy implementation actions outlined in the existing GRP have not been met.

It is true that at first glance, it may not appear that there is much remaining of historical Glenwood. However, it is only through an understanding of Glenwood's history that significant details will begin to reveal themselves. In Glenwood, these details will not be revealed in the more popular image of high-style Victorian architecture. The types of historical images that Glenwood has to offer lay more in its rural vernacular architecture with emphasis on general development patterns, landscape features, and possible archeological sites.

Without a commitment on the part of the City, the Historic Commission, and the community at large to document Glenwood's history and protect resources that are identified as meriting preservation, Glenwood's contribution to the area's cultural history will be lost as the area redevelops over time. In fact, one of the potential historic resources identified in the 2001 windshield survey, the Automatic Heat sign, no longer exists. It is certainly possible that

through the GRP Update process it will be determined that there are no historic resources in Glenwood worth preserving at the expense of other community goals for redevelopment, density, and provision of buildable land. However, without a thorough inventory of Glenwood's potential historic resources, it is not possible to even start this conversation.

Transportation System



Introduction

Glenwood is exceptionally well-located in terms of its access to regional and interstate transportation systems like Franklin Boulevard and Interstate 5 (I-5) and is centrally located in the heart of the Eugene-Springfield metropolitan area. Much of Glenwood's development has been associated with its location in relation to the State highway system, the Interstate system, and the two railroad lines that bisect the area. One reason that Glenwood has historically been a location for industrial development is its easy access off of Franklin Boulevard and McVay Highway. Subsequent construction of I-5 on the southern and western boundary of Glenwood in the 1950s and construction of Glenwood Boulevard's I-5 interchange in 1980 enhanced the area's easy access for truck traffic to and from Glenwood's industrial areas.

Two main railroad lines run through Glenwood, the Union Pacific main line and the Siskiyou line. The I-5 Corridor line is operated by the Union Pacific Railroad. While this line runs east-west through Glenwood, it provides north-south service between Seattle and Los Angeles with connections to the national rail network. The Siskiyou line extends south from the I-5 Corridor line at the Springfield Junction in Glenwood and is operated by the Central Oregon and Pacific Railroad. The railroad lines add to the range of transportation options for the shipment of goods, increasing the area's attraction of industrial development. At the same time, these rail lines affect the safety and connectivity of the street system. At-grade crossings create a potential conflict point between rail traffic and vehicles, pedestrians, and cyclists crossing the rail. For this reason, at-grade crossings are discouraged and closed whenever possible. The lack of

at-grade crossings reduces connectivity in Glenwood, particularly for pedestrians and cyclists, where several streets dead end at the tracks. Grade-separated rail crossings on McVay Highway and Glenwood Boulevard have bridges that lack sufficient width to provide adequate bicycle lanes or sidewalks, and they cannot be easily widened.

The Oregon Department of Transportation (ODOT) has jurisdiction over Franklin Boulevard and McVay Highway in Glenwood, with jurisdiction over other streets shared by Springfield and Lane County. Franklin Boulevard is a primary east-west arterial connection between Eugene and Springfield. McVay Highway and Glenwood Boulevard provide connections between Franklin Boulevard and I-5 to the south. Franklin Boulevard and McVay Highway currently experience traffic congestion during the morning and evening peak hours, particularly at their intersection in Glenwood.

Glenwood's lack of urban standards during its early development have created transportation challenges for the area. Many streets in Glenwood lack sidewalks, bicycle lanes, and street lights, so no facilities in Glenwood were designed to provide a safe and continuous route for cyclists and pedestrians through Glenwood. Sidewalks on Franklin Boulevard are narrow, non-continuous, and abut the heavily-trafficked roadway. On the north side of Franklin, the right-of-way extends only to the curb, with the sidewalk on private property.

Portions of Glenwood are well-served by transit service, with the EmX bus rapid transit line providing frequent east-west service on Franklin Boulevard and weekday bus service on McVay Highway.

For Glenwood residents of working age, 11% either bike or walk to work. This number is on par with Eugene's average of 12% and far higher than Springfield as a whole where only 3% of people bike or walk to work. On the other hand, only 2% of Glenwood workers take public transit¹ as compared to 5% in Eugene and 5% in Springfield. Workers in Glenwood seem to be split fairly evenly between those who work during normal weekday business hours and those who leave for work either later in the day or earlier in the morning.

Glenwood's existing transportation network provides opportunities and challenges for a wide range of transportation modes, including autos, pedestrians, trains, transit, and bicyclists. Many of these opportunities and challenges are interrelated, and will need to be addressed accordingly.

Street Network

Existing Streets

Existing streets are defined by street classifications, including, but not limited to arterial, collector, and local. An arterial street is a moderate or high-capacity street that is immediately below a highway level of service. Much like a biological artery, an arterial street carries large volumes of traffic between areas in urban centers. Arterials are noted for their lack of residential entrances directly onto the street, except in older or denser communities; they are designed to carry traffic between neighborhoods, and have intersections with collector and local streets. Often, commercial areas, such as shopping centers, gas stations, and other businesses are located on arterials, and these streets also link up to expressways

and freeways with interchanges. A collector street is a low or moderate-capacity street that is below highway or arterial level of service and supports both thru traffic and access. A collector street tends to lead traffic from local streets or sections of neighborhoods to activity areas within communities, arterial streets or, occasionally, directly to expressways or freeways. A local street is a minor street in a street network, typically leading off a collector street and provides access to mostly residential areas.

Franklin Boulevard

Franklin Boulevard is a five-lane major arterial under ODOT's jurisdiction. Franklin Boulevard, also known as Oregon Highway 126, is classified as a Statewide Highway in the Oregon Highway Plan and is part of the National Highway System. As a Statewide Highway, Franklin Boulevard is managed by ODOT for safe and efficient, high-speed, continuous-flow operation with minimal interruptions. There are four signalized intersections with pedestrian crossings on Franklin Boulevard at Glenwood Boulevard, Henderson Avenue, Brooklyn Street, and McVay Highway. Speed limits range from 35-45 mph, and the right-of-way along Franklin Boulevard varies from approximately 65 to 95 feet. Upon entering Glenwood on Franklin Boulevard from Eugene, there are striped bicycle lanes on the north and south sides of the street that extend east to Glenwood Boulevard; otherwise there are no bike lanes along Franklin Boulevard. Where sidewalks do exist, they are mostly disjointed, discontinuous, narrow, unpaved, curbside, and do not meet Springfield's Standard Specifications. Power lines, utility poles, and numerous curb cuts interfere with pedestrian travel and lead to dangerous traffic patterns and conflicts between all modes of travel.

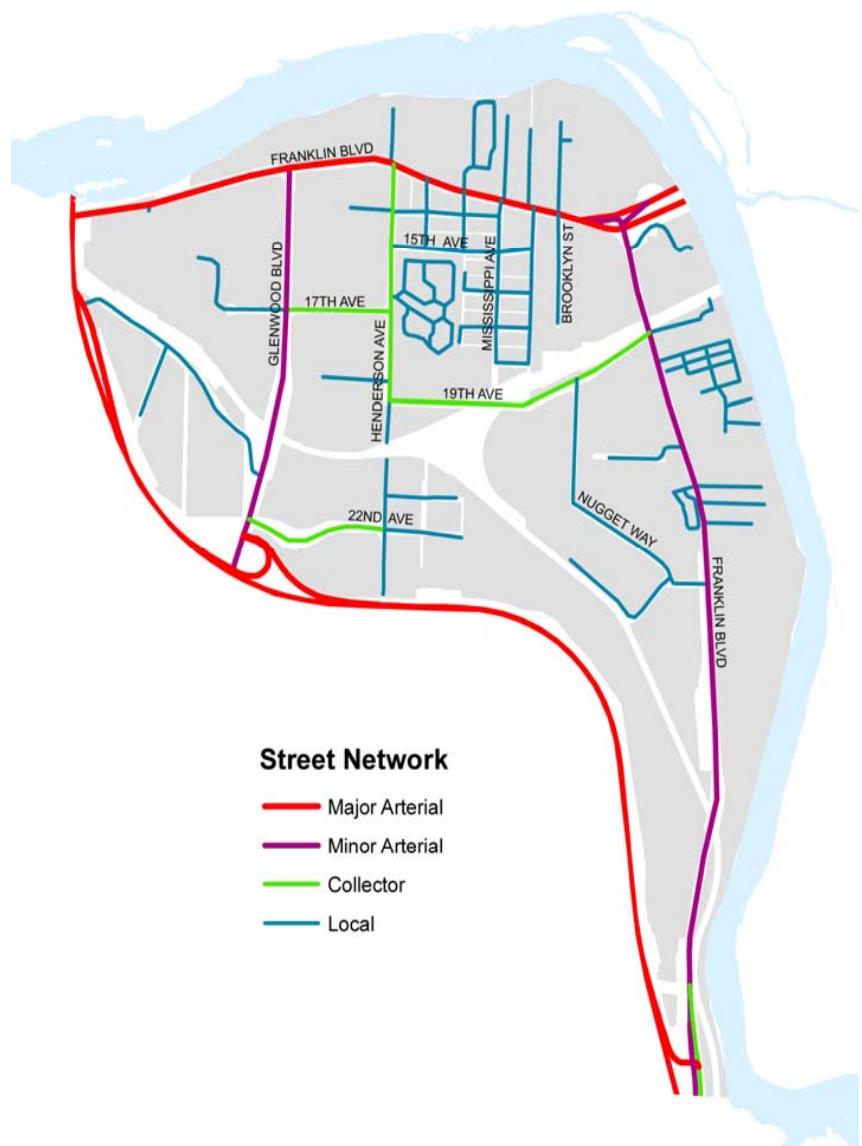
In recent years, ODOT has studied several safety issues on Franklin Boulevard. In October 2003, the State Traffic Engineer approved two additional marked crosswalks; one at the Lane Transit District bus station at Lexington Avenue and Franklin Boulevard and also at a mid-block crossing between Lexington Avenue and Mississippi Avenue. In January 2007, ODOT studied the possible removal of the signal at the intersection of S. Brooklyn Street and Franklin Boulevard and determined that removing the signal was not the best option at the time due to poor sight distance, pedestrian traffic, and possible future driveway closures in the vicinity of the signal. A rebuild of the traffic signal was recommended.

Updating Franklin Boulevard to urban standards² is a future roadway project listed in the City Transportation System Plan, TransPlan, and the Regional Transportation Plan, as discussed below.

Henderson Avenue

Henderson Avenue is a two-lane street classified as a collector that is bisected by the railroad. Henderson Avenue from Franklin Boulevard to E. 19th Avenue is under Lane County's jurisdiction, and from E. 21st Avenue south is under Springfield's jurisdiction. Henderson has approximately 66 feet of right-of-way. There is a signalized intersection at the corner of Henderson Avenue and Franklin Boulevard. The site distance for the south leg of the intersection looking to the west is poor and therefore a 'no turn on red' sign is located at this intersection. The street is not improved to urban standards, and it contains no on-street parking, bike lanes, planter strips, or sidewalks.

Glenwood Street Network



McVay Highway

McVay Highway is also the south segment of Franklin Boulevard and a two-lane highway classified as a minor arterial and is under ODOT's jurisdiction. McVay Highway is classified as a District Highway in the Oregon Highway Plan with a management objective of moderate- to low-speed operation to balance traffic flow with the need for pedestrian and bicycle movements. The existing right-of-way on McVay Highway varies between 60 feet and 205 feet. There is a railroad bridge that crosses over McVay Highway. McVay Highway is not improved to urban standards; however, upgrading McVay Highway to urban standards is a future roadway project listed in TransPlan and the Regional Transportation Plan, as discussed below.

Glenwood Boulevard

Glenwood Boulevard is a two-lane street classified as a minor arterial that is under Springfield's jurisdiction from E. 19th Avenue south to the I-5 interchange and under Lane County's jurisdiction from E. 19th Avenue to Franklin Boulevard. The right-of-way varies from about 50 feet to 200 feet and contains no on-street parking. There is a signalized intersection at the corner of Glenwood Boulevard and Franklin Boulevard, and a railroad bridge crosses over Glenwood Boulevard. The street is paved with a sidewalk and planter strips on the east side from Franklin Boulevard to E. 19th Avenue but lacks bike lanes. Glenwood Boulevard is partially built to urban standards from Franklin Boulevard to E. 17th Avenue, but it is not built to urban standards south of E. 17th Avenue.

East 17th Avenue

E. 17th Avenue is a two-lane street and is classified as a collector between Glenwood Boulevard and Henderson Avenue and is under Springfield's jurisdiction. E. 17th Avenue has approximately 60 feet of right-of-way with curb, gutter, and parking on both sides and is currently in need of reconstruction. E. 17th Avenue has a sidewalk on the north side, and a small section of sidewalk on the south side.

East 19th Avenue

E. 19th Avenue is a two-lane street classified as a collector between Henderson Avenue and McVay Highway and is under Lane County's jurisdiction. There is approximately 60 feet of right-of-way with no parking, curbs, or gutter. The street is not improved to urban standards. E. 19th Avenue provides the only at-grade rail crossing in Glenwood.

East 22nd Avenue

E. 22nd Avenue is a two-lane street classified as a collector between Glenwood Boulevard and Henderson Avenue and is under Springfield's jurisdiction. The right of way varies from 68 feet to 100 feet. E. 22nd Avenue has striped shoulders but no parking and is currently in need of a thin lift overlay. E. 22nd Avenue is not built to urban standards.

Local Streets

Glenwood is also serviced by several local streets. These roadways are concentrated in an area often referred to as the Glenwood Local Core or Core Residential Neighborhood. This area is bounded by

Henderson Avenue on the west, S. Brooklyn Street on the east, Franklin Boulevard on the north and E. 19th Avenue on the south. Most of these local streets are comprised of asphalt mat with a gravel shoulder and roadside ditches, although some are simply gravel lanes. The age and condition of these facilities have deteriorated to the point where the gravel is no longer visible and the ditches are not functioning as originally designed. The right-of-way width is variable and in some locations is so narrow that the roadways could not be constructed to current urban standards without acquiring additional property. In some cases, the homes intrude into the right-of-way. However, despite the condition of these facilities, residents in the past have stated a desire to not substantially alter the conditions of their neighborhood.

A smaller contingent of local streets is in an area located north of E. 22nd Avenue. The condition of the asphalt mat in this area is similar to that of the Glenwood Core, though some are even unpaved. The stated desire of the local residents, as referenced in the current Glenwood Refinement Plan (GRP) policies concerning these areas, is to leave the area ‘as is’ and to do nothing to force the costs of change onto the residents of the area.

Other local streets in Glenwood are dead-end streets that are in similar condition to the two neighborhood sections discussed above, with the exception that they are scattered and not clustered in neighborhoods.

Issues associated with local streets in Glenwood are not limited to pavement condition or narrow roadway widths. There are also areas where residential structures have been constructed in the street

right-of-way. This particular issue has been mostly treated with a hands-off approach in the past, due in part to the history of jurisdictional issues and the attitude of the local residents who do not want the existing condition disturbed.

Local Access Roads

Glenwood contains a number of Local Access Roads (LARs). LARs are outside of City limits in Lane County and were built many years ago, usually privately, in order to gain access to one or more properties. Over time these roads became public “as a matter of record”. State law defines a public road as a road over which the public has a right of use that is a matter of record (ORS 368.001(5)). A LAR is a public road that is not a County road, state highway, or federal road (ORS 368.001(3)). Oregon Revised Statutes 368.031 states:

- (1) A county and its officers, employees or agents are not liable for failure to improve the local access road or keep it in repair.
- (2) A county governing body shall spend county moneys on the local access road only if it determines that the work is an emergency or if:
 - (a) The county road official recommends the expenditure;
 - (b) The public use of the road justifies the expenditure proposed; and
 - (c) The county governing body enacts an order or resolution authorizing the work and designating the work to be either a single project or a continuing program.

The County regulates LAR public roads in a limited way in order to

provide basic safety to Lane County citizens. Since Lane County does not maintain LARs, in 2004 the Board ceased requiring facility permits for work within them, such as construction of a driveway approach apron. Public LARs that are part of or serve a new land division are subject to road standards; in most cases very minimum standards must be met (see LC 15.706 for more details). If new development involves 10 or more lots or parcels, additional improvements may be required. LARs that are used to provide access to a single parcel of vacant land (that is not part of a new land division) must demonstrate that emergency vehicles can gain access to the property before a building permit will be issued (specific requirements are in LC 15.045(2)).

If an LAR is within City limits it is then regulated by the City and out of Lane County's jurisdiction. LARs are not built to the local road urban standard which requires a minimum 20' width with parking bays, curb, gutter, and sidewalk.

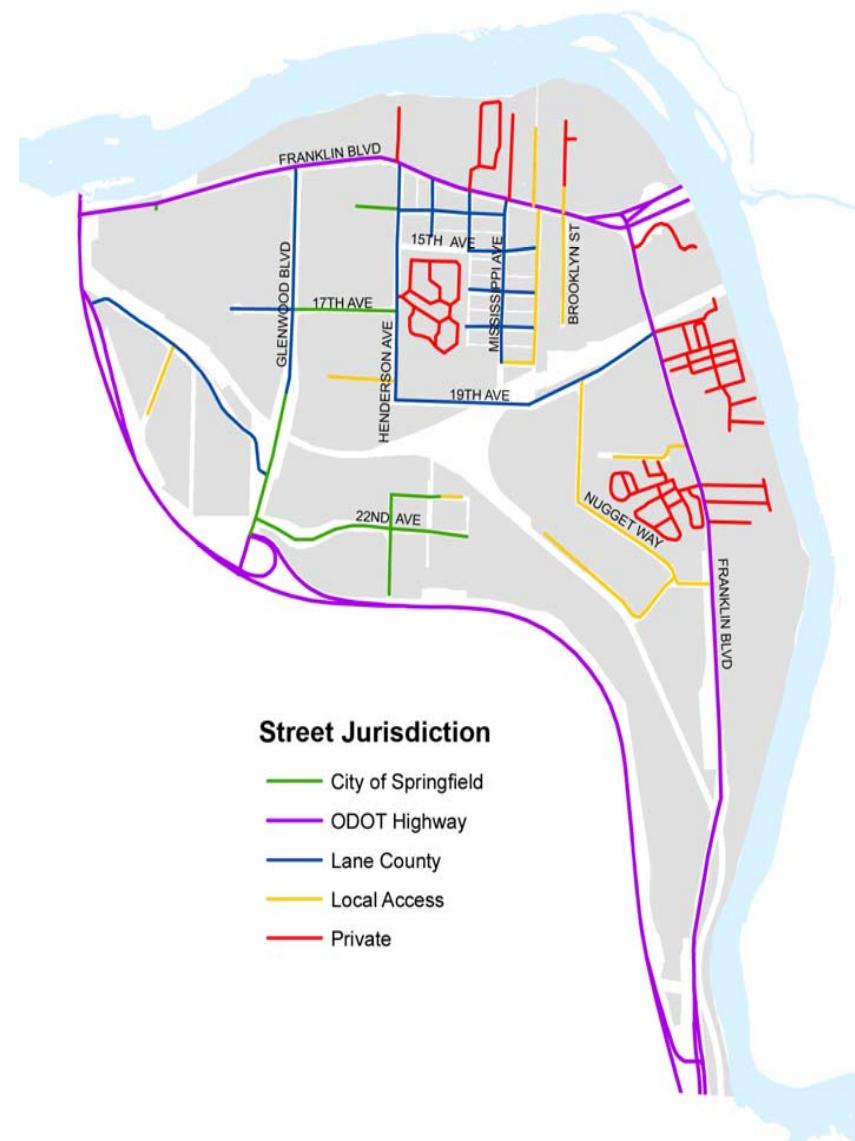
Private Streets

A number of private streets exist throughout Glenwood, primarily in the various mobile home parks. Private streets offer unique challenges in that their maintenance and upkeep are not under Springfield's control, and access to these streets is often limited, thus interrupting street continuity.

Jurisdictional Responsibilities

Due to the fact that Springfield, ODOT, and Lane County each have jurisdiction of some of the streets in Glenwood, challenges can arise when dealing with the maintenance of the roads, consistency of

Glenwood Street Jurisdiction



standards, implementation of capital projects, and responsibility for their funding. ODOT is currently considering transferring jurisdiction of Franklin Boulevard and McVay Highway to Springfield. Lane County is also interested in transferring the county roads to Springfield. While having the entire street network under one jurisdiction will address some of the negative effects of a multi-jurisdictional system, it also comes with increased costs and liability for Springfield.

Improvement Agreements

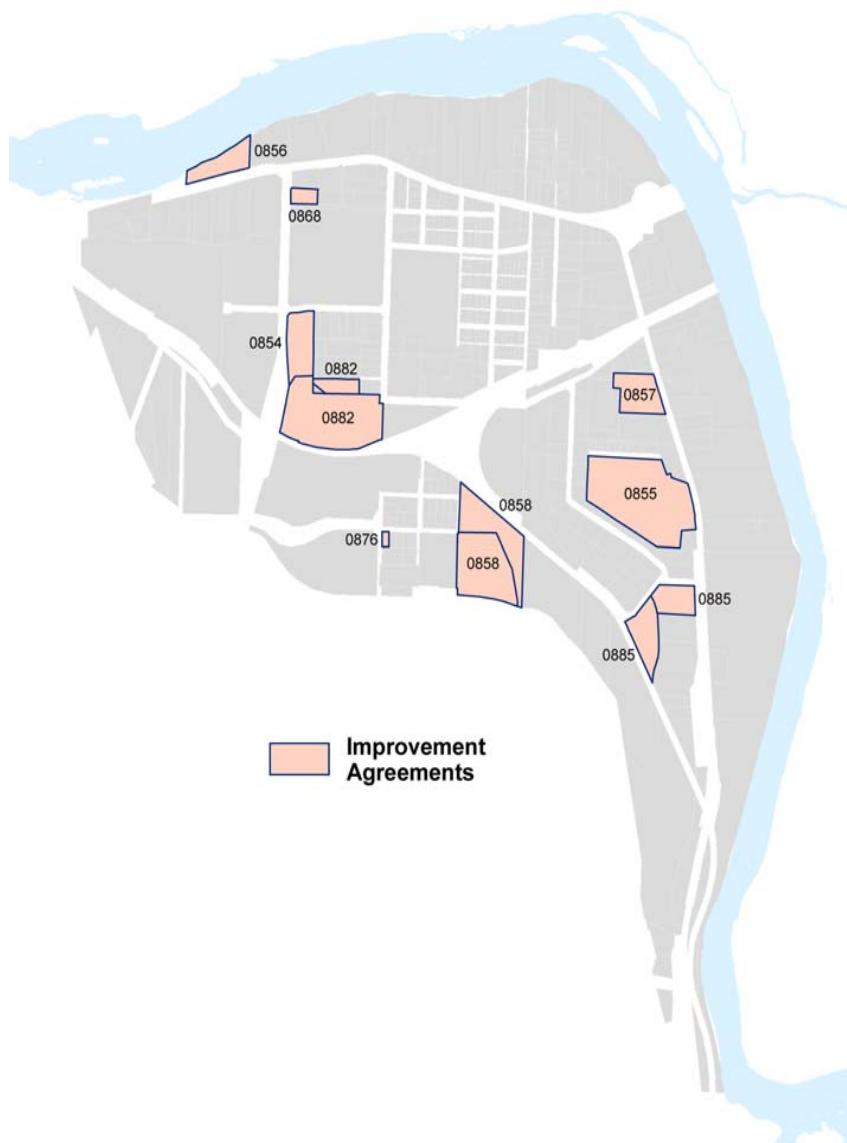
As defined in the Springfield Development Code, an Improvement Agreement is a written agreement, executed by a property owner, in consideration for Springfield deferring the construction of public improvements required for a particular development. The objective is to promote construction and cost efficiencies, coordination, and spread costs by providing an opportunity for a district-wide improvement mechanism where construction occurs in a

Glenwood Improvement Agreements

No.	Tax Lot(s)	Improvements Included in Agreement
0868	17-03-34-32 TL600	Along frontage of Glenwood Boulevard to include gutters, planter strips, and street trees
0854	17-03-34-34 TL 400	Public sidewalks adjacent to lot along Glenwood Boulevard
0882	18-03-03-20 TL 100 and 2800	Along frontage of Henderson and E. 19th Avenue to include surface paving, storm sewers, sanitary sewers, curbs, gutters, planter strips, street trees, street lights and sidewalks
0876	18-03-03-13 TL 400	Along frontage of E. 22 nd street to include surface paving, storm sewers, gutters, planter strips, street trees, street lights, and sidewalks
0858	18-03-03-13 TL 101 and 18-03-03-12 TL 3701	E. 22nd Avenue east of Morton Street including, but not limited to curb and gutters, paving, sidewalk, storm and sanitary sewers
0885	18-03-03-14 TL 200 and 500	Along frontage of Newman Street and Nugget Way to include surface paving, curbs, gutters, planter strips, street trees, and sidewalks. Other improvements include McVay Highway planter strips, street trees, and sidewalk
0855	18-03-03-11 TL 3500	Sanitary Sewer
0857	18-03-03-11 TL 1401	E. 19th Avenue, including but not limited to, paving, curb and gutters, storm sewers and sidewalks
0856	17-03-34-32 TL 400	Sanitary sewer when the City determines to install sewer in Glenwood.

Source: City of Springfield

Glenwood Improvement Agreements



coordinated effort with the participation of other properties in the area, instead of requiring immediate improvement in conjunction with each development application. There is no guarantee, however, that such a coordinated project will be possible, and Springfield's long-standing policies reserve the right to require construction of the improvements in the future at City discretion. Five of the improvement agreements currently on file were signed when Glenwood was under City of Eugene jurisdiction, yet remain valid.

Crash Data

Crash data helps identify potentially hazardous areas that can later benefit from transportation improvements. Crash information is provided by the Springfield Police Department for streets under Springfield's jurisdiction, and crashes occurring on State and County facilities are provided to the City by ODOT and Lane County. This information is most relevant in five-year increments given the fact that conditions such as traffic volumes change over time, reducing the relevancy of older crash data. The Glenwood Crash Data table on the next page provides a list of fatal, non-fatal, and property-damage only crashes in Glenwood from 2003 through 2007.

A large number of crashes have occurred near the intersection of Franklin Boulevard and Seneca Street, and on Franklin Boulevard at multiple driveway locations between Concord and the Springfield Bridges.

Level of Service

Springfield's standard method for evaluating traffic operations is according to Level of Service (LOS) standards. LOS is a qualitative

Glenwood Crash Data

Date	Street	Fatal	Non-Fatal	PDO
2007	Franklin Boulevard	1	4	7
2006	Franklin Boulevard	0	8	10
2005	Franklin Boulevard	0	7	11
2004	Franklin Boulevard	0	1	6
2003	Franklin Boulevard	0	5	15
2007	Glenwood Boulevard	0	0	2
2006	Glenwood Boulevard	0	0	1
2005	Glenwood Boulevard	0	0	1
2004	Glenwood Boulevard	0	0	5
2007	McVay Highway	0	3	4
2006	McVay Highway	0	4	6
2005	McVay Highway	0	1	5
2004	McVay Highway	0	1	5
2003	McVay Highway	1	1	1
2005	Brooklyn Avenue	0	0	1
2007	Henderson Avenue	0	0	1
2003	Henderson Avenue	0	0	1
	Totals	2	35	82

Source: ODOT

Note: PDO = Property Damage Only

standard describing operational conditions within a traffic stream and its perception by motorists and is considered to be a measure of delay. It is generally defined in terms of speed and travel time, freedom to maneuver, traffic interruptions, comfort and convenience, and safety. LOS is conveyed on a scale from A through F, with A being the best operational conditions and F the worst.

As a measure of level of service, volume-to-capacity (v/c) describes the capability of an intersection to meet volume demand based upon the absolute maximum number of vehicles that could be served in an hour. The v/c is calculated by taking the peak hour traffic volume (vehicles per hour) on a highway section and dividing by the maximum volume of traffic that the highway can handle. The v/c is the ODOT mobility standard established through the Oregon Highway Plan for intersections under ODOT's jurisdiction. Since Franklin Boulevard is under ODOT jurisdiction, the v/c standard applies. As a Statewide Highway, the ODOT v/c standard for Franklin Boulevard is 0.85, which means that peak hour traffic on Franklin Boulevard uses 85% of Franklin Boulevard's capacity to handle traffic.

The v/c mobility standard for McVay Highway is 0.90. The v/c ratios for Franklin Boulevard and McVay Highway are different because the two streets are classified differently in the Oregon Highway Plan. Franklin is classified as a Statewide Highway while McVay is classified as a District Highway. In 2002, ODOT found that McVay Highway in each direction exceeded the maximum v/c ratio. In projecting out to 2025, ODOT has determined that while each direction of McVay is within the existing standard, there are segments that exceed the standard. ODOT recommends retaining existing mobility standards, investigating potential improvements to the Franklin/McVay intersection area, and investigating ways to increase the share of alternative mode trips to and from Lane Community College (LCC). Targeting LCC for enhanced transit may have an effect not reflected in the 'double alternative mode' scenario mentioned above.

In 2005, a transportation analysis was conducted as part of the Glenwood Specific Area Plan and provided traffic counts and an

intersection operational analysis of Franklin Boulevard at Brooklyn Street and Franklin Boulevard at McVay Highway. The report provided an assessment of the current operations in 2005 at the intersections and an analysis of future-year conditions. The study showed a v/c of 0.37 for Franklin Boulevard at Brooklyn Avenue and .85 for Franklin Boulevard at McVay Highway. The intersection of Franklin and McVay barely met the ODOT mobility standard of 0.85 at that time, which suggests that the intersection will fail to meet the mobility standard with higher traffic volumes.

Traffic Counts

Traffic count data is required for calibrating transportation models and for characterizing current conditions and level of service on roadways. Traffic counts are completed by Springfield and ODOT, depending on the jurisdiction of the street.

The 2008 Springfield traffic counts recorded 5,771 vehicle trips per day on Glenwood Boulevard near the I-5 interchange and 5,303 vehicle trips per day on Glenwood Boulevard near Franklin Boulevard. The 2008 ODOT traffic counts for Franklin Boulevard and McVay Highway have not been released yet.

Street Conditions

The condition of the street network in Springfield, including Glenwood, is monitored by the Public Works Maintenance Division and currently utilizes the Hansen Infrastructure Management System. Periodically, maintenance personnel conduct surveys to evaluate the condition of the existing facilities, and the information is used to schedule maintenance, repair, and even re-construction. The

Hansen System output for Glenwood can be found in Appendix A of this report. From this data, a list can be created showing the repair and maintenance schedule that is needed to keep the streets in operational condition. Based on cost and roadway hierarchy, Springfield personnel are able to prioritize necessary repairs.

As a general rule, repairs that are delayed have an exponential effect on the cost of the ultimate repairs. Unfortunately, Glenwood has a long history of deferred maintenance that has placed the street network in a vulnerable position despite ODOT's recent upgrades and resurfacing projects. The main roadway arteries continue to function for the use of private vehicle traffic, but the entire system lacks multi-modal facilities that meet today's urban standards. Therefore, the general condition of the street network in Glenwood is that of a substandard and antiquated system that no longer meets the needs of the residents who live there or the traveling public who cross Glenwood on a daily basis.

TransPlan & RTP Roadway Projects

TransPlan is a plan that guides regional transportation system planning and development in the Eugene-Springfield metropolitan area while the Regional Transportation Plan (RTP) guides planning and development of the transportation system within the Central Lane Transportation Management Area. The RTP was most recently updated in November 2007, while TransPlan was most recently updated in July 2002. TransPlan will be updated/modified to become the Regional Transportation System Plan. While TransPlan historically served as the local Transportation System Plan for Springfield and Eugene, both cities are currently creating separate

Transportation System Plans as part of the HB3337 process discussed in Footnote 2 on page 10 of the Existing Conditions Report.

Development of TransPlan and the RTP has historically been managed by the Central Lane Metropolitan Planning Organization (MPO). A metropolitan planning organization is the local agency designated by federal law to have the lead responsibility for regional transportation planning for areas with a population greater than 50,000. The Central Lane MPO is a forum for cooperative transportation decision-making for the Eugene-Springfield metropolitan area and Coburg. The MPO produces plans and programs that focus on the regional aspects of transportation planning. The MPO channels federal funding to local transportation projects and programs through a planning process that is comprehensive, cooperative, and continuing.

Projects in the RTP are initiated at the local and state level (i.e., within the planning processes of the cities of Eugene and Springfield, Lane County, and Coburg, Lane Transit District, and ODOT). The Statewide Transportation Improvement Program, known as STIP, is Oregon's four-year transportation capital improvement program. It is the document that identifies the funding for, and scheduling of, transportation projects and programs. The Metropolitan Transportation Improvement Program (MTIP) is a set of transportation improvements and projects that are scheduled to occur within the Central Lane MPO area over a four-year period. Federal legislation requires that the MPO, in cooperation with the State and with transit operators, develop an MTIP that is updated and approved at least every four years. All projects within the MTIP

Glenwood Roadway Projects Proposed in TransPlan

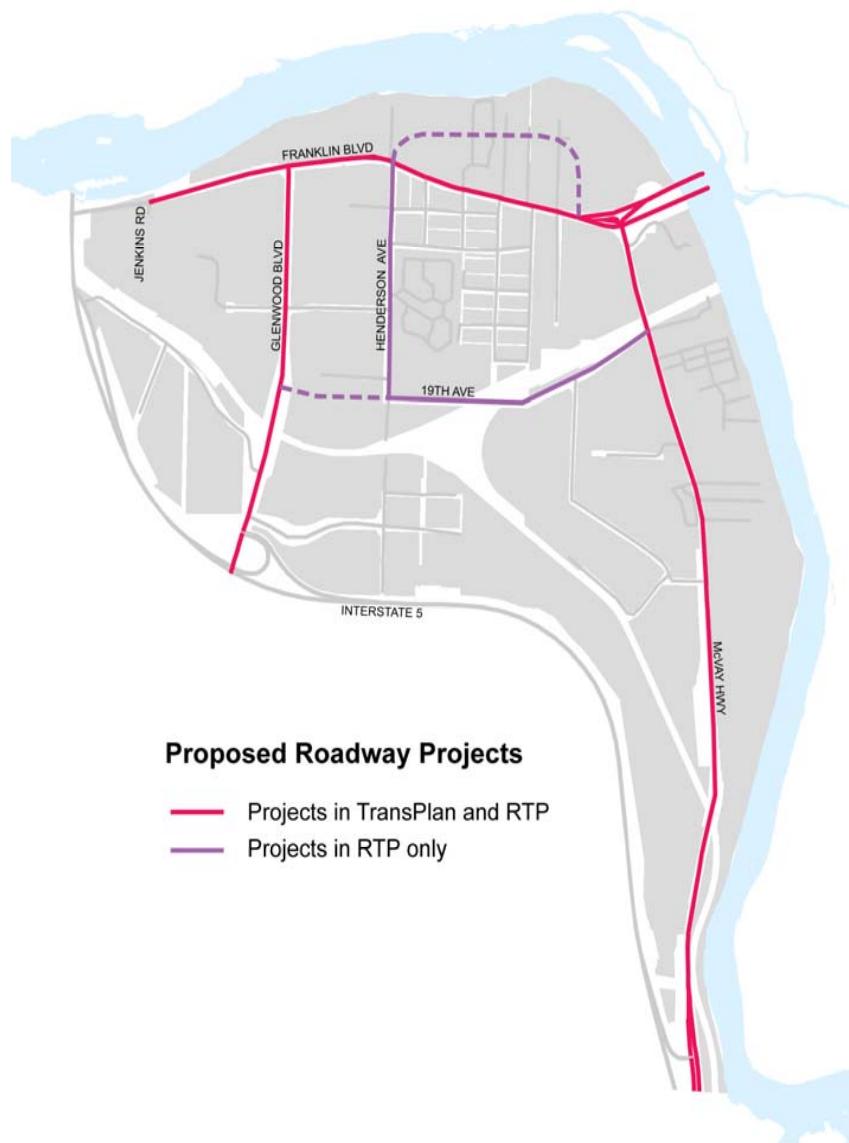
Project	No.	Area	Description	Status/Cost
Glenwood Boulevard	836	Franklin to I-5	Upgrade to urban facility	Financially Constrained/ \$800,000
McVay Highway	833	I-5 to Franklin	Upgrade to 3-lane urban facility: Intersection improvements at I-5 and Franklin	Future Project/ \$6.5 mil
Franklin Boulevard	839	Jenkins to Mill	Upgrade to urban facility	Future Project/ \$5 mil

Source: *TransPlan December 2001, LCOG*

Glenwood Roadway Projects Proposed in RTP

Project	No.	Area	Description	Cost
Glenwood Boulevard	836	I-5 to Franklin	Upgrade to 3-5 lane urban facility	\$1.89 mil
19th Ave.	861	Glenwood Blvd. to Henderson	Upgrade to 2-3 lane collector	\$2 mil
North Glenwood Collector	897	Franklin/McVay north and south to Franklin	New collector to serve redevelopment area	\$2 mil
Franklin Boulevard	802	Jenkins to McVay	Facility Plan	\$500 K
Franklin Boulevard	839	Jenkins to Mill	Upgrade to urban facility	\$6.19 mil
McVay Highway	833	I-5 to Franklin	Upgrade to 3-lane urban facility; intersection improvements at I-5 and Franklin	\$8.05 mil

Source: *Regional Transportation Plan November 2007, Central Lane MPO*

Glenwood Roadway Projects Proposed in TransPlan & RTP

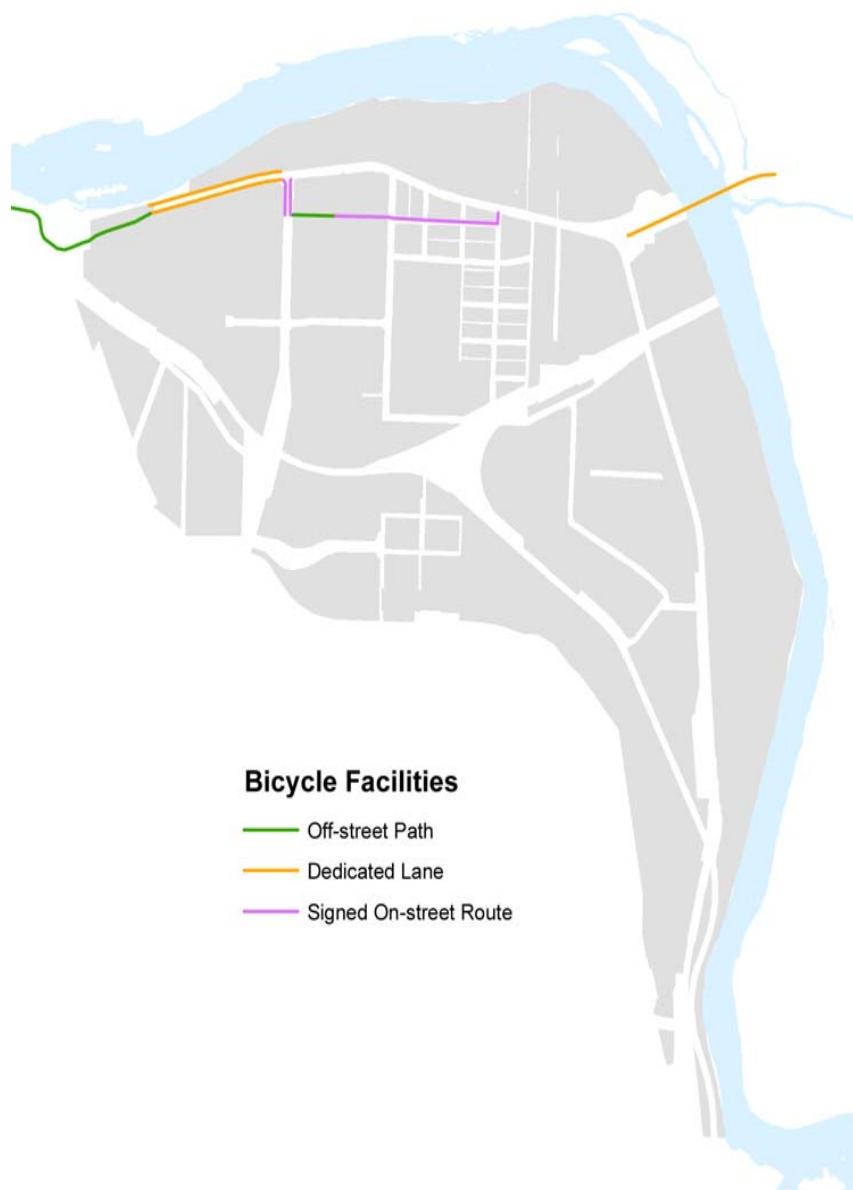
are included in the STIP. Several projects are proposed for Glenwood in TransPlan and the RTP as shown in the tables at right.

Both TransPlan and the RTP list two sets of future transportation projects: a Financially Constrained set and a Future or Illustrative set. The Financially Constrained set are those projects that can be built with the expected level of funding available over the 20-year planning period. Future Projects are those that are not planned for construction during the 20-year planning period but can be constructed earlier if additional funding is secured. As long-range plans, TransPlan and the RTP identify future projects in very general terms. Projects are defined in more detail when they are selected for inclusion in short-range capital improvement plans.

A list of the TransPlan and RTP roadway projects in Glenwood can be found in the tables on the prior page. One project outside Glenwood that will have an impact on Glenwood is a Project No. 257, a Future Project projected to cost \$15 million. This project is to construct an interchange(s) at 1-5 at McVay Highway and 30th Avenue in Eugene. This future project may combine these into one interchange, or just expand the split interchange that exists.

Bicycle System

Currently, there are limited bicycle facilities that provide safe and continuous movement throughout Glenwood. There is an off-street multi-use path starting at Walnut Street in Eugene that ends near the western entrance to Glenwood. Upon entering Glenwood on Franklin Boulevard from the west, there are striped bicycle lanes on the north and south sides of the streets that extend east and end at

Glenwood Bike Facilities

Glenwood Boulevard. The bicycle lane on the north side does not connect safely to the multi-use path, forcing cyclists to cross Franklin Boulevard without a safe crossing treatment to the south to access the path.

There is a signed bicycle route with striped shoulders on Glenwood Boulevard from Franklin Boulevard to the E. 14th Avenue multi-use path that enables cyclists to avoid a portion of Franklin Boulevard. This multi-use path extends from Glenwood Boulevard to Henderson Avenue at E. 14th Avenue, where a signed bicycle route extends to north to reconnect with Franklin Boulevard. A striped bicycle lane exists on the south side of the Springfield Bridge for eastbound traffic only. However, it is important to note that there are no bicycle facilities extending from Henderson Avenue to the Springfield Bridges.

The lack of connectivity throughout Glenwood makes bicycle travel hazardous. The lack of roadway connectivity to surrounding neighborhoods compounds the unsafe bicycling conditions throughout Glenwood by requiring cyclists to use arterial streets, most of which lack adequate bicycle lanes or sidewalks.

TransPlan & RTP Bicycle Projects

As with the street network, TransPlan and the RTP outline Future or Illustrative Projects, as well as Financially Constrained projects over a 20-year planning horizon. There are eight bicycle improvement projects listed in the July 2002 TransPlan, and there are eight bicycle improvement projects in the November 2007 RTP.

Glenwood Bicycle Projects Proposed in TransPlan

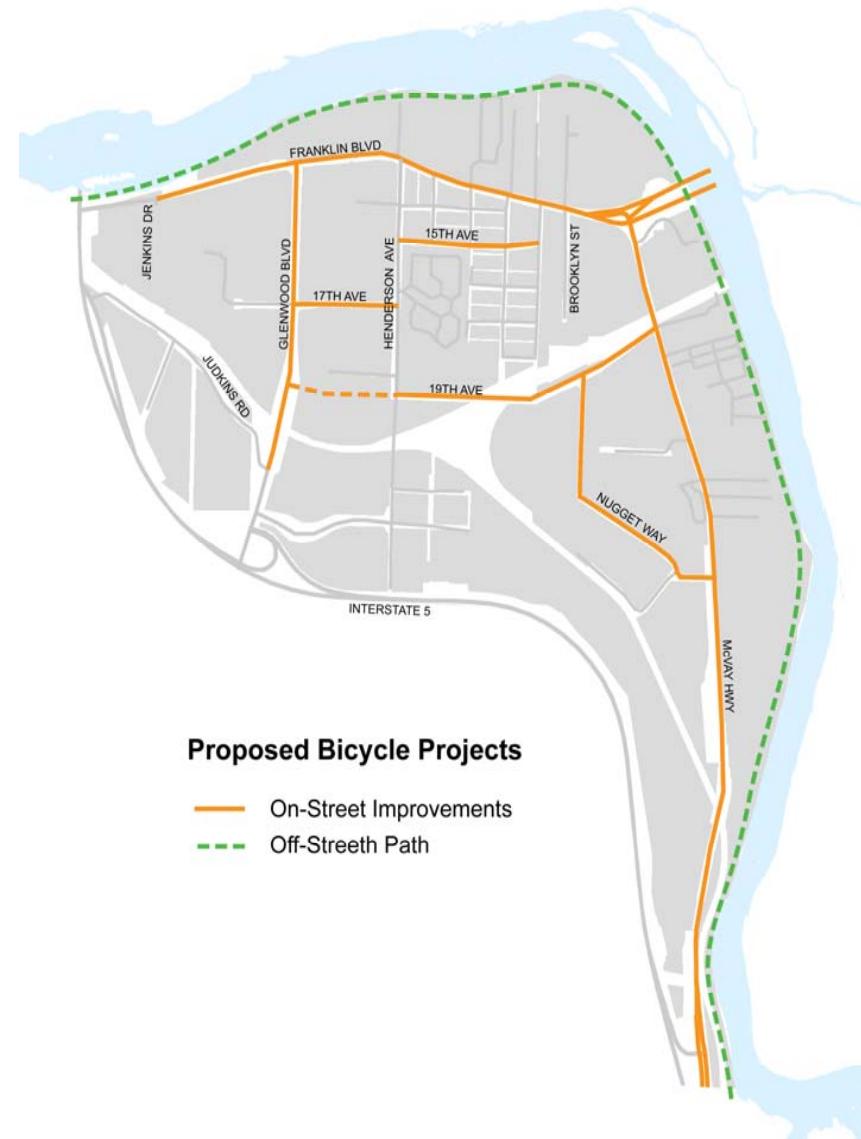
Project	No.	Area	Description
Glenwood Boulevard	827	Judkins Road to Glenwood Dr.	Striped Lane
Franklin Boulevard	824	Glenwood Boulevard to Springfield Bridges	Striped Lane
Nugget, 15 th , 17 th , 19 th	845	Nugget, 15 th , 17 th , 19 th	Route
Springfield Bridges	857	Franklin to Mill	Striped Lane
South Bank Trail (A)	851	I-5 to Springfield Bridges	Multi-Use Path
South Bank Trail (B)	854	Springfield Bridges to Seavy Loop Road	Multi-Use Path
McVay Highway	833	I-5 to Franklin	Striped Lane
Franklin Boulevard	839	Jenkins Drive to Mill Street	Striped Lane

Source: *TransPlan July 2002, LCOG*

Glenwood Bicycle Projects Proposed in RTP

Project	No.	Area	Description
Riverfront Path	851	I-5 to Springfield Bridges	Multi-Use Path
Franklin Blvd	807	Brooklyn Street to River	Striped Lane or Multi-Use Path
19th Avenue	861	Glenwood Blvd to Henderson	Striped Lane
Nugget, 15 th , 17 th , 19 th	845	Nugget, 15 th , 17 th , 19 th	Route
Glenwood Blvd	827	Glenwood Drive to Judkins Road	Striped Lane
Franklin Blvd	839	Jenkins Drive to Mill Street	Striped Lane
South Bank Trail (B)	854	Springfield Bridges to Seavy Loop Road	Multi-Use Path
McVay Hwy	833	I-5 to Franklin Boulevard	Striped Lane

Source: *Regional Transportation Plan November 2007, Central Lane MPO*

Glenwood Bicycle Projects Proposed in TransPlan & RTP

Glenwood Pedestrian Facilities

Pedestrian System

Currently, there are no streets in Glenwood that provide safe and continuous sidewalks for pedestrian movement under current standards. There are four signalized intersections with marked pedestrian crossings on Franklin Boulevard at Glenwood Boulevard, Henderson Avenue, Brooklyn Street, and McVay Highway.

Where sidewalks do exist, they are mostly disjointed, discontinuous, narrow, curbside, immediately adjacent to a heavily used highway, and do not meet Springfield's Standard Specifications nor are they compliant with the Americans with Disabilities Act. Power lines, utility poles, and numerous curb cuts interfere with pedestrian travel. Within Glenwood, there are currently no developed easements or rights-of-way providing pedestrian access to and along the Willamette River or to interior parks.

Currently, there is not a Glenwood Pedestrian Plan; however a pedestrian plan is to be developed as part of the proposed Springfield Transportation System Plan, estimated to be completed in 2010. Pedestrian elements that are planned in Glenwood are the proposed multi-use paths along the riverfront and the provision of adequate sidewalks as part of any roadway project that upgrades a facility to urban standards as listed in the Glenwood Roadway Project tables on page 98.

Transit

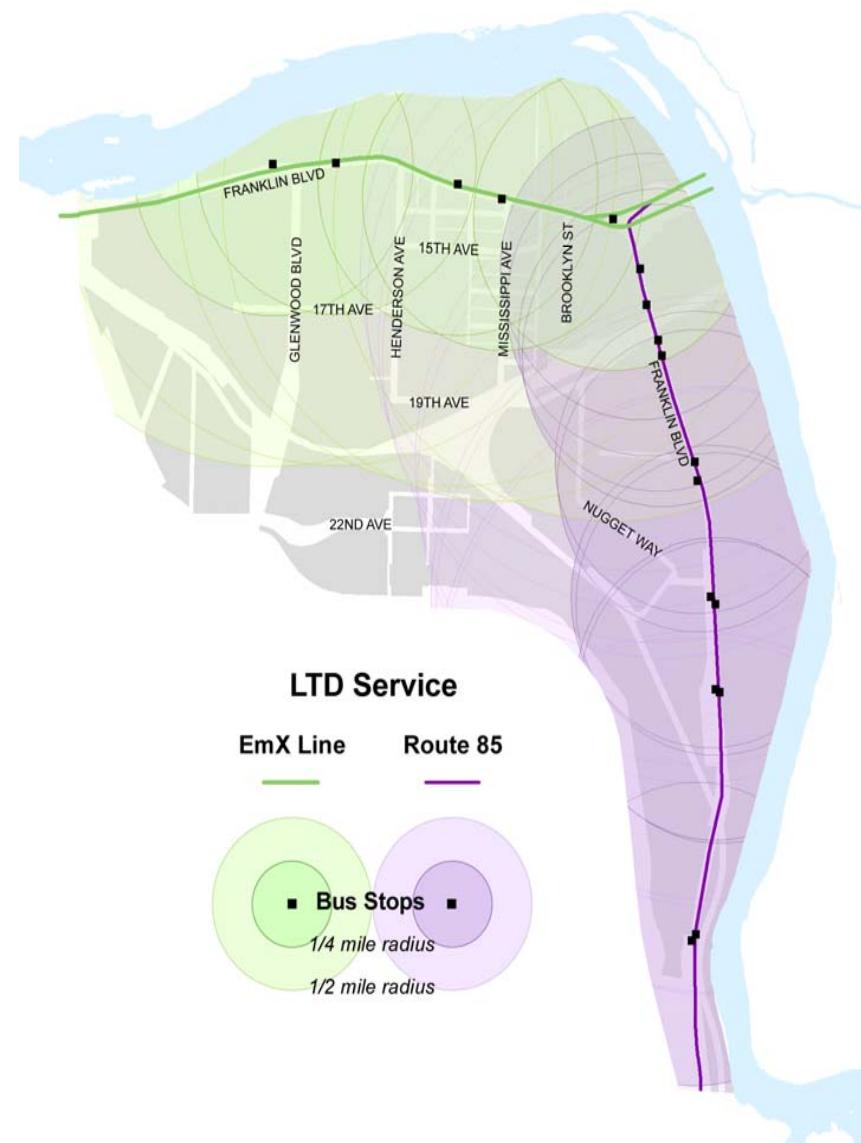
Lane Transit District (LTD) is Lane County's transit service provider for a wide range of transit services, including shuttles, ride sharing, fixed-route bus service, and the EmX bus rapid transit system.

Franklin Boulevard is a primary east-west corridor in Eugene-Springfield connecting downtown Springfield with downtown Eugene and the University of Oregon.

LTD is currently developing a Long Range Transit Plan (LRTP) that will determine the 5, 10, and 20-year service needs in the LTD service area, including Glenwood. Completion of the LRTP is anticipated by the end of 2010. The concurrent development of the updated Glenwood Refinement Plan and the LRTP will allow coordinated planning of future services in the Glenwood area for Springfield and LTD. Because the existing configuration of Franklin Boulevard in Glenwood accommodates EmX stations, it is anticipated that LTD and Springfield will work closely together to determine optimal enhancements for future EmX facilities, which may include raised platform stops, dedicated EmX lanes, and transit signal priority. Ideally, the proposed Franklin multi-way boulevard concept discussed on page 108 will accommodate two lanes of dedicated EmX and pedestrian access to the future EmX stations.

The future design of the intersection of Franklin Boulevard and Glenwood Boulevard should accommodate 20-year projected bus frequencies. LTD anticipates that as many as 60 buses/hour will need to pass through this intersection in service or to return to or leave from the LTD Operations and Maintenance Center. Safe pedestrian

Glenwood Transit Facilities



access to the future locations of EmX stations along Franklin Boulevard is a concern. Currently, pedestrian safety concerns exist for transit users crossing at the intersections near the Glenwood, Lexington, and McVay stations.

The stated project goals for the updated Glenwood Refinement Plan accommodate LTD's interests in future transportation planning and infrastructure needs. LTD encourages transit-oriented development along transit corridors, which can be achieved through a combination of commercial and mixed-use land uses and high capacity transit systems, such as the EmX bus rapid transit system. It will also be important to conduct advance planning of egress/ingress points (access management) for new development and redevelopment on Franklin Boulevard to reduce points of conflict between automobiles, transit, and other users of the Franklin Boulevard / McVay Highway corridor.

There are currently no new proposed transit system improvements or new transit routes proposed in Glenwood.

EmX Bus Rapid Transit

Bus Rapid Transit (BRT) uses specialized vehicles on roadways or dedicated lanes to serve platform stops similar to those used on rail systems. By using a mixture of dedicated lanes and shared roadways to serve a limited number of platform stops, BRT allows the provision of transit service similar to rail transit without the expense of a dedicated rail line. In Glenwood, BRT vehicles share Franklin Boulevard with other traffic rather than using dedicated lanes.

In 2007, the first EmX line opened, the Green Line, linking downtown Eugene and downtown Springfield, traveling primarily on Franklin Boulevard. This corridor also serves the University of Oregon, Northwest Christian College, and Sacred Heart Medical Center University District. Service is provided every 10 minutes on weekdays, and every 20 minutes during the evening and weekends. Service is provided from 5:40am to 10:45pm on weekdays, 7:10am to 10:45pm on Saturdays, and 8:10am to 7:50pm on Sundays.

The second EmX route, called the Gateway EmX Extension, is due to open in 2010 as a continuation of the Green Line and will provide service between downtown Springfield and the Gateway Mall, Sacred Heart Medical Center at RiverBend, and the International Way employment center. Riders can transfer between the Gateway EmX Extension and the existing EmX line at Springfield Station in downtown Springfield. Service on the Gateway EmX Extension will run every 10 minutes on weekdays and every 15 minutes on weekday evenings and weekends.

TransPlan and the Regional Transportation Plan identify additional future EmX corridors throughout the metropolitan area. One such corridor includes McVay Highway in Glenwood. However, timelines for implementation of this corridor are unknown at this time.

Route 85

Route 85 provides service from the Springfield Station in downtown Springfield to Lane Community College via McVay Highway. Service is provided every 30 minutes from 6:41am to 6:41pm on weekdays.

Railroad

The Union Pacific Railroad (UP) I-5 Corridor, which operates through Springfield and the Glenwood area, is integral to the movement of freight up and down the west coast and is an important part of UP's 23-state network. Major commodities handled by the railroad in Oregon include lumber and forest products, automobiles and trucks, grain, fruits, and manufactured products. The I-5 Corridor line through Glenwood runs east-west, and generally, UP has a 100 foot wide right of way, 50 feet on either side of the track.

Amtrak passenger service is operated north-south over UP's I-5 Corridor main line. The Coast Starlight, which operates between Los Angeles and Seattle and passes through Glenwood without stopping, operates two trains per day for a total of 14 per week. The Cascade commuter service operates between Eugene and Vancouver, British Columbia and thus does not pass through Glenwood or Springfield.

The Central Oregon and Pacific Railroad operates the Siskiyou Line from the Springfield Junction in Glenwood south to Black Butte, California. Major commodities handled by the Siskiyou line are forest products, chemicals, steel, and liquefied petroleum. The Central Oregon and Pacific Railroad also services with spurs several firms in Glenwood, notably Franz Bakery and Ridgeline Pipe.

Safety Issues

At-grade crossings of rail lines by streets, sidewalks, and paths create potential points of conflict between trains, vehicles, cyclists, and pedestrians. Public crossings of rail lines require a permit from the

Glenwood Railroad Facilities



ODOT Rail Division. Because of the safety risk caused by at-grade crossings, new crossings are strongly discouraged and existing crossings are closed wherever possible. The only at-grade crossings in Glenwood are on E. 19th Avenue and Newman Street. Neither of these crossings are protected with automated gates and warning signals.

Unfortunately, the lack of rail crossings reduces connectivity between areas of Glenwood, particularly for cyclists and pedestrians. The only at-grade crossing that provides connectivity within Glenwood is on E. 19th Avenue. The only other rail crossings are separated from the rail line by bridge structures that lack width for bicycle lanes or adequate sidewalks, and these structures cannot be easily widened.

Creating additional at-grade crossings would cause more frequent train horn soundings that could have a negative impact on Glenwood residents. Federal rules require that locomotive horns be sounded at all public grade crossings 15-20 seconds before entering a crossing, but not more than one-quarter mile in advance. The federal rule preempts any state or local laws regarding the use of the train horn at public crossings.

Concurrent Transportation Projects

Planned transportation projects in the Glenwood area included in the currently adopted TransPlan and Regional Transportation Plan were presented earlier in this chapter. This section discusses projects and planning efforts that are occurring concurrently with the development of the updated Glenwood Refinement Plan.

Transportation System Plan Update

Historically, TransPlan has served as the local Transportation System Plan (TSP) for both Eugene and Springfield. The recent passage of House Bill 3337 required Eugene and Springfield to establish separate urban growth boundaries. Because of this, Eugene and Springfield are beginning to create separate TSPs, as well. When these are both adopted in 2010/2011, TransPlan will no longer serve the Springfield local TSP. The updated Springfield TSP will address transportation needs in Glenwood, and will include the following components:

- New planning horizon, likely 2031
- Inventory of the existing transportation system and conditions
- Updated Travel Demand Forecast Model
- Updated Goals, Objectives, Policies, and Performance Standards
- Updated Transportation System Plans
- Street Plan Update
- Bicycle Plan Update
- Transit Plan Update
- Pedestrian Plan
- Air Quality, Water, and Pipeline Information
- Rail Plan
- Parking Plan
- Transportation System Management and Transportation Demand Management Plan

I-5 Willamette River Bridge

Built in 1962, the I-5 Willamette River Bridge bisects the cities of Eugene and Springfield and provides a critical north/south link in the interstate system for moving freight and passenger vehicles along the I-5 corridor from Canada to Mexico on the west coast. In 2002, shear cracks were identified in the Willamette River bridge structure. Weight limits were posted that forced heavy haul trucks to detour 200 miles on an alternate route, adding unexpected wear and tear to many other roads and bridge structures. At that time, ODOT began constructing a temporary bridge as an interim solution to keep the route open for freight and other vehicles until a new bridge could be built. However, this temporary structure is not built to withstand earthquakes and does not meet standards for permanent interstate bridges. When the temporary bridge opened in 2004, the old bridge was decommissioned but left in place. The old bridge cannot be cost-effectively repaired or widened to accommodate projected traffic increases. For these reasons, a new permanent bridge project was developed.

In 2006, ODOT began conducting an Environmental Assessment and public participation for the new bridge project. The public involvement process included several open houses, website postings, and stakeholder committee input. The public was asked to indicate their design preference during these public outreach efforts. The deck-arch design was chosen by ODOT after considering public input and also weighing budgetary constraints for the project. ODOT also considered the addition of ramps connecting the Willamette River Bridge to Franklin Boulevard at the request of local officials, but addition of these ramps was not included in the final design due to

costs and potential environmental impacts. Bridge construction is scheduled to begin in 2009, and continue through the end of 2012. This project will provide enhanced aesthetics and functionality to this river crossing, as well as improved bicycle and pedestrian mobility on either side of the bridge in Eugene and Springfield. As part of the Willamette River Bridge project, ODOT and Springfield are planning a bicycle viaduct that will provide improved bicycle and pedestrian access along the south bank of the Willamette River, north of Franklin Boulevard. This path will eventually connect the existing Eugene multi-use path into a new multi-use path through Glenwood, along the south bank of the Willamette.

I-5/Glenwood Area Planning Study

The I-5/Glenwood Area Planning Study (IGAPS) evolved from a prior high-level transportation system analysis of possible ramp connections for I-5 at Franklin Boulevard (Highway 99/126B). The project is analyzing interstate access to the metro area between the Willamette River and the Glenwood interchange area. The Project Management Team has examined concepts that would improve the existing interchange at I-5 and Glenwood, and concepts that would replace both the existing interchanges at Glenwood Boulevard and Franklin Boulevard with an interchange between these locations. The following issues have been identified:

- I-5 and the Glenwood interchange are located in a challenging topographic area. I-5 is constrained by significant grades, and is built in a relatively narrow right-of-way width with adjacent cuts and fills. The interchange is constrained by topography, utilities, railroads, and natural features.

- This ‘vintage’ interchange has relatively short ramps compared to contemporary design requirements and limited spacing between the Glenwood and Franklin ramps. These conditions increase traffic weaving friction and safety challenges.
- Southbound ramps from I-5 at Glenwood Boulevard violate desired hierarchy by connecting with local, third-order streets rather than arterials.
- The proximity of East 22nd Avenue and Judkins Road complicate the movement of large vehicles entering these nearby intersections

Considering the constraints and problem at the Glenwood / I-5 interchange, the team identified three fundamental families of concept solutions:

- Upgrade the existing partial cloverleaf form at Glenwood Boulevard.
- Replace the existing interchange at Glenwood Boulevard with a high-capacity diamond form.
- Construct a new interchange to replace the interchanges at Glenwood Boulevard and Franklin Boulevard.

Currently, the Project Management Team is looking at a range of future land use scenarios (low to high intensities) which may occur within Glenwood. These land use scenarios will help plan future needed capacity for a new or improved interchange in Glenwood.

Potential interchange locations and forms will continue to be researched, refined, and evaluated through this process. Public outreach will occur during this Study and will evaluate different alternatives. Regardless of the outcome, Glenwood will continue to have a high degree of freeway access.

Franklin Boulevard Corridor Study

In 2007, Springfield studied improvements to Franklin Boulevard and the McVay Highway/Franklin Boulevard intersection to support redevelopment and new investment in the Glenwood area. The study developed design concepts for Franklin Boulevard and McVay Highway from I-5 to the Union Pacific rail trestle over McVay Highway and for the intersection of Franklin Boulevard and McVay Highway near the Springfield Bridges.

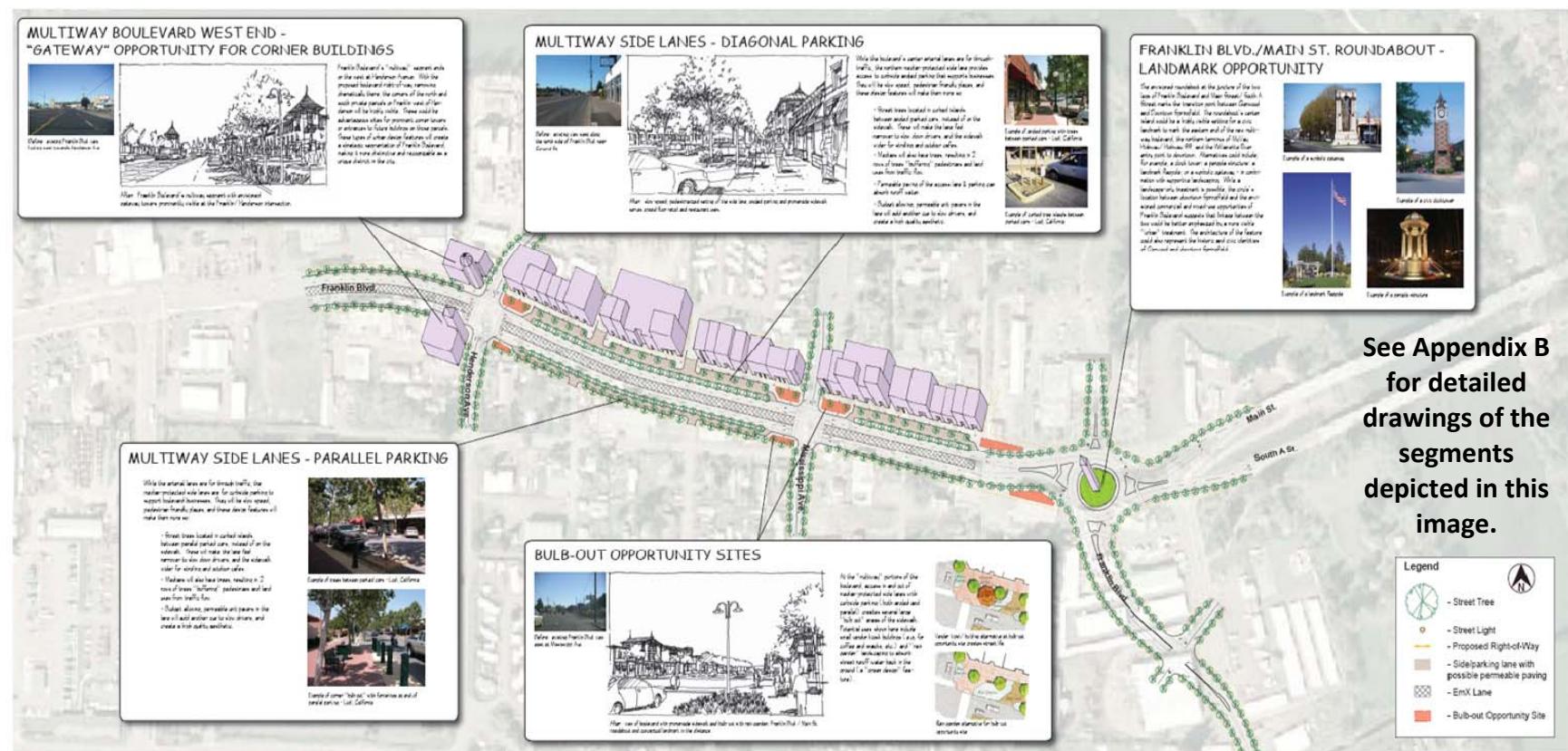
The Stakeholder Advisory Committee and City staff worked together to develop a problem statement for the corridor that identified the range of issues and aspirations that the project should address. The problem statement included reference to the following issues or opportunities:

- Franklin Boulevard is a major east-west route in the area and a gateway to Eugene, downtown Springfield, the University of Oregon, and Glenwood
- Franklin Boulevard lacks adequate pedestrian and bike facilities
- Franklin Boulevard, in its current form, does not support the community’s redevelopment goals

- Franklin Boulevard has a constrained right-of-way and any widening of the existing cross-section will require displacement of businesses and acquisition of private property
- Franklin Boulevard serves a range of transportation needs from freight movement to commuters to those patronizing businesses in the corridor. It is also a bus rapid transit corridor where buses currently operate in mixed traffic

The Springfield City Council unanimously approved advancing improvements recommended by the project Stakeholder Advisory Committee to the east-west section of Franklin Boulevard from I-5 to the Springfield Bridges and the north-south portion of McVay Highway from the Franklin/McVay intersection to the railroad tracks.

The approved project included the following elements, as depicted in Appendix B of this report:



**See Appendix B
for detailed
drawings of the
segments
depicted in this
image.**

- Develop Franklin Boulevard as an enhanced arterial from I-5 to Henderson Avenue
- Develop both the north and south sides of Franklin Boulevard as a multi-way boulevard from Henderson Avenue to Mississippi Avenue
- Develop the south side of Franklin Boulevard as an arterial and the north side of Franklin Boulevard as a multi-way boulevard from Mississippi Avenue to N. Brooklyn Street
- Pursue a roundabout at the Franklin/McVay intersection

The Stakeholder Advisory Committee asked the City to continue to consider the following issues:

- Seek to minimize right-of-way and business impacts as design is advanced
- Identify the design as a concept that can be modified to fit with development
- Provide a continuous bike lane on Franklin, a parallel route, or on a riverfront trail

They also asked the City to pay special attention to whether the roundabout at Franklin/McVay:

- Provides adequate truck access
- Provides enough traffic capacity
- Minimizes business and property impacts
- Includes safe pedestrian crossings

The City of Springfield will advance the project or project elements for conceptual design as funding is coming available through the Transportation Investment Generating Economic Recovery (TIGER) grant program. It should be noted that this Council-approved boulevard concept is in conflict with the street layout depicted in the Glenwood Specific Area Plan and must be reconciled as part of the GRP Update process.

Policy Guidance

The regulatory and funding structure associated with transportation systems is such that the development and maintenance of transportation infrastructure is guided by a myriad of Federal, State, and local policy documents. These documents, which are described in Appendix C, include the following:

- AASHTO Guide for the Development of Bicycle Facilities
- Statewide Planning Goal 12 — Transportation
- Oregon Highway Plan
- Oregon Bicycle and Pedestrian Plan
- Eugene-Springfield Metropolitan Area General Plan
- TransPlan
- Regional Transportation Plan
- Lane County Transportation System Plan
- Willamalane Comprehensive Plan
- Glenwood Refinement Plan

- Glenwood Specific Area Plan
- Springfield Bicycle Plan
- Springfield Development Code
- Springfield Engineering Design Standards and Procedures Manual
- Springfield Standard Construction Specifications

Initial review of these documents indicates that there are number of inconsistencies and conflicts that must be resolved. These issues are as follows:

- The Springfield Bike Plan does not include Glenwood.
- The Springfield Bike Plan, Willamalane Comprehensive Plan, TransPlan, and Springfield Bike Map do not show the new E. 14th Avenue multi-use path.
- The Regional Transportation Plan has a planned bicycle project for E. 19th Avenue while TransPlan does not.
- TransPlan lists bike project 824 for Franklin Boulevard while the RTP has Franklin Boulevard split into projects 807 and 839.
- TransPlan has bike project 857 for the Springfield Bridges while the RTP does not list this project.
- TransPlan lists Roadway project 297, Bloomberg Connector from McVay Highway to 30th Avenue, but the Regional Transportation Plan does not list this project, and the Eugene Laurel Hill Refinement Plan says it will not happen.

- The Regional Transportation Plan has roadway project 897, the north Glenwood collector and roadway project 802 Franklin Boulevard, but TransPlan does not.
- The current Glenwood Refinement Plan calls for a proposed off-street bike path shown from the I-5 Bridge to Glenwood Boulevard at approximately the location of E. 15th Avenue while none of the other policy documents mention this path.
- The Engineering Design Standards and Procedures Manual does not specify a pavement thickness required for multi-use paths. Freeze/thaw and the specific maintenance vehicle size need to be specified in this manual.
- Springfield Development Code Section 4.2-155(B)(1)(a) states that trail easements or right-of-way shall be paved as specified in the ODOT Bicycle and Pedestrian Plan, but the ODOT plan does not specify a thickness.

There are numerous policies and implementation actions in the current GRP that pertain to transportation infrastructure. Some may still be applicable while others may have been already achieved or may no longer apply. An initial review of these policies indicates the following:

Phase I Transportation Element

1. Recognize residential and industrial land use patterns and implement a short-range transportation strategy that responds to those patterns.

The implementation of this policy is ongoing through development review of new land use applications. The

Springfield Development Code provides regulations for transportation improvements for new development and redevelopment. As properties in Glenwood develop and/or redevelop, they are subject to bringing adjacent roadways to urban standards. When Glenwood was transferred to Springfield from Eugene, most streets were excluded from annexation by both cities. Many of these streets are Local Access Roads that are public roads but not County-maintained roads pursuant to ORS 368.031 as described on page 92 of this chapter. In order to implement County policy consistent with ORS 368.031, the City must annex all the Local Access Roads that are currently not annexed, even if they are substandard. The County is working on implementation of transportation systems development charges, but without City agreement to implement these inside the city limits, it will be difficult to require street improvements when properties develop.

2. Recognize ultimate development of the area for industrial uses and implement a long-range transportation strategy as residential uses phase out of the area.

Springfield is beginning the process of creating a local Transportation System Plan, which will outline a long-range transportation strategy within Springfield's Urban Growth Boundary, including Glenwood. Past long-range transportation strategies were identified regionally through TransPlan, which also served as the local Transportation System Plan for both Eugene and Springfield. TransPlan is currently being updated and will become the Regional Transportation System Plan. As land uses change in the area, there will be a need to adapt.

3. Provide short-range access and improvements to the area at minimal cost and in the most efficient manner possible.

The implementation of this policy is ongoing through development review of new land use applications. The Springfield Development Code provides regulations for new development and redevelopment. As properties in Glenwood develop and/or redevelop, they are subject to bringing adjacent roadways to urban standards.

4. Provide for an efficient and workable transition between short and long-range transportation strategies recognizing the short-term transportation needs of existing residential and industrial development and the long-term transportation needs of future industrial development.

The implementation of this policy is ongoing as properties in Glenwood have developed / redeveloped in coordination with the most recent TransPlan update (2002) and the current development of a local Transportation System Plan for Springfield.

5. The City shall require developers of vacant industrial property to provide a minimum level of street improvement before development can occur.

The implementation of this policy is ongoing through development review of new land use applications. The SDC provides regulations for transportation improvements for new development and redevelopment. As properties in Glenwood

develop and/or redevelop, they are subject to bringing adjacent roadway to urban standards.

6. The City shall not initiate street improvements on streets providing frontage to residentially developed properties.

This policy has been implemented as the City has not initiated street improvements on streets providing frontage to residentially developed properties.

7. The Long-range Transportation Strategy for the area shall provide a basis for considering vacation of existing street rights-of-way to facilitate consolidation of parcels for industrial development.

This policy has not yet been implemented since no vacations of existing street rights-of-way have occurred.

8. The City shall consult with appropriate agencies and affected property owners to establish a secondary emergency vehicle access into the Phase I area.

This policy has not yet been implemented since no secondary emergency vehicle accesses have occurred in the Phase I area. Steep grades and a possible railroad crossing make emergency vehicle access difficult.

9. In conjunction with TransPlan and adjacent landowners, the City shall pursue development of E. 22nd Avenue west of Henderson as a fully improved street, including pedestrian/bicycle facilities.

This policy has not yet been implemented since E. 22nd Avenue has not yet been fully improved with pedestrian / bicycle facilities. The improvement of E. 22nd Avenue is most likely to occur with new development / redevelopment in the area served by this street.

10. The appropriate governmental agencies shall seek to improve pedestrian-bicycle access into the neighborhood, with particular attention to use of the Henderson rail crossing.

This policy has been partially implemented. The E. 14th Street multi-use path provides pedestrian-bicycle access into the neighborhood. However, Eugene approved closing the Henderson railroad crossing without considering pedestrian / bicycle access in the late 1980s.

Transportation Element

1. Improve the major transportation network within and through Glenwood to urban standards, with emphasis on improvements to Franklin Boulevard/ McVay Highway, Glenwood Boulevard, Henderson Avenue, E. 19th Avenue, E. 17th Avenue west of Henderson, and E. 22nd Avenue between Glenwood Boulevard and Henderson Avenue.

Glenwood Boulevard is a Lane County facility functionally classified as an Urban Minor Arterial from Franklin Boulevard to approximately 540 feet south of E. 17th Avenue. Henderson Avenue is a county facility functionally classified as an Urban Minor Collector from Franklin Boulevard to E. 19th Avenue. E.

17th Avenue is a county facility west of Glenwood Boulevard, and E. 19th Avenue is a county facility for its entire length. The above facilities have not been identified in the Lane County TSP for improvement.

- 1.1 The City should consult with other metropolitan agencies to update TransPlan, addressing the need for improvements to Franklin Boulevard, including policies concerning mass transit and Nodal Development.

The implementation of this policy is ongoing. The Franklin Boulevard Study was completed and endorsed by Springfield's City Council in March 2008, which will lead to future Franklin Boulevard improvements. In May 2001, Oregon's Land Conservation and Development Commission approved nodal development alternative performance measures in the TransPlan update. These have led to the prioritization and adoption of several nodal development areas within Springfield, including a 2005 Post Acknowledgement Plan Amendment for a nodal designation in the Glenwood Riverfront Plan District.

This policy needs to be updated to reflect the current situation with TransPlan and the development of Springfield's local TSP. TransPlan will no longer serve as the local TSP for Springfield, and will instead become the Regional Transportation System Plan. Springfield staff are currently coordinating with other metropolitan agencies to create a local Springfield TSP that will address the needs identified in this policy.

1.2 The City should consult with the Oregon Department of Transportation to identify needed improvements and a means of financing them. Items to consider when improving Franklin Boulevard/McVay Highway are the following:

- a. Sidewalks along both sides of the highway with a priority on developing sidewalks on the south side of Franklin Boulevard when Franklin Boulevard is improved (Note: Consideration should be given to extending sidewalks on the north side of Franklin from the Springfield Bridge to the intersection with Glenwood Boulevard. However, the most westerly extent of sidewalks on the north side of Franklin Boulevard will be decided upon at the time Franklin improvements are designed. The design should consider the need for pedestrians to travel on the north side of Franklin Boulevard westward from Glenwood Boulevard as well as the physical and topographical restraints for placing a sidewalk north of the highway at this location);

This policy has been partially implemented through new sidewalk construction related to the development of the EmX corridor in Glenwood. However, the large majority of street frontage has not been improved with sidewalks. The Franklin Boulevard Corridor Study is still a draft and has not been finalized at this time. Future sidewalk construction is considered in the draft Franklin Boulevard Corridor Study.

- b. Bike lanes connecting to Eugene, Springfield, and Lane Community College;

This policy has not been fully implemented. Currently, some portions of bike lanes exist along Franklin Boulevard, but are not continuous throughout Glenwood. Planned on-street bike lanes for McVay Highway and Franklin Boulevard are illustrated on maps in TransPlan and the Willamalane Comprehensive Plan.

- c. Intersection improvements to allow better differentiation of the local intersecting streets, such as providing curbs and gutters and better signage to make it safer to turn off Franklin Boulevard onto local streets;

This policy has not been fully implemented. Some intersection improvements occurred at the intersection of McVay Highway and Franklin Boulevard during EmX construction. However, no other major intersection improvements have occurred.

- d. Improvements to traffic flow, especially during commuting hours, through changes in signal timing and other appropriate means. Request that the Oregon Department of Transportation analyze signal timing at Brooklyn Street and Henderson Avenue;

This policy has not yet been implemented, and no new signal timing changes have occurred.

- e. The possibility of reducing the speed of traffic entering Glenwood from Eugene and the McVay Highway; and

This policy has not yet been implemented, and no new speed reductions have occurred. Oregon law does not allow the

posting of a lower speed limit without a Speed Study showing that 85% of vehicles are traveling at that lower speed. Changes in land use and roadway design are needed to slow vehicles entering Glenwood. The Franklin Boulevard Concept would likely have an effect on speeds when built.

- f. Improvements to storm drainage, including maintenance as well as reconstruction where needed.
- 1.3 The City should consult with Lane County about urban transition agreements, TransPlan, and abutting property owners to identify needed improvements and a means of financing them for collector and arterial streets in Glenwood. However, certain streets were transferred to the City that included Lane County payments through urban transition agreements to defray the cost bringing them up to standard. Lane County considers its obligation for those streets completed. Items to consider when improving streets are:

Lane County does consider its obligation to improve collector and arterial streets under urban transition agreements completed. Lane County encourages annexation of roads, including Local Access Roads, under its jurisdiction in the Glenwood area.

- a. Street improvements appropriate to the street's classification, including sidewalks, bike lanes if appropriate, improvements to storm drainage, and adequate street paving width; and

The implementation of this policy is ongoing as development / redevelopment occurs throughout Glenwood. Many of the roads throughout Glenwood have not yet been improved to urban standards.

- b. The possibility of controlling traffic traveling along Glenwood Boulevard to and from I-5, including deceleration lanes for the Lane County Solid Waste Facility and LTD.

This policy has been implemented with construction of deceleration lanes for the Lane County Solid Waste Facility and LTD.

- 1.4 The City and State Highway Division should consider combining access points along Franklin Boulevard/McVay Highway and Glenwood Boulevard when reviewing new development proposals.

The implementation of this policy is ongoing through development review of new land use applications by Springfield and ODOT. The SDC provides regulations for access points for new development and redevelopment on City streets, and ORS 734-051 provides for regulation of access points for new developments and changes in land uses on state highways. As properties in Glenwood develop and/or redevelop, they are subject to review of existing and new access points. In addition, the Franklin Boulevard Study was completed and endorsed by Springfield's City Council in March 2008. Implementation of this study will lead to future consolidation of existing access points along Franklin Boulevard.

2. Adopt a classification system for the streets in Glenwood that reflects the way streets currently function in the area.

- 2.1 The City and Lane County should consider collector designation for E. 22nd Avenue between Glenwood Boulevard and Henderson Avenue, for 17th west of Henderson, and for E. 19th Avenue (The only street Lane County has jurisdiction over is E. 19th Avenue).

This policy has not yet been implemented, but street classifications will be considered as part of the development of Springfield's local TSP update. It should be noted, however, that according to the Federally Designated Roadway Functional Classifications in TransPlan, some of these segments have already been designated as collectors. E. 17th Avenue is a county facility west of Glenwood Boulevard. There is a lack of connectivity of the county segment of E. 17th Avenue with other streets in Glenwood. Therefore, future discussion of the appropriateness of a collector designation for E. 17th Avenue should focus on the portion between Glenwood Boulevard and Henderson Avenue.

3. The City shall consider the feasibility of constructing a full freeway interchange at the intersection of Franklin Boulevard and I-5.

The feasibility of a full interchange on I-5 at Franklin Boulevard was considered early in planning for the Willamette River Bridge. Development of a full interchange at this location was rejected due to its cost and potential environmental impacts.

The I-5 Glenwood Area Planning Study is considering concepts for improved freeway access in the area between the Willamette River and the Glenwood Boulevard interchange.

4. Promote safe and convenient access for pedestrians, bicyclists, and disabled individuals with particular attention to access to Eugene and Springfield from the Glenwood area.
- 4.1 Pedestrian priorities should be established as follows:

- a. The City should consult with the Oregon Department of Transportation to provide sidewalks along Franklin Boulevard, in conjunction with other improvements to this State highway.

The implementation of this policy is ongoing through development review of new land use applications. The SDC provides regulations for sidewalk construction for new development and redevelopment. As properties in Glenwood develop and/or redevelop, they are subject to review of existing and new sidewalks. Additionally, the Franklin Boulevard Study calls for improved sidewalk connectivity along Franklin Boulevard.

- b. The City should support Lane Transit District's proposal to install a sidewalk along the east side of Glenwood Boulevard from Franklin Boulevard to E. 17th Avenue.

This policy has been implemented, and a sidewalk is now in place along the east side of Glenwood Boulevard from Franklin Boulevard to E. 17th Avenue.

- 4.2 The City should establish a local bicycle route through Glenwood that parallels Franklin Boulevard. Its alignment would follow E. 17th Avenue from Glenwood Boulevard to Henderson, Henderson to E. 15th Avenue, E. 15th Avenue to Concord, and along a private alley owned by the Texaco Station (just south of their buildings) to Brooklyn. Both Glenwood Boulevard and Brooklyn Avenue have signals at Franklin to facilitate north and south movements. If it is not possible or feasible to use the alley between Concord and Brooklyn, an alternate route would be Concord to Franklin .

While a local bicycle route has not been established through Glenwood as described in this policy, the E. 14th Street multi-use path has been completed and provides a bicycle route parallel to Franklin Boulevard from Glenwood Boulevard to Henderson Avenue. Further development of bicycle routes in the vicinity requires coordination with Lane County.

- 4.3 The City should establish a local bicycle route southbound through Glenwood: its alignment would follow the local route proposed under 4.2 above to 17th and Henderson avenues, then follow Henderson Avenue south to E. 19th Avenue, E. 19th Avenue to Nugget Way, and Nugget Way to the McVay Highway. This would be a temporary route until the McVay Highway is improved with bicycle lanes and would only be undertaken if further study indicates a low enough industrial traffic volume to avoid conflicts with bicyclists.

This policy has not yet been implemented, and no new bicycle routes have been established along the route mentioned in this

policy. Implementation of this policy requires coordination with Lane County.

4.4 Establish improvement priorities for bicycle routes into Eugene and Springfield as follows:

- a. Extend the "Glenwood Connector" east along the sanitary sewer line alignment from I-5 along the north property line of Lane County's Solid Waste Facility site, and then out to Glenwood Boulevard.

This policy has not yet been implemented, and no new bicycle routes have been established along the route mentioned in this policy.

- b. Provide better access on the Springfield Bridge.

This policy has been partially implemented, and a bike lane has been striped on the eastbound Springfield Bridge.

4.5 Acquire through purchase or voluntary donation easements for pedestrian and bicycle access to and along the Willamette River through the Glenwood area as part of the development review process to provide for the planned South Bank Trail subject, however, to the provisions of the Greenway Goal protecting uses established as of the date of the adoption of this plan. Provide adequate security measures when the bicycle path is designed and constructed to ensure the public's safety and protection of private property.

This policy has not yet been implemented, and no new easements have been acquired.

5. As the City assumes responsibility for street lighting in Glenwood, elimination of safety hazards caused by inadequate lighting of intersections shall be a priority.

- 5.1 The City should consult with the State Highway Division to improve street lighting at the intersection of Glenwood Boulevard and E. 22nd Avenue and the I-5 on and off ramps.

This policy has not yet been implemented, and no new lights have been installed yet in these locations.

- 5.2 The City should consult with the Glenwood Water District to review other street lighting needs in Glenwood.

This policy has been partially implemented. As development / redevelopment have occurred, Springfield staff has coordinated with Glenwood Water District on lighting needs in Glenwood. However, additional coordination will be needed.

- 5.3 As Glenwood is annexed to Springfield, other appropriate intersections should be added to the City's streetlight list.

The implementation of this policy is ongoing. Much of Glenwood still has not yet been annexed. As annexations have occurred, intersections have been evaluated to add to the City's streetlight list.

6. Encourage Lane Transit District to continue to provide convenient transit service to Glenwood.

This policy has been partially implemented with the establishment of LTD's EmX route through Glenwood. Currently, EmX has multiple stops along Franklin Boulevard in Glenwood, providing convenient transit service to Glenwood. LTD also provides weekday bus service on McVay Highway.

7. Recognize and promote the availability of rail service to industrial properties as an asset in Glenwood.

The implementation of this policy is ongoing as industrial properties redevelop/develop in Glenwood.

SUBAREA 6 – RIVER INDUSTRIAL

- 3.2 Any development on the south side of Franklin Boulevard should consolidate access points and consider providing a frontage street.

This policy has not yet been implemented. Traffic safety in this area will be addressed when development / redevelopment occurs.

SUBAREA 8 – RIVER OPPORTUNITY AREA

3. All development proposals within the GR Plan District shall include an application for annexation and annexation agreement, where necessary, as determined by the director.

Lane County encourages the annexation of roads, including Local Access Roads, under its jurisdiction in the Glenwood area.

12. Development proposals within the GR Plan District shall be consistent with the Glenwood Specific Area Plan regarding access, circulation, pedestrian and transit amenities, and allocation of commercial, residential and public uses. Proposals which seek to amend these elements of the Glenwood Specific Area Plan shall be subject to the Master Plan Modification requirements in Article 44³ of the SDC.

No development proposals have been submitted for the GR Plan District. Requirements of the GR Plan District will be revised as part of the Glenwood Refinement Plan Update Project.

13. The Franklin Blvd. design and alignment shown in the Glenwood Specific Area Plan is conceptual only and not an adopted alignment. Development proposals along Franklin Blvd. shall adhere to the existing setback standards outlined in SDC [Sections 4.3-110 and 115], until such a time that an alignment and streetscape design for Franklin Blvd. is adopted by the City Council.

The implementation of this policy is ongoing through development review of new land use applications. The SDC provides regulations for building setbacks for new development and redevelopment. As properties in Glenwood develop and/or redevelop, they must adhere to setback requirements. In addition, the Franklin Boulevard Study, which provides more

direction regarding alignment and design, is complete and was endorsed by Springfield's City Council in March 2008.

14. The Franklin/ McVay Highway intersection illustrated in the Glenwood Specific Area Plan is conceptual and not an adopted alignment. Development proposals that affect the intersection shall coordinate with ODOT and the City, until such a time that an intersection design is adopted by the City Council.

This policy has not yet been implemented since no new development has occurred adjacent to the intersection. A conflict between the Glenwood Specific Area Plan street layout and the 2008 Council-approved Franklin Boulevard concept was reconciled as part of amendments to the Springfield Development Code in 2008.

Conclusion

There are many transportation challenges and opportunities throughout Glenwood. The location of the state highway system, the interstate system, and the two main railroad lines all provide access between outside areas and Glenwood. At the same time, these opportunities also present challenges in terms of operations and safety with local access to and from businesses onto the state highway system. Railroad lines through Glenwood provide cargo shipment options for industrial businesses in the area, but also provide potential safety conflicts with cars, bicycles, and pedestrians at rail crossings, and railroad crossings cutting areas off from direct access.

While I-5 is located adjacent to Glenwood, there currently is no direct ramp onto or off of I-5 onto Franklin Boulevard in Glenwood. The existing interchanges at Glenwood Boulevard and McVay Highway need improvements or potential relocation to better meet traffic demand in Glenwood. The IGAPS project will assess interstate access to the metro area between the Willamette River and the Glenwood interchange area, which presents an opportunity for future access to and from I-5 into Glenwood. Improved access to Glenwood will provide economic growth opportunities for the area, attracting businesses which depend on easy access to I-5.

Glenwood offers a varying degree of facilities for each mode of transportation. Because of Glenwood's fragmented street network, there is minimal connectivity of roadways throughout the area. Bicycle and pedestrian routes are limited with few facilities that provide safe and continuous movement for cyclists and pedestrians throughout Glenwood. Lack of connectivity of roads continues to make Glenwood an unattractive place for bicycling and walking. Opportunities exist along the riverfront for a future multi-use path, providing an off-street alternative for bicyclists and pedestrians. However, this may also face challenges of acquiring adequate right-of-way for construction.

The street network in Glenwood is comprised of both public and private streets. Street classifications include arterials, collectors, and local streets. Private streets in Glenwood primarily consist of the street network in various mobile home parks and Nugget Way. Many of Glenwood's existing streets are not built to current urban standards, including a lack of continuous sidewalks, bike paths, street lights, curbs, and gutters.

Public transit in Glenwood is provided via two routes: EmX and Route 85. EmX provides a public transit link between downtown Springfield and downtown Eugene, and Route 85 connects Springfield with Lane Community College.

The current GRP provides a list of Goals and Policies that were intended to guide development over the past twenty years. While this plan has provided guidance over time, most of these goals and policies have yet to be fully implemented and must be re-examined to better guide transportation initiatives for the next twenty years when substantial change in economic activity is expected to need more modern transportation systems. In addition, a number of transportation planning documents regarding proposed projects must be amended and the street system for the Glenwood Specific Area Plan area must be reconciled with the Council-approved Franklin Boulevard concept.

¹Since this data is from the 2000 Census, the share of workers in Glenwood using public transit may have increased since the opening of EmX service in 2007.

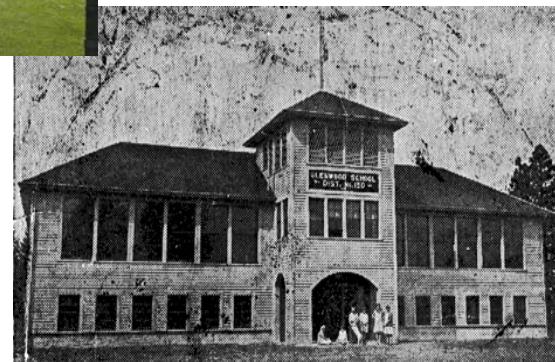
²Urban standards require a minimum 20-foot width with parking bays, curb, gutter, and sidewalks.

³Article 44 is now Appendix 3 of the Springfield Development Code.

August 14, 2009

EXISTING CONDITIONS REPORT

Public Facilities & Services



Introduction

There are several Statewide Planning Goals that apply to public facilities and services: Goal 11, Public Facilities and Services; Goal 6, Air, Water, and Land Resources Quality; and Goal 8, Recreational Needs. Goal 6 is applicable because Springfield's stormwater facilities utilize open drainage ways and their riparian areas, which must comply with Federal and State clean water standards. Goal 8 is applicable because Willamalane Park and Recreation District (Willamalane) is the parks and recreation provider for Springfield and its urban services area.

On the metropolitan level, the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) contains numerous policies pertaining to public facilities and services. The Metro Plan divides key urban facilities and services into two categories; a minimum level and a full range. The minimum level includes: wastewater service; stormwater service; transportation; solid waste management; water service; fire and emergency medical services; police protection; city-wide parks and recreation programs; electric services; land use controls; communications facilities; and public schools on a district wide basis. The full range includes: the above plus urban public transit; natural gas; street lighting; libraries; local parks; local recreation facilities and services; and health services.

Many properties in Glenwood are lacking even a minimum level of key urban services. For successful development and redevelopment of the properties in Glenwood to occur, budgeting and planning for a wastewater system, storm drainage improvements, rebuilding of the water system, enhancement of public safety services, and expansion

of parks and recreation opportunities is necessary. The provision of public facilities and services in Glenwood is still shifting from Eugene's authority to Springfield's authority. For example, virtually all water service in Glenwood is now supplied by the Springfield Utility Board. However, there are some services, such as schools, office that have service boundary issues that may not be resolved as part of the Glenwood Refinement Plan (GRP) Update Project.

Wastewater Facilities

Development in Glenwood has been limited, in part, because of insufficient wastewater facilities¹. Current policy requires that property owners annex to Springfield prior to connecting to the wastewater system. Properties remaining outside the city limits are served by individual on-site sewage disposal systems (septic tanks). In 2004, Springfield constructed a 30-inch Trunk Sewer along Franklin Boulevard to the intersection with McVay Highway. However, the extension of this line further to the south is yet to be constructed. Actual construction of wastewater facilities for Glenwood will require major capital funding. Timing of the construction of wastewater trunk lines depends on when Springfield will have funds available to construct the system, how much demand there is for wastewater facilities, or need if on-site treatment fails. After the trunk system is constructed, the timing of the construction of local gravity collection lines depends, in part, upon the pattern of annexation.

Existing Wastewater Network

Public wastewater service in Glenwood is comprised of both local (Springfield) and regional (Metropolitan Wastewater Management

Glenwood Existing Wastewater Network

Commission (MWMC) components. The Glenwood Basin is unique in that it is the only area in Springfield that is hydraulically isolated from the rest of the City with respect to wastewater service. All flows in the basin exit through one common point at the Glenwood Pump Station, an MWMC owned and operated facility. The basin is defined on the north and east by the Willamette River and to the south and west by Interstate 5 (I-5). Additional wastewater piped under I-5 at two points from the Riverview-Augusta and Laurel Hills basins in Eugene contribute flows to Glenwood. Wastewater from the Glenwood Pump Station is then pumped across and under the Willamette River to the East Bank Interceptor, located in Walnut Road, prior to entering the Eugene/Springfield Water Pollution Control Facility (WPCF) by way of the Willakenzie Pump Station.

Gravity Sewers

The existing gravity wastewater system in Glenwood is comprised of roughly 20,800 linear feet of pipe. The table on the next page reflects the sizes and lengths of wastewater pipe in Glenwood.

Recent work performed for the Springfield 2008 Wastewater Master Plan shows few existing deficiencies for the existing wastewater system in Glenwood. The only area identified as capacity constrained under existing conditions is the 8-inch sewer line located in Nugget Way near Franklin Boulevard. In 2008, Springfield discovered a significant infiltration/inflow (I/I) problem in two manholes in Nugget Way, closest to the Nugget Way Pump Station. Springfield performed video surveillance of the lines, and one manhole was replaced and the other sealed. This work greatly reduced I/I into the piped system, and increased the available

capacity of the both the piped system and the Nugget Way Pump Station. Wastewater flows in Nugget Way continue to be monitored for I/I, and the manholes inspected for water tightness.

The Glenwood Trunk Sewer is a 30-inch PVC line serving a major portion of the Glenwood basin. It extends east from the Glenwood Pump Station in Franklin Boulevard to the intersection of McVay Highway. Constructed in 2004, this line has several 8-inch laterals stubbed out at adjacent street intersections with Franklin Boulevard to allow for future wastewater line extensions in local streets. Under existing land use zoning, the Glenwood Trunk Sewer has adequate capacity to accommodate both existing and future development.

Pump Stations

Glenwood is served by two existing pump stations: the Nugget Way Pump Station and the Glenwood Pump Station.

According to the Oregon Department of Environmental Quality (DEQ) regulations, pump stations must meet specific design requirements.

Glenwood Wastewater System Pipes

Pipe Diameter (inches)	Length (feet)
6	3,581
8	2,445
10	2,199
12	3,331
15	290
18	1,445
24	4,504
30	3,008

Source: City of Springfield

The DEQ Oregon Standards for Design and Construction of Wastewater Pump Stations requires a pumping system consisting of multiple pumps to include at least one spare pump sized for the largest series of same-capacity pumps to provide for system redundancy. These design requirements were considered in the analysis of Springfield's Wastewater Master Plan, and improvements identified in that plan accounted for system redundancy.

The Glenwood Pump Station is owned and operated by MWMC and located north of Franklin Boulevard, east of Glenwood Boulevard. Constructed in 1994, the station has two existing 40 horse power pumps, with reserve space for two additional pumps to accommodate future flows. The designed Firm Capacity of the station was seven million gallons per day (MGD), equivalent to 4,861 gallons per minute (GPM). The station's existing Firm Capacity is 4,300 GPM, as determined from 2005 drawdown tests performed by MWMC. The ultimate Firm Capacity of the station at build-out under existing land use zoning is 18 MGD, equivalent to 12,500 GPM, which includes all pumps installed and operating.

The Glenwood Pump Station discharges through 895 feet of 12-inch and 20-inch force main lines under the Willamette River to a gravity wastewater system which flows to the East Bank Interceptor. The East Bank Interceptor then flows to the Eugene/Springfield WPCF through the Willakenzie Pump Station in Eugene.

The Wastewater Master Plan identifies the Glenwood Pump Station as capacity constrained under existing conditions when the largest pump is out of service. The five-year design storm event was used in the Wastewater Master Plan as the basis for all system

improvements, pursuant to requirements from DEQ. Existing development contributes approximately 5,489 GPM to the Glenwood Pump Station during the 5-year storm event. The Wastewater Master Plan does not recommend a specific Capital Improvement Project (CIP) for the Glenwood Pump Station since it's a regional system owned by MWMC. Further refinement of the Wet Weather Flow Management Plan and MWMC Facilities Plan (plans prepared for MWMC) will likely include installation of additional pumps in the Glenwood Pump Station in the capital project recommendations.

The Nugget Way Pump Station, owned by Springfield and operated by MWMC, is located near the intersection of East 19th Avenue and Nugget Way. This pump station was designed in 1996 when Glenwood was under Eugene's jurisdiction, and was sized to serve a tributary area of approximately 86 acres. The original design allowed

for a flow of approximately 60,000 GPD from the Short Mountain landfill south of Eugene and Springfield. The Firm Capacity of the Nugget Way Pump Station is 642 GPM, as determined from 2005 drawdown tests with the largest pump out of service. This pump station currently operates with two pumps that discharge through approximately 3,575 feet of 6-inch diameter force main lines. The force main runs westerly along East 19th Avenue to Henderson Avenue, then north along Henderson Avenue to East 17th Avenue, then west along East 17th Avenue to Glenwood Boulevard, before finally connecting to a manhole on the existing 24-inch gravity line on the west side of Glenwood Boulevard.

The Wastewater Master Plan identifies the Nugget Way Pump Station as capacity constrained under existing developed conditions when the largest pump is out of service. Contributions to the station

Glenwood Pump Stations Existing Capacity and Future Needs

Pump ID	Firm Capacity (GPM)	Existing Number of Pumps	Existing Land use (GPM)	Future Land use (GPM)	Improvement Need	Comment
Nugget Way	642	2	911	911	PS capacity increase required for existing land use	Significant source detection performed and sources of inflow/infiltration were removed. Therefore, additional flow monitoring is recommended prior to improvement. An alternative to a PS capacity increase has been developed by others to build gravity pipelines to convey flow to lines in McVay Highway.
Glenwood	4,300	2	5489	5889	PS capacity required for existing land use	Space for two additional pumps is available. 12" and 20" force mains are existing. Firm capacity based on using both.

Source: City of Springfield Wastewater Master Plan, June 2008

from existing sources were modeled at 911 GPM during a 5-year storm event. As noted above, Springfield discovered and corrected a significant I/I problem in two manholes in Nugget Way, greatly reducing the flow received at the pump station. Though an exact figure for existing capacity is not known after the manholes were rehabilitated, the run times at the Nugget Way Pump Station have been reduced from roughly 25 hours/week to five hours/week. It is accepted that existing capacity is available in this pump station to accommodate development from the original 86 acre-basin under existing land use zoning.

The Glenwood Pump Stations Existing Capacity and Future Needs table on page 125 shows the existing capacity information for both the Glenwood and Nugget Way Pump Stations based upon existing and possible future land uses. It should be noted that Firm Capacity is defined as the capacity with the largest pump not operating based on 2005 single pump drawdown tests. In addition, pump station capacity improvements are sized to meet future land use flow rates given that the development is expected to occur within the 20-year planning period. Flow monitoring is recommended at all improvement locations prior to improvement design.

Septic Systems

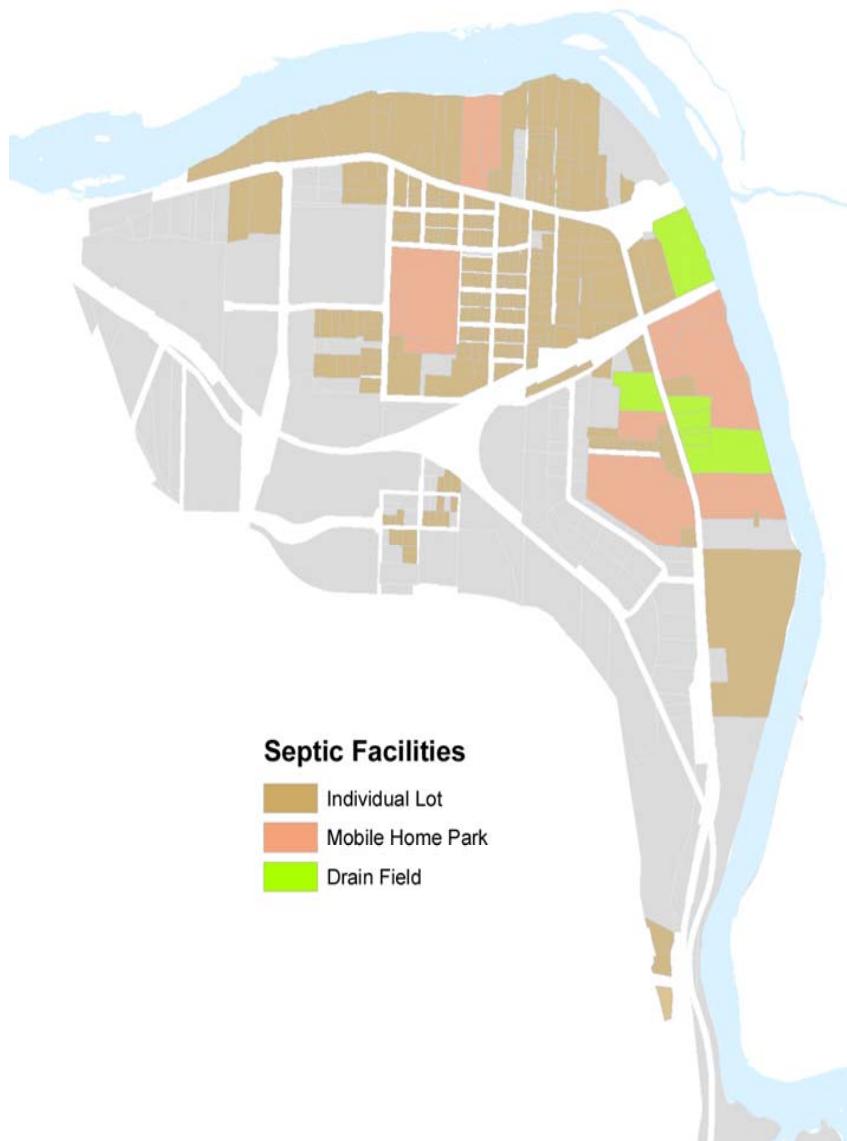
Several studies have been conducted over the years to assess the location and condition of the septic systems in Glenwood. These systems include both central collection systems for some of the mobile home parks, and individual septic tanks and drain fields for residential properties. Due to the age of the septic systems in Glenwood, many of the systems are marginal or have already failed.

In 1967, the Lane County Health Department conducted a survey of on-site sewage disposal systems in Glenwood. Of the 252 dwelling units surveyed, 104 dwellings were found to have failing or marginal sewage disposal systems. At that time, there was considerable discussion about this problem. In 1977 and 1978, Lane County conducted a survey of an area identified in the existing GRP, as the Phase I area. This area contains approximately 65 acres and is located on the east side of Glenwood Boulevard between the Union Pacific Railroad tracks and I-5. The land use at the time was a mixture of residential, industrial and vacant land, identified in 1999 as an area capable of receiving urban level services in the near future. This Lane County survey determined that a significant number of the on-site systems in the Phase 1 area were failing or marginal.

Glenwood is home to eight mobile home parks with a combined total of 561 spaces for mobile home units. The wastewater systems of these mobile home parks are summarized as follows:

Midway Mobile Manor

This park, which is annexed to Springfield, is located on Henderson Avenue, near the intersection of E. 17th Avenue, and it contains spaces for 89 units. The park is served by a privately owned collection system which discharges to a private pump station located on-site and a 3-inch diameter force main. The private force main connects to the City-owned 6-inch Nugget Way force main from the Nugget Way Pump Station. Midway Manor's private force main connects to the Nugget Way force main just prior to the existing manhole in Glenwood Boulevard.

Glenwood Septic Systems*Ponderosa Mobile Village*

This park, which is not annexed to Springfield, is located on the north side of Franklin Boulevard, between Lexington and Mississippi Avenues, and it contains spaces for 48 units. The park is served by private central collection lines which discharge to a total of six private common septic tanks and drain fields. Each collection line and septic tank serves eight units.

Seaver's Mobile Home Park

This park, which is annexed to Springfield, is located on the east side of McVay Highway, just south of the Union Pacific Railroad trestle, fronting East 19th Avenue, and it contains spaces for 16 units. The park is served by a private central collection line which discharges to a private common septic tank drain field. The drain field is located near the east end of the park on the north side of the Union Pacific right-of-way.

River Bank Trailer Park

This park, which is annexed to Springfield, is located on the east side of McVay Highway, just south of Seaver's Mobile Home Park and the Union Pacific trestle, fronting East 19th Avenue, and it contains spaces for 47 units. The park is served by a private central collection line which discharges to a private common septic tank and a private common drain field.

Shamrock Trailer Village

This park, which is annexed to Springfield, is located on the east side of McVay Highway, to the south of Seaver's Mobile Home and River Bank Trailer Parks, and it contains spaces for 115 units. The park has several private septic tanks, including some which are used by more

than one unit, within the park, and a private central collection line which extends across McVay Highway to the west to a private common sand filter and a private common drain field located on a separate parcel.

Twin Totem

This park, which is not annexed to Springfield, is located on the west side of McVay Highway, just south of the private common drain field for the Shamrock Trailer Village, and it contains spaces for 37 units and 1 house. The park is served by a series of private central collection lines which discharge to eight private common septic tanks and drain fields. Each collection line and septic tank serves four to six units.

Eugene Mobile Village

This park, which is not annexed to Springfield, is located on the west side of McVay Highway, south of Twin Totem and adjacent to the south side of E. 20th Avenue. The park contains spaces for 113 units and 17 overnight RV parking spaces. The units are served by a series of private collection lines and 17 common private septic tanks and drain fields. Each septic tank serves six to eight units.

Riverside Trailer/ Mobile Home Court

This park, which is not annexed to Springfield, is located on the east side of McVay Highway, south of Shamrock Trailer Village and east of Eugene Mobile Village. This park contains spaces for 73 mobile home units and is served by five separate systems, each comprised of a collection line and common septic tank and drain field.

Planned Wastewater Network

Springfield's Wastewater Master Plan identifies 1194 Equivalent Dwelling Units (EDUs) for future development in the Glenwood Basin through the planning year 2025. These projections are based upon the existing land use zoning in effect in 2008. To accommodate projected development, the Wastewater Master Plan calls for extension of the Glenwood Trunk Sewer, along with upgrades to the existing pump stations as discussed below. Additionally, extensions of various local sewer lines will be necessary to accommodate new growth. Glenwood's existing gravity wastewater system is sized sufficiently to accommodate projected flows from new development under the 2008 existing land use zoning.

Flow loading to the existing system may change in the future based upon development and potential links from the Lane Community College and Bloomberg Road Basin areas to the south. In the event flows from these basins were to enter Springfield's wastewater system, the resultant loading would be equal to an additional 588 EDUs. This would yield a total flow loading of 1,194 EDUs to the system for new development. Were this to occur, future analysis of Springfield's wastewater system would be necessary to determine the impact on capacity constraints to the existing system.

Gravity Sewers

McVay Highway Sewer

To accommodate projected growth in Glenwood under 2008 existing land use zoning, the Wastewater Master Plan identified extension of the existing Glenwood Trunk Sewer at a cost of \$2,998,000 in 2008 dollars. There are 3,868 feet of 15-inch and 2,411 feet of 8-inch

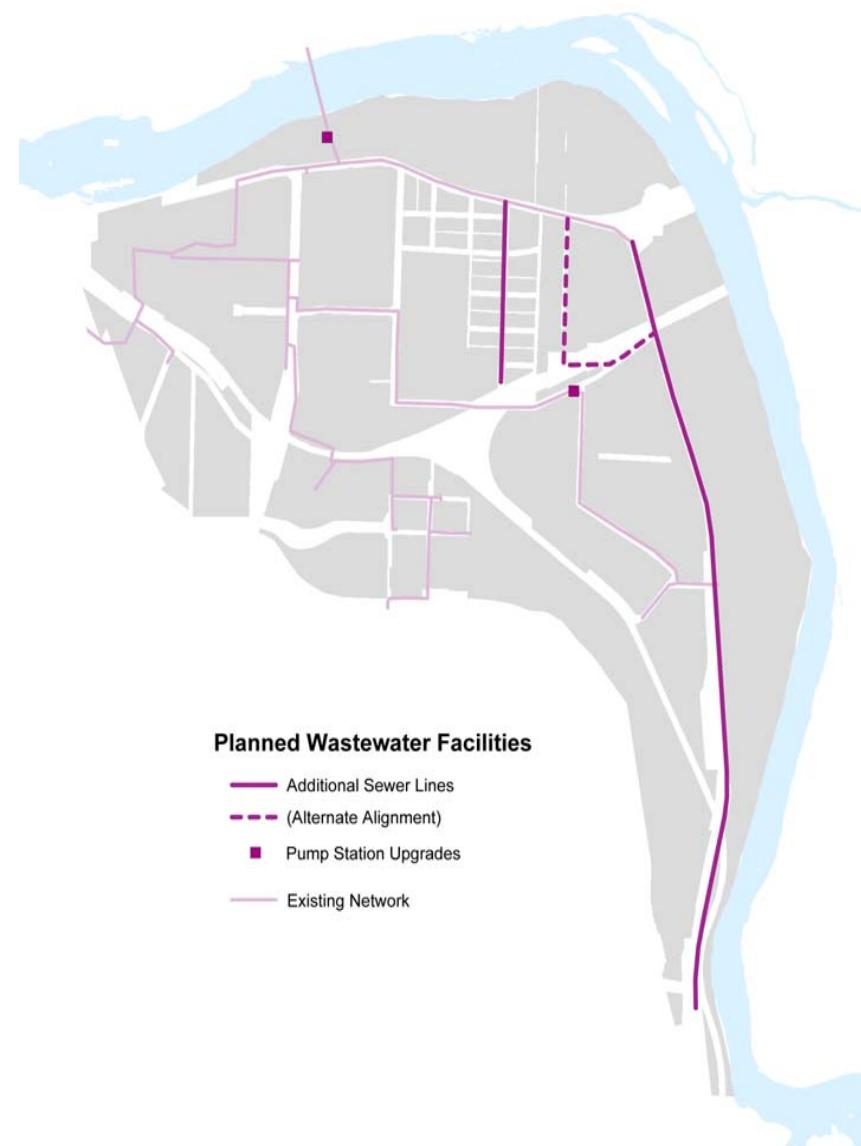
diameter pipe needed to service the parcels identified for future development along the southern portion of McVay Highway. These new pipes will connect to the existing 30-inch Trunk Sewer near the intersection of McVay Highway and Franklin Boulevard. Future parcels identified to connect to the system include industrial and residential zoned land located south of East 19th Avenue.

It is important to note that the sizing of the McVay Highway Sewer in the Wastewater Master Plan assumed existing flows contributing to the Nugget Way Pump Station would not be diverted into the McVay Highway Sewer. Additionally, future flows from Lane Community College and the Bloomberg Road Basin were not included in the McVay Highway Sewer analysis because they are located outside Springfield's Urban Growth Boundary, though it is conceivable flows from these areas could be directed into this system. In the event Springfield chooses to decommission the Nugget Way Pump Station and divert flows into the McVay Highway sewer, or if flows from off-site areas are directed to this system, an analysis on the additional impact of flows will be required, as this will change the capacity requirements and possibly the size of pipes needed in McVay Highway.

Alternate to McVay Highway Sewer

An alternate alignment to the McVay Highway sewer has been considered by Springfield for a portion of the proposed 15-inch pipe necessary to serve southeast Glenwood. The alternate route would extend the pipe south from the existing Glenwood Trunk Sewer in Brooklyn Avenue rather than in Franklin Boulevard. The pipe would need to cross under the existing Union Pacific Railroad tracks at the southern end of the Brooklyn Avenue right-of-way, where it would

Glenwood Planned Wastewater Network



connect to the Nugget Pump Station and turn east and run in East 19th Avenue until the intersection at McVay Highway. From this point, the line would continue south in McVay Highway along its original alignment. Public easements would need to be acquired near the south end of Brooklyn Avenue and a permit for crossing under the railroad tracks obtained to make this option feasible.

Mississippi Avenue Sewer Extension

Though not identified in the Wastewater Master Plan, Springfield has discussed the possible extension of a local sewer line from the existing Glenwood Trunk Sewer in Franklin Boulevard south down Mississippi Avenue to service the parcels containing the University of Oregon Bookstore warehouse (Parcels 18-03-03-12-00501 & 502).

Pump Stations

Glenwood Pump Station

The Wastewater Master Plan identifies a flow rate of 5,889 GPM entering the Glenwood Pump Station during a five-year storm event under future developed conditions based upon existing 2008 land use zoning. As noted previously, the Glenwood Pump Station has space reserved for two additional pumps, and the station's ultimate Firm Capacity was designed at 12,500 GPM. Installation of the two remaining pumps will be driven by the type and rate of new development connecting to the wastewater system in the Glenwood Basin.

Nugget Way Pump Station

As noted previously, the Wastewater Master Plan identifies the Nugget Way Pump Station as capacity deficient for both existing and future developed conditions under existing 2008 land use zoning.

The rehabilitation performed by Springfield on the two manholes in Nugget Way should allow for sufficient reserve capacity for new development within the 86-acre basin served by this pump station, under existing 2008 land use zoning and as planned in the original wastewater study for the pump station .

Policy Guidance

The regulatory and funding structure associated with wastewater systems is such that the development and maintenance of wastewater infrastructure is guided by a myriad of Federal, State, and local policy documents. These documents, which are described in Appendix C, are as follows:

- Statewide Planning Goals
- Eugene-Springfield Metropolitan Area General Plan
- Public Facilities and Services Plan
- Metropolitan Wastewater Management Commission Facilities Plan
- Glenwood Refinement Plan
- Glenwood Specific Area Plan
- Springfield Development Code
- Springfield Engineering Design Standards and Procedures Manual
- Springfield Standard Construction Specifications
- Springfield Wastewater Master Plan
- Springfield Wet Weather Flow Management Plan

- Springfield Capital Improvement Program 2010-2014

There are several policies and implementation actions in the current GRP that pertain to wastewater infrastructure, only some of which are still applicable. Policy 1 of the Sanitary Sewer section of the GRP states that Springfield shall provide sanitary sewers for Glenwood according to adopted Capital Improvement Program priorities and in response to a demand for urban levels of development (GRP p. 83). Public Works Engineering has indicated that this policy is still applicable.

Policy 2 states that Springfield shall place a high priority on construction of the trunk sanitary sewer system in Glenwood as funds become available (GRP p. 83). Public Works Engineering has indicated that this policy, along with Implementation Action 2.1, have been met because Springfield has constructed the 30-inch Glenwood Trunk Sewer in Franklin Boulevard. The remainder of the Trunk Sewer system has been identified for construction in the Wastewater Master Plan, and is placed on the project list with high priority. Implementation Action 2.2 states that Springfield should explore alternative means of short-term financing for sewer extensions as a means of providing sewers to those whom request them. One such mechanism would allow property owners who want the sewer extended to pick up the cost for property owners who do not support the extension. When those property owners annex, the City would repay the cost (GRP p. 83). Public Works Engineering has indicated that this policy is still applicable, and, additionally, Springfield has created a reimbursement district process to partially address this Implementation Action. This process is contained within Section 3.600 of the Springfield Municipal Code.

Policy 3 states that intensified development shall only be allowed in the Phase I area and the portion of the Phase II area which has sewers available to it after annexation and extension of sanitary sewers (GRP p. 83). Public Works Engineering suggests that this policy should be re-evaluated with the construction of the Glenwood Trunk Sewer in McVay Highway, and given the fact that the boundaries of Phase I and II were established in the 1999 GRP and may not continue to be applicable in the updated GRP.

Policy 4 states that until such time as sanitary sewers are available in the Phase II area, the City shall allow the use of septic systems for those uses specifically listed in Sections 29.050 and 29.060 of the Springfield Development Code (GRP p. 83). Public Works Engineering suggests this policy should be amended to include requirements set forth in the Springfield Development Code for Site Plan Review. Additionally, requirements in the Springfield Municipal Code and Oregon Administrative Rules dictate how properties can use wastewater systems. Properties are not allowed to annex into Springfield without first connecting to the wastewater system.

Conclusion

The major components or backbone of the wastewater system in Glenwood are in place and functional, including the Glenwood Pump Station and Glenwood Trunk Sewer. Planned facilities needed to accommodate existing capacity constraints and/or new growth include extension of the Glenwood Trunk Sewer in McVay Highway, upgrades to the Glenwood Pump Station, and upgrades or decommissioning to the Nugget Way Pump Station, among others.

The existing backbone system in Glenwood has been designed and constructed to accommodate extension of local systems. Adequate capacity exists within the backbone system, with the exception of the Glenwood Pump Station, to serve both existing development and proposed growth in Glenwood under existing 2008 land use zoning. In the event of rezoning of property as part of the GRP Update Project, the backbone system would need to be re-evaluated to determine if enough reserve capacity exists to accommodate the potential increases in wastewater flow.

The Glenwood Pump Station is capacity constrained under existing land use zoning, as discussed above. Reserve capacity does exist within the station for the addition of two more pumps, which would add adequate capacity. The Glenwood Pump Station was designed to accommodate both existing development and planned growth in Glenwood under existing 2008 land use zoning. In the event of rezoning of property as part of the GRP Update Project, the Glenwood Pump Station would need to be re-evaluated to determine if enough reserve capacity exists to accommodate the potential increases in wastewater flow.

The Nugget Way Pump Station was designed to have adequate capacity to serve both existing and proposed development within its 86-acre basin under existing land use zoning. Though the Wastewater Master Plan identifies it for an upgrade, the rehabilitation of the two leaky manholes in Nugget Way seem to have removed excess flow from the station rendering adequate capacity available for growth. In the event of rezoning of property as part of the GRP Update Project, the Nugget Way Pump Station would need to be re-evaluated to determine if reserve capacity exists to

accommodate the potential increases in wastewater flow. An alternative to upgrading the pump station exists to decommission the station and construct a local sewer line in Nugget Way to connect to the future Trunk Sewer extension in McVay Highway.

Stormwater Facilities

In Glenwood, there are some areas where stormwater is piped or where there are piped crossings under streets; however, the natural watercourses in Glenwood serve an important function in conveying stormwater. Aside from areas directly fronting the river, all drainage in Glenwood is or will eventually be directed to the Glenwood Slough on the north side of and parallel to the Union Pacific Railroad tracks, which crosses under the I-5 Bridge towards the river. In addition, the natural watercourses in Glenwood are regulated and protected as wetlands and/or riparian areas as discussed in the Natural Resource Section of this Report. Finally, the recently adopted Springfield Stormwater Facility Master Plan provides policy direction for stormwater improvements in Glenwood.

Existing Stormwater Network

Drainage Areas

The watershed area for Glenwood is over 1,400 acres. Approximately one half of that is in the Laurel Hills Valley. Approximately 600 acres in Glenwood joins the Laurel Hills runoff in the Glenwood Slough or percolates into the soil over time, and the remaining 100 acres discharges directly to the Willamette River. The natural lay of the land defines three major drainage areas in Glenwood with very different regimes and contributing sizes.

The steep slopes on the Eugene side of I-5, south of Glenwood, which includes the Laurel Hills Valley, is under Eugene jurisdiction. This area quickly generates high volume flows which pass through culverts under I-5 and down slope to the Glenwood Slough along the Union Pacific Railroad.

The second contributing area is central Glenwood, generally south of Franklin Boulevard and west of McVay Highway. This area encompasses an area which flows away from the Willamette River toward the Union Pacific Railroad. These flows pass over very permeable soils which absorb the majority of rainfall not collected on impervious surfaces. Parts of the residential core area, in particular, have developed without a connected stormwater conveyance system and have problems with 'localized ponding' in streets and yards.

The final, and smallest, area is along the Willamette River. The riverfront area also contains very permeable soils and, in general, only contributes flows from developed areas. These riverfront drainage facilities are very localized and serve individual parcels. This runoff is discharged via a variety of private systems, and not managed or inventoried as part of the public stormwater system .

Open Watercourses

The natural watercourses in Glenwood, primarily the Glenwood Slough, serve an important function in carrying stormwater to the river. As Glenwood develops more intensively, with industrial and commercial uses and paved streets, a more detailed, local drainage plan for each development area will be needed. Since the major drainage way in Glenwood is a wetland slough, the drainage plan will

Glenwood Existing Stormwater Network



need to be sensitive to the wetland qualities of the slough in determining its capacity and treatment.

Large portions of the Glenwood Slough are also identified as a riparian resource area. The slough is a direct tributary to the 303d listed² Willamette River and is subject to water quality standards established by the Oregon Department of Environmental Quality and the Springfield Development Code. Much of the Glenwood Slough is not within public ownership or covered by easements. Access for operation and maintenance is limited or does not exist due to private land ownership for much of the drainage system.

The I-5 Willamette River Bridge project will relieve a bottleneck in the Glenwood Slough and establish a permitted discharge point for the slough upstream of the bridge. The Oregon Department of Transportation (ODOT) has acquired the necessary State and Federal permits to establish the discharge into the Willamette River. This will lessen the permitting requirement for projects that now will discharge into the Glenwood Slough or the ODOT facility rather than discharging directly into the Willamette River.

Stormwater Pipes and Systems

The central area of Glenwood is very flat and does not allow sufficient gradient for piped conveyance systems to discharge to the Willamette River without following a path downstream to a point where the water surface of the river will allow gravity flows. Generally, this point is below the check dams at the I-5 Bridge. The majority of the existing pipe and collection systems do not meet Springfield standards for construction.

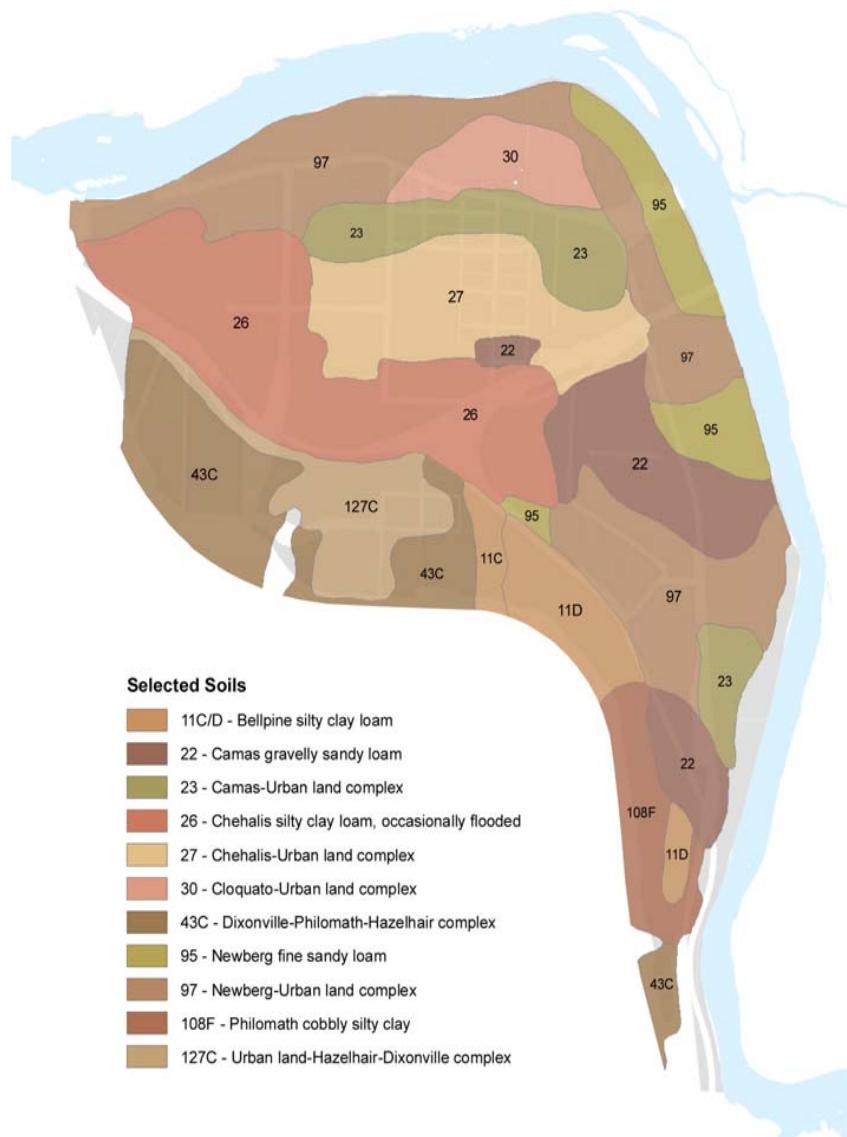
Pollutants

The Lane County Environmental Health Manager has indicated that there are existing septic system drain field problems in Glenwood resulting in visible effluent on the ground surface and effluent odor. Failures of this type are typically caused by a high ground water table and/or plugged drain fields. Mitigation of any existing pollutants will be required for redevelopment. Existing conditions and required mitigation may also limit stormwater treatment options in areas, as infiltration in contaminated areas should be avoided to protect the ground water. It is assumed that redevelopment in Glenwood will result in elimination of the current septic tank systems and resolve current environmental impacts caused by these systems.

In 2008, Springfield adopted its Total Maximum Daily Load (TMDL) Implementation Plan, which describes strategies Springfield will implement to reduce temperature, bacteria, and mercury pollution in the Willamette and McKenzie Rivers. This plan was required to comply with the Willamette Basin TMDL order to help meet pollutant load allocations for the Upper Willamette sub-basin as approved by the US Environmental Protection Agency in September 2006.

As shown on Springfield's Wellhead Protection Area Map, Glenwood is not within any existing wellhead protection area. There are a number of underground storage tanks and hazardous waste handlers in Glenwood. However, this specific topic is discussed in more detail in the Hazards Section of the Report.

Glenwood Soil Types



Soils and Ground Water

Soil classification is an important variable in determining the flow rate and volume of stormwater runoff generated from an area. The soil type and associated soil characteristic, such as permeability and runoff potential, control the rate of stormwater infiltration into pervious surfaces. As development occurs and less pervious surface is present, the effects of soil type on the overall stormwater discharge flows and volumes is reduced.

The predominant soil types in Glenwood are identified by the map unit number contained in the Soil Survey of Lane County, a publication of the Natural Resource Conservation Service (NRCS). The NRCS soil survey information is based on general area data. Site-specific field exploration is required to determine a more precise high water table elevation for Glenwood prior to design of the regional storm drain system.

Glenwood is not subject to significant flooding from stormwater runoff. Permeable soils in much of central Glenwood lend themselves to onsite, green infrastructure development. The groundwater table in Glenwood is generally low enough to allow groundwater discharge of pre-treated runoff. Erodible soils will require stringent engineering standards for open channel construction and maintenance where these soils are present.

The Riverfront Specific Area Stormwater Plan, prepared by Balzhiser & Hubbard Engineers in 2003, addresses water quality and quantity issues for the Glenwood Specific Area Plan adopted in 2005. A conceptual storm drain system and the costs for the associated

storm drain infrastructure improvements to Franklin Boulevard were developed. The report also outlines treatment strategies for that area which are consistent with Federal agency guidelines to achieve the maximum feasible stormwater quality discharged from the area.

Flood Plain

Portions of Glenwood are within the 100-year flood plain. Proposed stormwater conveyances in Glenwood must accommodate the Willamette River's water surface at the design level flood event. If this is not done, systems discharging or out falling to the river will be at risk of flood water backing up into the system and impeding the runoff and increasing flooding in connected areas. The floodplain is also discussed in the Hazards Section.

Planned Stormwater Network

The 2008 Stormwater Facilities Master Plan shows that Glenwood is subject to minor localized ponding and high water from most significant rainfall events, but does not show general flooding under the existing conditions.

The Stormwater Facilities Master Plan identifies capital improvement projects for the Glenwood Slough area and a new piped system flowing from the central area along the railroad/19th Avenue area to the Willamette River. The four elements of the projects for the Glenwood Slough consist of approximately 3,000 feet of channel enhancements which will improve flow characteristics. The 19th Street project identifies 1,250 feet of a 30-inch diameter piped system to replace and augment the existing inadequate segmented system. While these projects address flooding and general

conveyance function, other elements must be addressed when the final design and construction is proposed. At that time, land acquisition, property rights, water quality function, and natural resource and wetland regulations will impact the final look of the projects. The \$5 million estimate in the Stormwater Facilities Master Plan does not include these elements. This project is also listed in Springfield's Capital Improvement Program 2010—2014.

The ODOT I-5 Willamette River Bridge project, projected to be completed by 2012, addresses the construction of improvements to the Glenwood Slough from the point where the channel enters the ODOT right-of-way. The ODOT project will encompass Reach #3 of the Stormwater Facilities Master Plan projects. The ODOT design includes water quality, water quantity, and natural resources considerations. The major elements of the project are included in the Phase I portion of the bridge work. These improvements have been coordinated with the needs identified in the Stormwater Facilities Master Plan. The ODOT improvements will reduce the costs identified in the Stormwater Facilities Master Plan by eliminating the need for construction of the Reach #3 of the Stormwater Facilities Master Plan.

New development will include water quality provisions for runoff, and green infrastructure construction could reduce impervious surface and the need to increase system capacity in the system that shows 'full' in most modeling scenarios.

Policy Guidance

Springfield's stormwater and drainage management activities have undergone numerous changes in recent years to comply with Federal

and State regulations. The Federal Clean Water Act National Pollutant Discharge Elimination System (NPDES) program requires cities such as Springfield that own and operate municipal separate storm sewer systems to obtain an NPDES permit for stormwater discharges. The DEQ has issued NPDES permit (#102489) to Springfield. One component of this permit is a requirement to develop and implement a Stormwater Management Plan. The Stormwater Management Plan, which describes local receiving waters, the City's stormwater drainage system, and a summary of the City's stormwater management strategies for reducing pollutants discharged from the system, was adopted by the Council in 2004 and readopted with revisions in 2009.

Springfield has also obtained its Municipal Separate Strom Sewer System (MS4) permit, required by the Federal Clean Water Act and the DEQ. The permit requirements include developing the Stormwater Facilities Master Plan and Total Maximum Daily Load Implementation Plan, as described earlier in this section. These two plans, in addition to the Stormwater Management Plan and Springfield City Council's Seven Key Outcomes for Stormwater, adopted in 1999, primarily direct and guide activities and operations of the stormwater system.

In addition to the aforementioned policy documents, the following documents, as described in Appendix C, apply to stormwater management in Springfield:

- Statewide Planning Goals
- Eugene-Springfield Metropolitan Area General Plan
- Public Facilities and Services Plan

- Glenwood Refinement Plan
- Glenwood Specific Area Plan
- Springfield Development Code
- Springfield Engineering Design Standards and Procedures Manual
- Springfield Standard Construction Specifications
- Springfield Capital Improvement Program 2010-2014

The current GRP has two policies that address stormwater management in Glenwood. In the Storm Sewers and Drainage section, Policy 1 states that Springfield shall design a storm sewer and drainage plan for Glenwood to accommodate storm runoff from growth and development in the area that is also sensitive to other wetlands issues (GRP p. 78). Public Works Environmental Services has indicated that this policy is still applicable but should be amended to read that the City shall provide master plan level conceptual design for Glenwood to accommodate storm runoff from growth and development in the area that is also sensitive to other wetlands issues.

Policy 15 of the Subarea 8 section states that design of stormwater systems shall comply with that proposed in the Glenwood Specific Area Plan and the Storm Drainage System Master Plan completed as part of the study, until such a time that the City completes the Storm Water Master Plan for Glenwood (Ord. 6137). Public Works Environmental Services has indicated that the Stormwater Facilities Master Plan has been completed and includes specific elements relating to Glenwood that are at conceptual level design. The

Specific Area Plan does not conflict with the Stormwater Facilities Master Plan. Public Works Environmental Services suggests that as part of the GRP Update Project, stormwater management policies be consolidated and that if separate policies exist for distinct areas of Glenwood that they be worded as similarly to the suggestion for Policy 1 above.

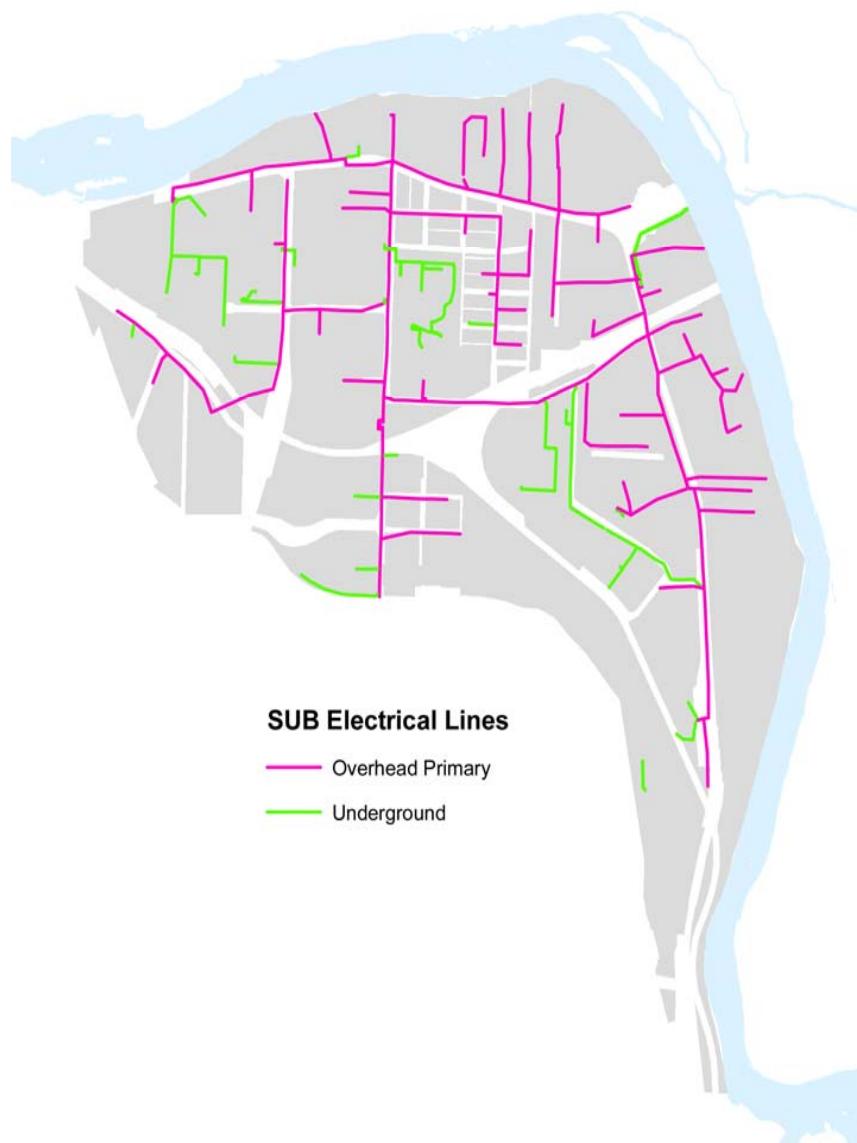
Conclusion

Glenwood's existing stormwater system does not provide adequate drainage for future development without substantial improvements. The Glenwood Slough is the primary stormwater conveyance facility in Glenwood to drain to the Willamette River. There are planned projects that will improve this facility, which will be dependent upon future funding sources. In addition, existing and proposed stormwater conveyance system and its relationship to the natural protected and regulated watercourses in Glenwood, wetlands, and riparian areas must be considered when proposing new policies for this topic.

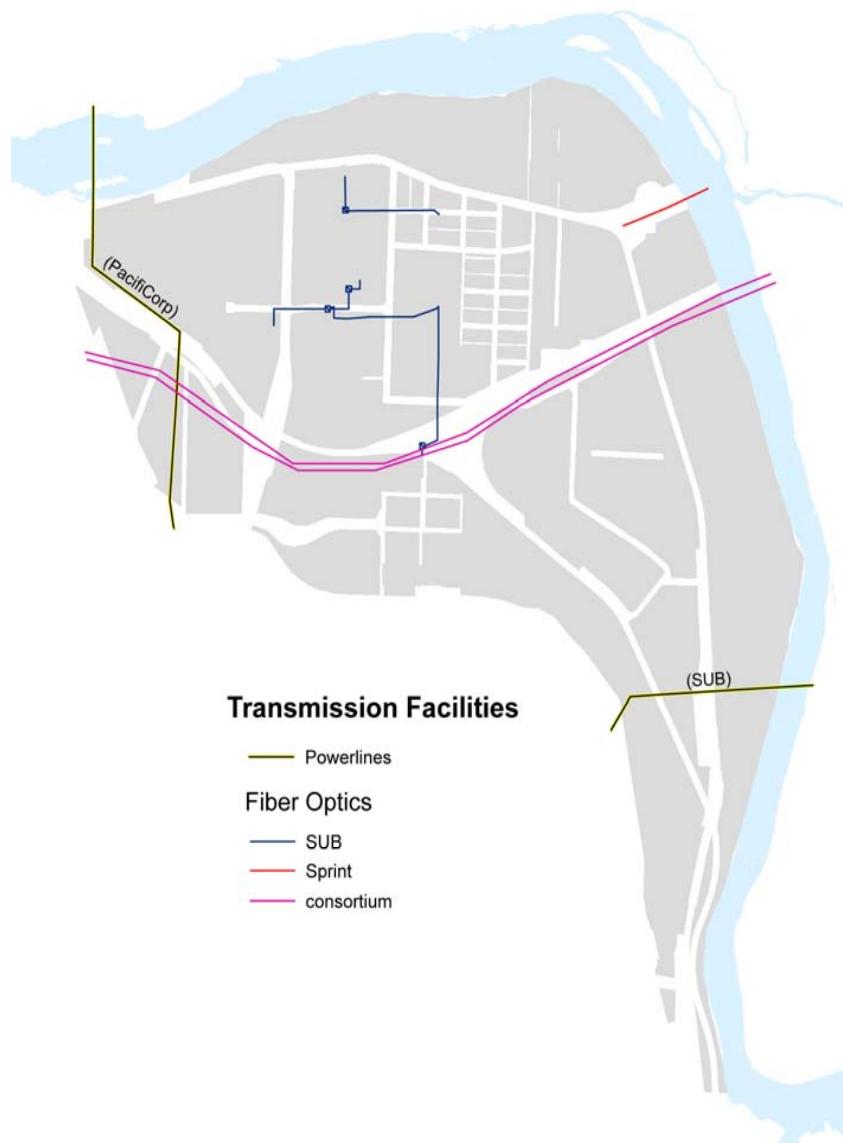
Electrical Facilities

Glenwood was in the Eugene Water and Electric Board's (EWEB) electric service beginning in the late 1960's. Prior to that time, Glenwood was part of Mountain States Power. EWEB's plans at the time Eugene had jurisdiction in Glenwood called for construction of an additional substation in Glenwood as the electric load on the current system increases. Until shortly after the change in jurisdiction from Eugene to Springfield, EWEB continued to provide electrical services to all of Glenwood. In 2001, EWEB and the

Glenwood Electrical Facilities



Glenwood Transmission Lines for Power and Fiber Optics



Springfield Utility Board (SUB) signed an agreement transferring the electrical service responsibility to SUB, with SUB purchasing the EWEB system and facilities in Glenwood. SUB will have the same need for a future substation, and any future substation will require acquisition of property and review with public notice.

Policy Guidance

The provision of electric service in Glenwood is guided by the policies of the Eugene-Springfield Metropolitan Area General Plan, as well as the Transfer Agreement with EWEB mentioned above. In the Water and Electric Services section of the current GRP, Policy 1 states that SUB shall provide water and electricity service to the Glenwood area either directly or by contract (GRP p. 70). This policy is still applicable; however, SUB desires this policy to be amended to read that SUB shall provide water and electricity service to Glenwood directly.

Other Electrical Facilities/Fiber Optic Facilities

SUB and PacifiCorp own major electrical power transmission lines which cross Glenwood. In addition, there are three fiber optic providers whose lines cross Glenwood that may be of interest to potential property purchasers and developers.

Conclusion

With the signing of the Transfer Agreement with EWEB in 2001, SUB is now the electric service provider for all of Glenwood. Any future substation will require acquisition of property and public review.

Water Facilities

There are three water districts currently in Glenwood: The Glenwood Water District (GWD); EWEB; and SUB.

The GWD was formed in 1941, after a series of fires, to provide fire protection in Glenwood. Construction of the first phase of the distribution system began in 1942. The first water main was constructed on Franklin Boulevard, which was fed from the EWEB system in the vicinity of the I-5 overpass, near the west terminus of Judkins Road. The second phase of the distribution system was constructed in 1946, and the GWD contracted with EWEB for water service.

With the transfer of the jurisdiction of Glenwood from Eugene to Springfield in 1998, SUB became the future water service provider for Glenwood. In 2001, SUB and EWEB signed a Transfer Agreement that discussed the termination of the water service agreement between GWD and EWEB and specific EWEB water facilities, including the Laurel Hill Pump Station located at East 22nd and Henderson Avenues, within Springfield's city limits. There are 16 and 24-inch water mains constructed along the southern border of Glenwood that will remain under EWEB's jurisdiction. The intent of this system is to serve Eugene's southern regions and along 30th Avenue, directly north of Lane Community College. However, the mains currently terminate at Nugget Way. SUB will lease the portion of the 24-inch EWEB water main east of Laurel Hill Pump Station to provide a looped system in this area until such time as EWEB is prepared to extend the transmission main further to the south.

Glenwood Water Facilities



In 2006, SUB and the GWD signed a Water Supply and Services Agreement that states that it is mutually beneficial for Springfield Utility Board to provide water supply and related operation and maintenance services to the GWD...[and]...due to expected annexations of property into the City of Springfield, GWD may elect to cease as a water distribution facility and SUB will eventually provide all water service within the Glenwood portion of the Springfield Urban Growth Boundary (Water Supply and Services Agreement 1).

The water system in Glenwood is comprised of hydrants and distribution piping. The total length of pipe in Glenwood is approximately 42,000 feet. Personnel from the GWD and SUB have reported that existing pipe sections removed from the water system during water improvement construction projects show existing pipe to be in relatively good hydraulic condition. The system is fed from an intertie with SUB's west distribution system located at the east end of the South A Street Bridge. In 2004, SUB constructed a 24-inch transmission pipeline across the bridge. Large diameter 16-inch water mains have been constructed from the bridge west to Glenwood Boulevard and south to East 19th Avenue and Nugget Way. Additional large diameter water mains are planned as development occurs that requires the additional capacity.

As of April 9, 2009, SUB is now supplying all of the water to Glenwood except for Peterson Equipment on E. 22nd Avenue and the former Pepsi plant on Judkins Road. In addition, there are a number of private drinking water wells that service Glenwood properties.

Policy Guidance

The provision of water service in Glenwood is guided by the policies of the Eugene-Springfield Metropolitan Area General Plan, as well as the Transfer Agreement with EWEB and the Glenwood Water Master Plan, mentioned earlier in this section.

In the Water and Electric Services section of the current GRP, Policy 1 states that SUB shall provide water and electricity service to the Glenwood area either directly or by contract (GRP p. 70). Policy 2 of this section states that Springfield shall consult with SUB and the GWD to determine the appropriate timing for dissolution of the GWD and provision of water service directly by SUB (GRP pp. 69-70). These policies are still applicable.

Conclusion

After the change in jurisdiction from Eugene to Springfield in 1998, there are still three water districts within Glenwood. However, with the exceptions cited above, SUB is now the primary water service provider for all of Glenwood. In addition, as the responsibility of the GWD diminishes over time as annexations to Springfield and withdrawals from the GWD occur, there will become a time where it is neither logical nor cost-effective for the GWD to remain in operation. When that time occurs will be up to SUB and the GWD.

Solid Waste Facilities

The Metro Plan states that in order for the metropolitan area to comply with Statewide Planning Goal 11, a solid waste disposal site must be included in the plan area (Metro Plan p. III-G-11). Lane

County's solid waste program consists of waste prevention, reuse and recycling, collection, transfer, special waste, and waste disposal facilities and services. Lane County constructed the Central Receiving Station³ (CRS) in Glenwood in 1976 as a transfer site for solid waste from the greater metropolitan area of Springfield and Eugene. Waste from outlying communities, such as Junction City and Veneta, use the CRS facility, as well. The CRS replaced the former Day Island and several other small landfills that had served the greater metro area since the early 1900's. Solid waste is received, compacted, and deposited at the CRS and then trucked to the Short Mountain landfill for disposal. The facility has grown over time to include the CRS facility, voluntary recycling area, a vector facility⁴, a household hazardous waste facility, administration offices, and equipment repair facilities. Because of the nature of the activity, the facility does affect surrounding areas in Glenwood. These impacts range from litter generated by uncovered loads traveling through Glenwood to intermittent odors from the garbage pit.

The provision of solid waste facilities is guided by the Metro Plan Policy G.25, which states that industries that make significant use of the resources recovered from the Glenwood solid waste transfer facility should be encouraged to locate in that vicinity (Metro Plan p. III-G-12). There are three recycling organizations in Glenwood that augment the processing of regional waste materials:

Sanipac is located at 1650 Glenwood Boulevard. Sanipac has a commingled recycling program that significantly increased recycling at homes when it was instated. Sanipac hauls commingled recycling and construction debris to EcoSort, where the material is sorted for new uses.

Glenwood Solid Waste Facilities



EcoSort is located at 3425 East 17th Avenue. EcoSort plays an important part in the area's recovery of recyclable material. EcoSort is a Material Recovery Facility designed to accommodate large quantities of items that can be recovered from the waste stream. Many local garbage haulers bring debris from construction sites and demolition projects to EcoSort. This debris is sorted and prepped for recycling. EcoSort also receives demolition material from many construction and demolition companies and building contractors in the Eugene-Springfield area.

BRING Recycling's Planet Improvement Center, is located at 4446 Franklin Boulevard. This facility primarily collects building supplies, such as doors, windows, and cabinets for reuse and has a public education department to teach people how to recycle. BRING also handles many materials brought by the public to the CRS.

The three recycling businesses cited above that are near the CRS demonstrate that today Glenwood is the metropolitan area's primary waste processing site. The Lane County Board of Commissioners heard a proposal by Springfield's Urban Renewal Agency to study the possible relocation of the Glenwood CRS. A letter was sent to Springfield stating that all costs associated with relocation of CRS must be paid for by Springfield. Relocating the CRS would have a major impact on waste processing and would need agreement between Springfield and Lane County, both in terms of finances and location. In the short term, the CRS intends only modest revisions to its current operation and strives to reduce odors and litter.

Policy Guidance

The Lane County Solid Waste Management Plan (SWMP), adopted in August 2002, as required by the Eugene-Springfield Metropolitan Area General Plan, serves as the guide for the location of solid waste sites to serve the metropolitan area. Under Resource Maintenance and Enhancement, the SWMP states that Lane County could redesign the layout of the recycling area at the Central Receiving Station (SWMP p. 57). Implementation of improvements at the CRS as necessary to accommodate expanded recycling opportunities and other County needs is a tier two long-range collection and transfer recommendation. Redesigning the layout of the recycling area would demonstrate the County's commitment to waste recovery and potentially increase participation in recycling at the transfer station that services the largest metropolitan area in Oregon outside of Portland. There is little vacant space within the complex, however, and there is no vacant land around the perimeter. Redesigning the entire facility may require complete site closure and reconstruction. Smaller changes, however, could be made without disrupting operations for extended periods. Lane County would evaluate the possibility of either partial or complete reconstruction of the CRS recycling area, and the Resource Recovery Advisory Committee would play a vital role in the design and planning phase of this project.

The current GRP has one policy that addresses the solid waste facility. In the section associated with Subarea 4, Glenwood Industrial Area, Policy 3 states that Springfield shall consult with Lane County to reduce litter and odors from the solid waste facility (GRP p. 25). Lane County currently operates the CRS in accordance with

several regulatory permits. The CRS has an Oregon Department of Environmental Quality Transfer Station Permit. This permit contains general operation guidelines and environmental protection procedures. The Transfer Station Permit also contains a section that specifically references the operations of the site's Household Hazardous Waste Facility, a Lane County Waste Management Operations Plan that gives CRS staff more specific guidance regarding daily operations at the site. The CRS also has a National Pollutant Discharge Elimination System Permit. The CRS is currently involved with an Inter Governmental Agreement with the Oregon Department of Transportation pertaining to the I-5 Bridge Replacement Project to be completed in 2013.

Conclusion

Unless an alternate site can be found in Glenwood for the CRS, the facility must remain at its current location to be in compliance with Metro Plan Policy G.25. Even if an alternate site is found, both Springfield and Lane County would need to agree on cost. For the near future, the CRS will follow site improvement policies contained in the SWMP.

Police Services

The Springfield Police Department provides patrol service and police protection to those portions of Glenwood that have been annexed to Springfield. Police protection is currently provided to the unincorporated portions of Glenwood by the Lane County Sheriff's Department and the Oregon State Police. As such, the Springfield Police Department does not typically respond to calls outside the city

Glenwood Police Service Boundaries



limits. The Springfield Police Department has indicated, however, that if the service boundaries are not clean, it creates confusion for the department in determining whether to respond to calls. As unincorporated portions of Glenwood are annexed to Springfield, they will receive the same level of police services that are provided to other areas within the City. This level of service will depend on the City's growth, size, and development patterns, as well as the citizen's willingness to finance police services.

There is an increasing recognition that there are a variety of crime prevention programs possible and that they must play an increasing role in future police services. Upon annexation to the City, the Springfield Police Department will offer Glenwood residents the support and educational programs that are offered to other areas of the City. These will include personal safety issues, specific crime prevention techniques, and continued liaison work with social service agencies that can affect many of the problems that are considered police issues for Glenwood.

The Springfield Police Department's *Long Range Plan for Police Services* document is currently being updated by the Police Planning Task Force. This document considers the impact of adding Glenwood to Springfield's police service area. One of the goals of the updated document is to establish objective criteria that would be used to evaluate staffing levels. Adding Glenwood to the service area will have an impact on those models. None of the Springfield Police Department's long-range planning will affect the GRP update project, however. The Glenwood issue is just one part of a larger conversation about measuring police services (population, crime rates, call loads, geographic coverage).

There are no plans to request specific system improvements for the Springfield Police Department, such as substations; the issue will be staffing as calls for service grow (work load issue) and as the geographical coverage expands (response time issue). Response times are driven by three primary considerations: Seriousness of the call, availability of units, and geographic location of units. Higher priority calls in Glenwood will result in field units being pulled off other calls and re-routed. That has always been the Springfield Police Department's practice, but as areas of Glenwood further west are annexed, the likelihood is that field units will be farther away, and response times across Springfield will be slower.

Policy Guidance

Provision of police services in Glenwood is guided by the Eugene-Springfield Metropolitan Area General Plan, as well as the Long Range Plan for Police Services, discussed earlier in this section. The current GRP discusses police services in the Public Safety section. Policy 1 states that Springfield will assume responsibility for providing an urban level of police services comparable to those provided in other parts of the City, including crime prevention and response to calls, upon annexation of properties to the City (GRP p. 72). Policy 2 states that Springfield will consult with residents and property owners to identify crime prevention needs and to establish crime prevention programs to serve the area upon annexation of properties to the City (GRP p. 72). These existing GRP policies, as stated above, accurately define Springfield Police responsibilities for Glenwood.

Conclusion

As portions of Glenwood are annexed to Springfield, there will be more of an impact on the Springfield Police Department. How much of an impact will not be determined until the update of the Long Range Plan for Police Services document is updated.

Fire and Emergency Medical Services

The Springfield Fire and Life Safety Department provides fire and emergency services to all of Glenwood. Springfield provides fire protection services within the city limits and fire protection services for the area outside of the city limits under contract with the Glenwood Water District. A full range of fire protection services are provided to those areas of Glenwood within the city limits including: fire protection; fire investigation; hydrant maintenance inspections; fire inspection programs; the hazards materials control program; and fire safety education. Upon annexation to Springfield, these services are available to the unincorporated portions of Glenwood. Fire protection services provided to the unincorporated portion of Glenwood are limited to fire protection, hydrant maintenance inspections, and fire inspection services. Fire hydrant flow tests and maintenance are performed by the Springfield Utility Board.

The Lane County Fire Defense Board Mutual Aid Agreement between all fire Defense Board agencies in Lane County, including Eugene and Springfield, provides for additional assistance for fire and emergency response in Glenwood should the resources of the Springfield Fire and Life Safety Department be taxed by simultaneous demand for service. However, a Memorandum of Understanding

between Springfield and Eugene for cooperation at the Battalion response level recognizes the benefit of interagency cooperation. This means that the initial response in the case of Fire and Emergency Medical Service comes from the Springfield Fire and Life Safety Department or the Eugene Fire Department, depending on the closest available unit. Under this agreement, known as the Third Battalion System, both cities' equipment can be used if a large fire occurs.

Fire and Emergency Medical response time to Glenwood is expected to improve as annexation and development in Glenwood occurs and a new fire station is constructed in downtown Springfield.

A feasibility study concerning the possible merger of the Eugene Fire Department and the Springfield Fire and Life Safety Department is currently underway with an expected delivery date of June 30, 2009. Subsequent discussion between joint elected officials may then occur if merger is feasible.

The Springfield Fire and Life Safety Department, through the Fire Marshal's Office, issues permits for the use and storage hazardous materials for hazardous operations utilizing hazardous materials that are regulated by the Springfield Fire Code (see a more detailed discussion on this topic in the Hazards Section).

Policy Guidance

The provision of fire and emergency medical services in Glenwood is governed by the Eugene-Springfield Metropolitan Area General Plan, the Lane County Fire Defense Board Mutual Aid Agreement, the

Memorandum of Understanding between Springfield and Eugene 2007, and the Springfield Fire Code, as discussed earlier in this section.

The current GRP discusses fire protection and emergency medical services in the Public Safety section. Policy 1 states that fire protection services currently provided by Springfield under contract with the Glenwood Water District shall be transferred to a system of services provided by the City at the time of annexation, according to present practice (GRP p. 71). This policy is still consistent with current practice.

Policy 2 states that Eugene and Springfield shall continue an enhanced joint response program in the Glenwood area, even after complete annexation of the area to Springfield, and shall maintain current levels of fire response time to the Glenwood area (GRP p. 71). The Springfield Fire and Life Safety Department suggests that Policy 2 be amended to read as follows: Eugene and Springfield shall continue the Three Battalion System for all emergency response in the Glenwood area, even after complete annexation of the area to Springfield.

Policy 3 states that as additional Glenwood properties annex to Springfield, there will be a need to construct a new fire station in the downtown area that can serve all of Glenwood (GRP p. 71). The Springfield Fire and Life Safety Department suggests that Policy 3 be amended to read as follows: Relocation of Fire Station #4 from 1475 5th Street to the Pioneer Parkway and Main Street intersection area of downtown Springfield is required in order to meet the five-minute response time standard in Glenwood.

Conclusion

The Springfield Fire and Life Safety Department currently provides service to all of Glenwood by contract or as an urban service to already annexed properties. Response times can be improved with the relocation of a firehouse closer to downtown Springfield. Future annexation of Glenwood property requires an analysis during the annexation application review to determine if an urban level of service can be provided utilizing existing fire station facilities. Some existing GRP policies may need revision in order to comply with current practice.

Schools

There are currently no public schools in Glenwood. However, both Springfield School District 19 and Eugene School District 4J serve Glenwood students. The following is Glenwood's school history:

- 1914** Glenwood citizens pursued the formation of School District 150. Previously, the school serving Glenwood was part of Springfield School District 19.
- 1930** A new school was constructed.
- 1953** School District 150 was consolidated with Eugene School District 4J, except that the southern tip of Glenwood continues to be within Springfield School District 19.
- 1970** The Glenwood School was condemned by the Fire Marshal as unsafe for further school use and was closed at the end of the school year. The building was later demolished.

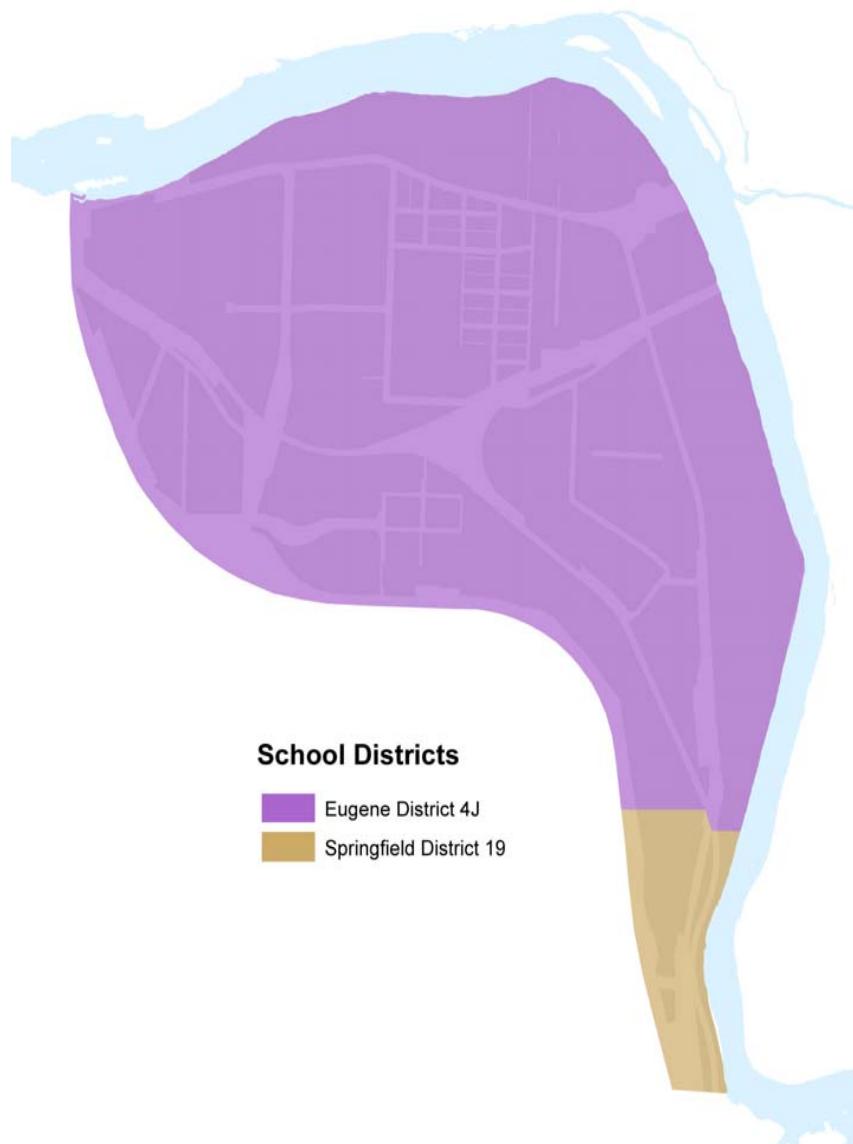
2009 Currently, 87 Glenwood students are bused to schools in Eugene, and four Glenwood students attend school in Springfield.

Glenwood is one of two areas within Springfield's jurisdiction where children attend District 4J schools (the other area is Gateway). Over the years, there have been discussions between District 4J and District 19 regarding the possible transfer of jurisdiction from Eugene to Springfield. As properties in Glenwood are annexed to Springfield, it would seem logical for Glenwood students to attend District 19 schools. If a boundary change were approved, District 4J stated it would lose students and state school funding in such a transfer. The district's property tax base would also be reduced, which would reduce revenue generated by District 4J's local option levy.

District 4J has recently closed and consolidated schools because enrollment in Eugene has been on a steady decline, and population projections indicate decreasing household size over the next decade. However, any proposed increased residential density and development in Glenwood may impact this situation. School District 4J has indicated that affordable housing developments generally house more families with school-aged children. An increase in student enrollment in the Glenwood area could be served by existing District 4J schools.

The Glenwood Specific Area Plan *Existing Conditions Report* mentioned identifying a site for a future school within the 48 acres; however, in 2001, District 4J made similar statements regarding declining enrollment. The Glenwood Specific Area Plan, which was prepared for the adoption of revisions to Subarea 8 of the GRP,

Glenwood's School District Boundaries



showed, as proposed, 600 dwelling units on 43 net developable acres of land for a density of 14 dwelling units per acre. There was no mention of schools in this plan or in the policies listed for Subarea 8. District 19 states that Springfield Public Schools is part of Team Springfield, along with the City of Springfield, the Springfield Utility Board, and the Willamalane Park and Recreation District. One of the shared goals and initiatives of Team Springfield has been recognition of the benefit of having contiguous boundaries. While District 19 recognizes the validity of the concerns about boundary adjustments expressed by the District 4J, District 19 believes it would be better to have contiguous boundaries.

There have been conversations between the two school districts about boundaries. District 19 has expressed to District 4J that they have received feedback from community members, including Team Springfield representatives, urging District 19 to take advantage of shared services, where possible. In addition, District 19 has capacity at all levels (elementary, middle and high school) to serve both the existing Glenwood students and the additional students projected from Glenwood development over time. District 19 is willing to explore boundary adjustments that would lead to contiguous boundaries.

School district boundary changes are regulated under Oregon Revised Statutes (ORS), Chapters 308 and 330, and Oregon Administrative Rules (OAR) 581-025 and 025. The process would require the Lane Education Service District to act as the District Policy Board. Any proposed school district boundary change would require the mutual consent of the involved district school boards and/or a

request submitted by the electors of the affected districts or legislative action.

According to information submitted by District 4J, there are no current plans, codes or other policy documents that would impact the refinement plan update or land use in the Glenwood Refinement Plan area; there are no identified outstanding issues, based on existing goals and policies; and there are no plans to acquire property or to build a school in Glenwood because there are too few students residing in the area now, and little of the area is designated for future residential development.

Policy Guidance

The provision of schools in Glenwood is guided by the policies of the ORS Chapters 308 and 330, OARs 581-025 and 025, and the Eugene-Springfield Metropolitan Area General Plan. There are no current GRP policies regarding schools.

Conclusion

Annexation to Springfield will not directly affect school district boundaries. School districts can and do operate independently of municipal governments. However, it does affect the sense of community for residents living in the areas of split jurisdiction. Resolution of the school boundary issue must be brought about by agreement between the two school districts outside of the scope of the GRP Update Project. Nonetheless, policy makers may want to consider a school district boundary policy that encourages both school districts to continue discussions on this topic. The designations and zoning in the current GRP does not have an impact

on District 4J, but as new designations and zonings for Glenwood are explored that may impact District 4J, this issue may have to be reviewed again.

Parks and Recreation

Parks and recreation services are currently provided in Glenwood through the Willamalane Park and Recreation District. The policy document that is most directly applicable to parks and recreation in Glenwood is the Willamalane Park and Recreation Comprehensive Plan (Comp Plan), which was adopted in March 2004 by the Willamalane Board of Directors, and which later that year was adopted by Lane County and Springfield as a refinement to the Metro Plan. Much of the discussion that follows comes from this document.

History

- 1944** Voters in Springfield and Glenwood approved a proposal to organize one of the first special purpose park and recreation districts in Oregon. Willamalane's boundaries originally encompassed the incorporated area of Springfield, as well as the Springfield, Glenwood, and Maple School Districts.
- 1947** Willamalane acquired the Glenwood Park, which was dedicated to William E. James, one of the original Willamalane organizers, in 1954. The park, which includes approximately three acres and is now classified as a neighborhood park, was located next to the Glenwood Elementary School.

- 1951** The Glenwood Recreation Building, subsequently known as the James Park Center, was constructed along with other unspecified park improvements.
- 1959** A shelter and pump house were installed at James Park.
- 1970** The Glenwood Elementary School was vacated, and Willamalane leased the gymnasium from District 4J.
- 1971** School District 4J sold the building to a private party, which terminated Willamalane's use of the gymnasium.
- 1972** Willamalane recommended demolition of the recreation center building citing vandalism and infrequent use. The building was removed in 1973.
- 1988** The irrigation system was renovated and modern play equipment was installed in James Park.
- 1991** As an implementation of the 1990 Glenwood Refinement Plan, Eugene initiated a zone change for James Park from I-2 Light-Medium Industrial to PL-Public Land in order to recognize the long-standing park use, which was not allowed under the I-2 zoning.
- 1998** Over the years, as properties developed, they were annexed to Eugene and withdrawn from Willamalane. Consequently, at the time of the 1998 Glenwood Jurisdictional Study, all of the unincorporated areas of Glenwood were within Willamalane's district boundaries, but none of the

Glenwood Existing & Proposed Park Resources

incorporated areas were. As part of the transfer of jurisdiction from Eugene to Springfield, the incorporated portions were withdrawn from Eugene and annexed to Springfield, and these areas were then incorporated back into Willamalane's District boundaries as well.

- 2001** The Northwest Christian College's (NCC) women's softball program renovated the ball field, including new backstop and concrete dugouts at James Park. NCC uses the field for spring training through the end of April each year, after which it is used by KidSports and by the general public.
- 2002** The deteriorated park shelter was removed and the irrigation system renovated in James Park. NCC added perimeter fencing, warning tracks, and safety cushions for the top rails of the home run fence.

Existing and Proposed Parks Facilities

The Existing and Proposed Park and Recreation Resources Map at left shows James Park as the only existing park in Glenwood. The Willamalane Comp Plan's Park and Facility Analysis section includes the following observation, however: James Park ... is cut off from residential neighborhoods [with the exception of the adjacent mobile home park] by Franklin Boulevard, railroad tracks, and an industrial area (Comp Plan p. A-31).

The Comp Plan's proposed Strategies and Actions are based on a comprehensive Community Needs Assessment (CNA). The needs assessment process included: technical analysis of existing parks and

Glenwood Neighborhood Park Facilities

facilities; review of related community planning documents; a demographic profile; and an extensive public involvement program. Findings resulting from this process included many that are generally or indirectly related to Glenwood. For example, in the responses to the community survey, off-street bike paths were identified as the number one outdoor recreation facility needed in Springfield, and other desired facilities included more riverfront access, and close-to-home neighborhood parks (Comp Plan p. A-9 – A-12).

The CNA, in its discussion of related planning efforts, notes that future implementation of community plans for nodal development in Glenwood could increase residential density and the need for parks and recreation facilities and services (Comp Plan p. A-3). The CNA includes an analysis of current and proposed levels of service (LOS) for the various categories of parks, in terms of acres per capita. The proposed community-wide levels of service (in terms of acres per 1,000 residents) are: two acres for neighborhood parks; two acres for community parks; and 10 acres for all other categories (natural area parks, linear parks, special use parks, and sports parks); for a total of 14 acres of park land per 1,000 residents. The LOS analysis, however, is not broken out by sub-area, so there is no comparison of existing and proposed LOS specific to the Glenwood area.

In addition to the quantitative LOS analysis discussed above, the CNA also considers geographic distribution of existing parks and other factors, such as projected land uses, to help determine need and target areas. The geographic analysis for neighborhood parks starts with an assumed service area radius of generally one-half mile for neighborhood parks, and then truncates the service areas as appropriate based on the presence of barriers to safe and convenient

Glenwood Community Park Facilities

pedestrian access (e.g., busy streets, railroad tracks, rivers). The Neighborhood Park map on page 152 shows the results of this analysis, identifying areas planned for residential use that are underserved by neighborhood parks based on the criteria discussed above. In Glenwood, three underserved areas are identified: the existing residential area in central Glenwood; the area between Franklin Boulevard and the river that is planned for mixed-use development; and the area between McVay Highway and the river that is planned for mixed-use development. A similar geographic distribution analysis was conducted for community parks, which are larger than neighborhood parks, generally include on-site parking, and have a larger assumed service area (two-mile radius). As shown on the Community Park map at left, Glenwood is within the two-mile service area of Willamalane Park. The CNA recognizes that the location of and need for other categories of parks, such as natural area parks and linear parks, tends to be determined more by opportunities for acquisition of land with specific characteristics (e.g., river frontage, wetlands, steep slopes, ridges) than by distances or service areas.

Based on the results of the CNA and public involvement process, the Comp Plan proposes a number of Strategies and Actions. The Strategies tend to be relatively broad and community-wide in nature. Many of the Strategies, and some of the Actions, relate generally or indirectly, but not specifically, to Glenwood. For example, Strategy A-15 is to ensure an equitable distribution of neighborhood parks throughout the District (Comp Plan p. 24). This report will not attempt to list all of these generally related references. Several of the proposed Actions, however, are specific to Glenwood, and are discussed below.

Glenwood Existing, Planned, & Proposed Multi-Use Paths

Action 1.27 states the following: James Park Expansion—Pursue vacant land acquisition and redevelopment opportunities to better connect James Park to the surrounding neighborhood (Comp Plan p. 43).

The Existing and Proposed Park and Recreation Resources map shows a proposed neighborhood park in the central residential area. The corresponding Action 1.28 states: Central Glenwood Area Neighborhood Park—Pursue opportunities for acquisition and development of a neighborhood park in this underserved area (Comp Plan p. 43).

The Existing and Proposed Park and Recreation Resources map also shows a proposed special-use park along the riverfront. The corresponding Action 5.3 states: Glenwood Riverfront Park—Pursue acquisition and development of a multi-use riverfront park in the Glenwood area (Comp Plan p. 52). This proposal is described in more detail in the Highlights of Improvements section of the Comp Plan, as follows: As the Glenwood area is revitalized ...the community will have opportunities...to expand the popular riverfront park system. This system, which includes multiuse trails, picnic and active recreation areas, and river access, is one of our most significant regional recreation resources. The park will also expand recreation opportunities for Glenwood residents, who currently have limited access to close-to-home parks (Comp Plan p. 16).

The Existing, Planned, and Proposed Multiuse Paths and Bikeways map at left shows a planned pathway along the bank of the Willamette River through Glenwood. As noted in Comp Plan's map

key, the projects shown as ‘planned’ are from TransPlan and the Springfield Bicycle Plan. The pathway that is shown corresponds to (then) TransPlan projects 851—South Bank Trail A and 854—South Bank Trail B. The corresponding Actions in the Comp Plan are 4.15, which is to work with the City to develop a multi-use path along the Willamette River from I-5 to the Springfield Bridge and 4.16, which is to work with the City to develop a multi-use path along the Willamette River from the Springfield Bridge to Seavey Loop Road (Comp Plan p. 50).

Some of the existing and planned on-street bicycle facilities involve roads under Lane County jurisdiction, so any bicycle and pedestrian improvements must be coordinated with Lane County.

Policy Guidance

The provision of park and recreation facilities in Glenwood is guided by Statewide Planning Goal 8, the Eugene-Springfield Metropolitan Area General Plan, the Willamalane Comprehensive Plan, and the Rivers to Ridges: Metropolitan Regional Parks and Open Space Plan, as described earlier in this section.

There are several policies and implementation actions in the current GRP that pertain to parks. For instance, Policy 6 in the Subarea 8 section states that Springfield shall defer to Willamalane to investigate the potential for acquiring and developing riverfront parkland in this area (Ord. 6137). This policy is in line with Willamalane’s Comp Plan policies, so this policy continues to be applicable. Similarly, Policy 1 in the Subarea 9 section recommends that the subarea be considered for a mix of uses, including parks,

and Policy 4 of the same section states that Springfield shall defer to Willamalane to consider the potential for future park development within the area adjacent to the Willamette River (GRP pp. 33-34). These policies are also in conformance with the Willamalane Comp Plan, and are thus still applicable.

Policy 1 of the Parks section of the current GRP states that Springfield and Willamalane shall work with property owners along those portions of the Willamette River within the Glenwood area in recognition of the area's role as part of the Willamette Greenway system and the community-wide resource it represents (GRP p. 73). Willamalane has indicated that it is committed to planning and operating its parks in a manner that is in keeping with Statewide Planning Goal 15, Willamette Greenway, and local implementing ordinances associated with the Greenway. Several Willamalane policies, including some that relate to Glenwood, are consistent with the overall goal of enhancing the public’s ability to access and enjoy the river.

Policy 2 of the Parks section states that Springfield will consult with Willamalane and other public agencies and private landowners to coordinate acquisition of property and development of public access and recreational facilities with preservation and enhancement of significant natural habitats and scenic corridors and with economic use of those lands along the river (GRP p. 73). Public access to the Willamette River continues to be of high value to the community and thus this policy is also still applicable.

Policy 3 of the Parks section states that Springfield will defer to Willamalane to consider the following park acquisition and

development priorities in developing park and recreation services for the Glenwood area listed in priority order:

- Consider acquisition for passive park/open space along the river in the vicinity of the river's bend, just west of the Springfield bridge.
- Explore the feasibility of acquisition of one or more parcels within or adjacent to the central residential area for redevelopment as a small neighborhood park.
- Consider future land uses in determining ongoing use and development of James Park for Glenwood residents and investigate acquisition and development of alternative sites east of McVay Highway. Consider the possible purchase of the old Glenwood School site for an expansion of James Park, thereby increasing the parks access and visibility from McVay Highway (GRP pp. 73-74).

Willamalane suggests deleting the word ‘passive’ in relation to the park space along the river as it is a poorly defined term that tends to lead to arguments regarding specific proposed park improvements and activities. Willamalane also suggests revising this sub-policy to refer not just to the vicinity of the river’s bend west of the bridges, but to all of the areas along the river that are designated for Mixed Use. In other words, it would also include the portion of Subarea 8 that is south and east of the highway bridges, as well as the Mixed Use area east of McVay Highway and north of Subarea 10. This revision would make the policy more consistent with the allowed land uses (which, for these areas, include residential and parks), with

the vision set forth in Glenwood Specific Area Plan and with the Willamalane Comp Plan.

While the maps in the current Glenwood Refinement Plan accurately show the location of James Park, which is the only existing park in Glenwood, Willamalane also suggests revising the map on Page 76 of the existing Glenwood Refinement Plan to be less parcel-specific regarding potential parkland acquisitions. They recommend considering changing ‘James Park Alternative Site’ to ‘Potential Parkland Acquisition.’ Pursuant to the applicable policy (3.C., above) these sites could be ‘alternatives’ to James Park, but they could also be in addition to James Park.

Conclusion

The Willamalane Park and Recreation Comprehensive Plan contains extensive information regarding the types and general location of

¹Wastewater facilities were formerly referred to as sanitary sewers.

²Under section 303(d) of the 1972 Clean Water Act, states, territories, and authorized tribes are required to develop lists of impaired waters. These impaired waters do not meet water quality standards that states, territories, and authorized tribes have set for them, even after point sources of pollution have installed the minimum required levels of pollution control technology. The law requires that these jurisdictions establish priority rankings for waters on the lists and develop Total Maximum Daily Loads for these waters.

³Called the Lane County Solid Waste Facility in the current Glenwood Refinement Plan and the Lane County Transfer Station in the Metro Plan

⁴The vector facility receives waste from the vacuum trucks that service city and county storm sewer catch basins. The facility dewateres the catch basin waste and sends liquids to the sanitary sewer system for treatment. Dried solids are landfilled. Approved by the Springfield and Eugene City Councils in 2007

Urban Transition & Annexation



Introduction

The term ‘urban transition’ used in this Section applies to the 1998 Intergovernmental Agreement between Springfield and Lane County, giving the City planning and building permit processing authority outside of the city limits, within the Urban Growth Boundary. It also applies to several on-going unresolved interagency jurisdictional issues regarding the provision of public facilities and services that stem from Glenwood’s history with Lane County and Eugene. Both the Intergovernmental Agreement and the provision of public facilities and services are discussed in this Section. However, public facilities and services are only listed by reference in this Section because they are discussed in more detail in their applicable Section. Current Glenwood Refinement Plan (GRP) policies applicable to the provision of public facilities and services, as well as street jurisdiction, are also discussed in their respective Sections. The provision of most public facilities and services in Glenwood is guided by policies contained in the Eugene-Springfield Metropolitan Area General Plan (Metro Plan) and the current GRP, as well as development standards contained in the Springfield Development Code (SDC).

Annexation is also guided by policies contained in the Metro Plan, the current GRP, and the annexation application processing regulations contained in the SDC. The provision of public facilities and services is closely connected to the annexation process. In fact, annexation cannot occur without the provision of wastewater facilities and other required minimum levels¹ of facilities and services. With the termination of the Lane County Boundary Commission in 2008, Springfield now processes all annexation requests. However, extra-territorial annexations for wastewater and

drinking water, which were previously allowed under the Lane County Boundary Commission, are not currently permitted under these new regulations. This topic and the topic of annexation agreements are discussed in this Section.

Urban Transition

Jurisdiction of Glenwood has been an ongoing issue since 1982, when the Metro Plan was adopted. At that time, Glenwood was the only portion of the metropolitan area where Eugene and Springfield remained undecided about which jurisdiction should ultimately provide urban-level services. As a result, policies within the Metro Plan called for a jurisdictional study to be jointly conducted by Eugene, Springfield, and Lane County to determine which city would have eventual jurisdictional responsibility for Glenwood. The following is a history of the jurisdictional changes in Glenwood:

- 1984** The *Glenwood Jurisdictional Study* was adopted by all three jurisdictions, and it was determined that Eugene should eventually annex Glenwood and provide the area with urban services. In its role as the service provider for Glenwood, Eugene also agreed to work with Glenwood residents and property owners on a refinement plan to study land use, transportation, and services issues in the community.
- 1985** Eugene began a planning process for Glenwood in conjunction with the Glenwood Community Organization (GCO). The GCO held an ‘issues session’ for the Phase I² area to determine important community issues that should be addressed in the first phase of the plan. As a result of the

issues session, the GCO appointed a ten-member planning team, consisting of residents and property owners in both the Phase I and II areas of Glenwood. The purpose of the planning team was to develop a draft plan, assisted by Eugene and Lane County staff, and recommend it for adoption by Eugene and Lane County.

- 1986** In March, the Phase I planning team reviewed and approved the draft of the first phase of the plan. After public comment periods and hearings before the Eugene City Council and the Lane County Board of Commissioners, the Plan was adopted as the Phase I Glenwood Refinement Plan. In October, work began on the second phase of the plan. The GCO appointed a new planning team and sponsored an issues session for the Phase II area, the remainder of Glenwood.
- 1989** The Phase II planning team reviewed the draft of the second phase of the plan. Following public comment periods, the planning commissions held a public hearing and forwarded their recommendations to the Eugene City Council and the Lane County Board of Commissioners, who held public hearings and adopted the plan in July 1990.
- 1994** A petition signed by 450 members of the community was presented to the Springfield City Council, requesting a jurisdictional transfer from Eugene to Springfield. The Springfield City Council commissioned several studies to analyze the costs and benefits of a jurisdictional transfer from Eugene to Springfield and to identify associated issues and options.

1998 An updated *Glenwood Jurisdictional Study* was adopted by all three jurisdictions. All three jurisdictions and the Metropolitan Policy Committee determined the transfer of Glenwood would occur as an amendment to the Metro Plan giving Springfield comprehensive land use jurisdiction over Glenwood. Springfield and Lane County entered into an Intergovernmental Agreement granting Springfield regulatory responsibility over Glenwood, where it would eventually be responsible for providing urban services.

1999 Springfield adopted the Glenwood Refinement Plan.

At their November 12, 2008 meeting, the Lane County Board of Commissioners raised a number of issues regarding the 1998 Intergovernmental Agreement, including the following:

- Because significant development triggers annexation, the Board has constituents that are upset over annexation policies – this issue may apply more in the River Road and Santa Clara area than to Glenwood because Springfield's annexation policy has been to annex on a voluntary basis when a property owner wants to develop to urban standards.
- Citizens feel disenfranchised, because their elected officials have delegated land use and building code administrative authority to the cities – this issue includes: a) differential fees for applications within and outside the each city for the same permit; and b) land owners between the city limits and UGB having a right of appeal to their elected representatives, i.e., the Lane County Board of Commissioners.

- The fundamental policies of the Metro Plan that describe the cities as the logical provider of urban services – the Lane County Board of Commissioners has concerns regarding urban services that only Lane County provides, such as youth services, health and human services, parole and probation, District Attorney, etc.

While these issues have not progressed to resolution at the time this report is being written, they may arise during the adoption of amendments that will be necessary to implement House Bill 3337. Springfield's and Lane County's adoption of the implementation measures in to comply with House Bill 3337 for Springfield is scheduled for December 2009 and is necessary for the adoption of the various phases of the GRP Update Project. It is unknown at this time if the issues raised by the Lane Board of Commissioners will have an impact on the GRP Update Project.

Streets

The topic of transition from the Oregon Department of Transportation to Springfield regarding Franklin Boulevard and McVay Highway, as well as Lane County to Springfield, for all other Glenwood public streets outside the city limits are discussed in the Transportation Section.

Water Service

The topic of transition from Glenwood Water District and Eugene Water and Electric Board to Springfield Utility Board is discussed in the Public Facilities and Services Section.

Electric Service

The topic of transition from Eugene Water and Electric Board to Springfield Utility Board is discussed in the Public Facilities and Services Section.

Police Service

The topic of transition from State Police and the Lane County Sheriff to Springfield Police is discussed in the Public Facilities and Services Section.

Fire Service

Springfield Fire and Life Safety currently serves all Glenwood. Fire service for the area outside of the city limits is under contract with the Glenwood Water District as discussed in the Public Facilities and Services Section.

School District Boundaries

The topic of transition from Eugene School District 4J to Springfield School District 19 is discussed in the Public Facilities and Services Section.

Addressing

The topic of transition from a Eugene zip code to a Springfield zip code is discussed in the Economic Development Section on page 57.

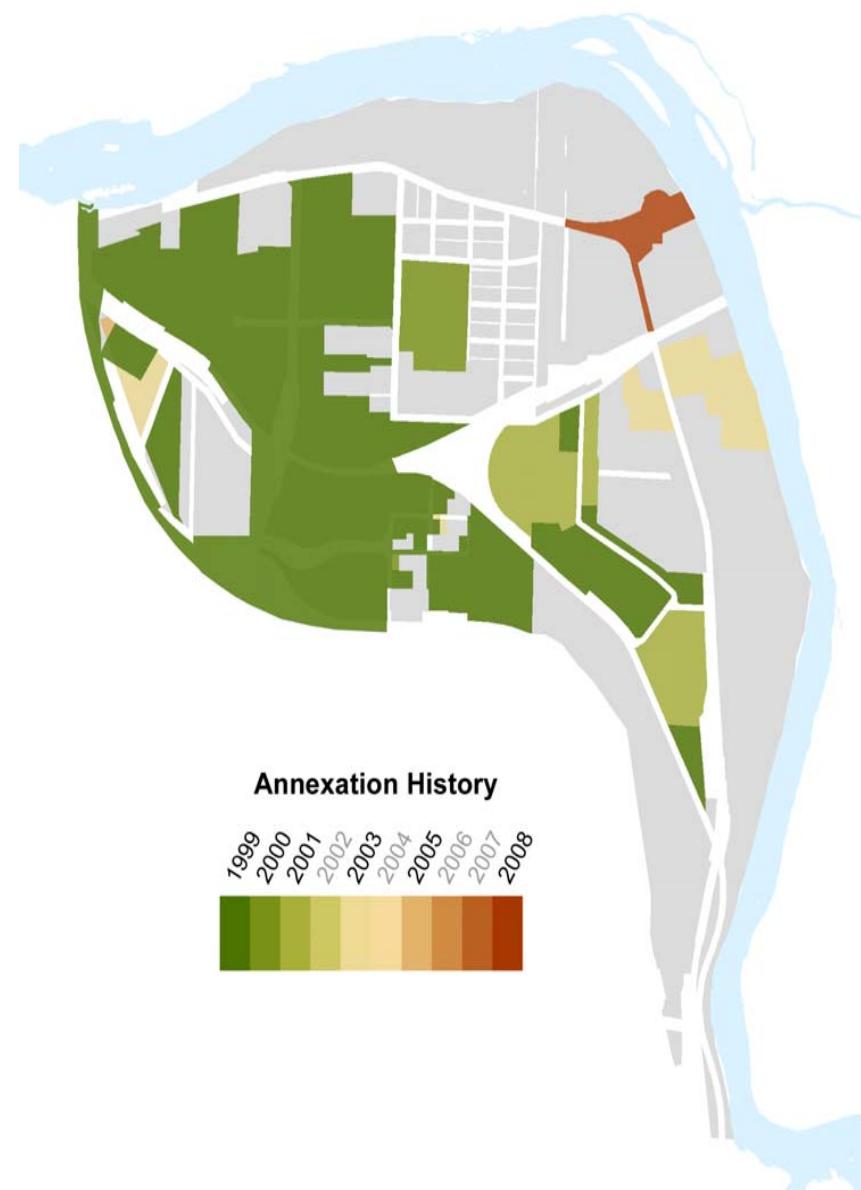
Annexation

The 2007 Oregon Legislature abolished the Lane County Boundary Commission effective January 1, 2008. Prior to this date, all annexations to Springfield required a City Council recommendation to the Lane County Boundary Commission, which made the final decision to approve or deny the request. Today, the Springfield City Council has sole responsibility for all annexations under Oregon Revised Statutes, Chapter 222, the process for which is outlined in SDC Section 5.7-100. However, under the current regulations, there are no provisions for extraterritorial extension of services, such as water and sewer, unlike the prior annexation regulations.

The current GRP policies supporting voluntary annexation are consistent with current Springfield policy. To date, there have not been any forced annexations in Glenwood. Since 1999, there have been nine annexations in Glenwood, resulting in 79.57 additional acres within the city limits and two extraterritorial extensions of services. Currently, there are 271.4 acres inside the city limits and 412.3 acres outside of the city limits.

The SDC defines the term 'Annexation Agreement' as follows: A written agreement between the City and owners of land requesting annexation that states the terms, conditions, and obligations of the parties to mitigate fiscal and service impacts to the City associated with the annexation and future development of the property. The agreement may be used to ensure annexation consistent with the Metro Plan (SDC Section 5.7-113). Springfield has utilized Annexation Agreements for a number of years. However, at present, there is no formalized model document. This means a new

Glenwood Annexation History



Annexation Agreement is prepared for each annexation proposal, which adds additional time to the annexation process. If there was a model Annexation Agreement, the basic format could be used for all proposed annexation requests, and then modified on a case by case basis. While this is a City-wide issue, it is of particular concern in Glenwood because, except for the area between the Springfield bridges and one mobile home park, all the land along the waterfront in Glenwood is outside Springfield's city limits and requires annexation prior to development.

Policy Guidance

The policy direction for urban transition is established by the Eugene Springfield Metropolitan Area General Plan (Metro Plan) in Policy 26 of the Growth Management section as follows: any development taking place in an urbanizable area . . . shall be designed to the development standards of the City which would be responsible for eventually providing a minimum level of key urban services to the area (Metro Plan p. II-C-7). There are no policies in the GRP that specifically address the topic of Urban Transition. However, there are policies that do address the urban transition in relation to the provision of public facilities and services, as outlined in their applicable sections of this report.

The Metro Plan also provides policy direction for annexation. Specifically, Policy 25 of the Economic Section directs the City to pursue an aggressive annexation program and servicing of designated industrial lands in order to have a sufficient supply of 'development ready' land (Metro Plan p. III-B-6). The current GRP states that in the short term, the City has no plans to actively solicit

annexations in Glenwood. However, the City's role in annexation of the Glenwood area may change if the industrial land in Glenwood becomes more of a development priority due to changes in industrial land availability in other parts of the Metropolitan area (GRP p. 85). This statement is consistent with the Metro Plan policy stated above. However, it is unknown at this time if this will be an issue with the Commercial and Industrial Buildable Land Inventory, a concurrent Springfield project. Since 1999, six of the nine annexations to Springfield have involved industrial properties.

Policy 8 of the Growth Management section of the Metro Plan also states that land within the UGB may be converted from urbanizable to urban only through annexation to a city when it is found that:

- a. A minimum level of key urban facilities and services³ can be provided to the area in an orderly and efficient manner.
- b. There will be a logical area and time within which to deliver urban services and facilities. Conversion of urbanizable land to urban shall also be consistent with the Metro Plan. (Metro Plan p. II-C-4)

In addition, Metro Plan Policies 9 and 10 in the Growth Management section state that a full range of key urban facilities and services shall be provided to urban areas according to demonstrated need and budgetary priorities, and annexation to a city through normal processes shall continue to be the highest priority, respectively (Metro Plan p. II-C-4).

The current GRP cites the 1984 Glenwood Jurisdictional Study's recommendation relating to voluntary annexation. The

recommendation requested that the refinement plan examine the subject of annexations, recognizing the desire of area residents to have annexations remain voluntary (GRP p. 85). The 1998 Glenwood Jurisdictional Study prepared for the change from Eugene's to Springfield's jurisdiction states that the policy of the City of Springfield is not to accept for annexation property that is not improved and that it is assumed that this policy will continue in effect (Glenwood Jurisdictional Study p. 7). The text also states that it should be noted that the current policy of the City is not to seek annexation of any properties, including improved properties, unless annexation is requested by the property owner or required by virtue of some emergency or other event (Glenwood Jurisdictional Study p. 7). This policy is also stated in the current GRP and is a primary jurisdictional issue pertaining to streets because Springfield does not want to annex substandard streets and neither Lane County nor ODOT currently have funds to upgrade streets under their jurisdiction. Springfield continues to support the voluntary annexation policy.

The current GRP discusses annexation in the Phase I Land Use section, which applies only to the industrial area of Glenwood near I-5, as well as the Urban Transition and Annexation section and the Subarea 8 section. Phase I Land Use Policy 1 states that under direction established in the Metro Plan, the City shall consider voluntary annexations in this area as a high priority (GRP p. 45). Urban Transition and Annexation Policy 1 similarly states that Springfield shall make every reasonable attempt to provide for annexation on a voluntary basis and according to individual property annexation agreements (GRP p. 85). These two policies address the concerns of Glenwood property owners and residents heard during

Eugene's preparation of the GRP. The voluntary annexation policy cited in the current GRP is consistent with Springfield's existing policy of voluntary annexation prior to any intensification of development.

Phase I Land Use Policy 2 states that both contiguous and non-contiguous annexations shall be considered if they are consistent with City annexation criteria (GRP p. 45). This policy is also consistent with current Springfield annexation policy, even though non-contiguous annexation is not currently permitted under ORS 222.

Phase I Land Use Policy 3 states that application of industrial zoning shall only occur in conjunction with annexation to the City (GRP p. 46). This policy is outdated because when Springfield obtained jurisdiction of Glenwood, properties within the city limits and outside of the city limits were zoned consistent with their plan designations. Properties outside the city limits have an Urban Fringe-10 overlay, which automatically disappears without a separate concurrent zoning map amendment.

Subarea 8 Policy 3 states that all development proposals within the Glenwood Refinement Plan District shall include an application for annexation and annexation agreement, where necessary, as determined by the Director (Ord. 6137). This policy was added during the adoption of the Glenwood Riverfront Plan District and is consistent with current Springfield annexation policy. However, it may or may not continue to be applicable, depending upon the outcome of the GRP Update Project.

Conclusion

Urban transition and annexation are closely related. In order to annex to Springfield, a minimum level of key urban facilities and services must be provided to the property proposed to be annexed in an orderly and efficient manner. The situation in Glenwood is complicated by the number of different facility and service providers currently in Glenwood, as a result of the transfer of jurisdiction from Eugene to Springfield, although that number has been reduced since 1999. In addition, Springfield is still adapting to the full responsibility of annexation processing under ORS 222.

For the most part, the provision of public facilities and services to the portions of Glenwood outside Springfield's city limits should be resolved during the annexation process based on existing policies, or as may be amended in the future. However, school district boundary changes and the U.S. Post Office possibly changing Glenwood's zip code involves regulations outside of the planning sphere and may not be resolved as part of the GRP Update Project. Resolution of these issues is encouraged, but not required.

Resolution of the extraterritorial annexation and Annexation Agreement issues are part of Springfield's comprehensive approach to the annexation process and may not occur as part of the first phase of the GRP Update Project. Resolution of these issues, however, is also encouraged.

Currently, annexation in Springfield, and therefore Glenwood, is voluntary. The decision to continue this policy will be up to the City

Council either prior to or as part of the adoption of the first phase of the updated GRP. Annexation policies are scattered throughout the current GRP and by separate Ordinance. All annexation policies should be placed in the Urbanization and Annexation Section of the updated GRP.

¹ Minimum Level: Wastewater service, stormwater service, transportation, solid waste management, water service, fire and emergency medical services, police protection, citywide parks and recreation programs, electric service, and land use controls, communication facilities and public schools on a district-wide basis (in other words, not necessarily within walking distance of all students served) (Metro Plan Definitions).

² Phase 1 in this context is an area that is generally south of the Union Pacific railroad tracks and north of I-5. This is an industrial area that Eugene determined would be a high priority for annexation.

³ Wastewater service, stormwater service, transportation, solid waste management, water service, fire and emergency medical services, police protection, citywide parks and recreation programs, electric service, land use controls, communication facilities, and public schools on a district-wide basis.

Appendix A

Glenwood Street Conditions

Glenwood Street Conditions

Street Name	Segment Start	Segment End	Crack AMT	Crack SEV	Weather Worn AMT	Weather Worn SEV	Base Failure AMT	Base Failure SEV
Concord Avenue	E. 15th Avenue	E. 16th Avenue		2	4	3	1	2
Concord Avenue	E. 16th Avenue	E. 17th Avenue	1	1	3	3	1	1
Concord Avenue	Franklin Boulevard	E. 15th Avenue	2	2	4	3	1	2
E. 14th Avenue	E. 14th Avenue	Henderson Avenue	1	1	1	1	1	1
E. 14th Avenue	Henderson Avenue	Seneca Avenue	4	1	1	1	1	1
E. 14th Avenue	Lexington Avenue	Mississippi Avenue	5	1	1	2	1	1
E. 14th Avenue	Seneca Avenue	Lexington Avenue	4	1	1	1	1	1
E. 15th Avenue	Lexington Avenue	Mississippi Avenue	1	1	1	2	1	1
E. 15th Avenue	Mississippi Avenue	Concord Avenue	1	1	1	2	1	1
E. 16th Avenue	E. 16th Avenue	Mississippi Avenue	1	1	1	3	1	1
E. 16th Avenue	Mississippi Avenue	Concord Avenue	1	1	1	3	1	2
E. 17th Avenue	E. 17th Avenue	Glenwood Boulevard	1	1	1	2	1	1
E. 17th Avenue	E. 17th Avenue	Mississippi Avenue	2	2	2	2	1	1
E. 17th Avenue	Glenwood Boulevard	Henderson Avenue	5	3	5	3	5	3
E. 17th Avenue	Mississippi Avenue	Concord Avenue	1	2	2	2	1	1
E. 18th Avenue	Mississippi Avenue	Concord Avenue	3	2	4	2	1	2
E. 19th Avenue	Henderson Avenue	Nugget Way	3	3			1	1
E. 19th Avenue	Nugget Way	Franklin Boulevard	2	2	5	2	1	1
E. 21st Avenue	Harrison Street	E. 21st Avenue	0	0	0	0	0	0
E. 21st Avenue	Henderson Avenue	Harrison Street	0	0	0	0	0	0
E. 22nd Avenue	Glenwood Boulevard	Henderson Avenue	3	3	3	3	2	3
E. 22nd Avenue	Henderson Avenue	Harrison Street	1	3	1	3	1	1
Glenwood Boulevard	E. 17th Avenue	Glenwood Boulevard	2	2	3	2	1	1
Glenwood Boulevard	E. 22nd Avenue	I-5	2	3	4	2	2	3
Glenwood Boulevard	Franklin Boulevard	E. 17th Avenue	3	2	2	3	1	1
Glenwood Boulevard	Glenwood Boulevard	Judkins Road	3	2	3	2	1	1
Glenwood Boulevard	Judkins Road	E. 22nd Avenue	3	2	2	2	1	1

Source: City of Springfield

Glenwood Street Conditions

Street Name	Segment Start	Segment End	Crack AMT	Crack SEV	Weather Worn AMT	Weather Worn SEV	Base Failure AMT	Base Failure SEV
Henderson Avenue	E. 14th Avenue	E. 15th Avenue	2	2	2	2	1	1
Henderson Avenue	E. 15th Avenue	E. 17th Avenue	1	2	3	2	1	1
Henderson Avenue	E. 17th Avenue	E. 18th Avenue	3	2	2	2	2	2
Henderson Avenue	E. 18th Avenue	E. 19th Avenue	3	2	2	2	2	2
Henderson Avenue	E. 19th Avenue	Henderson Avenue	1	1	1	1	1	1
Henderson Avenue	E. 21st Avenue	E. 22nd Avenue	2	3	1	3	1	3
Henderson Avenue	E. 22nd Avenue	E. 23rd Avenue	2	3	3	3	2	3
Henderson Avenue	Franklin Boulevard	E. 14th Avenue	3	2	3	2	1	1
Judkins Road	Judkins Road	Glenwood Boulevard	1	1	1	1	1	1
Judkins Road	Judkins Road	Judkins Road	1	1	1	1	1	1
Lexington Avenue	E. 14th Avenue	E. 15th Avenue	1	1	2	1	1	1
Lexington Avenue	Franklin Boulevard	E. 14th Avenue	3	1	3	1	1	1
Mississippi Avenue	E. 14th Avenue	E. 15th Avenue	2	2	2	2	1	1
Mississippi Avenue	E. 15th Avenue	E. 16th Avenue	1	2	3	2	1	1
Mississippi Avenue	E. 16th Avenue	E. 17th Avenue	1	2	2	2	1	1
Mississippi Avenue	E. 17th Avenue	E. 18th Avenue	1	2	2	2	1	1
Mississippi Avenue	Franklin Boulevard	E. 14th Avenue	3	2	1	3	1	2
Newman Street	Newman Street	Nugget Way	2	3	2	3	2	2
Nugget Way	E. 19th Avenue	Newman Street	4	3	3	3	2	3
Nugget Way	Newman Street	Franklin Boulevard	2	3	3	3	2	2
S. Brooklyn Street	Franklin Boulevard	S. Brooklyn Street	1	2	4	3	1	3
Seneca Avenue	E. 14th Avenue	E. 15th Avenue	1	1	3	2	1	1
Seneca Avenue	Franklin Boulevard	E. 14th Avenue	3	2	2	3	2	2

Source: City of Springfield

NOTE:

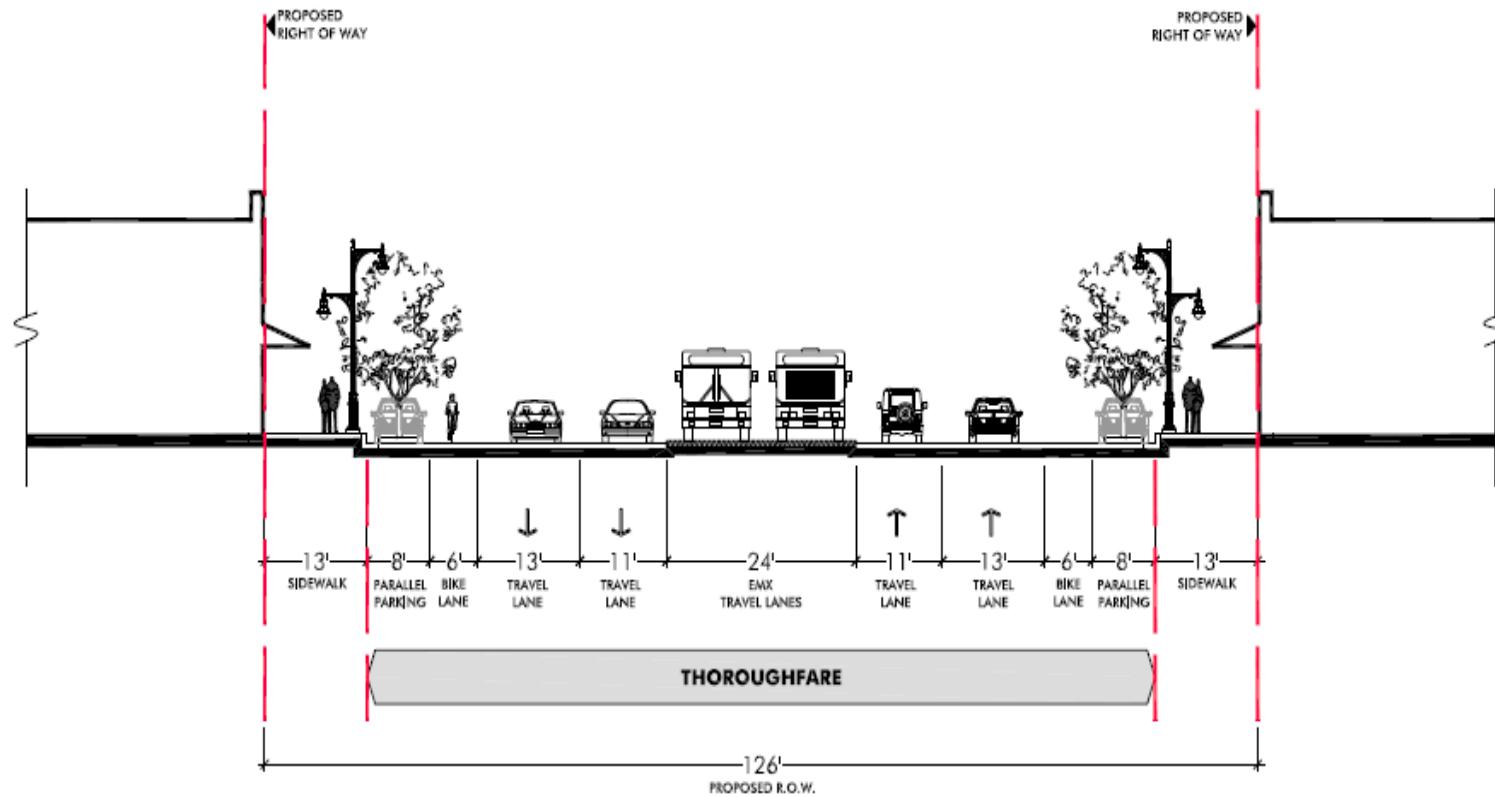
- Level of Cracking: Based on the amount of cracking present on a street on a scale of 1-5 with 5 being the worst
- Weather Worn: The amount of wear present on a scale of 1-5 with 5 being the worst.
- Base Failure: Severity or size of the failure on a scale of 1-3 with 3 being the worst

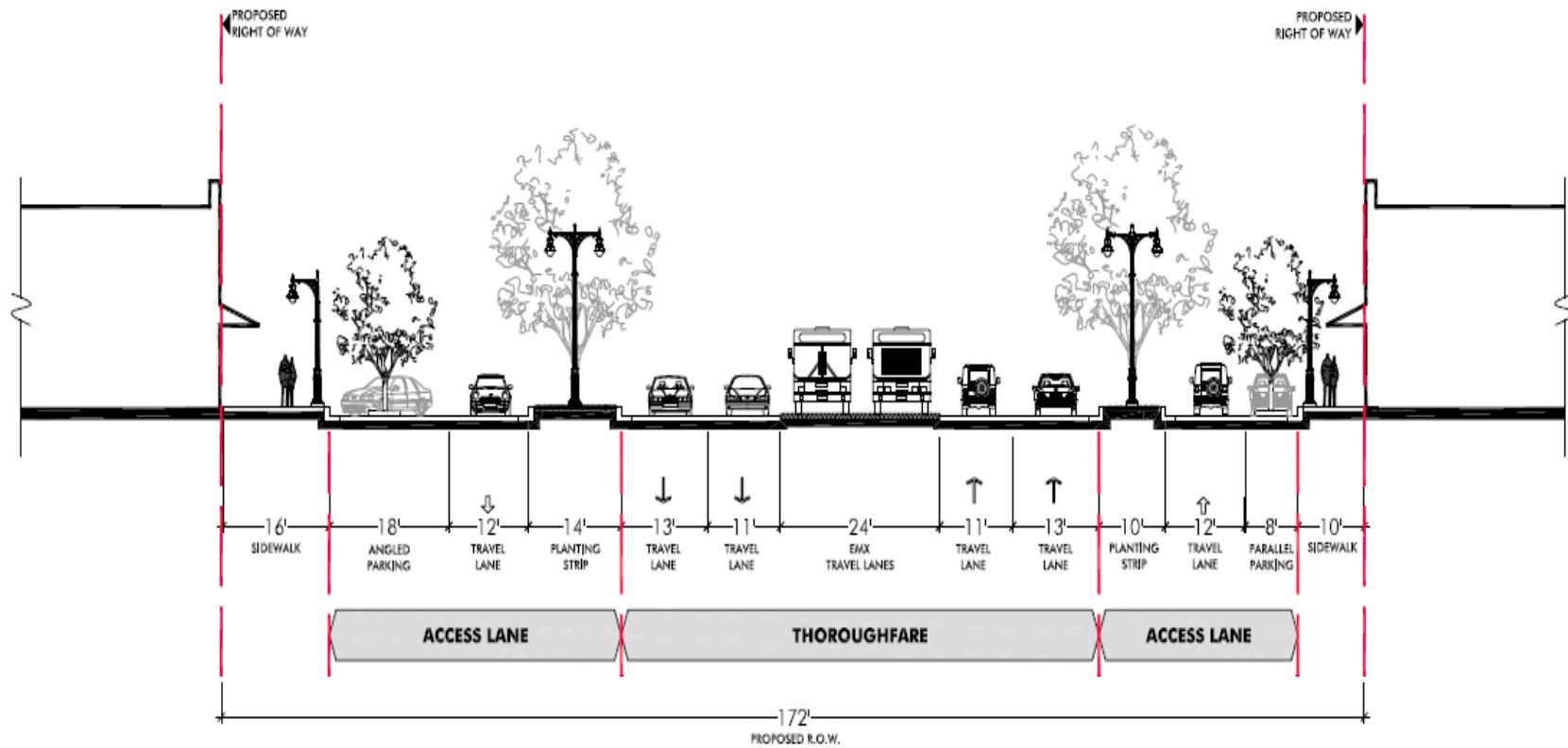
August 14, 2009

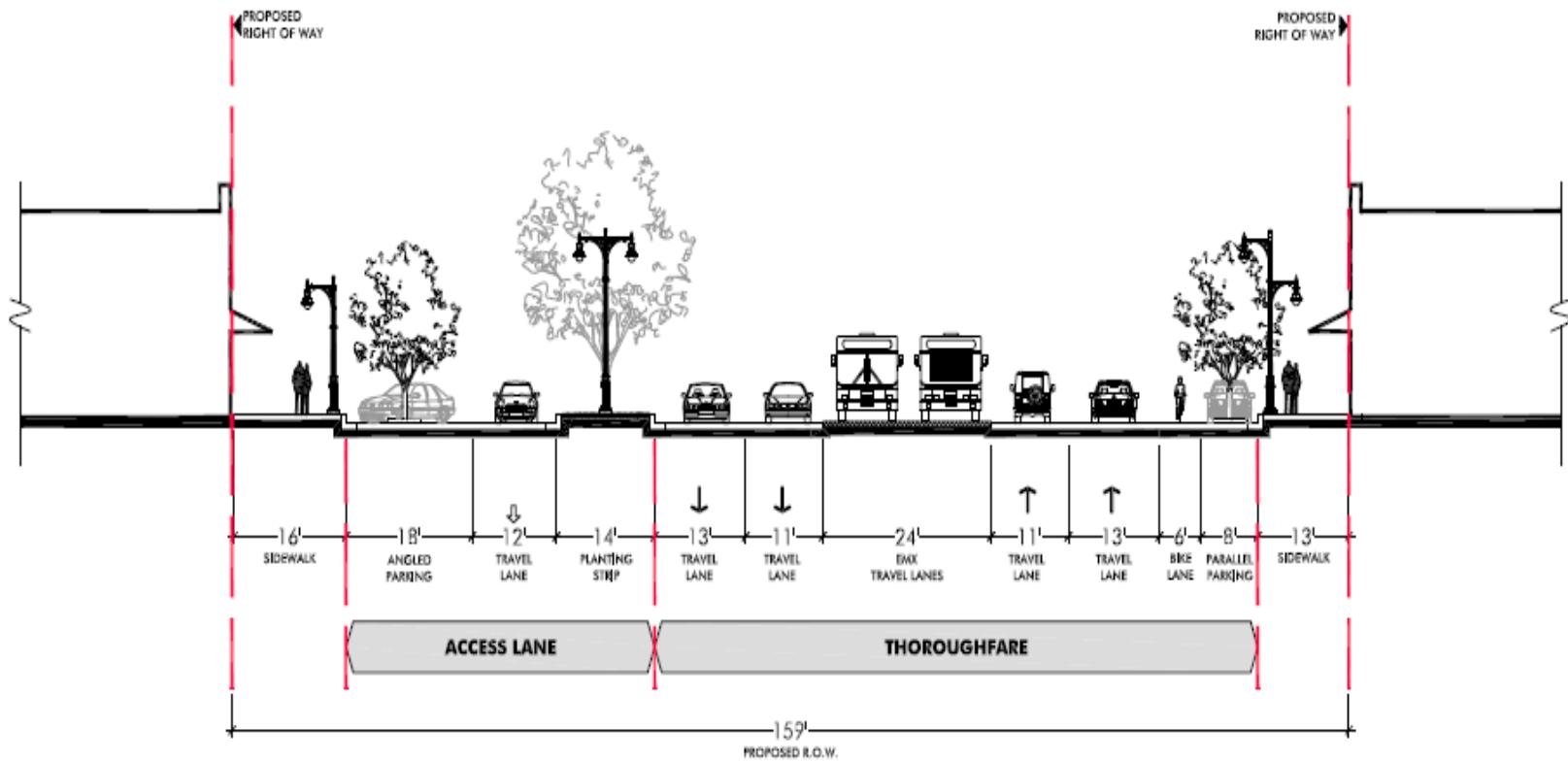
EXISTING CONDITIONS REPORT

Appendix B

Franklin Boulevard Concept

**Glenwood Boulevard to Henderson Avenue**

**Henderson Avenue to Mississippi Avenue**

**Mississippi Avenue to Brooklyn Avenue**

MULTIWAY BOULEVARD WEST END - "GATEWAY" OPPORTUNITY FOR CORNER BUILDINGS



Before: existing Franklin Blvd. view looking west towards Henderson Ave.



After: Franklin Boulevard's multiway segment with envisioned gateway towers prominently visible at the Franklin/ Henderson intersection.

Franklin Boulevard's "multiway" segment ends on the west at Henderson Avenue. With the proposed boulevard right-of-way narrowing dramatically there, the corners of the north and south private parcels on Franklin west of Henderson will be highly visible. These would be advantageous sites for prominent corner towers or entrances to future buildings on those parcels. These types of urban design features will create a strategic segmentation of Franklin Boulevard, making it more distinctive and recognizable as a unique district in the city.

MULTIWAY SIDE LANES - DIAGONAL PARKING



Before: existing view west along the north side of Franklin Blvd. near Concord St.



After: slow-speed, pedestrianized setting of the side lane, angled parking and promenade sidewalk serves ground floor retail and restaurant uses.

While the boulevard's center arterial lanes are for through-traffic, the northern median-protected side lane provides access to curbside angled parking that supports businesses. They will be slow speed, pedestrian friendly places, and these design features will make them more so:

- Street trees located in curbed islands between angled parked cars, instead of on the sidewalk. These will make the lane feel narrower to slow down drivers, and the sidewalk wider for strolling and outdoor cafes.
- Medians will also have trees, resulting in 2 rows of trees "buffering" pedestrians and land uses from traffic flow.
- Permeable paving of the access lane & parking can absorb runoff water.
- Budget allowing, permeable unit pavers in the lane will add another cue to slow drivers, and create a high quality aesthetic.



Example of angled parking with trees between parked cars - Lodi, California



Example of curbed tree islands between parked cars - Lodi, California

FRANKLIN BLVD./MAIN ST. ROUNDABOUT - LANDMARK OPPORTUNITY

The envisioned roundabout at the juncture of the two legs of Franklin Boulevard and Main Street/ South A Street marks the transition point between Glenwood and Downtown Springfield. The roundabout's center island would be a highly visible setting for a civic landmark to mark the eastern end of the new multi-way boulevard, the northern terminus of McVay Highway/ Highway 99, and the Willamette River entry point to downtown. Alternatives could include, for example, a clock tower; a pergola structure; a landmark flagpole, or a symbolic gateway - in combination with supportive landscaping. While a landscape-only treatment is possible, the circle's location between downtown Springfield and the envisioned commercial and mixed-use opportunities of Franklin Boulevard suggests that linkage between the two would be better emphasized by a more visible "urban" treatment. The architecture of the feature could also represent the historic and civic identities of Glenwood and downtown Springfield.



Example of a symbolic gateway



Example of a civic clocktower



Example of a landmark flagpole



Example of a pergola structure

MULTIWAY SIDE LANES - PARALLEL PARKING

While the arterial lanes are for through traffic, the median-protected side lanes are for curbside parking to support boulevard businesses. They will be slow speed, pedestrian friendly places, and these design features will make them more so:

- Street trees located in curbed islands between parallel parked cars, instead of on the sidewalk. These will make the lane feel narrower to slow down drivers, and the sidewalk wider for strolling and outdoor cafes.
- Medians will also have trees, resulting in 2 rows of trees "buffering" pedestrians and land uses from traffic flow.
- Budget allowing, permeable unit pavers in the lane will add another cue to slow drivers, and create a high quality aesthetic.



Example of trees between parked cars - Lodi, California



Example of corner "bulb out" with furnishings at end of parallel parking - Lodi, California

BULB-OUT OPPORTUNITY SITES



Before: existing Franklin Blvd. view east at Mississippi Ave.

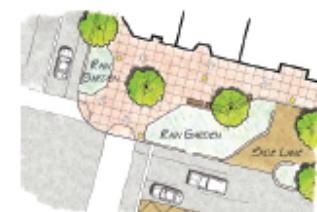


After: view of boulevard with promenade sidewalk and bulb-out with rain garden; Franklin Blvd./ Main St. roundabout and conceptual landmark in the distance.

At the "multiway" portions of the boulevard, access in and out of median-protected side lanes with curbside parking (both angled and parallel) creates several large "bulb out" areas of the sidewalk. Potential uses shown here include small vendor kiosk buildings (e.g. for coffee and snacks, etc.) and "rain garden" landscaping to absorb street runoff water back in the ground (a "green design" feature).



Vendor kiosk/ building alternative at bulb-out opportunity site creates street life.



Rain garden alternative for bulb-out opportunity site

August 14, 2009

EXISTING CONDITIONS REPORT

Appendix C

Selected Policy Documents

AASHTO Guide for the Development of Bicycle Facilities

This document, adopted in 1999, provides information on the development of new facilities to enhance and encourage safe bicycle travel. Planning considerations, design and construction guidelines, and operation and maintenance recommendations are included.

Eugene-Springfield Metropolitan Area General Plan

The Eugene-Springfield Metropolitan Area General Plan (Metro Plan), adopted in 1982 and amended in 2004, is the official long-range comprehensive plan (public policy document) of metropolitan Lane County and the cities of Eugene and Springfield. The Metro Plan sets forth general planning policies and land use allocations.

Glenwood Refinement Plan

The refinement plan currently in effect in Glenwood, originally adopted in the 1980s by Eugene and later adopted without changes in 1999 by Springfield as part of the jurisdictional transfer from Eugene. It was revised in 2005 to include an update to the 48-acre Riverfront District area.

Glenwood Specific Area Plan

This plan, adopted in 2005, for 48 acres in northeast Glenwood along the Willamette River, depicts how development may occur in this area. It is also known as the Glenwood Riverfront Plan.

Lane County Solid Waste Management Plan

This plan, adopted in 2002, presents a comprehensive long-term approach to solid waste management in Lane County providing citizens and decision-makers with a guide to implement, monitor, and evaluate future solid waste facilities and programs.

Lane County Transportation System Plan

This is a 20-year planning document from 2004 that provides greater clarity for planning and managing the Lane County transportation system in terms of coordination with new development, targeted transportation improvements, fiscal management, and cooperation with local and State agencies on transportation issues.

Metropolitan Wastewater Management Commission Facilities Plan

This 2004 plan is the result of a comprehensive evaluation of the regional wastewater treatment facilities serving the Eugene-Springfield metropolitan area, which identifies facility enhancements and expansions that are needed to serve the area.

Oregon Bicycle and Pedestrian Plan

This document is the planning and design manual for pedestrian and bicycle transportation in Oregon. It was published by the Oregon Bicycle and Pedestrian Program in 1995.

Oregon Highway Plan

The Plan, adopted in 1999 and updated in 2005, establishes long-range policies and investment strategies for the State Highway System.

Public Facilities and Services Plan

This 2008 plan evaluates public facility needs in the Eugene-Springfield metropolitan area, including wastewater and stormwater systems. The plan estimates costs and timing of planned projects, and describes existing and alternative methods of financing public facilities and services.

Regional Transportation Plan

This plan guides planning and development of the transportation system within the Central Lane Transportation Management Area, which includes Eugene, Springfield and Coburg. This federally-required plan includes provisions for meeting the transportation demand of residents over at least a 20-year planning horizon while addressing transportation issues and making changes that can contribute to improvements in the region's quality of life and economic vitality. It includes consideration of all transportation modes: roadways, transit, bikeways and pedestrian circulation, as well as freight movement and regional aspects of air, rail, and inter-city bus service.

Springfield Bicycle Plan

This 1998 plan provides the implementation details for the Bicycle Element of TransPlan.

Springfield Development Code

Springfield's local zoning and land development regulatory document that was adopted in 1986 and reformatted in 2008.

Springfield Engineering Design Standards and Procedures Manual

This document, adopted in 2002 and revised in 2006, is intended to help the development community identify acceptable design options and standards, and to explain permitting procedures, requirements, and schedules. The manual includes design standards for street, sanitary, storm water quality, and storm water capacity. The manual addresses traffic, hillside development and erosion control, plus drafting standards and the electronic acceptance of projects. A section on procedures for the submittal and approval of privately engineered project is also provided.

Springfield Standard Construction Specifications

This document, from 1994 and as amended, provides guidance to contractors for standard construction practices for public works projects, including construction techniques and materials.

Springfield Wastewater Master Plan

This 2008 plan identifies existing and future capacity constraints and determines capacity requirements to identify system improvements necessary to meet Springfield's projected population and employment growth through the 2025 planning year.

Springfield Wet Weather Flow Management Plan

This existing 2001 comprehensive plan prepared by MWMC for the local and regional wastewater collection and treatment facilities in the Eugene/Springfield metropolitan area is slated to be updated in 2010. The update will likely continue looking at technologies available for managing excessive wet weather flows and identify new solutions and priorities to meet those needs.

Statewide Planning Goals

Oregon's 19 Statewide Planning Goals address a range of topics, including many of those contained in the Existing Conditions Report. State law requires each city and county to develop a comprehensive plan that is consistent with all applicable Statewide Planning Goals.

TransPlan

A document, amended in 2002, guiding regional transportation system planning and development in the Eugene-Springfield metropolitan area.

Willamalane Park & Recreation Comprehensive Plan

The Comp Plan, adopted in 2004, is the guide for the acquisition and development of new parks and facilities, and the rehabilitation of existing parks and facilities in the Springfield area over the next 20 years. The plan was adopted by Lane County and the City of Springfield as a refinement to the Metro Plan.

Appendix D

Public Infrastructure Funding

Construction of planned public improvements for stormwater, wastewater, and transportation in Glenwood will require major capital funding by Springfield. The timing of construction will be a function of the funds available and the demand for the system. Several funding mechanisms, both Federal, State and local, can be used by Springfield to fund capital construction project. These are summarized below:

American Recovery and Reinvestment Act

The American Recovery and Reinvestment Act (ARRA) is a Federal spending bill signed into law in February 2009. There may be opportunities to apply for ARRA funding for transportation projects in Glenwood.

Capital Improvement Plan

Springfield's Capital Improvement Plan (CIP) is a five-year program that identifies needs for construction of capital projects or improvements to the City's infrastructure. It identifies estimated costs and funding sources and is updated annually. Each update is adopted by the City Council, which then becomes the basis for the annual capital budget.

Improvement Agreements

As defined in the Springfield Development Code, an Improvement Agreement is a written agreement, executed by a property owner, in consideration for Springfield deferring the construction of public improvements required for a particular development. The objective is to promote efficiency, coordination, and spread costs by providing

an opportunity for a district-wide improvement mechanism where construction occurs in a coordinated effort with the participation of other properties in the area, instead of requiring immediate improvement in conjunction with each development application. There is no guarantee, however, that such a coordinated project will be possible, and Springfield reserves the right to require construction of the improvements in the future at City discretion.

Local Improvement District

A Local Improvement District (LID) is a method by which a group of property owners can share in the cost of transportation infrastructure improvements or other types of public improvements, such as installing water and sanitary sewer lines. Most LIDs involve constructing or improving a street, including sidewalks, and wastewater and stormwater facilities.

Metropolitan Transportation Improvement Program

The Metropolitan Transportation Improvement Plan (MTIP) is a set of transportation improvements and projects that are scheduled to occur within the Central Lane Metropolitan Planning Organization area over a four-year time period. The MTIP primarily lists projects for which application of certain Federal funds will be made or projects which will require the United States Department of Transportation approval to proceed. The MTIP lists significant local projects requiring Federal funds drawn from the capital improvement programs of Eugene, Springfield, Coburg, Lane County, Lane Transit District, and ODOT. All MTIP projects are determined by the transportation needs identified in the area's long-range Regional Transportation Plan.

Private Development

Private developments may be required to construct public improvements in the public right-of-way as required in the Springfield Development Code, Springfield Municipal Code, Springfield Engineering Design Standard Manual, and/or Springfield Standard Construction Specifications.

Reimbursement Districts

Springfield's development review process requires developers to construct and install public infrastructure improvements to serve proposed developments. Often these improvements, especially those necessary to be constructed off-site, will benefit other property owners when they subsequently develop their property. For these situations, Springfield established the Reimbursement District process. The Reimbursement District provides a mechanism where owners of property which benefit from the construction of public improvements by another property owner will share in the cost of those improvements through payment of a reimbursement charge at the time the benefited property is developed and/or the improvements are utilized.

Revenue Bonds

Revenue bonds are issued by a government to finance specific projects and are repaid by the revenue generated from the project, or from other non-property tax sources. In Oregon, issuers, upon adoption of a resolution or a non-emergency ordinance authorizing the issuance of bonds in accordance with ORS 288.805 to 288.945, may issue revenue bonds. The bonds are subject to referendum.

Revenue bonds may finance construction of any public utility facility which generates future payments from its use, such as user fees, tolls, concession fees, and rental or lease-back payments. Revenue bonds can be issued fairly rapidly, and debt can be specifically structured to meet project needs. Level annual debt payments ensure that future, as well as present, users of the new facilities will pay, thus enhancing equity.

Safe, Accountable, Flexible, and Efficient

Transportation Equity Act: A Legacy for Users

The Safe, Accountable, Flexible, and Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) governs United States federal surface transportation spending. It was signed into law in August 2005 and will expire at the end of September 2009. Congress is expected to begin working on a replacement bill for the next six-year period during its 2009 session.

Springfield Economic Development Agency

See the Urban Renewal topic in the Economic Development section of this report for information on the Springfield Economic Development Agency (SEDA).

Statewide Transportation Improvement Program

The Statewide Transportation Improvement Program (STIP) is Oregon's four-year transportation capital improvement program. It identifies the funding for, and scheduling of, transportation projects and programs. It includes, among others, projects on the Federal, State, City, and County transportation system and multimodal

projects (highway, passenger rail, freight, public transit, bicycle and pedestrian).

Surface Transportation Program

The Surface Transportation Program (STP) refers to one of several programs, or funding categories, that together constitute the Federal highway aid distributed to states. Surface Transportation Program – Urban is a part of the STP but is for areas with a population above 5,000. STP funds may be used for capital projects on roads and highways under either state or local jurisdiction that are classified as either arterials or collectors under the Federal Highway Administration's functional classification system, as well as bridge improvement projects on all classifications of roads. In addition, STP funds can be used for a variety of non-highway purposes, such as bicycle and pedestrian facilities, railroad crossing warning devices, transportation planning, transit capital purchases, and environmental mitigation related to transportation projects.

Systems Development Charges

System Development Charges (SDC') are one of the primary sources of revenue for financing new public facilities and expansions to existing systems. These charges are imposed at the time of connection to the infrastructure system and are designed to pay for or recover all or a portion of the capital investment made by a local government to provide sufficient capacity in public infrastructure to serve new users. SDC's are typically collected when new development permits are issued, or when users change the use of their property. In Oregon, development and implementation of SDC's is regulated by ORS 223.297-314. Springfield assesses SDC's for

transportation, wastewater, and stormwater systems. Additionally, Willamalane assesses their own SDC's for parks and recreation.

User Fees

User fees are the only source of revenue for supporting the operation and maintenance of local collection systems for stormwater and wastewater. Currently, user fees are the primary source of funding for the local CIP, which provides for system preservation, major rehabilitation, and expansion to support community growth. User fees are charged with a property's monthly stormwater and wastewater bill, and are based upon actual use of the system.

Appendix E

Salix Report

Salix Associates

2525 Potter, Eugene, OR 97405 • 541.343.2364 • fax 541.341.1752

*Report on Establishment of a
Draft Willamette River Greenway Setback Line
on the South and West Sides of the Willamette River,
Glenwood (Springfield), Oregon*

23 November 2004

Project Description

Salix Associates was requested by the City of Springfield to draft a Willamette River Greenway Setback Line (GSL) in the Glenwood area, between Springfield and Eugene, Oregon. The study area is the south and west bank of the Willamette River beginning at the I-5 freeway bridge, going east to the Franklin Boulevard Bridge (leading into Springfield), then south to the I-5 freeway Exit 189 interchange (Attachment A). The total linear distance of the study area is approximately 2.5 miles.

Study Area Description

The overall character of the Willamette River riparian habitat within the study area is a narrow, treed fringe along the river, dominated by black cottonwood (*Populus trichocarpa*), red alder (*Alnus rubra*), white alder (*Alnus rhombifolia*), bigleaf maple (*Acer macrophyllum*), Oregon ash (*Fraxinus latifolia*), Pacific willow (*Salix lucida* ssp. *lasiana*, and other willow species) and Douglas-fir (*Pseudotsuga menziesii*). The shrub layer varies from mostly non-native species such as Armenian blackberry (*Rubus armeniacus*; note that this species was misidentified for many years as Himalayan blackberry, *Rubus discolor*) and Scot's broom (*Cytisus scoparius*), to some smaller, native-dominated areas with snowberry (*Symphoricarpos albus*), osoberry (*Oemleria cerasiformis*), ninebark (*Physocarpus capitatus*), poison-oak (*Toxicodendron diversilobum*) and tall Oregon grape (*Berberis aquifolium*). Similarly, understories vary from weedy areas dominated by English ivy (*Hedera helix*), lower-growing Armenian blackberry and other non-native species, to a few, small, areas dominated with native species. A highly invasive grass, false brome (*Brachypodium sylvaticum*) also is becoming established in the area.

In the western half of the study area, vegetation generally reaches from the water line to the top of the bank and there is little vegetation beyond the top of bank. Natural, non-maintained vegetation does extend west of (beyond) the top of the bank in some places in the south half of the study area, particularly near the south end.

Methodology

Three large aerial photos (no date) of the project area were provided by the City of Springfield for this project. One small area was missing in a gap between photos. For that area (Photo 7), we used a photo from a previous set provided by the City for another project. The aerial photos and relevant documents were reviewed within the context of the criteria for establishing a GSL contained in Section 25.060 of the Springfield Development Code (Attachment B). For field mapping, we made 8 1/2 x 11 inch copies and attached a transparency to each. A draft GSL then was marked in red on the transparency during a field survey. We relied heavily on the aerial photos for inaccessible portions.

Establishment of the Draft GSL

Natural Resource Inventory • Research and Monitoring • Habitat Assessment • Restoration and Management Planning

Salix Associates

2525 Potter, Eugene, OR 97405 • 541.343.2364 • fax 541.341.1752

The criteria from the code section referenced above are excerpted and addressed below. Some of the criteria are specific to the establishment of a GSL, while others are more vague, or address development issues that would occur when specific development applications are received for review.

1. Local, regional and State recreational needs shall be provided for consistent with the carrying capacity of the land. The possibility that public recreation use might disturb adjacent property shall be considered and minimized to the greatest extent possible.

This item does not seem to be directly related to establishment of a greenway setback line.

2. Adequate public access to the river shall be provided.

This item does not seem to be directly related to establishment of a greenway setback line.

3. Significant fish and wildlife habitats shall be protected.

In addition to juvenile Chinook salmon, native cutthroat trout also may use river shoreline areas in the study area (Adam Helfrich, river guide). These fish (and other native species) feed on insects that rely on diverse, native, shoreline vegetation and a functional riparian zone for part or all of their life cycles. The trees that are near the river also provide aquatic habitat if and when they fall into the river.

Birds such as bald eagles, osprey, great blue herons, green herons, belted kingfishers, common mergansers, mallards, raptors and passerines use the riparian area for hunting, fishing and gleaning. Some feed or rest while passing through riparian habitats, some stay seasonally to overwinter or as summer nesters, and some reside there year-round.

Terrestrial species such as Pacific tree and red-legged frogs, and occasionally western pond turtles and various salamander species, use riparian areas. Mammals such as mink, raccoon, skunk, and voles commonly use them. Animals that can fly or swim can access isolated patches of riparian habitat, whereas terrestrial animals may not be able to do so, or may be at risk crossing barriers (such as roads and the railroad). Riparian habitat that is connected both up and down river is especially valuable as it is used by many more terrestrial species than isolated patches of habitat.

During previous draft GSL determinations and other work in the area, as well as this project, we have noted populations of tall larkspur (*Delphinium trolliifolium*), Pacific waterleaf (*Hydrophyllum tenuipes*), tall meadowrue (*Thalictrum polycarpum*), bleeding heart (*Dicentra formosa*), licorice fern (*Polyodium glycyrrhiza*), Leichtlin's camas (*Camassia leichtlinii*), clarkia (*Clarkia amoena*), rosy checkermallow (*Sidalcea virgata*) and other native, herbaceous, riparian vegetation species. Additionally, many native woody species have been observed, including Oregon white oak (*Quercus garryana*) – primarily near the southern end of the project area. Most of the remaining fragments of native habitats in the area have, however, been compromised by the invasion of English ivy, Armenian blackberry and a few other species of lesser impact, and they face a new threat from false brome.

4. Identified scenic qualities and view-points shall be preserved.

Natural Resource Inventory • Research and Monitoring • Habitat Assessment • Restoration and Management Planning

Salix Associates

2525 Potter, Eugene, OR 97405 • 541.343.2364 • fax 541.341.1752

Views of riparian vegetation on both the west and south portions of the study area are prominent from the River, and for the following users/residents, and from the following locations:

- A. automobile users view from I-5 and from local roads such as Franklin Boulevard (especially at the bridge into Springfield), Aspen Street, West D Street, and South 2nd Street
 - B. pedestrians and bicycle users from the Springfield side of the river view the vegetation in the west part of the study area from a very close perspective; the vegetation on the south side is somewhat less visible to pedestrians and cyclists from the Springfield side
 - C. residents and commercial users of adjacent and nearby property have regular views of vegetation of the study area
 - D. river users view up at the immediate fringe of riparian vegetation, which often screens out adjacent and nearby development
5. *The maintenance of public safety and protection of public and private property, especially from vandalism and trespass shall be provided for to the maximum extent practicable.*

Location of the GSL should have little or no bearing on vandalism or trespass, as it relates to the uses permitted adjacent to the river.

6. *The natural vegetative fringe along the river shall be enhanced and protected to the maximum extent practicable.*

The forested areas of the south portion of the project area are dominated by native trees (including Oregon white oak) and shrubs (including snowberry and poison-oaks). Herbaceous vegetation is dominated in a few areas by native species, which are most unique in the oak-associated habitats. Most areas are dominated by invasive exotics such as Armenian blackberry. Some areas have substantial human impact from camping and associated human waste.

7. *The location of known aggregate deposits shall be considered. Aggregate extraction may be permitted outside the Greenway Setback Area subject to compliance with State law, the underlying district and conditions of approval designed to minimize adverse effects on water quality, fish and wildlife, vegetation, bank stabilization, stream flow, visual quality, quiet and safety and to guarantee reclamation.*

The Metro Plan diagram does not show any aggregate deposits within the study area.

8. *Developments shall be directed away from the river to the greatest possible degree; provided, however, lands committed to urban uses shall be permitted to continue as urban uses, including port, public, industrial, commercial and residential uses, uses pertaining to navigational requirements, water and land access needs and related facilities.*

The designation of a GSL will contribute to the protection of native, woody vegetation along the river while development continues to occur on adjacent or nearby lands.

Recommendation

We have made a draft delineation of our best interpretation of the location of a GSL within the study area, based on the Springfield Development Code guidelines. It is included here as Attachment C, Photos 1 - 21.