

**SPRINGFIELD CITY HALL \* LIBRARY MEETING ROOM \* 225 FIFTH STREET \* 541-726-3753**

Wednesday

*PUBLIC MEETING MINUTES*  
November 18, 2009

5:30 p.m.

**STAFF PRESENT:**

Bill Grile, Gary Karp, Kristi Krueger, Molly Markarian, Clayton McEachern, Courtney Griesel, Greg Mott, Linda Pauly, Richard Perry, Sunny Washburn

**TAC MEMBERS PRESENT:**

Mary Archer, Mark Bernard, Ed Head, Tony Talbott, David Helton, Greg Hyde, John Tamulonis, Patti Hansen, Ed Moore

**CAC MEMBERS PRESENT:**

Erik Bishoff, Dan Hill, Randy Hledik, Christine Kehoe, John Oldham, Zack Pardo, Jim Peterson, Steve Ramseur, Tracy Rogan, Steve Roth, Bill Seider, Ken Schmidt, Bill Woods

**PUBLIC ATTENDING:**

Joany Armstead, Lance Barkley, Robert Boileau, Gil Burgess, Bert Rekker, Greg Vik

• **CALL TO ORDER –**

Meeting was called to order at 5:36 p.m.

• **PUBLIC COMMENT –**

**Joany Armstead: 4017 East 16<sup>th</sup> Avenue, Eugene**

Ms. Armstead is a resident and home owner in Glenwood in the core residential area. Ms. Armstead has been following the work being done in Glenwood. When she bought her home in Glenwood, she became interested in what was going to happen to the property she owned and the world around her.

When reviewing the documents that came out of the last meeting, the obvious things she sees in the whole picture, first off the River, second Franklin Blvd. as a connecting corridor, also I-5 where there is access for people traveling through Oregon and up and down the west coast, and the University of Oregon. How can Glenwood not be affected by the presence of the U of O which is continuing to spread? Another obvious thing is infrastructure needs, something that can't be changed. She also thinks that one of the reasons that this is happening, one of the things we want out of any building of a City is a tax base. So when you think about what you want to put in Glenwood, don't you want to think about tax base, not to over tax people but to think of ways that the tax base is going to be solid and strong.

Ms. Armstead also likes to look at the future and she wants to say that for the core residential area, which isn't really in the picture right now, there are a few things that relate: 1) Do you want to shut off the North Riverfront Corridor from the core residential area? There were some comments about Franklin being a wall. She is involved with a group called "The Glenwood Society for Livable Communities", which is still growing, and this group could discuss this and might have some recommendations about what the people who live there want. We have a lot of un-present landlords, which she believes is where most of the blight is in the core residential area. Residents like her, who bought their houses in the last twenty years and are in the middle age group, are fixing-up their properties. Then you have the people who are on Section 8, and the elderly. And, Section 8 houses are in shape, because that's the law. Something else the residents would like to see is bicycle paths along the greenway as well as a bicycle path for commuters perhaps on 14<sup>th</sup> which has already started.

Another thing is the style that Glenwood will have, and in the core residential area there is a lot of support for doing something that is future thinking, talking about maybe a prototype for a sustainable community, and these are things that happen over time, but if we're going to change a place, we should

do something that is really cool. She understands that money is an issue but that is why we need to grow the tax base. Hotels, residences, businesses, light industrial, and let's be at least conscientious in what we decide.

**Mr. Greg Vik, Vik Construction: 304 Dartmore Drive, Eugene**

Mr. Vik stated that he would like to underscore the effort that he put forth in trying to be successful in responding to the RFP for the Riverfront area several years prior. He did not give up even though his firm was not selected. He has been working to set the stage for excellent, quality development for Glenwood ever since. Vik Construction has also been working on land procurement. Mr. Vik mentioned that when you think about San Antonio, Pike Street Market, or Cleveland on Lake Erie, that's the quality of development that he is striving for, but in line with that, it's really important from a land use and zoning and master planning perspective to keep in mind that much of that development is going to be driven by market demand and rents, so we need to make sure that we are efficient in what we are doing as well as in providing park and open space for the quality of the experience on the river.

Mr. Vik asked if there is any opportunity to maintain maximum flexibility, not for specific areas, but in regard to the office, retail, hospitality, and the housing components. He added that this is not a metropolitan area even though we sometimes think of it that way, and so with any down state development, they are hard to do down state, and flexibility is a big deal in order to gain success and the aesthetic quality you want.

With regard to the work Crandall Arambula has done so far, Mr. Vik was wondering if the area could not be designated LEED ND and the point of that is that we are all interested in sustainability and green design, but if the development format and framework is already LEED ND, it makes it easier to score points on the buildings to get the green or LEED quality that we prefer. Another point, it appears to Vik that about 60% of the plan at this point seems to be oriented to parks and right-of-way for streets which is very high, and he thinks that everyone should be looking at this in terms of economic reality or feasibility of the development.

Mr. Vik commented on the streets in regard to the possibility of eliminating the middle east west street to provide more flexibility in terms of size of development, it might be a bit restrictive as it is now. The bike and pedestrian bridge appears to be possibly an obstruction to the view of the park across the river.

**Mr. Peterson** fought fire all over the west coast - Idaho, California, Utah, Montana, all over. In all the places where there are small towns, if compared to Glenwood, Glenwood is not blighted, they are very similar. The similarity in the rural parts of the west coast to Glenwood is very similar. He sees that Glenwood could upgrade a little bit but he doesn't see bringing Park Avenue here and doesn't see gigantic amounts of money, and thinks that what's good for one is good for all. We should be simplifying things not working towards complications.

- **APPROVAL OF MINUTES –**

Zack Pardo has a correction in the Goal Statement, which says “This statement does explicitly address public access to the river”; he believes that this is a typo. It should be “does not”.

Steven Ramseur made a motion to approve the September 2009 minutes, which were seconded by Ken Schmidt. The motion passed without dissent.

- **NORTH RIVERFRONT CORRIDOR –**

Consultants introduced themselves to the group. Jason Graff, George Crandall, Don Arambula.

The consultants started the PowerPoint presentation. Presentation outline indicated that the CAC & TAC were to discuss and provide feedback regarding revised land use and circulation possibilities.

CAC and TAC members verbally expressed ideas, concerns, and questions throughout the presentation. The consultants then handed out response sheets for the group to fill out, and asked the group to respond to the refinements presented. A detailed summary of the verbal and written comments following the Crandall Arambula presentation is summarized in the Crandall Arambula Meeting Summary #6 starting on p.4.

- **ADJOURN**

Meeting adjourned at 7:40pm

# Meeting #6 Summary

## Glenwood Refinement Plan Update

### Citizen & Technical Advisory Committee Meeting

November 18, 2009



## Summary

The sixth meeting of the citizen advisory committee (CAC) and the third meeting of the technical advisory committee (TAC) for the Glenwood Refinement Plan Update was held at the City Hall in downtown Springfield on Wednesday, November 18, from 2:00 to 4:30 p.m. The first half of the meeting included business of the CAC and is documented separately in the meeting minutes. The second half included a review of Meeting #5, presentation of refined concepts and discussion.

### Meeting Purpose

The purpose of the second half of the meeting was to:

- Inform the committees about the north riverfront corridor planning process
- Review Results from meeting #5
- Obtain thinking on the north riverfront corridor refinements
- Answer questions

### Meeting Format

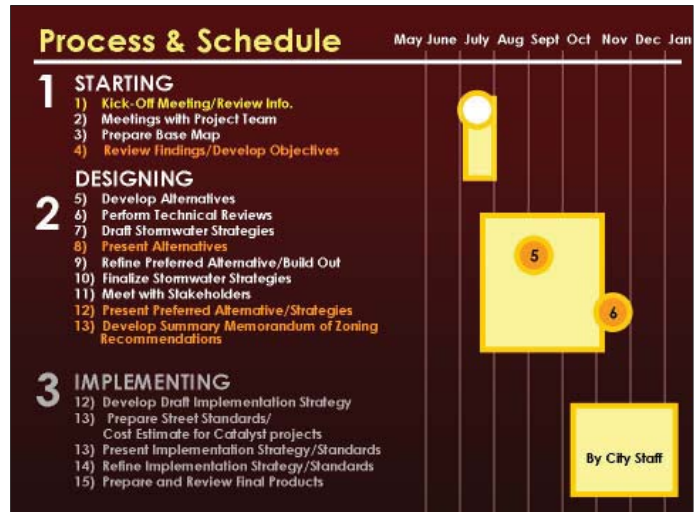
The meeting began with the consultants' presentation of the project purpose, meeting agenda, and a review of the project process and schedule. The consultants reviewed the products presented at Meeting #5 in September, and the results of stakeholder preferences for a preferred land use plan. Based on comments from Meeting #5, refinements to the preferred land use and circulation alternatives were presented. The land use refinements included recommended mixed-use land use types, a suggestion for typical permitted land uses, and draft development standards within the study area. Circulation refinements included a district street grid, with proposed street sections and recommended bicycle and transit station refinements for Franklin Boulevard

### Committee Feedback

Committee members seated at tables were encouraged to discuss the *refinements* and fill out individual written response sheets identifying their preferences for the recommended land use types, development standards, and street types (see response sheet at right). A tally of the Response Sheets is identified on the following page. A summary of the discussion was documented by the consultant team.

The following pages include:

- 1. The response sheet tally
- 2. The refined land use framework and district street grid
- 3. A summary of verbal and written comments



Project Schedule

### Response Sheet

Glenwood Refinement Plan Update  
 Citizen Advisory Committee Meeting  
 November 18, 2009

Check Preference

**LAND USE CONCEPT**

1. Land Use Types  Yes  No  Other

2. Development Standards  Yes  No  Other

**CIRCULATION CONCEPT**

3. Street Types  Yes  No  Other

Name (optional): \_\_\_\_\_

Comments: \_\_\_\_\_  
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If you need additional time to respond, please return your comments to:  
 Crandall Arambula 520 SW Yamhill, Roof Suite 4 Portland, Oregon 97204 (503) 437-7879 fax (503) 437-7904 jgraf@ca-city.com

Response Sheet

# Response Sheet

Glenwood Refinement Plan Update  
Citizen Advisory Committee Meeting  
November 18, 2009



## LAND USE CONCEPT

### Check Preference

- |                          |  |                                   |                                      |
|--------------------------|--|-----------------------------------|--------------------------------------|
| 1. Land Use Types        | <input checked="" type="text" value="14"/> Yes | <input type="text" value="0"/> No | <input type="text" value="2"/> Other |
| 2. Development Standards | <input checked="" type="text" value="12"/> Yes | <input type="text" value="0"/> No | <input type="text" value="3"/> Other |

## CIRCULATION CONCEPT

### Check Preference

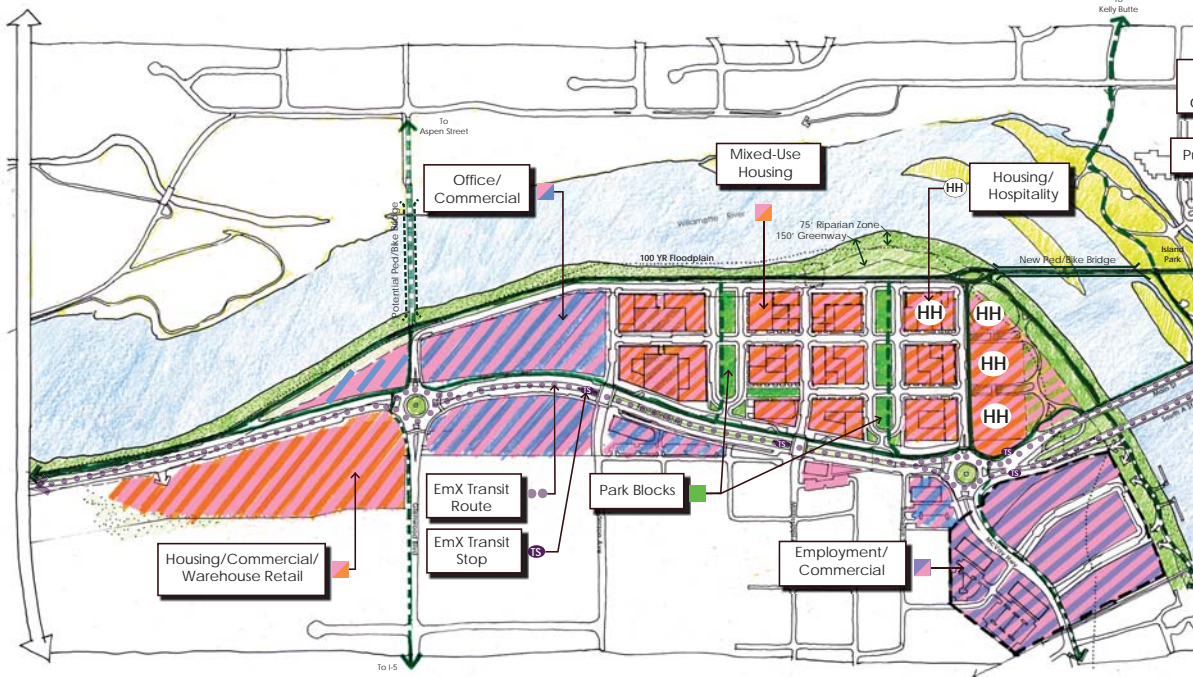
- |                 |  |                                   |                                      |
|-----------------|--|-----------------------------------|--------------------------------------|
| 3. Street Types | <input checked="" type="text" value="12"/> Yes | <input type="text" value="2"/> No | <input type="text" value="2"/> Other |
|-----------------|--|-----------------------------------|--------------------------------------|

Name (optional): \_\_\_\_\_

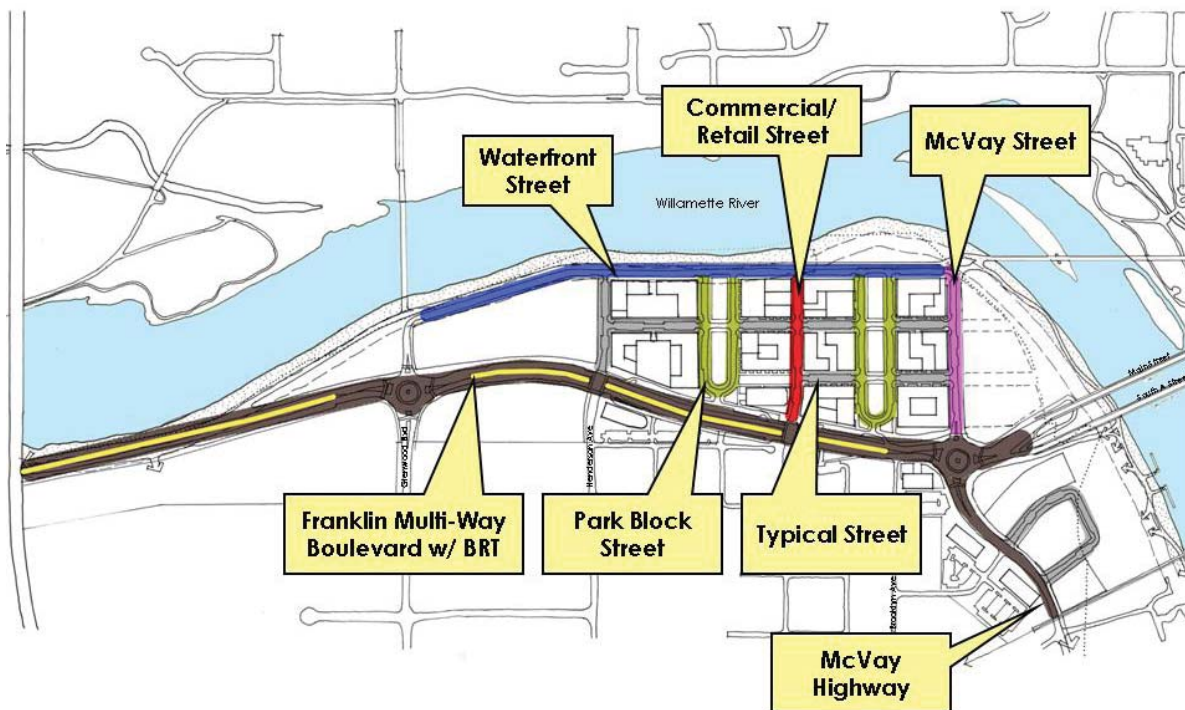
Comments: \_\_\_\_\_

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# Refined Land Use Framework and District Street Grid



Refined Land Use Concept



Refined District Street Grid Plan

## Summary of Response Sheet Comments

### Land Use Types and Development

- I am somewhat concerned with the degree to which park land has been reduced from what has been anticipated in previous plans—the existing Glenwood RP and the Willamalane Comp. Plan both anticipated a riverfront park with metro or regional significance. Your proposed park blocks and riverfront linear park are substantial, so they go a long way toward meeting the need—and maybe all the way. I think though that a modest move back toward the amount of park land that was shown on your first draft may be a good idea. Maybe a slight widening could occur at the SE portion of the area you're showing as HH and/or the area between the highway bridges and the RR bridge. Good work.
- Love the green open spaces, street usage ideas are practical, livable.
- Use Park Blocks to 'land' either under or over pedestrian access so that southern Glenwood has access to the riverfront. This can be a late phase if planned early and will help further development in southern Glenwood.
- No on Costco, yes on convention center.
- No big box stores except Winco-sized grocery stores. No arenas. It's a poor use of land that will create large traffic jams.
- Provide medium-density residential uses (not high-density).
- Land use south of Franklin Boulevard (west of Glenwood) has potential for views and higher-density with relation to campus.
- I know that I'm fairly 'alone' in this, but I'd love to see an area of development along the river...something like a San Antonio Riverwalk?
- Individual properties in the mixed-use area between Henderson and McVay roadways (north of Franklin Boulevard) may need to be consolidated by a redevelopment agency to be attractive to potential developers.
- University housing, hotels and high rises in general have largely transient populations – not community.
- I agree it would be a mistake to site a huge hotel project next to the residential.
- Where is the parking? I assume underground for mixed-use and on-street. I can easily see the need for a parking structure with commercial on the ground floor and designed to fit the neighborhood.
- I suggest local retail, services, and community center with parkway swales and a decent sized park near the river.

- Mixed-use commercial and residential blocks – commercial needs to be able to attract from throughout the metro area and not be limited to “neighborhood” only. This is critical to make it succeed. Office section of the plan may be prime location for a major hotel project. Plan should have flexibility for such a use. Also, there is a prime retail opportunity at the corner of Glenwood Boulevard and Franklin Boulevard.

### Development Standards

- I prefer a plan with specifics that has clear standards
- I think the building heights are too high, no more than 4 stories, and those stepped. Given the hugeness of Walnut Station and maybe EWEB development this could be different and more low-rise friendly. Lower buildings will require less parking, less density
- Housing and hospitality blocks (at least the single block next to the greenway/drainage strip) should have ground floor commercial (similar to the adjacent residential building) with hotel above to match the neighborhood character.

### Street Types and Circulation

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- I absolutely prefer the grid streets and park blocks.
- If all service access is on a 'typical street', then you will need more than 10' wide lanes for large delivery trucks.
- Access to the river from the park blocks are the only way that the residential uses will appeal to buyers and investors.
- I agree that we need a riverfront street and auto access.
- The street fronting the river is ok, but I'd like to see some visuals that give me a better sense of it.
- Provide a restricted roadway along the river with no trucks.
- I feel that a pedestrian bridge connecting Rainbow (across the river) to Glenwood or Henderson is key for increased activity in Glenwood.
- Agree with the comment to take out waterfront street. However, I also agree with your comment regarding the activity generated by the street, except I have not seen a good example in the U.S. For example, a real close example is Corvallis where the street has not created activity.
- I don't like the design of the street along the river. I think there needs to be a bike lane on the road and a multi-use path that meanders along the river. Get people in the park/greenway area. Also need street parking to allow for better access. You should concentrate on a narrow green-street design along the river.
- Don't like the northern/waterfront street.
- No road on the river. It's too close and too car oriented.
- As a homeowner in the residential core I consider my standing in the riverfront area limited to having some natural, publicly accessible use areas. I am concerned about the effect of the potential high-traffic flow and parking demands, as well as the separation from the area south of Franklin Boulevard.
- Protected Bikeways along 'River Road' frontage could be separated from the road and be closer to the river to mimic the rest of the River Path System.
- Provide a bike path along the river.
- Normally bikes share the access roadway on a multi-way boulevard. This seems unnecessary on the river front road with the path along the river. Also, with the retail along Franklin Boulevard it would be better to have bikes mixed with traffic on a local access road.
- Street Types: Enhance connectivity of local street network south of north riverfront area
- Does angled parking along Franklin multi-way boulevard, opposite commercial store-fronts, make sense from a user standpoint?
- I don't see how you are dealing with adequate parking or traffic flow on Franklin Boulevard and McVay. As far as connectivity to the neighborhoods south of Franklin Boulevard, it pretty much cuts off the residential core from the new development. It's not that easy to cross Franklin Boulevard at it's present 75' width with two dedicate bus lanes, 4 lanes of auto traffic, etc. You have to sacrifice either traffic flow on Franklin Boulevard or the ability to negotiate a crossing.
- Provide a narrower Franklin Boulevard (with one bus lane).
- Franklin Boulevard is too wide and has too much parking on the street.
- Manage parking and traffic flow.

## Summary of Response Sheet Comments cont...

### General Plan Comments

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- Good refinements
- Great ideas and great start!
- Looks good!
- In all, a great framework.
- Thanks for your work; I hope we adopt it
- I was the one at the last meeting who strongly criticized the level of detail you propose for the site. Unless you have a developer you can bring to town to turn your proposal to reality, I still strongly oppose the level of detail you show in your plan. We've been through this level of exercise before (re: Poticha, Diethelm and Apex proposals) and your "crystal ball" is no better than what theirs was. I am extremely uncomfortable suggesting this level of detail for property not owned by the people who hired you (i.e the City). Now, having said that, I think you are on the right track for a point of departure for public review. Your proposed land uses should appear as "blobs" on the map, supported by text that specifies the design standards and other development standards that you, and the public, expect for the area. This would give prospective developers the parameters within which they need to work, but would allow them the flexibility to develop the details that none of us can foresee today.
- Many of the features from the last meeting's plans (which I liked) you have reduced or eliminated and the things I didn't like you have increased. The nice big park at the east end of the area has been replaced by hotels. I don't see near enough parking for either the housing which you have increased to 2100 units. Having 6 to 10 story housing close to the river, which you describe as not blocking the view would block the sun from the riverfront and bike path to a great degree. All your design tends to be high density.
- A much more focused presentation this time. It was clear that Crandall Arambula better understands some of the nuances of Glenwood and the background of the past planning efforts.
- Overall the Draft 2 plan was impressive and also the explanations of each section were well thought out. I do have a couple suggestions for a "Draft 3"!
- Prior to adoptions, interview regional and national development representatives and get input on the plan (critical step!)
- Incorporate as much flexibility as possible into the plan without "destroying" the vision.

### Other

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- Think strategically about the (new) locations of the EMX stations. The far side of the intersection and near sidewalks should be considerations. I am not sure that at a conceptual level you need LTD to weigh in on EMX station locations. Safety and convenience to and from land uses are key factors.
- I don't understand the scoring/rating method of Yes/No/Other. Maybe instead use Like/Don't Like/Neutral or Comment?
- I don't see 10' wide utility easements in the 3 phase areas or 7' wide easements in single phase areas. At this time, Sub-electrical does not permit below grade XMFRS or switch cabinets

## Summary of Recorded Public Comments

### Land Use Types and Development

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- I own property on the park block to the west (120' wide park block). Is the design of the park blocks etched in stone?
- What are the sizes of the park blocks and will they be publicly or privately owned?
- I think park area is excessive.
- Is there a demand for big box on the west end?
- Do not like the big box.
- Land uses are headed in the right direction.
- What will the impact of 2,100 housing units and a hotel have on traffic and parking?
- I feel like there is too great a separation from the river.
- APEX, developer from Portland, pulled out of a riverfront development opportunity in Glenwood— we have spent two years acquiring property and creating quality development.
- Glenwood area affected by HWY and UofO creep.

### Development Standards

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- I don't feel like I have the standing to define what development should be, but 6-10 stories seems too tall along the river.
- Thank you for proposing design and development standards for public review.

### Street Types and Circulation

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- Want bike paths to neighborhoods.
- Did you research the lifespan for the Main Street bridge structure? What is the cost/benefit of the Main Street pedestrian bridge?
- Proposed bike/ped bridge is blocking the view of the river from development parcels.
- Waterfront street does not need auto's, put less emphasis on the auto. Street should be pedestrian only. I think that housing units should back right to the river.
- 60% of this plan is for parks and streets, this is too high. A solution would be to remove a single east-west street in the middle of the development area
- Franklin Blvd. is a 'Cadillac' design. The City should consider an alternative version that reduces the overall ROW. I like the local circulation street and the specificity of the ROW and grid works with master plan.
- Currently, pedestrian access north and south across Franklin Blvd. is difficult. How can this be improved?  
*Response:* through the design of signalized intersections.

### General Plan

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- Overall the plan is solid.
- In terms of sustainability, there is too much emphasis on the automobile.
- Plan should be considered for a LEED ND project.
- Could the area be designated LEED ND to score points for LEED quality.
- Plan should be a prototype sustainable community.
- Glenwood ain't blighted. I don't see Park Avenue here or much money coming here.
- Does this plan create value for all of Glenwood?
- Plan should provide maximum flexibility, this is not a metropolitan area.
- Will this project be a "wall"?
- I see the river and Franklin Blvd. as corridors.
- Some will gain greatly from the plan, other land owners property will be cut up for the plan to be viable. Don't see how my value will be enhanced. This plan is too rigid.
- The last plan the City went to private owners and got options on their property. Have you worked up numbers on the cost of infrastructure? *Response:* The city has looked at consolidating 20 properties and assembling infrastructure for new development. The City identified the existing land value at \$4 - \$5 SF, however the owners wanted \$10-\$12 SF for their property which did not pencil out for development.
- The plan is too detailed. We went through this with Poticha and APEX. We have guys like Vik who are doing projects. This isn't working for them because it's too detailed.

### Other

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- In Glenwood develop a solid tax base.
- Dream, hope for change, use your time.
- Added value in having a regional stormwater management plan for the district
- To what extent was a market study done? Identify what is critical and phasing for how long to build out key projects.

## Summary of Additional Written Comments

Generally I like the Draft Land use Framework presented by Crandall Arambula on November 18, but with comment.

I am concerned that the forum for this committee's review process is lacking any real meaningful opportunity for discussion and debate, and then buy in or rejection in whole or in part. I know that it likely only a speech tick (?), but the way Mr. Amabula kept saying "okay" after each design point he presented as he moved across the site plan. It was almost like he was saying "okay?" as if asking for our silent approval, and then moving quickly to the next slide without looking up for questions or pausing for a breath. I know that was not the intent, but that is how it could have been perceived - okay?

The Response Sheet for Meeting number 6 in a way reinforces the simple "Okay": Is a check on the yes box under Land Use Types really supposed to indicate our individual acceptance of the entire concept?

Switching focus, I finally got the sense at this meeting that sitting in the audience as a committee member because of my professional background and personal interest has to be quite a bit different than if I was a property owner in the study area. I believe that there really needs to be an agreed to process in place to implement any land use plan as a parallel and equally important part of the proposal, otherwise the best plan is likely to die a painful death from lack of reality to buy in by the effected property owners. The gentleman who saw his property sold for parkland instead of a high value condo or office building quickly got stuck on his personal losses rather than the common good. The disparity of area property owner's perceived land value is a good indication that some intervention by a common entity to balance acquisition costs and development expenses may be the only way to get any plan off on the right track. In lieu of waiting for one developer with deep pockets to step forward, perhaps the City of Springfield can echo what it did at the International Way area by securing options on most of the land in that area, and then selling it off in newly platted parcels can be considered. Then funding becomes another important part of the plan.

Greg Vik's announcement that his firm is working with potential users and property owners is both promising and alarming. Having a development of the caliber he briefly described would be a good catalyst for new development in the Glenwood area we are looking at, but without a plan in place for the rest of the area could this lead to it being the only improvement here for a long time. I believe that there needs to be a plan in place for streets, utilities, infrastructure and permitted uses in the whole study area before any one development should be allowed to move forward. I admire Mr. Vik's development spirit and hope the city can strongly support it, but only if it can positively affect the entire area at the same time.

As far as the framework refined details presented this day:

- I like the park blocks concept and agree that maybe they can be narrower.
- I like the roadway along the river edge but hope that this can be fairly narrow and not a major through street.
- I think we need to agree that the river edge here in this part of Glenwood/Springfield is not primarily going to be a city wide amenity, but rather designed to serve the neighborhood with through access for everyone else. This is not looking like a destination point for leisure and connecting to the outdoors like one of the larger nearby parks already are.

## Summary of Additional Written Comments cont...

- I do not like the idea of “big box” commercial anywhere in this development area, especially at the west entry point and connection hub to this area. I don’t perceive that there is a need for this type of development in our communities right now and see this area better served by additional housing and less dense commercial/office.
- I agree with the concept of not trying to take development opportunities away from Downtown Springfield by controlling uses allowed in the Glenwood area. LTD’s already operational BRT system can easily provide convenient connections to both Springfield’s and Eugene’s downtown as well as the UO campus. Location of BRT Stops on each side of Franklin should be carefully considered.
- I like the idea of siting a hotel and/or conference center site at the east end of the development area as this could easily help support downtown development.
- I like the concept of providing an opportunity for dense housing and office development here in Glenwood. However I would rather see six story and taller housing projects in downtown Springfield and less high buildings along the river’s edge and Franklin Corridor in the Glenwood area. Perhaps limits of up to four stories along the river’s edge and up to 6 stories in the middle blocks.

Those are my thoughts at this time.

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In response to Glenwood Refinement Plan Update, Citizen Advisory Committee Meeting 6:

I am concerned that the development plan for the south bank of the Willamette River in Glenwood is too rigid. There are many property owners within the area. The plan seems to be designed for a single larger developer with control of the entire area. I believe it is unprecedented to see a development of this size not happen in a phased manner, given the size of the surrounding community. Who pays for the development of the streets and green spaces? They encompass such a large portion of the available developable area, that in some instances a property owner is left with little or no developable land. The land use laws must make economic sense or after the current land uses run through their natural lifespan, the land will lay fallow. Is the intention of the City of Springfield to zone the land in such a manner as to force the current land owners into selling out under duress?

In the Apex proposal supposedly the land had to be purchased at \$4.00 per square foot to make large scale development economically sound. The county tax assessor values property I own in the middle of the area we are discussing at over \$8.00 per square foot. Yet, Apex and the City of Springfield have criticized Glenwood property owners for having unrealistic ideas of what their land is worth. I believe it will be some time before Glenwood is fully redeveloped. A rigid redevelopment plan, leading to strict zoning, will severely reduce the property owners’ ability to use their land in a productive manner until such time as it becomes economically feasible to redevelop. It is illogical to believe local government will have the funding to make right of way purchases, improve current infrastructure, create new infrastructure and acquire land for parks and green spaces. The property values will not pay for these large costs. Planning must allow for a logical incremental improvement and redevelopment of the Glenwood area.

John Oldham