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**To:** Gino Grimaldi  
**From:** Jeff Towery and Molly Markarian  
**Date:** May 9, 2011  
**Subject:** Glenwood Refinement Plan

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**ISSUE**

**STATEMENT:** In February 2008, Council identified the phased update of the Glenwood Refinement Plan as a priority work item. Since then, staff from Development Services, Public Works, and the City Manager's Office has engaged citizens and partner agencies in a comprehensive planning process. As a prelude to the Phase I public hearing process, staff is providing you with this project update.

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**COUNCIL GOALS:** Community and Economic Development and Revitalization

Adoption of the Phase I update of the Glenwood Refinement Plan addresses the following Council Targets variously assigned to Development Services, Public Works, and the City Manager's Office: Target Areas are Planned and Zoned for Redevelopment; There is Growth in the Level of Glenwood Urban Renewal Investment; The Infrastructure Needed for Growth is Identified and Planned; and Opportunities for Affordable and Decent Housing are Increased.

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**ATTACHMENTS:** Attachment 1 – Project Timeline  
Attachment 2 – Phase I Glenwood Riverfront Boundary  
Attachment 3 – Process Summary  
Attachment 4 – Visioning Goal Statements  
Attachment 5 – Draft Plan Objectives

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**BACKGROUND:** Beginning in fall 2008, a multi-department staff team, comprised of representatives from Development Services, Public Works, and the City Manager's Office, began the work of moving the Glenwood Refinement Plan (GRP) Update Project forward in phases under the supervision of a management oversight team (Attachment 1).

In the first phase, the staff team and other public agencies undertook an investigation and analysis of existing conditions and policies governing land use, transportation, housing, economic development, public facilities, and natural and historic resources in Glenwood. Simultaneous with this background research, the staff team also worked with the community to establish a vision that would guide the redevelopment of Glenwood's physical, social, and environmental qualities during the next twenty years. The remainder of the first phase was dedicated to developing concepts, policies, and implementation strategies to ensure that future land uses, infrastructure, and other features of redevelopment would support the vision for the Glenwood Riverfront (Attachment 2). Phase I also included producing development and design standards (to be included in the Development Code) specifically crafted to ensure site and building development in the Glenwood Riverfront achieves the physical presence and place-making established in the visioning process. Phase II of the refinement plan update will

follow the adoption of planning documents associated with Phase I and will focus on the Glenwood Boulevard corridor and the existing Glenwood residential core.

Together, staff developed project goals so that the GRP Update Project, when completed, will 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 land, 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;
- Framework plans for the development of infrastructure to serve existing and future land uses;
- 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 Metro Plan, the Glenwood Refinement Plan, TransPlan (and/or Springfield TSP), 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 amendments.

Phase I was organized into six principal tasks. As of the date of this memorandum, staff has completed Tasks 1-4; is in the process of completing Task 5; and is preparing for Task 6. Below is a summary of the tasks completed to date and what lies ahead between now and the start of the public hearing process (Attachment 3).

Task 1: Project Initiation - Completed by the City staff team in early 2009. Staff prepared a Citizen Involvement Plan approved by the Planning Commission acting in their capacity as the Committee for Citizen Involvement. The Planning Commission also appointed a 20-person Citizen Advisory Committee (CAC) representing a diverse mix of perspectives and backgrounds. Participant categories include Glenwood Residents, Glenwood Business Owners/Property Owners, Glenwood Employees, General Public, Designers, Developers, Realtors/Lenders, Chamber of Commerce, and an Affordable Housing Advocate. At the same time, staff identified members of a Technical Advisory Committee (TAC), including representatives from the Springfield Utility Board, Glenwood Water District, Oregon Department of Transportation, Lane County, Lane Transit District, Willamalane Parks & Recreation District, and Springfield Police and Fire Departments.

Task 2: Inventory & Analysis of Existing Conditions - Completed by the City staff team, the TAC, and two consultants, Lane Council of Governments and Pacific Habitats, Inc. An Existing Conditions Report for all of Glenwood was finalized in August 2009, and the Council and Board of Commissioners amended Springfield's Natural Resources Study in February 2011.

Task 3: Visioning - Completed by the City staff team in collaboration with the CAC. Final Visioning Goal Statements that have guided the development of this Plan were approved by the CAC in September 2009 (Attachment 4).

Task 4: Develop Plan Concepts - Completed by the City Staff team and two consultants, Crandall Arambula and OBEC Consulting Engineers. Concurrent with their Downtown planning efforts, Crandall Arambula developed recommendations on land use, circulation, and open space concepts for the Franklin Riverfront portion of the Glenwood Riverfront starting in September 2009. OBEC Consulting Engineers presented their final analysis of a potential Willamette River bicycle/pedestrian crossing between Glenwood and Downtown in January 2010. Crandall Arambula presented their final recommendations to the CAC in April 2010.

Task 5: Prepare Documents for Phase I - Being completed by the City Staff team. Since June 2010, staff has been drafting and revising the various chapters of the Phase I GRP Update through an iterative process with the CAC and TAC. Each chapter contains text, maps/diagrams, objectives, policies, and implementation strategies. The objectives are attainable targets that the community will attempt to reach in striving to fulfill the Visioning Goal Statements (Attachment 5). Staff has concurrently been developing draft Development Code text amendments and draft Engineering Design Standards and Procedures Manual edits to enable Plan implementation once adopted. Final draft Plan and Code amendments will be submitted to the Department of Land Conservation and Development no later than September 1, 2011.

Task 6: Pre-Adoption/Adoption - To be initiated in September 2011 with public Open Houses. A joint Springfield and Lane County Planning Commission work session and public hearing(s) will take place in October 2011. A joint City Council and Board of Commissioners work session and public hearing(s) will take place in November – December 2011.

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# GLENWOOD REFINEMENT PLAN UPDATE PROJECT

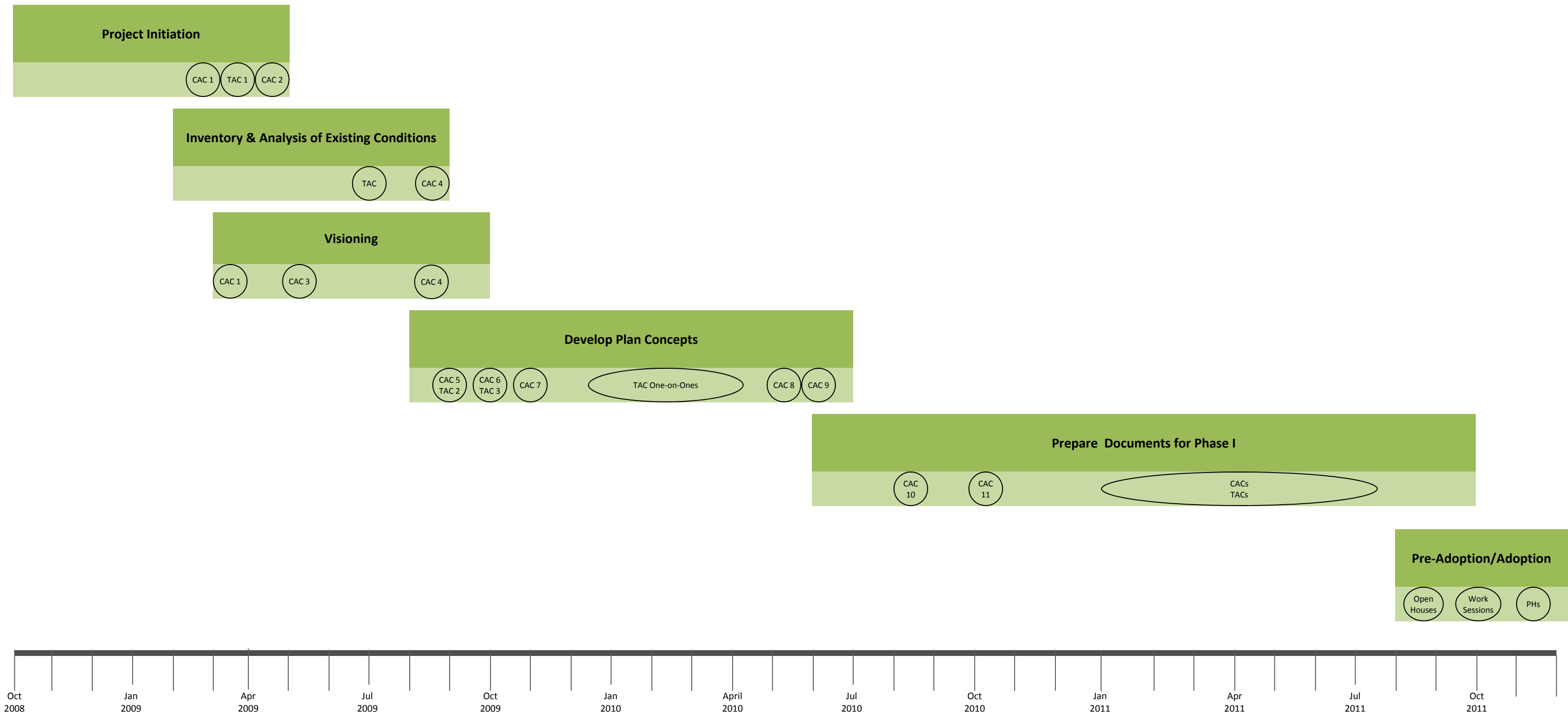
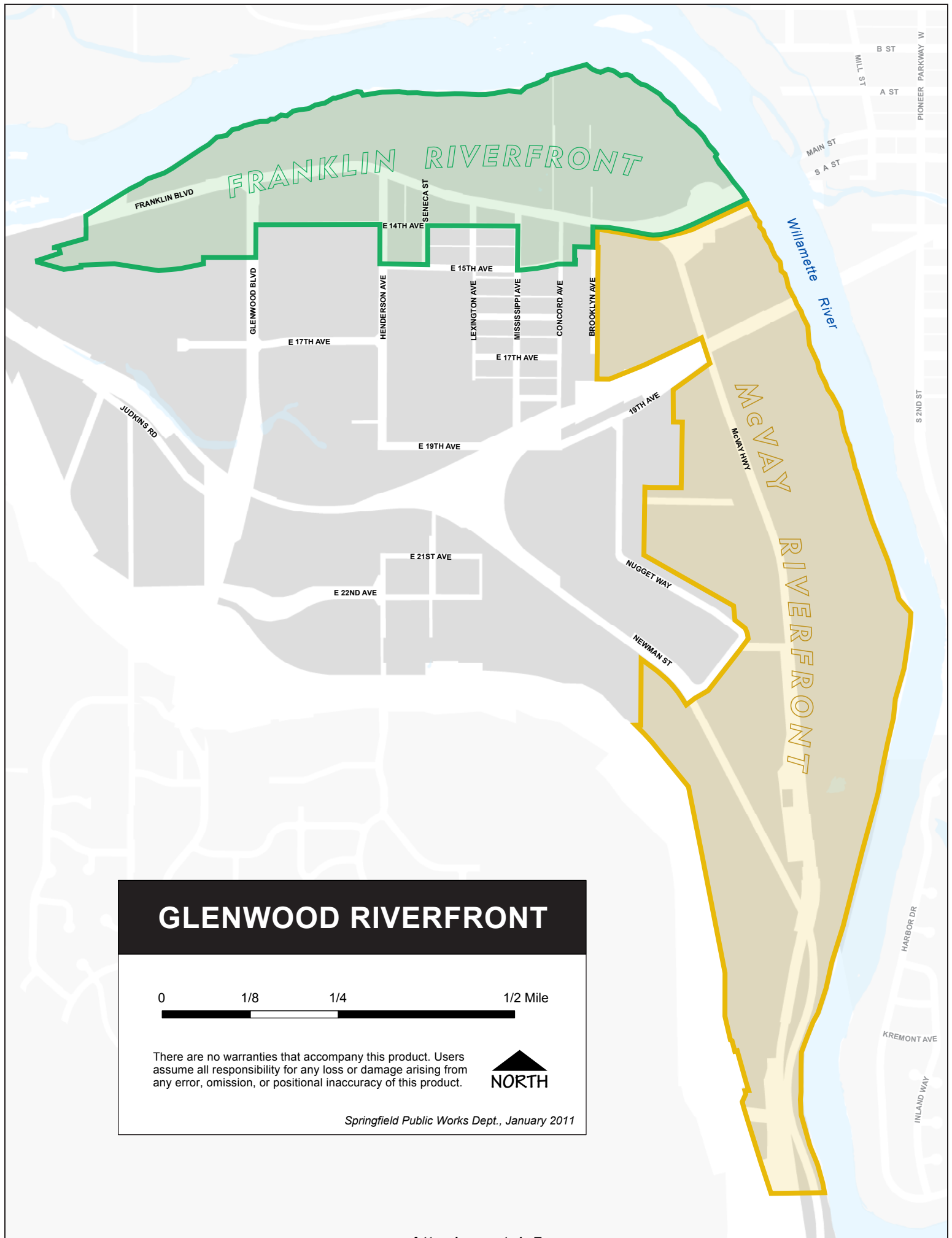


Figure 1



**GLENWOOD RIVERFRONT**

0      1/8      1/4      1/2 Mile

There are no warranties that accompany this product. Users assume all responsibility for any loss or damage arising from any error, omission, or positional inaccuracy of this product.

**NORTH**

*Springfield Public Works Dept., January 2011*

**Glenwood Refinement Plan Update**  
**Phase I -- Glenwood Riverfront (Franklin Riverfront - FR McVay Riverfront - MR)**  
*Process Summary*

Tasks	Date Completed
<b>Task 1: Project Initiation</b> <i>(Work conducted by City staff)</i>	
City Council direction to update the Glenwood Refinement Plan in its entirety.	February 25, 2008
Prepare Citizen Involvement Plan and seek approval by Committee for Citizen Involvement (CCI).	October 7, 2008
Recruitment of Citizen Advisory Committee (CAC) members and appointment by CCI.	January 21, 2009
Establish project structure, scope, work plan, website, etc.	February 27, 2009
Meet with CAC to introduce project, outline expectations, etc.	March 11, 2009
Identify Technical Advisory Committee (TAC) and introduce to project, outline expectations, etc.	March 17, 2009
Familiarize CAC with the project area (bus tour).	April 8, 2009
<b>Task 2: Inventory &amp; Analysis of Existing Conditions</b> <i>(Work conducted by City staff, Glenwood TAC, and consultant LCOG)</i>	
Inventory, analyze, and document existing conditions (for all of Glenwood).	August 14, 2009
Present Existing Conditions Report to CAC.	August 12, 2009
Conduct and document Wetlands and Riparian Areas inventory (LWI).	February 10, 2010
Seek Department of State Lands Acknowledgement of LWI.	May 25, 2010
Seek City Council and Board of Commissioners adoption of LWI.	February 22, 2011
<b>Task 3: Visioning</b> <i>(Work conducted by City staff)</i>	
Initiate visioning process with the CAC.	March 11, 2009
Draft visioning statements; review with CAC.	May 13, 2009
Revise visioning statements; review with CAC.	July 12, 2009
Finalize visioning statements; seek CAC approval.	September 2, 2009
<b>Task 4: Develop Plan Concepts</b> <i>(Work conducted by City staff and consultants Crandall Arambula and OBEC Consulting Engineers.)</i>	
Develop initial Franklin Riverfront (FR) land use, circulation, and open space concepts; review with CAC and TAC.	September 2, 2009
Revise initial FR land use, circulation, and open space concepts; review with CAC and TAC.	October 16, 2009
Further refine initial FR land use, circulation, and open space concepts; review with CAC and TAC.	November 18, 2009
Continue discussion of initial FR land use, circulation, and open space concepts with CAC.	December 16, 2009
Analyze feasibility of potential Willamette River bike/ped crossings.	January 4, 2010

**Glenwood Refinement Plan Update**  
**Phase I -- Glenwood Riverfront (Franklin Riverfront - FR McVay Riverfront - MR)**  
*Process Summary*

Tasks	Date Completed
Final consultant recommendations on FR land use, circulation, and open space.	April 1, 2010
Present background information on natural resources and stormwater management to CAC.	May 19, 2010
Develop initial Mcvay Riverfront land use and circulation concepts and review with CAC.	May 19, 2010
Develop initial policy ideas for all Glenwood Phase I chapters.	July 31, 2010
<b>Task 5: Prepare Documents for Phase I</b> <i>(Work conducted by City staff)</i>	
Draft Land Use Chapter; present to CAC.	June 30, 2010
Review Land Use Chapter with CAC Sub-Committee; discuss with CAC.	August 25, 2010
Revise Land Use Chapter; seek CAC recommendation.	October 20, 2010
Draft Transportation Chapter; review with CAC Sub-Committee.	November 5, 2010
Revise Transportation Chapter; present to CAC and seek CAC recommendation.	February 16, 2011
Draft Open Space Chapter; review with CAC Sub-Committee.	March 28, 2011
Revise Open Space Chapter; present to CAC and seek CAC recommendation.	April 20, 2011
Draft Housing & Economic Development Chapters; review with CAC Sub-Committee.	April 13, 2011
Draft Public Facilities & Services Chapter; review with CAC Sub-Committee.	April 29, 2011
Draft Urban Transition & Annexation Chapter; review with CAC Sub-Committee.	April 29, 2011
Draft Historic & Cultural Resources Chapter; review with CAC Sub-Committee.	May 3, 2011
Revise Housing & Economic Development Chapters; present to CAC and seek CAC recommendation.	May 11, 2011
Revise Public Facilities & Services Chapter; present to CAC and seek CAC recommendation.	May 25, 2011
Revise Urban Transition & Annexation Chapter; present to CAC and seek CAC recommendation.	May 25, 2011
Revise Historic & Cultural Resources Chapter; present to CAC and seek recommendation.	June 15, 2011
Draft Plan District and other development code text amendments; review with CAC designers.	June - July 2011
Revise Plan District and other development code text amendments; review with private developers.	June - July 2011
Revise Plan District and other development code text amendments; present to CAC and seek recommendation.	August '11
Draft EDSPM changes.	July-Aug 2011
Finalize Edits & Compile Draft Glenwood Phase I Refinement Plan.	Aug - Sept 2011

**Glenwood Refinement Plan Update**  
**Phase I -- Glenwood Riverfront (Franklin Riverfront - FR McVay Riverfront - MR)**  
*Process Summary*

Tasks	Date Completed
Prepare Staff Report; submit to DLCD.	September 1, 2011
<b>Task 6: Pre-Adoption/Adoption</b> <i>(Work conducted by City staff)</i>	
Hold Public Open House(s)	September '11
Hold Springfield Planning Commission (PC) Work Sessions.	May, June, Sept '11
Hold Joint PC Work Session -- Springfield and Lane County	October 18, 2011
Hold Joint PC Public Hearing; seek recommendations -- Springfield and Lane County	October 18, 2011
Hold Joint City Council (CC) and Board of Commissioners (BCC) Work Session	November 7, 2011
Hold Joint CC/BCC Public Hearing; first reading -- Springfield and Lane County	November 21, 2011
Hold BCC additional readings; seek adoption	Nov - Dec 2011
Hold City Council second reading; seek adoption	December 5, 2011
Seek Department of Land Conservation and Development Acknowledgement	Post Adoption

**Glenwood Refinement Plan Update Project**  
***Goal Statements – Approved by CAC 9/2/09***

- Improve public connections to the Willamette River.
- Establish inviting public spaces, including parks, plazas, and multi-use paths.
- Encourage aesthetically pleasing, sustainable buildings and sites that are context-sensitive and oriented to human activity.
- Provide opportunities for the installation, display, and creation of public art.
- Allow for a mix of uses suitable to the unique development opportunities in Glenwood.
- Provide opportunities for the development of a variety of housing types to meet the needs of a range of households.
- Facilitate opportunities for businesses to provide goods and services to local, regional, statewide, national, and international markets.
- Restore, enhance, and protect the ecological function of natural resources, and increase public awareness of these resources.
- Protect the public from potential natural and manmade hazards.
- Celebrate Glenwood’s contributions to the region’s historic development.
- Enhance the transportation system to improve safety, convenience, and movement for all modes of travel, including vehicles, trains, public transit, bicycles, and pedestrians.
- Provide a full range of urban public facilities and services for redevelopment and new development.
- Facilitate redevelopment while addressing the consequences of change to existing residents and businesses.

**Land Use Chapter**

- Implement land use and transportation-related land use policies found in the Metro Plan, TransPlan (and/or Springfield TSP), and the Springfield 2030 Refinement Plan to support pedestrian-friendly, mixed-use development in the Glenwood Riverfront.
- Implement the Land Use Framework for the Glenwood Riverfront by adopting the Glenwood Riverfront Mixed-Use District (GRMU) Plan District.

**Transportation Chapter**

- Re-design and re-construct Franklin Boulevard as a multimodal transportation facility to support the redevelopment of Glenwood as envisioned in the Land Use Chapter and to provide an improved arterial connection between Springfield and Eugene.
- Establish a grid block pattern of streets to support redevelopment of the Franklin Riverfront that provides multi-modal internal circulation, disperses traffic, facilitates walking and biking, orients development to a public realm, and enables clear and direct physical and visual routes between Franklin Boulevard and the riverfront.
- Re-design and re-construct McVay Highway as a multimodal transportation facility to support redevelopment in Glenwood as envisioned in the Land Use Chapter while also providing an improved arterial connection between Springfield, Eugene, and Interstate 5.
- Establish a street network in the McVay Riverfront, similar in functionality to the street grid in the Franklin Riverfront, which supports mixed-use development off McVay Highway, enhances multi-modal internal circulation, disperses traffic, facilitates walking and biking, orients development to a public realm, and enables clear and direct physical and visual routes between McVay Highway and the riverfront.
- Develop a multi-use path along the Willamette River in Glenwood from I-5 to the southern tip of Springfield's Urban Growth Boundary so that the multi-use path strengthens physical and visual connections to the river and supports recreational uses and bicycle/pedestrian commuters along the riverfront.

**Open Space Chapter**

- Providing ample opportunities for people to access and enjoy the Willamette River and the natural environment while providing stable riverbanks and conserving, protecting, restoring, and establishing a diversity of riparian habitats and wetlands in order to retain their properly functioning condition related to fish and wildlife habitat, riverine flood control, sediment and erosion control, water quality, and groundwater pollution.

- Protect private and public investment, health, safety, and welfare from riverine flooding through the implementation of development standards that incorporate the requirements of the National Flood Insurance Program.
- Preserve and enhance the natural beauty of the landscape by encouraging the maximum retention of natural hillside topographic features such as open drainage ways, slope ridgelines, rock outcroppings, vistas from and of the hillsides, trees, and other natural plant formations in order to retain the sense of identity and image that the hillside areas now impart to Glenwood and Springfield.
- Provide centrally located and adequate public park blocks to serve residents of High-Density Residential Mixed-Use development in the Franklin Riverfront and the general public, as an essential quality of life attribute that provides a visual and physical connection between Franklin Boulevard and the Willamette River and that also may be used for stormwater management.
- Establish a linear park with a multi-use path along the Willamette River in the Glenwood Riverfront that is sensitive to riparian areas, wetlands, and scenic values and appropriate in size and type for the surrounding urban environment in order to: bring people and activity to the riverfront; augment the existing natural and recreational Willamette River open space corridor in the region; promote tourism; and enable recreational/educational appreciation of Glenwood's natural resources and open space/scenic areas.
- Use Low Impact Development Approaches (LIDA) stormwater elements to replicate the hydrologic cycle processes that have been lost in urban areas to manage stormwater discharges; integrate site development with the public infrastructure, transportation facilities, proposed park blocks, Riparian and Willamette Greenway Setback area; and integrate Springfield's Stormwater Management Plan standards with the anticipated high intensity development levels in the Glenwood Riverfront.

### **Housing & Economic Development Chapter**

- Facilitate the development of new high-density housing units, including affordable housing units that enable residents from a wide range of economic levels, household sizes, and ages to live in the Glenwood Riverfront.
- Provide assistance to manufactured home park residents possibly displaced by the redevelopment of property in the Glenwood Riverfront.
- Support the maintenance of safe and sanitary existing single dwelling units in the Glenwood Riverfront.

- Maintain and/or increase (through parcel consolidation) parcel sizes of parcels in Commercial Mixed-Use, Office Mixed-Use, and Employment Mixed-Use designations to preserve Springfield's commercial and industrial land supply.

### **Public Facilities & Services Chapter**

- Provide a consistent private wastewater system policy throughout the Glenwood Riverfront and provide public sewer service to facilities that do not have functional on-site treatment systems.
- Provide a public wastewater system capable of serving existing and future development and redevelopment in the Glenwood Riverfront.
- Wastewater Reclamation Objective – under development.
- Encourage development and redevelopment in the Glenwood Riverfront by enabling property owners to utilize a range of options to manage stormwater runoff through LIDA and reducing the expense incurred to install a conventional stormwater system and to provide for separate stormwater quality treatment.
- Provide a public stormwater system capable of serving and managing existing and future development and redevelopment in the Glenwood Riverfront that provides for conveyance and treatment of stormwater runoff.
- Provide a public electric system capable of serving existing and future development and redevelopment in the Glenwood Riverfront.
- Minimize the impact of electric facilities on the visual environment, public health, noise pollution, and pedestrian paths of travel as new development or redevelopment occur in the Glenwood Riverfront.
- Provide a public water system capable of serving existing and future development and redevelopment in the Glenwood Riverfront.
- Provide fire and life safety services capable of serving existing and future development and redevelopment in the Glenwood Riverfront.
- Provide patrol service and police protection services capable of serving existing and future development and redevelopment in the Glenwood Riverfront.
- Continue to provide quality public education to students residing in the Glenwood Riverfront.

**Urban Transition & Annexation Chapter**

- Provide orderly and efficient conversion of land from urbanizable to urban in the Glenwood Riverfront through the annexation process based upon the availability of a minimum level of key urban facilities and services.

**Historic & Cultural Resources Chapter**

- Expand awareness of the Glenwood Riverfront's natural and cultural history.
- Recognize potential historic and cultural resources that exist in the Glenwood Riverfront and support historic preservation efforts.