



Eugene City Council

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Eugene, OR 97401-2793
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www.eugene-or.gov

EUGENE CITY COUNCIL AGENDA

June 25, 2018

**7:30 p.m. CITY COUNCIL MEETING and
MEETING OF THE EUGENE URBAN RENEWAL AGENCY
Harris Hall, 125 East 8th Avenue
Eugene, Oregon 97401**

**Meeting of June 25, 2018;
Her Honor Mayor Lucy Vinis Presiding**

Councilors

Mike Clark, President
Greg Evans
Emily Semple
Jennifer Yeh

Betty Taylor, Vice President
Chris Pryor
Claire Syrett
Alan Zelenka

**7:30 p.m. CITY COUNCIL MEETING and
MEETING OF THE EUGENE URBAN RENEWAL AGENCY
Harris Hall, 125 East 8th Avenue
Eugene, Oregon 97401**

1. PUBLIC FORUM

2. CONSENT CALENDAR

A. Approval of City Council Minutes

- a. May 29, 2018, Work Session
- b. May 29, 2018, Meeting

B. Approval of Tentative Working Agenda

**C. Adoption of Resolution 5232 Adopting a Supplemental Budget;
Making Appropriations for the City of Eugene for the Fiscal Year
Beginning July 1, 2017, and Ending June 30, 2018**

**3. URBAN RENEWAL AGENCY PUBLIC HEARING: Proposed Terms for
Downtown Riverfront Development**

The Eugene City Council welcomes your interest in these agenda items. This meeting location is wheelchair-accessible. For the hearing impaired, an interpreter can be provided with 48 hours' notice prior to the meeting. Spanish-language interpretation will also be provided with 48 hours' notice. To arrange for these services, contact the receptionist at 541-682-5010. City Council meetings are telecast live on Metro Television, Comcast channel 21, and rebroadcast later in the week.

El consejo de la Ciudad de Eugene agradece su interés en estos asuntos de la agenda. El lugar de la reunión tiene acceso para sillas de ruedas. Se puede proveer a un intérprete para las personas con discapacidad auditiva si avisa con 48 horas de anticipación. También se puede proveer interpretación para español si avisa con 48 horas de anticipación. Para reservar estos servicios llame al 541-682-5010. Las reuniones del consejo de la ciudad se transmiten en vivo por Metro Television, Canal 21 de Comcast y son retransmitidas durante la semana.

For more information, contact the Council Coordinator at 541-682-5010,
or visit us online at www.eugene-or.gov.

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Public Forum

Meeting Date: June 25, 2018
Department: Central Services
www.eugene-or.gov

Agenda Item Number: 1
Staff Contact: Beth Forrest
Contact Telephone Number: 541-682-5882

ISSUE STATEMENT

This segment allows citizens the opportunity to express opinions and provide information to the council. Testimony presented during the Public Forum should be on City-related issues and should not address items which have already been heard by a Hearings Official or are on the present agenda as a public hearing item.

SUGGESTED MOTION

No action is required; this is an informational item only.

FOR MORE INFORMATION

Staff Contact: Beth Forrest
Telephone: 541-682-5882
Staff E-Mail: beth.l.forrest@ci.eugene.or.us

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Approval of City Council Minutes

Meeting Date: June 25, 2018
Department: Central Services
www.eugene-or.gov

Agenda Item Number: 2A
Staff Contact: Beth Forrest
Contact Telephone Number: 541-682-5882

ISSUE STATEMENT

This is a routine item to approve City Council minutes.

SUGGESTED MOTION

Move to approve the minutes for the May 29, 2018, Work Session and May 29, 2018, Meeting.

ATTACHMENTS

- A. May 29, 2018, Work Session
- B. May 29, 2018, Meeting

FOR MORE INFORMATION

Staff Contact: Beth Forrest
Telephone: 541-682-5882
Staff E-Mail: beth.l.forrest@ci.eugene.or.us

MINUTES

**Eugene City Council
Harris Hall, 125 East 8th Avenue
Eugene, Oregon 97401**

**May 29, 2018
5:30 p.m.**

Councilors Present: Emily Semple, Betty Taylor, Alan Zelenka, Jennifer Yeh, Mike Clark, Greg Evans (*via phone*), Claire Syrett, Chris Pyror

Councilor Clark opened the May 29, 2018, Work Session of the Eugene City Council.

1. Committee Reports and Items of Interest

Council Discussion

- Comments offered regarding auditor measures on the ballot.
- Concerns expressed about trees being cut down at Hayward Field.
- Constituents invited to Santa Clara–River Road Neighborhood Meeting on Thursday.
- Learning from students about housing affordability models.
- Question asked about deadline to submit a measure for November 2018 ballot.

Councilor Clark adjourned the meeting of the Eugene City Council and convened a meeting of the Eugene Urban Renewal Agency.

2. URBAN RENEWAL AGENCY EXECUTIVE SESSION: Pursuant to ORS 192.660(2)(e)

The Eugene Urban Renewal Agency met in Executive Session pursuant to ORS 192.660(2)(e) to consider real property transactions.

3. URBAN RENWEAL AGENCY WORK SESSION: Riverfront Update

Planning and Development Director Denny Braud and Community Development Director Michael Kinnison gave an update to Council regarding the Downtown Riverfront project outcomes and proposed terms for closing with developer Williams & Dame.

Council Discussion

- Reassuring to see the public outreach process for both the park and the plaza.
- Questions asked about how the Quiet Zone and MUPTE will influence the project.
- Important to be thoughtful and deliberate in this construction project and want to see as much community input as possible.
- Important to balance community benefits with financial feasibility.
- Happy with the reconciliation between the master plan and the concept plan.
- Concerns expressed about what would happen to the project if MUPTE is not approved.

The meeting adjourned at 7:00 p.m.

Respectfully submitted,

Elena Domingo
Deputy City Recorder

MINUTES

Eugene City Council
Harris Hall, 125 East 8th Avenue
Eugene, Oregon 97401

May 29, 2018
7:30 p.m.

Councilors Present: Emily Semple, Betty Taylor, Alan Zelenka, Jennifer Yeh, Mike Clark, Greg Evans, Claire Syrett, Chris Pryor

Mayor Vinis opened the May 29, 2018, meeting of the Eugene City Council.

1. PLEDGE OF ALLEGIANCE TO THE FLAG

Boy Scouts from Troop 100, Pack 12 led the Pledge of Allegiance in honor of Memorial Day.

2. PUBLIC FORUM

1. Zach Mulholland –voiced Sustainability Commission concerns related to Riverfront Development.
2. John Brown – expressed concern about raising wastewater and stormwater fees.
3. Ron Bevirt - expressed interest in having a full-time Council with a commensurate salary.
4. Debra McGee – voiced concerns about the use of natural gas use in the community.
5. Todd Boyle – asked Council to make it easier to build Accessory Dwelling Units in Eugene.
6. Linda Heyl – voiced concerns about the use of natural gas and its impact on GHGs.
7. Tom Mulhern – expressed thanks for Nonprofit Capital Improvement Program.
8. John Thielking – shared ideas for incentives for long-term rental housing and Airbnb.
9. Jim Neu – spoke about the projects completed at the UO Climate Change Symposium.
10. Lourdes Ginart – talked about her environmental studies project related to railroad blast zones.
11. Katie Brainard – spoke about low-carbon alternatives to fracked natural gas.
12. Carol Scherer – said natural gas consumption is not in line with City’s Climate Recovery Ordinance.
13. Kelsey Weilbrenner –supported the Rental Rehabilitation Loan Program for Ya-Po-Ah Terrace.
14. John Barofsky – expressed support for CDBG funds and what they do for vulnerable populations.
15. Annie Soto – spoke in support of continued CDBG funds for Head Start of Lane County.

3. CONSENT CALENDAR

- A. Approval of City Council Minutes
 - May 9, 2018, Work Session
 - May 14, 2018, Work Session
 - May 14, 2018, Meeting
 - May 16, 2018 Work Session
 - May 21, 2018, Work Session
- B. Approval of Tentative Working Agenda
- C. Approval of Extension of Opportunity Village Temporary Use Period

MOTION: Councilor Taylor, seconded by Councilor Pryor, moved to approve the items on the Consent Calendar.

Councilor Zelenka pulled Item C from the Consent Calendar.

VOTE: 8-0

Council Discussion

- Celebrate Opportunity Village and be proud of the work being done there.

VOTE ON ITEM C: PASSED 8:0

4. PUBLIC HEARING: An Ordinance Concerning Waiving Off-Street Parking Requirements for the Edison Elementary School Site, and Amending Section 9.6410 of the Eugene Code, 1971. (City File CA 18-2)

Councilor Clark opened the Public Hearing and asked if any Council member needed to disclose any bias, conflicts of interest, or ex parte contacts.

Council Discussion

- Councilor Zelenka declared that he mentioned the proposed Edison School Parking Ordinance at a meeting of the Local Government Affairs Council of the Eugene Chamber of Commerce, Laurel Hill Valley Citizens meeting, Fairmount Neighborhood meeting, and the Ward 3 candidate forum. It was determined that he did not receive any information outside of the record, and can therefore make an impartial, unbiased decision on Edison School Parking based on applicable approval criteria and the arguments and evidence in the record.

Assistant City Manager Kristie Hammitt introduced the Public Hearing about the proposed ordinance regarding parking at Edison Elementary.

1. Kaarin Knudson – supported continued street parking at Edison Elementary School.
2. Eileen Nittler – supported continued street parking at Edison Elementary School.
3. Ann Craig – supported continued street parking at Edison Elementary School.
4. Kari Parsons – supported continued street parking at Edison Elementary School.
5. Emily Meng – supported continued street parking at Edison Elementary School.

Councilor Clark closed the Public Hearing and the record.

5. PUBLIC HEARING: A Resolution Adopting Modifications to the Regional and Local Wastewater System Development Charge Methodologies

Assistant City Manager Kristie Hammitt introduced the Public Hearing regarding the proposed resolution to adopt modifications to the regional and local wastewater System Development Charge methodologies, recommended by the Metropolitan Wastewater Management Commission.

No one signed up to speak and Councilor Clark closed the Public Hearing.

6. ACTION: Eugene-Springfield 2019 One-Year Action Plan for Affordable Housing and Community Development

MOTION AND VOTE: Councilor Taylor, seconded by Councilor Pryor, moved to approve the Eugene-Springfield 2019 One-Year Action Plan summary for use of Federal CDBG and HOME funds in FY19 provided in Attachment B. **PASSED 8:0**

7. ACTION: An Ordinance Concerning the Prohibition of Unlicensed Dogs within the Downtown Core and Amending Section 4.427 of the Eugene Code, 1971

ATTACHMENT B

MOTION AND VOTE: Councilor Taylor, seconded by Councilor Pryor, moved to adopt Council Bill 5187, an Ordinance Concerning the prohibition of unlicensed dogs within the downtown core. **PASSED 8:0**

The meeting adjourned at 8:39 p.m.

Respectfully submitted,

Elena Domingo
Deputy City Recorder

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Approval of Tentative Working Agenda

Meeting Date: June 25, 2018
Department: City Manager's Office
www.eugene-or.gov

Agenda Item Number: 2B
Staff Contact: Beth Forrest
Contact Telephone Number: 541-682-5882

ISSUE STATEMENT

This is a routine item to approve City Council Tentative Working Agenda.

BACKGROUND

On July 31, 2000, the City Council held a process session and discussed the Operating Agreements. Section 2, notes in part that "The City Manager shall recommend monthly to the council which items should be placed on the council agenda. This recommendation shall be placed on the consent calendar at the regular City Council meetings (regular meetings are those meetings held on the second and fourth Monday of each month in the Council Chamber). If the recommendation contained in the consent calendar is approved, the items shall be brought before the council on a future agenda. If there are concerns about an item, the item may be pulled from the consent calendar at the request of any councilor or the Mayor. A vote shall occur to determine if the item should be included as future council business." Scheduling of this item is in accordance with the Council Operating Agreements.

RELATED CITY POLICIES

There are no policy issues related to this item.

COUNCIL OPTIONS

The council may choose to approve, amend or not approve the tentative agenda.

CITY MANAGER'S RECOMMENDATION

The City Manager has no recommendation on this item.

SUGGESTED MOTION

Move to approve the items on the Tentative Working Agenda.

ATTACHMENTS

A. Tentative Working Agenda

FOR MORE INFORMATION

Staff Contact: Beth Forrest

Telephone: 541-682-5882

Staff E-Mail: beth.l.forrest@ci.eugene.or.us



City Council Tentative Agenda

Updated June 21, 2018

Meeting Location: Harris Hall, 125 East 8th Avenue, unless otherwise noted

June 2018						
Date	Day	Time	Title		Length	Dept. Contact
25-Jun	Monday	5:30 pm	 Committee Reports and Items of Interest	45 mins	Chief Chris Skinner. EPD	
			 Public Safety Update (Work Session)			
		7:30 pm	 Public Forum		Jamie Garner, CS Denny Braud, PDD	
 Resolution Adopting Supplemental Budget (Consent Calendar)						
 Riverfront Development (Public Hearing)						
Expected absences for 6/25: Taylor, Semple, Evans						
27-Jun	Wednesday	12 pm	 2021 Update (Work Session)	45 mins	Stephanie Scafa, PDD	
			 Envision Eugene Comprehensive Plan Phase 2 (Work Session)	45 mins	Chelsea Hartman, PDD	
Expected absences for 6/27: Taylor, Semple, Evans						

July 2018					
Date	Day	Time	Title	Length	Dept. Contact
09-Jul	Monday	5:30 pm	Committee Reports and Items of Interest URA - Riverfront Development (Work Session)	90 mins	Denny Braud, PDD
		7:30 pm	Pledge of Allegiance to the Flag and Reading of the Declaration of Independence (Independence Day) Ceremonial Matters Public Forum Boards & Commissions Appts. (Action) Ordinance Concerning Autzen Stadium and Amending EC 4.190 (Action)		Cas Casados, CS Becky DeWitt, CS



Work Session



Action



Public Hearing



Public Forum



Consent Calendar



Committee Reports/Items of Interest



Ceremonial Matters



Pledge of Allegiance

			 Smoke-Free Ordinance (Work Session)		Becky DeWitt, CS
Expected absences for 7/9: none					
11-Jul	Wednesday	12 pm	 Vision and Implementation Plan for Parks and Rec System (Work Session)	30 mins	Carolyn Burke, PW
			 Council Retreat Update (Work Session)	60 mins	Jason Dedrick, CS
Expected absences for 7/11: none					
16-Jul	Monday	5:30 pm	 Police Auditor Annual Evaluation (Work Session)	45 mins	Keri Beraldo, CS
			 City Manager Annual Evaluation (Work Session)	45 mins	Keri Beraldo, CS
		7:30 pm	 Ordinance-Skinner Butte Height Limitation Amendment (Public Hearing)		Will Dowdy, PDD
			 Ordinance-Gordon Hotel Sign Code Amendments (Public Hearing)		Will Dowdy, PDD
			 Ordinance-Lane County/Obie Alley Vacation (VRI 18-2) (Public Hearing)		Nick Gioello, PDD
			 Ordinance on Separation Between Retail Marijuana Uses (Public Hearing)		Mike McKerrow, PDD
			 Measure 49 Claim for Property Located West of Portland Alley (Assessor’s Map 18-03-06-42, Tax Lot 2700) (Public Hearing)		Gabe Flock, PDD
			 Smoke-Free Ordinance (Public Hearing)		Becky DeWitt, CS
			 Parks and Rec System Plan (Public Hearing & Possible Action)		Carolyn Burke, PW
			 Wildlife Feeding Ordinance (Action)		Rachelle Nicholas, PDD
Expected absences for 7/16: none				** NOTE: 5:30 Work Session Added	
18-Jul	Wednesday	12 pm	 Community Justice System Update (Work Session)	90 mins	Kristie Hammitt Chief Chris Skinner
Expected absences for 7/18: none					

23-Jul	Monday	5:30 pm	 Committee Reports and Items of Interest  Unimproved Roads (Work Session)  Nuisance Codes (Work Session)	45 mins 45 mins	Mark Schoening, PW Rachelle Nicholas, PDD
		7:30 pm	 Public Forum  Resolution Approving LIRHPTE for Ya Po Ah Terrace (Evergreen Union Retirement Assoc.) (Consent Calendar)  Ordinance-Skinner Butte Height Limitation Amendment (Action)  Ordinance-Gordon Hotel Sign Code Amendments (Action)  Ordinance-Lane County/Obie Alley Vacation (VRI 18-2) (Action)  Ordinance on Separation Between Retail Marijuana Uses (Action)  Smoke-Free Opt-In Ordinance (Action)  Town Square Planning (Work Session)		Ellen Meyi-Galloway, PDD Will Dowdy, PDD Will Dowdy, PDD Nick Gioello, PDD Mike McKerrow, PDD Becky DeWitt, CS Will Dowdy, PDD
Expected absences for 7/23:					
25-Jul	Wednesday	12 pm	 Joint Meeting with LTD Board (Work Session)  Transportation System Plan Updates (Work Session)	60 mins 30 mins	Zach Galloway, PDD Rob Inerfeld, PW
Expected absences for 7/25:					

Council Break: July 26 – September 10

September 2018					
Date	Day	Time	Title	Length	Dept. Contact
10-Sep	Monday	5:30 pm	 Committee Reports and Items of Interest  Process Session (Work Session)  TBD (Work Session)	45 mins 45 mins	Becky DeWitt, CS
		7:30 pm	 Ceremonial Matters  Public Forum  Resolution Annexing Land located at 1127 – 1129 Maclay Drive (Brabham, Jesse; A 18-2) (Consent Calendar)		Nick Gioello, PDD
Expected absences for 9/10: none					
12-Sep	Wednesday	12 pm	 Marginalized Voices (Work Session)  TBD (Work Session)	45 mins 45 mins	Jen Van Der Haeghen, CS
		Expected absences for 9/12: none			
17-Sep	Monday	7:30 pm	 TBD (Public Hearing)		
Expected absences for 9/17: none					
19-Sep	Wednesday	12 pm	 TBD (Work Session)  TBD (Work Session)	45 mins 45 mins	
		Expected absences for 9/19: none			
24-Sep	Monday	5:30 pm	 Committee Reports and Items of Interest  TBD (Work Session)  TBD (Work Session)	45 mins 45 mins	
		7:30 pm	 Public Forum		
Expected absences for 9/24:					
26-Sep	Wednesday	12 pm	 TBD (Work Session)  TBD (Work Session)	45 mins 45 mins	
		Expected absences for 9/26:			

October 2018						
Date	Day	Time	Title		Length	Dept. Contact
8-Oct	Monday	5:30 pm	 Committee Reports and Items of Interest		45 mins	
			 TBD (Work Session)			
			 TBD (Work Session)			
		7:30 pm	 Ceremonial Matters			
			 Public Forum			
Expected absences for 10/8: none						
10-Oct	Wednesday	12 pm	 TBD (Work Session)		45 mins	
			 TBD (Work Session)		45 mins	
Expected absences for 10/10: none						
15-Oct	Monday	7:30 pm	 TBD (Public Hearing)			
Expected absences for 10/15: none						
17-Oct	Wednesday	12 pm	 TBD (Work Session)		45 mins	
			 TBD (Work Session)		45 mins	
Expected absences for 10/17: none						
22-Oct	Monday	5:30 pm	 Committee Reports and Items of Interest		45 mins	
			 TBD (Work Session)			
			 TBD (Work Session)			
		7:30 pm	 Public Forum			
Expected absences for 10/22: none						

24-Oct	Wednesday	12 pm	 TBD (Work Session)	45 mins	
			 TBD (Work Session)	45 mins	
<i>Expected absences for 10/24: none</i>					
31-Oct	Wednesday	12 pm	 TBD (Work Session)	45 mins	
			 TBD (Work Session)	45 mins	
<i>Expected absences for 10/31: none</i>					

 Work Session
 Action
 Public Hearing
 Public Forum
 Consent Calendar

 Committee Reports/Items of Interest
 Ceremonial Matters
 Pledge of Allegiance

Approved Work Session Polls to be Scheduled	Councilor	Date Approved
Rest Stop Siting Policy	Evans	11/9/17
Hwy 99/Bethel Urban Renewal District	Evans	11/9/17
Home Energy Score Policy for Home Sales & Rentals	Sample	3/9/18

Follow-Up Work Sessions to be Scheduled
\$1 Million Shelter Commercial Setbacks Property Leases Inclusionary Zoning

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Adoption of Resolution 5232 Adopting a Supplemental Budget; Making Appropriations for the City of Eugene for the Fiscal Year Beginning July 1, 2017 and Ending June 30, 2018

Meeting Date: June 25, 2018
Department: Central Services
www.eugene-or.gov

Agenda Item Number: 2C
Staff Contact: Jamie Garner
Contact Telephone Number: 541-682-5502

ISSUE STATEMENT

Note: The FY18 Third Supplemental Budget was approved by City Council at the June 18, 2018, meeting; however, the Council packet for that meeting inadvertently omitted Exhibit A of Attachment B. This is a housekeeping item to incorporate the Exhibit A, Fund Schedules, into the resolution.

Council approval of the third Supplemental Budget (SB3) for Fiscal Year 2017-2018 (FY18) is requested. Oregon Local Budget Law (ORS 294.471) allows for supplemental budgets in the event of “an occurrence or condition that is not ascertained when preparing the original budget or a previous supplemental budget for the current year or current budget period and that requires a change in financial planning.” ORS 294.471 also allows for a supplemental budget if there are, “funds that are made available by another unit of federal, state or local government and the availability of which could not reasonably be foreseen when preparing the original budget”. This Supplemental Budget does not authorize any increase in the property tax levy and has been published in compliance with the Oregon Local Budget Law.

BACKGROUND

This Supplemental Budget recognizes new revenues and authorizes changes in legal levels of appropriations for the current fiscal year (FY18). A summary of items included in this Supplemental Budget is presented below:

General Fund

- Recognize \$184,417 in additional revenues related to Federal and State conflagration fire responses and increase the Fire and Emergency Medical Services Department operating appropriation by same amount.
- Decrease Central Services operating appropriation by \$120,000 and increase the Police Department, Public Works and the Library Recreation and Cultural Services Department operating appropriations by same amount. Funds will be used for downtown operations by the Police Department (\$45,000) for 15th Night, the Community Outreach Response Team, downtown patrol overtime; Public Works (\$35,000) for the Parks Ambassadors program; and Library Recreation and Cultural Services (\$40,000) for downtown youth programming.

- Recognize \$105,100 in grant revenues and increase the Library Recreation and Cultural Services Department operating appropriation by same amount. The grants are for after school recreational programming and activities in coordination with the Eugene 4J School District (\$70,000), the Safe Routes to School Bike Safety Program (\$20,100), and after school recreational activities at Madison Middle School (\$15,000).
- Increase the Planning and Development Department operating appropriation by \$100,000 for public outreach and housing tools and strategies related to addressing overall housing affordability and decrease the Reserve for Revenue Shortfall (RRSF) by same amount.
- Increase the Central Services Department operating appropriation by \$3,000 for Deferred Action for Childhood Arrivals (DACA) applicant renewal screenings and decrease the RRSF by same amount.

Road Fund

- Decrease Balance Available by \$1,000,000 and transfer same amount to the Transportation Capital Projects Fund for the railroad quiet zone.

Transportation Capital Projects Fund

- Recognize an Interfund Transfer of \$1,000,000 from the Road Fund (131) for the railroad quiet zone and increase Capital Projects appropriations by same amount. Reduce Balance Available by \$155,000, and increase Capital Projects appropriations for 2017 Street Bond projects by the same amount. These appropriations are needed in order to meet the construction timeline and to start designing and testing the streets included in this bond measure before the bond funds become available.

Ambulance Transport Fund

- Recognize additional Charges for Services revenue in the amount of \$475,000 to cover associated expenses including personnel, training and fleet costs. Due to an increase in the number of ambulance units in FY18, Charges for Services revenue has exceeded previously budgeted amounts.

RELATED CITY POLICIES

Transactions included in this Supplemental Budget conform to the City's Financial Management Goals and Policies.

COUNCIL OPTIONS

Particular requests requiring more information or discussion may be removed from the Supplemental Budget and delayed for action until the following fiscal year Supplemental Budget. In certain cases, there may be financial, legal or operational impacts to delaying budget approval.

These impacts may include Oregon Local Budget Law violations due to exceeding the legal appropriation levels. The Council may also adopt amended appropriation amounts or funding sources for specific items included in this Supplemental Budget.

CITY MANAGER'S RECOMMENDATION

The City Manager recommends adoption of the attached resolution adopting the Supplemental Budget.

SUGGESTED MOTION

Move to adopt Resolution 5232 adopting a Supplemental Budget; making appropriations for the City of Eugene for the Fiscal Year beginning July 1, 2017 and ending June 30, 2018.

ATTACHMENTS

- A. Transaction Summary
- B. Resolution
 - Exhibit A: Fund Schedules

FOR MORE INFORMATION

Staff Contact: Jamie Garner
Telephone: 541-682-5502
Staff E-Mail: Jamie.P.Garner@ci.eugene.or.us

Transaction Summary

010 General Fund

	FY18 Adopted	FY18 SB1 Action	FY18 SB2 Action	FY18 SB3 Action		FY18 Revised
I. RESOURCES						
BEGINNING WORKING CAPITAL	53,876,942	0	5,413,821	0		59,290,763
CHANGE TO WORKING CAPITAL						
REVENUE						
Taxes	114,667,000	0	105,000	0		114,772,000
Licenses/Permits	7,339,144	0	0	0		7,339,144
Intergovernmental	5,136,876	0	1,286,348	105,100	a	6,528,324
Rental	507,830	0	0	0		507,830
Charges for Services	16,117,207	0	712,197	184,417	b	17,013,821
Fines/Forfeitures	2,090,000	0	0	0		2,090,000
Miscellaneous	841,734	0	250,000	0		1,091,734
Interfund Transfers	10,225,107	0	0	0		10,225,107
Total Revenue	156,924,898	0	2,353,545	289,517		159,567,960
TOTAL RESOURCES	210,801,840	0	7,767,366	289,517		218,858,723
II. REQUIREMENTS						
Department Operating						
Central Services	26,213,689	10,000	2,578,134	(117,000)	c,d	28,684,823
Fire and Emergency Medical Services	30,238,972	0	1,499,288	184,417	b	31,922,677
Library, Recreation and Cultural Services	30,731,736	0	2,027,302	145,100	a,c	32,904,138
Planning and Development	7,203,900	0	2,057,183	100,000	e	9,361,083
Police	53,279,325	0	1,198,594	45,000	c	54,522,919
Public Works	6,463,030	0	549,541	35,000	c	7,047,571
Total Department Operating	154,130,652	10,000	9,910,042	392,517		164,443,211
Non-Departmental						
Debt Service	0	0	0	0		0
Interfund Transfers	5,671,055	0	900,000	0		6,571,055
Contingency	12,000	0	(12,000)	0		0
Special Payments	700,000	0	0	0		700,000
Reserves	22,080,268	(10,000)	(152,811)	(103,000)	e,d	21,814,457
Reserve for Encumbrances	2,877,865	0	(2,877,865)	0		0
UEFB	25,330,000	0	0	0		25,330,000
Total Non-Departmental	56,671,188	(10,000)	(2,142,676)	(103,000)		54,415,512
TOTAL REQUIREMENTS	210,801,840	0	7,767,366	289,517		218,858,723

010 General Fund

Main Subfund (011):

a) **New Revenues:** Increase Intergovernmental revenue by \$105,100 and the Library Recreation and Cultural Services Department operating appropriation by same amount. The Intergovernmental revenue is from grants for after school recreational programming and activities in coordination with the Eugene 4J School District (\$70,000), the Safe Routes to School Bike Safety Program (\$20,100), and after school recreational activities at Madison Middle School (\$15,000).

b) **New Revenues:** Increase Charges for Services revenue by \$184,417 for Federal and State conflagration fire responses and increase the Fire and Emergency Medical Services Department operating appropriation by same amount.

c) **Expenditure Adjustments:** Decrease Central Services operating appropriation by \$120,000 and increase the Police Department, Public Works and the Library Recreation and Cultural Services Department operating appropriations by same amount. Funds will be used for downtown operations by the Police Department (\$45,000) for 15th Night, the Community Outreach Response Team, downtown patrol overtime, Public Works (\$35,000) for the Parks Ambassadors program, and Library Recreation and Cultural Services (\$40,000) for downtown youth programming.

d) **One-time Funding Request:** Increase Central Services operating appropriation by \$3,000 for Deferred Action for Childhood Arrivals (DACA) applicant renewal screenings and decrease the Reserve for Revenue Shortfall by same amount.

e) **One-time Funding Request:** Increase Planning and Development operating appropriations by \$100,000 for public outreach and housing tools and strategies related to addressing overall housing affordability and decrease the Reserve for Revenue Shortfall by same amount.

131 Road Fund

	FY18 Adopted	FY18 SB1 Action	FY18 SB2 Action	FY18 SB3 Action	FY18 Revised
I. RESOURCES					
BEGINNING WORKING CAPITAL	3,738,674	0	650,199	0	4,388,873
CHANGE TO WORKING CAPITAL					
REVENUE					
Licenses/Permits	2,023,500	0	0	0	2,023,500
Intergovernmental	9,906,446	0	0	0	9,906,446
Rental	108,604	0	0	0	108,604
Charges for Services	212,000	0	0	0	212,000
Miscellaneous	117,000	0	0	0	117,000
Total Revenue	12,367,550	0	0	0	12,367,550
TOTAL RESOURCES	16,106,224	0	650,199	0	16,756,423
II. REQUIREMENTS					
Department Operating					
Public Works	12,517,888	0	455,123	0	12,973,011
Total Department Operating	12,517,888	0	455,123	0	12,973,011
Non-Departmental					
Interfund Transfers	1,024,000	0	0	1,000,000	2,024,000
Balance Available	2,564,336	0	195,076	(1,000,000)	1,759,412
Total Non-Departmental	3,588,336	0	195,076	0	3,783,412
TOTAL REQUIREMENTS	16,106,224	0	650,199	0	16,756,423

131 Road Fund

a) **One-time Funding Request:** Transfer \$1,000,000 to the Transportation Capital Projects Fund (340) for the railroad quiet zone and decrease balance available by the same amount.

340 Transportation Capital Projects Fund

	FY18 Adopted	FY18 SB1 Action	FY18 SB2 Action	FY18 SB3 Action		FY18 Revised
I. RESOURCES						
BEGINNING WORKING CAPITAL	19,740,258	0	(14,385,305)	0		5,354,953
CHANGE TO WORKING CAPITAL						
REVENUE						
Taxes	3,000,000	0	0	0		3,000,000
Intergovernmental	10,639,471	0	9,506,481	0		20,145,952
Miscellaneous	30,000	0	0	0		30,000
Charges for Services	50,000	0	135,577	0		185,577
Interfund Transfers	30,000	0	0	1,000,000	a	1,030,000
Fiscal Transactions	8,900,000	0	4,711,139	0		13,611,139
Total Revenue	22,649,471	0	14,353,197	1,000,000		38,002,668
TOTAL RESOURCES	42,389,729	0	(32,108)	1,000,000		43,357,621
II. REQUIREMENTS						
Capital Projects						
Capital Projects	22,701,671	0	333,461	1,155,000	a,b	24,190,132
Capital Carryover	18,817,755	0	(2,386,174)	0		16,431,581
Total Capital Projects	41,519,426	0	(2,052,713)	1,155,000		40,621,713
Non-Departmental						
Debt Service	10,000	0	0	0		10,000
Balance Available	860,303	0	2,020,605	(155,000)	b	2,725,908
Total Non-Departmental	870,303	0	2,020,605	(155,000)		2,735,908
TOTAL REQUIREMENTS	42,389,729	0	(32,108)	1,000,000		43,357,621

340 Transportation Capital Projects Fund

a) **New Revenues:** Recognize a \$1,000,000 Interfund Transfer from the Road Fund (131) for the railroad quiet zone and increase Capital Projects appropriations by same amount.

b) **One-time Funding Request:** Reduce Balance Available by \$155,000, and increase capital appropriations for 2017 Street Bond projects by the same amount. These appropriations are needed in order to meet the construction timeline and to start designing and testing the streets included in this bond measure before the bond funds become available.

592 Ambulance Transport Fund

	FY18 Adopted	FY18 SB1 Action	FY18 SB2 Action	FY18 SB3 Action	FY18 Revised
I. RESOURCES					
BEGINNING WORKING CAPITAL	559,106	0	40,846	0	599,952
CHANGE TO WORKING CAPITAL					
REVENUE					
Intergovernmental	0	0	50,000	0	50,000
Charges for Services	8,265,522	0	0	475,000 a	8,740,522
Miscellaneous	499,011	0	300,020	0	799,031
Interfund Transfers	1,000,000				1,000,000
Total Revenue	9,764,533	0	350,020	475,000	10,589,553
TOTAL RESOURCES	10,323,639	0	390,866	475,000	11,189,505
II. REQUIREMENTS					
Department Operating					
Fire and Emergency Medical Services	9,340,077	0	350,020	475,000 a	10,165,097
Total Department Operating	9,340,077	0	350,020	475,000	10,165,097
Non-Departmental					
Interfund Transfers	979,757	0	0	0	979,757
Balance Available	3,805	0	40,846	0	44,651
Total Non-Departmental	983,562	0	40,846	0	1,024,408
TOTAL REQUIREMENTS	10,323,639	0	390,866	475,000	11,189,505

592 Ambulance Transport Fund

a) **New Revenue:** Increase Charges for Services revenue by \$475,000 and increase Fire and Emergency Medical Services Department operating appropriations by the same amount to cover personnel, training and fleet costs. Due to an increase in the number of ambulance units in FY18, Charges for Services revenue has exceeded previously budgeted amounts.

**A RESOLUTION ADOPTING A SUPPLEMENTAL BUDGET;
MAKING APPROPRIATIONS FOR THE CITY OF EUGENE
FOR THE FISCAL YEAR BEGINNING JULY 1, 2017,
AND ENDING JUNE 30, 2018.**

The City Council of the City of Eugene finds that Adopting the Supplemental Budget and Making Appropriations is necessary under ORS 294.471.

NOW THEREFORE,

BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF EUGENE, A
Municipal Corporation of the State of Oregon, as follows:

Section 1.

That the Supplemental Budget for the City of Eugene, Oregon, for the fiscal year beginning July 1, 2017, and ending June 30, 2018, as set forth in attached Exhibit A is hereby adopted.

Section 2.

The supplemental amounts for the fiscal year beginning July 1, 2017, and ending June 30, 2018, and for the purposes shown in attached Exhibit A are hereby appropriated.

Section 3.

That this Supplemental Budget is prepared in accordance with ORS 294.471(1), which authorizes the formulation of a supplemental budget resulting from "An occurrence or condition that is not ascertained when preparing the original budget or a previous supplemental budget for the current year or current budget period and that requires a change in financial planning." This Supplemental Budget was published in accordance with ORS 294.471(3).

Section 4.

This resolution complies with ORS 294.471(4), and does not authorize an increase in the levy of property taxes above the amount in the Adopted Budget publication.

The foregoing resolution adopted this 25th day of June, 2018.

City Recorder

EXHIBIT AAmounts
in dollars**GENERAL FUND****Department Operating**

Central Services	(117,000)
Fire and Emergency Medical Services	184,417
Library, Recreation and Cultural Services	145,100
Planning and Development	100,000
Police	45,000
Public Works	35,000

Total Department Operating	392,517
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Non-Departmental

* Reserves	(103,000)
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Total Non-Departmental	(103,000)
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TOTAL GENERAL FUND	289,517
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ROAD FUND**Non-Departmental**

Interfund Transfers	1,000,000
* Balance Available	(1,000,000)

Total Non-Departmental	0
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TOTAL ROAD FUND	0
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TRANSPORTATION CAPITAL PROJECTS FUND**Capital Projects**

Capital Projects	1,155,000
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Total Capital Projects	1,155,000
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Non-Departmental

* Balance Available	(155,000)
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Total Non-Departmental	(155,000)
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TOTAL TRANSPORTATION CAPITAL PROJECTS FUND	1,000,000
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AMBULANCE TRANSPORT FUND**Department Operating**

Fire and Emergency Medical Services	475,000
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Total Department Operating	475,000
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TOTAL AMBULANCE TRANSPORT FUND	475,000
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TOTAL REQUIREMENTS - ALL FUNDS	1,764,517
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* Reserves and Balance Available amounts are not appropriated for spending and are shown for informational purposes only.

EUGENE URBAN RENEWAL AGENCY

AGENDA ITEM SUMMARY



Public Hearing: Proposed Terms for Downtown Riverfront Development

Meeting Date: June 25, 2018
Department: Planning & Development
www.eugene-or.gov

Agenda Item Number: 3
Staff Contact: Michael Kinnison
Contact Telephone Number: 541-682-5500

ISSUE STATEMENT

The public is invited to comment on proposed terms with, and redevelopment of the Downtown Riverfront site by, Williams/Dame & Associates (WDA). The proposal is based on the concept presented to the Agency Board on January 31, 2018, to create an active, accessible, and inviting place, connecting downtown to the Willamette River. Proposed project information is in Attachment A. The proposed terms are in Attachment B along with a map that identifies the land to be sold or leased to WDA and the land to be retained by the Agency for public purposes.

BACKGROUND

The EWEB Riverfront Master Plan was adopted by the EWEB Board in 2010, a key step in reconnecting downtown to the Willamette River. The Master Plan, which included a significant multi-year public engagement process, was adopted by City Council in 2013 along with land use policies to support its implementation. In November 2013, the EWEB Board of Directors declared as surplus approximately 17 acres. This property is our Downtown Riverfront; its redevelopment needs to positively impact the entire community. This signature redevelopment has the unparalleled potential to achieve the following objectives:

- Create a new downtown neighborhood;
- Provide an inviting place along the river for the entire community;
- Enhance connectivity along the riverfront path system;
- Strengthen the economic identity of the region with key connections to the downtown innovation district, the Knight Campus, and the regional River Districts concept; and
- Become a signature destination and focal point in 2021 and beyond.

The largely vacant Downtown Riverfront property holds enormous redevelopment potential with acres of underutilized land along the river to begin the transition from a long-term utility operations yard to a vibrant, multi-use neighborhood, riverfront park and community gathering place.

In June 2017, the Agency entered into an Exclusive Negotiation Agreement with Portland-based WDA, the development entity selected through EWEB's Request for Qualifications process following the UO Foundation's withdrawal. To date, WDA has been actively conducting due diligence on the potential purchase and redevelopment of the property, and added Portland-based SERA Architects to create the concept plan using the Master Plan guiding principles. This early

work is centered on site plan considerations such as site access and street configurations, parcel sizes, building scale, and potential uses.

On January 31, 2018, the Agency Board received a presentation from WDA on the redevelopment concept plan, which proposes a 125 room hotel, approximately 285 units of market rate housing (owner occupied townhomes and apartments) an affordable housing project for low income persons (75-100 units), over 14,000 square feet of commercial (including at least one restaurant), open space, and a public plaza. The one-acre public plaza is proposed as a seamless extension of the three-acre Downtown Riverfront Park property, and the park and plaza will be managed as part of the City's park system. Additional open space under the Coburg Road viaduct is proposed to remain in private ownership and developed as a publicly accessible recreation area.

The Agency purchased 17 acres of Downtown Riverfront property from EWEB in April. On May 29, 2018, the Agency Board received an initial presentation on the proposed terms of an agreement with WDA that would set the stage for the future redevelopment of the site. A list of frequently asked questions about the terms and the WDA concept plan is included in Attachment C. A summary of prior Council/Agency Board discussions related to the Downtown Riverfront is in Attachment D.

WDA

WDA is a Portland-based real estate development firm with an organic approach to urban transformation, collaborating with public and private partners to create unique neighborhoods that blend quality housing, vibrant street life, and new business opportunities. WDA led the redevelopment of the Pearl and South Waterfront Districts in Portland, Oregon, as well as the "South" neighborhood in Downtown Los Angeles. WDA has a work portfolio that contains destination resorts, hotels, and landmark urban developments all of which emphasize the importance of neighborhoods and a sense of community. SERA Architects have experience in Eugene designing the Tate Condominiums located at 14th Avenue and Olive Street and the Erb Memorial Union Building renovation and addition on the University of Oregon campus.

Public Process

In partnership with WDA, the City has hosted several events and attended multiple speaking engagements to inform community members on the current proposal for the redevelopment.

- First Friday Art Walk booth on June 1 at Broadway and Willamette
- Two River Guides meetings (see below for more information on the advisory committee)
- Presentation to members of the Downtown Neighborhood Association board
- Presentation at Young Professionals Summit
- An Open House at the EWEB North Headquarters Community Room on June 20
- Tonight's public hearing
- A display in the Atrium Building and library for community members to learn more about the proposal.
- Information is also available online at www.eugene-or.gov/Riverfront.

The engagement events listed above build on efforts from previous planning processes focused on the Downtown Riverfront. (See the summary in Attachment E.)

Summary of Terms

The following are key elements of the terms with WDA (see Attachment B for full term sheet):

- WDA purchases approximately 8 acres at \$7.95 per square foot or \$2.7 million.
- WDA ground leases for fair market value or purchases at \$7.95 per square foot two parcels designated for commercial use.
- Agency retains parcel for later sale to develop an affordable housing project.
- WDA responsible for 50% of infrastructure costs.
- Owners of each parcel responsible for constructing sidewalks on their property. Agency invests to upgrade sidewalks to higher standard called for in Riverfront Master Plan and Special Area Plan.
- WDA pays for, constructs and manages viaduct open space.
- City constructs and manages 1-acre park plaza.

Total costs for WDA are estimated to be \$113 million. This includes cost of the land they will purchase (\$2.7 million), half of the infrastructure (\$7.725 million), sidewalks (\$1.5 million), viaduct park (\$0.9 million) and \$100 million for constructing townhomes, apartments and a hotel.

City/Agency share of the costs associated with the private investment in new construction are estimated at \$12.2 million. This includes cost of the land that will be retained (\$3.1 million), half of the infrastructure (\$7.725 million) and sidewalks (\$1.4 million).

In addition, City/Agency will be investing in two community assets, Riverfront Park (estimated at \$10 million) and Quiet Zone crossings (\$3.7 million).

Should the proposed terms be approved, the Agency Board/Council will have the opportunity to discuss funding options in the fall and take action on a supplemental budget in December. See Attachment F for breakdown on estimated project costs and additional financial information on availability and use of Riverfront Urban Renewal District funds.

Cost-Benefit Analysis

Staff prepared a cost-benefit analysis to show the impacts of the public investments in the Downtown Riverfront site (see Attachment G). The cost-benefit analysis calculates the fiscal impacts to the City and the Riverfront Urban Renewal District. It also used the Triple Bottom Line (TBL) framework to help Council/Agency Board consider market and non-market impacts associated with investment decisions.

The assessment estimates the following development benefits:

- The District will have cumulatively collected about \$2.8 million from the new redevelopment by the time the District sunsets in 2024.
- In 2025, the redevelopment will generate \$390,000 to the City of Eugene and \$72,000 to Lane County.
- In 2049, 30 years after redevelopment begins, the new redevelopment will have generated a cumulative total of about \$19.8 million in property taxes to the City of Eugene.

If no private development occurs, the property will continue to generate no tax revenue.

The non-fiscal impacts of the WDA concept plan have limited negative consequences and many positive elements. The development will establish a new neighborhood with greater connectivity and opportunities for auto-free travel and lifestyle. It will not displace any existing residents and will contribute jobs and housing for a variety of income levels, including affordable housing for low-income households. It creates an inviting, accessible shared space along the Willamette River, with improved riparian habitat.

Advisory Committee

The River Guides reviewed and discussed the proposed concept plan, terms, and cost-benefit analysis over two meetings. On June 15, the River Guides unanimously approved a motion recommending approval of the proposed concept and terms.

Park & Plaza

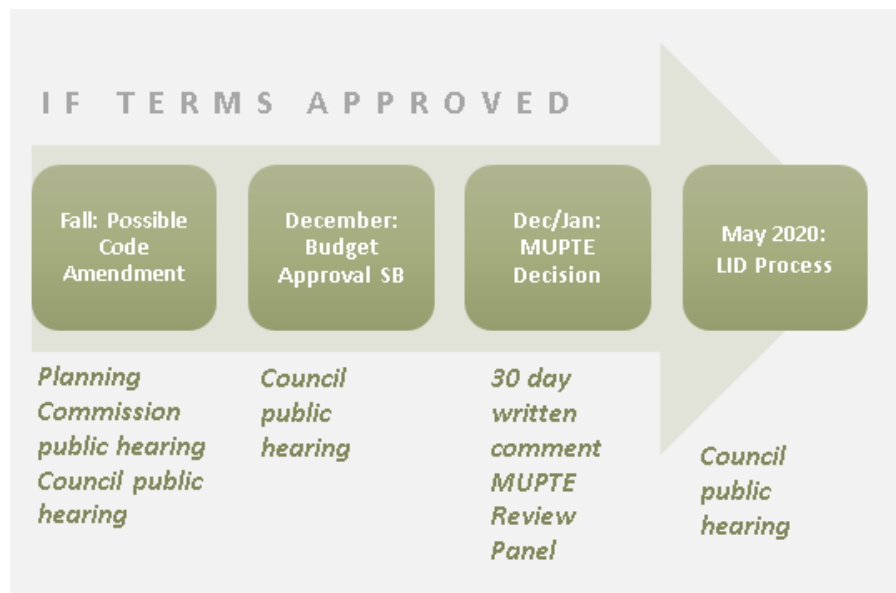
The City's Parks and Open Space Division has already begun the process for the design and construction of the future Downtown Riverfront Park, and have selected a design consultant team led by Walker Macy Landscape Architects. The conceptual design phase is expected to be complete by Fall 2018, including public input over the next several months. The park concept design will also now include the one-acre public plaza area shown in the WDA concept plan for the redevelopment site. The next community event is on July 19 (For more information, visit: www.eugene-or.gov/riverfrontpark). Project permitting and construction documentation will follow, with park construction expected to begin in 2020. The goal is to have the Downtown Riverfront Park completed in time for the 2021 World Track and Field Championships.

Steam Plant

The Exclusive Negotiation Agreement with WDA does not include the historic Steam Plant that the Agency purchased in April. This allows the Agency to consider a broad range of future uses for the Steam Plant, particularly uses that have the potential to attract a wide range of community members to the Downtown Riverfront. After the Agency Board provided direction on April 23, a Request for Qualifications (RFQ) was issued in May. Four responses were received and the River Guides will review them in June and recommend a process for the proposals phase.

Timeline

The Agency Board is tentatively scheduled to have a work session on July 9 for discussion and possible direction on the proposed WDA terms. If the terms are approved, the Agency and WDA will sign a development and disposition agreement and enter into a due diligence period in which a number of actions would be necessary for WDA to be obligated to purchase the property. Several of these – code amendments, budget authorization, MUPTE approval, and Local Improvement District (LID) – would require action by Council and provide a number of opportunities for public input.



RELATED CITY POLICIES

Redevelopment of the Downtown Riverfront property supports many goals for Eugene and downtown, as listed below. As this project moves into the implementation phase, the City's primary focus will be guiding redevelopment of the property aligned with the community's vision as expressed in these adopted plans and policies.

Eugene Downtown Plan

- o Incorporate the Willamette River as an integral element to downtown planning and development.
- o Collaborate with EWEB to encourage relocation of their utility facilities. Create a "people place" that is active, vibrant, accessible and multi-use.
- o Facilitate dense development in the courthouse area and other sites between the core of downtown and the river.
- o Stimulate multi-unit housing in the downtown core and on the edges of downtown for a variety of income levels and ownership opportunities.
- o Downtown development shall support the urban qualities of density, vitality, livability and diversity to create a downtown, urban environment.
- o Actively pursue public/private development opportunities to achieve the vision for an active, vital, growing downtown.
- o Use downtown development tools and incentives to encourage development that provides character and density downtown.
- o Facilitate dense development in the courthouse area and other sites between the core of the downtown and the river.
- o Promote adjacent park and open space areas as a valuable complement to downtown's urban places. Improve connections between downtown and nearby nature areas.

Envision Eugene Pillars

- o Promote compact urban development and efficient transportation options.
 - ~ Integrate new development and redevelopment in the downtown, in key transit corridors and in core commercial areas.
 - ~ Meet the 20-year multi-family housing need within the existing Urban Growth Boundary.
 - ~ Make compact urban development easier in the downtown, on key transit corridors, and in core commercial areas.
- o Provide housing affordable to all income levels.
- o Provide ample economic opportunities for all community members.
- o Protect, repair, and enhance neighborhood livability.
- o Protect, restore, and enhance natural resources.

Regional Prosperity Economic Development Plan

Strategy 5: Identify as a Place to Thrive - Priority Next Step - Urban Vitality

As we foster a creative economy, dynamic urban centers are an important asset. Eugene, Springfield and many of the smaller communities in the region recognize the importance of supporting and enhancing vitality in their city centers. Building downtowns as places to live, work and play will support the retention and expansion of the existing business community and be a significant asset to attract new investment. The cities of Eugene and Springfield will continue to enhance their efforts to promote downtown vitality through development and redevelopment.

Eugene Climate & Energy Action Plan

- o Increase density around the urban core and along high-capacity transit corridors
- o Continue to expand and improve Eugene's bicycle and pedestrian infrastructure and connectivity to increase the percentage of trips made by bike and on foot.

AGENCY BOARD OPTIONS

None. Public hearing only.

AGENCY DIRECTOR'S RECOMMENDATION

None. Public hearing only.

SUGGESTED MOTION

None.

ATTACHMENTS

- A. Proposed Project Information
- B. Proposed Terms and Parcel Map
- C. FAQ
- D. Summary of Council Discussions/Actions on Downtown Riverfront Since 2007
- E. Downtown Riverfront Plans and Goals Summary
- F. Financial Information
- G. Cost Benefit Analysis

FOR MORE INFORMATION

Contact: Michael Kinnison, Community Development Director

Telephone: 541-682-5500

Staff E-Mail: michael.j.kinnison@ci.eugene.or.us

Proposed Project Information

Where the city meets the river



\$100+ million proposed development

HOUSING



215 Apartments

70 Townhomes

HOTEL



125 Rooms

COMMERCIAL

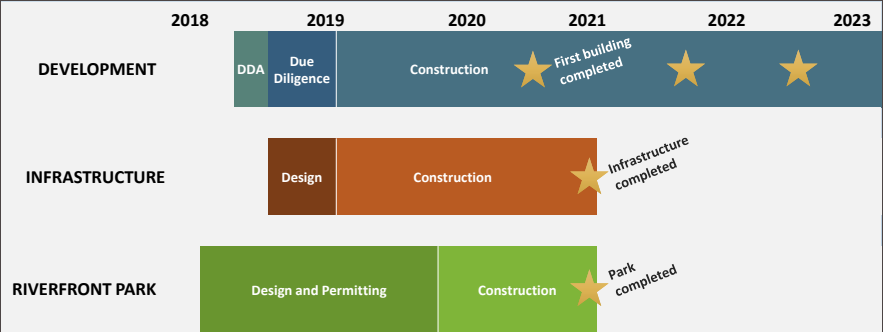


14,000 Square Feet

VIADUCT OPEN SPACE

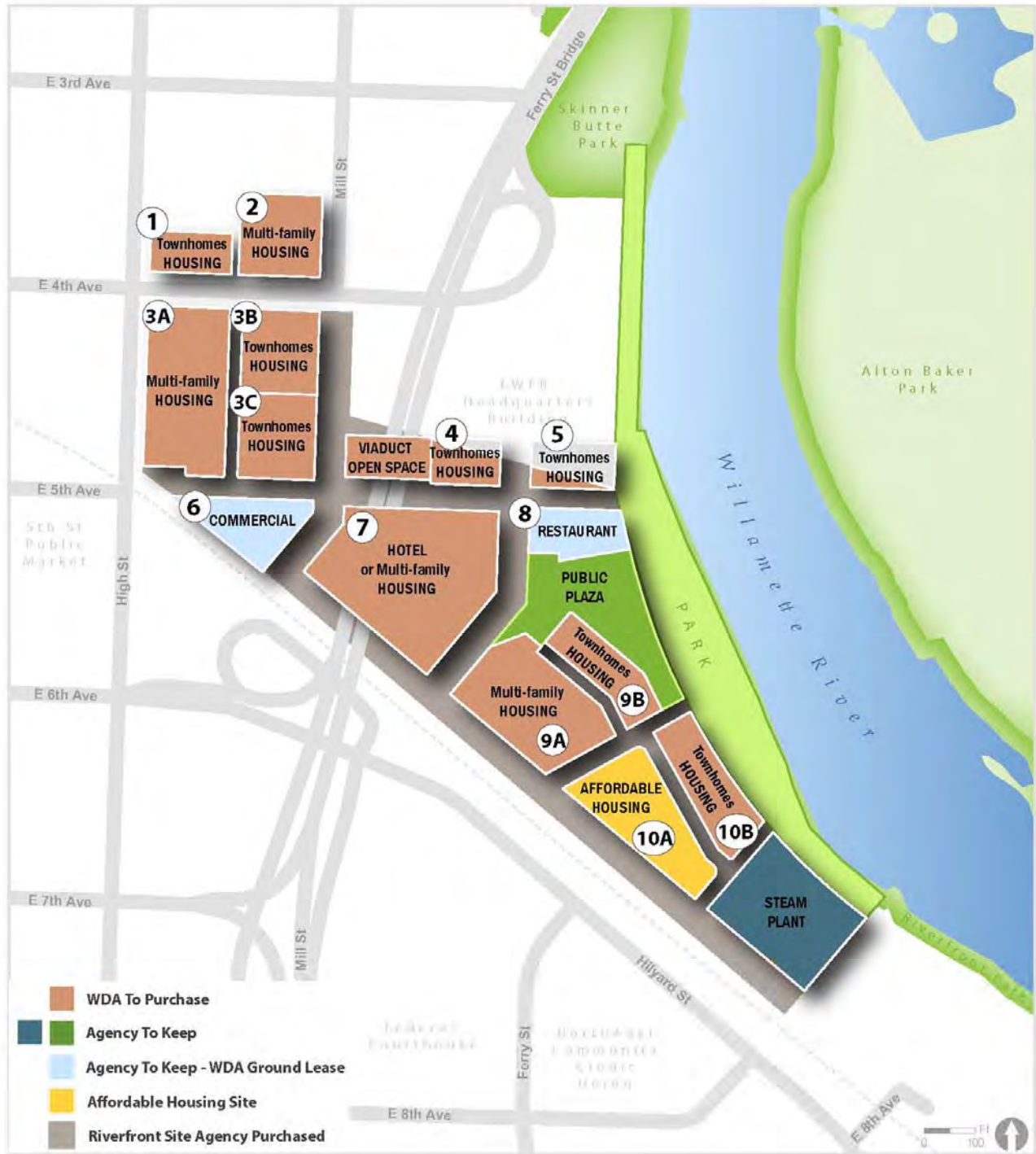


Proposed Project Timeline



Proposed Terms & Parcel Map

- Purchase Price: WDA purchases unimproved, raw land identified as lots 1, 2, 3a, 3b, 3c, 4, 5, 7, 9a, 9b, 10b and viaduct parcel on the map on the next page. WDA pays same price Agency paid EWEB: \$7.95 per square foot. Total purchase price approximately \$2.7 million, of which less than \$750,000 may be paid over time.
- Ground Lease or Purchase Price: WDA either (a) ground leases lots 6 and 8 for fair market value or (b) purchases at \$7.95 per square foot plus the amount of any assessments for the infrastructure.
- Affordable Housing: Agency sells lot 10a to a provider of affordable housing to build an affordable housing project.
- Environmental: Property sold or leased “as is.”
- Infrastructure: City constructs infrastructure (except for permanent sidewalks built as part of vertical development). City’s cost for infrastructure will be paid using a local improvement district, with 50% of those costs assessed against properties to be purchased by WDA.
- Sidewalks: Owners of each parcel construct adjacent permanent sidewalks as part of vertical development. Agency responsible for difference in cost of providing standard city sidewalks and the upgraded sidewalks called for in the Master Plan and Special Area Plan.
- Existing SDC Credits: SDC credits that exist from the property (from existing and demolished buildings) split between WDA and Agency based on the percentages of developable acreage each will own.
- Viaduct Open Space: WDA pays for, constructs and manages viaduct open space.
- Public Plaza: City constructs and manages the publicly owned, 1-acre park plaza (in addition to 3-acre riverfront park).
- Design, Uses & Schedule: WDA develops its parcels in accordance with the design criteria, uses and schedule to be included in the disposition and development agreement.
- Repurchase Right: Agency has right to repurchase WDA parcels if WDA fails to start construction on any of those parcels within mutually agreeable periods of time.
- Conditions of Closing: WDA and Agency have a certain period of time after the disposition and development agreement is signed to conduct due diligence. WDA’s obligation to purchase contingent on such actions as City approving subdivision and lot line adjustments; updated infrastructure costs; land use code amendments (to allow concept plan shared with Agency Board in January to be constructed); MUPTE for multi-family housing; and necessary appropriations for City and Agency to fulfill obligations. Agency’s obligation to move forward contingent on such actions as updated infrastructure costs and approval by the Agency and City Council of necessary budget appropriations.



Caution: This map is based on imprecise source data, subject to change, and for general reference only.

City of Eugene Planning and Development
May 24, 2019



Frequently Asked Questions

Eugene's Downtown Riverfront could undergo a major transformation, fulfilling the community's long-held goal of turning a vacant, inaccessible and empty riverfront lot into a vibrant, active, and accessible riverfront neighborhood and community destination. The redevelopment of the Downtown Riverfront has been a part of the community's vision for decades, reinforced through numerous public engagement opportunities over several years. The City's Urban Renewal Agency now owns 16 acres of riverfront property that can become Eugene's riverfront neighborhood - directly connecting our downtown and campus areas to the river and creating more access points for the community to enjoy. We have an opportunity to fulfill our community's vision.

The City has been in negotiations with Williams/Dame & Associates (WDA), who have a tremendous amount of downtown and riverfront redevelopment experience. WDA has a commitment to and track record of developing high quality projects that create a unique sense of place and neighborhood.

On January 31, 2018, WDA presented their vision and initial concepts for the Downtown Riverfront site to City Council. On May 29, 2018, the Urban Renewal Agency Board reviewed proposed terms of an agreement with Williams/Dame & Associates that would set the stage for the future redevelopment of the site.

Land

1. What is being purchased by whom and for how much?

WDA is offering to purchase 8 acres of the Downtown Riverfront property for redevelopment for \$2.7 million. In addition, WDA would lease the land for two parcels for future commercial and restaurant space. The Agency currently expects to sell the affordable housing parcel to a developer that specializes in affordable housing for \$1.

2. What is the Agency (City) keeping?

The Agency will keep about 5.1 acres for right-of-way, including the streets. In addition, the Agency will retain 3 acres which includes the park plaza, the Steam Plant, and the parcels that WDA will lease for commercial and restaurant uses. Next to the Downtown Riverfront property, the City will create a world class 3-acre Riverfront Park that will be seamlessly integrated into the plaza.



Park & Open Space

3. What's happening with the park? How big will it be?

The Riverfront Park will consist of about 4 acres of property located along the Willamette River. The City will purchase 3 acres of property along the Willamette River from EWEB for \$1. In addition, the concept for the redevelopment area purchased by the Urban Renewal Agency includes a 1.1-acre public plaza which will be an extension of the Riverfront Park area.

4. Who will be designing the park?

The City has retained [Walker Macy](#) as the design consultant. Walker Macy has been providing landscape architecture, urban design, and planning services since 1976. They specialize in providing creative solutions that transform public and private spaces into successful urban plazas, parks, and waterfront revitalization projects. They have received 31 awards from the Oregon chapter of the American Society of Landscape Architects (ASLA) and 2 National ASLA Merit Awards. Notable projects include the [Ankeny Plaza](#), [Pioneer Courthouse Square](#), and the [South Waterfront Park in Portland](#).



5. What is the timeline for the Riverfront Park?

The design phase is underway right now, with a concept plan being produced by September 2018. It is expected that construction of the new park will be completed in 2021.

6. What is the cost of design/development of park and plaza?

We are currently in the public engagement phase of design for the park and plaza so we do not have cost projections yet. Community input will influence total cost. While actual costs are not currently known, we are anticipating that the park and plaza may be in the \$10 million range. The Council/Agency Board will decide funding later this year.

7. What are the park public involvement summer steps?

The design team had their kickoff meeting in May. The next meetings are July 19 and September 27. For up-to-date information on the Riverfront Park, please visit www.eugene-or.gov/RiverfrontPark.



8. What will the plaza be like?

The Riverfront Master Plan envisions a smaller-scale hardscape plaza. The current concept proposes a significantly expanded area (1.1 acre) that would be designed to be seamlessly integrated into the 3-acre park to support events, allow food cart access, and be programmed as an active public space. For scale, the plaza is roughly the size of a football field (although not a rectangular shape). More information on the design of the space will be determined as the Riverfront Park planning process moves forward.

9. How will the plaza and park be managed to keep it clean, welcoming, and safe?

The plaza and park will be maintained as a part of the City's system of public parks. Trash, landscape, and other maintenance will be the responsibility of City Parks and Open Space staff. Design principles that discourage inappropriate behavior and enhance safety such as good lighting and clear sight lines are being applied. It is envisioned that the plaza would be actively programmed and host events, food carts, and other activity that would attract the positive behavior that is welcoming and safe to everyone. The proposed residential uses nearby will help keep eyes on the public spaces and encourage respectful, safe behavior. A district association is planned and it is anticipated that the group will be strong advocates for keeping these spaces clean, welcoming and safe.

10. What amenities are being planned for the park?

The public design phase will help shape the amenities that are included in the park. Some uses that were envisioned in the Riverfront Master Plan and are being considered during the planning process including moving and reconstructing the bike path, play areas, habitat restoration, hardscape areas, natural areas, water features, and public art.

11. Who will fund the maintenance of the park?

The Riverfront Park will be maintained by the City and supported by \$750,000 provided by EWEB for park maintenance and security.

12. What is planned for the open space under the Coburg Road viaduct?

The viaduct open space is part of the redevelopment property that WDA is seeking to purchase from the Agency. WDA will be responsible for construction costs (estimated at \$870,000) of developing the space. The space will be open to the public but privately managed. WDA is considering the construction of some type of sport courts or a dog park in this space.

13. What kind of precedent or examples do we have of privately held public open space like the area proposed under the Coburg Road viaduct?

Privately held and publicly accessible open space is a common feature in many larger cities throughout the world and is required as a part of development in some metropolitan downtown areas in the United States. Frequently referred to as POPS (Privately Owned Public Space) or POPOS (Privately Owned Public Open Space), these areas are most often some type of public plaza, urban lunch spot, contemplative garden or rooftop space. These spaces are required in land use code in San Francisco, New York and other cities to assure relief and pleasant outdoor experiences within highly urbanized areas. You can see examples of these spaces and POPS programs on the web here:

- <https://www1.nyc.gov/site/planning/plans/pops/pops-history.page>
- <https://sf.curbed.com/maps/sf-parks-private-popos-public-owned>
- <http://www.seattle.gov/dpd/toolsresources/pops/default.htm>

Locally, Eugene's privately held public open space is less obvious, but still present. The courtyard at Oakway Center is a good example of an outdoor seating and plaza area where many children also play on the grass and seat walls. Other less urban examples include local cemeteries (Masonic, Pioneer, or Gillespie Butte), Willow Creek Natural Area (owned by the Nature Conservancy), and some private land that adjoins or provides access to public park property or trails. The Bethesda Lutheran Church on Royal Avenue owns and operates a baseball field directly adjacent to the church. The six acre community park is open to the public, used for church programming, and serves as a Little League practice area. In addition, under City Code, Planned Unit Developments must also dedicate common open space that isn't operated by Parks and Open Space. These spaces are often developed as picnic areas, small playgrounds, or trail connections between neighborhoods and are usually maintained by the local Home Owners' Associations.

14. How does the Master Plan open space compare to WDA's concept plan?

While some of the spaces are configured differently the amount of open space between plans is essentially unchanged with the exception of the pollinator knoll. The WDA plan has consolidated areas of open space to provide a significantly larger plaza area and extend the park into the core area of the neighborhood. The park's landscape is being designed to allow community members to visually and physically access the river. The design will afford multiple viewing opportunities throughout the park. The recreation of a Millrace Pond water feature contained in the master plan has been removed. Consideration is being given to establishing a water feature in the vicinity of the plaza where there is more natural stormwater drainage that could serve a similar function and education opportunity. The vision of the pollinator knoll as proposed in the Master Plan is not feasible for several reasons. It is on property south of the redevelopment site that EWEB will retain ownership of. The property is highly contaminated and needs to be capped. It is also where the needed roundabout will go for the railroad quiet zone at the 8th Avenue and Hilyard crossing. Native plantings will be extensively used in the park, along vegetated swales and rights of way to create pollinator habitat with native plantings within the roundabout or other areas of the site.

Affordable Housing

15. What are the plans for building affordable housing?

The Agency has retained a parcel to partner with an affordable housing developer to construct 75 -100 units of housing for low income persons. It is anticipated that the Agency will sell the property for \$1 as a contribution to the project. The Agency is committed to providing housing on the riverfront available to a mix of income levels, including members of our community that struggle to affordable housing.

MUPTE

16. Will WDA apply for the Multi-Unit Property Tax Exemption?

WDA expects to apply for a [Multi-Unit Property Tax Exemption](#) (MUPTE) for the market rate rental units being proposed. If approved by City Council, a portion of the project would be eligible to receive up to a 10-year property tax exemption on the new improvement value. (The hotel, townhomes, and standalone commercial would not be eligible.) Throughout the exemption period, the land would be taxed, which has not been the case while it has been in public ownership. The proposed apartments are

eligible for MUPTE. The proposed hotel, restaurants, commercial space, and townhomes are not eligible for MUPTE.

The MUPTE program was revised in 2015 to include criteria that makes student housing ineligible, and requires increased energy efficiency, higher quality design standards, expanded neighborhood involvement, and an extensive community review process. More information about MUPTE can be found at www.eugene-or.gov/MUPTE. WDA anticipates that if the proposed terms are approved by the Agency Board, they would submit MUPTE applications this fall. There would be a 30-day written comment period and the MUPTE Review Panel and a third party financial consultant would review the applications. Council would then consider action on the applications, which under this scenario would be estimated to occur in December or January.

17. What is the affordable housing requirement in the MUPTE program? How would it apply to this project?

Council modified and reinstated the MUPTE program in 2015 adding the moderate-income housing contribution requirement: MUPTE projects pay a fee of 10% of the total exemption or include at least 30% of the units with rents affordable to households at the area median income, which means rents equal to or less than 30% of the area median income. At that time, Council contemplated the potential of affordable and market rate housing on the Downtown Riverfront site. The ordinance defines a “project” to be all new development that occurs after the approval of the application on one or more contiguous lots all covered by a City-approved master plan. The Downtown Riverfront site meets this definition. In this situation, affordable housing on lot 10A could be used to meet the moderate-income housing contribution for MUPTE eligible housing on parcels 2, 3A, and 9A. WDA could alternatively opt to pay a fee equal to 10% of the total MUPTE benefit.

Infrastructure

18. How is infrastructure getting built and paid for?

The City will build the infrastructure (demolish existing buildings, move/install utilities and construct streets). Under the proposed terms, WDA will pay for 50% of the infrastructure cost. The streets will become part of the City’s network of public streets and provide access to community assets like the park as well as the private development.

19. Will there be consistent sidewalks throughout the site?

Yes- each owner will be responsible for constructing the sidewalks in front of their lots. Under the proposed terms, the Agency will cover any added costs to upgrade all sidewalks from a standard design to one that meets the vision of the Master Plan and Special Area Plan. A significant portion of the sidewalks will need to be constructed because these sidewalks serve not only the site, but also the community regardless of the site’s development.

20. What’s happening with the railroad quiet zone?

On February 26, 2018, the Agency Board approved the use of \$3.7M of urban renewal funds for the quiet zone improvements at the three railroad crossings located within the Riverfront Urban Renewal District (8th & Hilyard, 5th & High, and 5th & Pearl). For more information on the Quiet Zone please visit: <https://www.eugene-or.gov/2920/Railroad-Quiet-Zone>.

21. Will the roundabout be bike and pedestrian friendly?

Reconstructing the 8th Avenue crossing to improve the connection of the Downtown Riverfront site to the existing street system will greatly improve access for bicycles and pedestrians to the Willamette River and the proposed Riverfront Park. The reconstructed crossing will include a roundabout that will allow access to both the Downtown Riverfront property and the University of Oregon property and will enhance the connectivity of the riverfront to downtown for bicyclists and pedestrians. The 8th Avenue crossing is one part of an expanded road system, and it will create new connection to the River in the urban core. All members of the community will experience improved access to the whole site, the new public park, and the river.

22. What will happen to existing buildings on site?

Three buildings that support EWEB operations will be demolished. The Steam Plant will be retained. Demolition will be conducted to get the site ready for vertical development. While the Master Plan proposed reuse of the Bow Truss building, its size and location present a conflict with the proposed 5th Street extension and the planned hotel. Deliberation will be given to salvaging the bow trusses for reuse elsewhere.

23. What is an SDC Credit?

System Development Charges (SDC) credits are based on prior uses on a site. For the Downtown Riverfront site, the proposal is to distribute the existing credits based on the percentage of developable acreage owned by WDA and others.

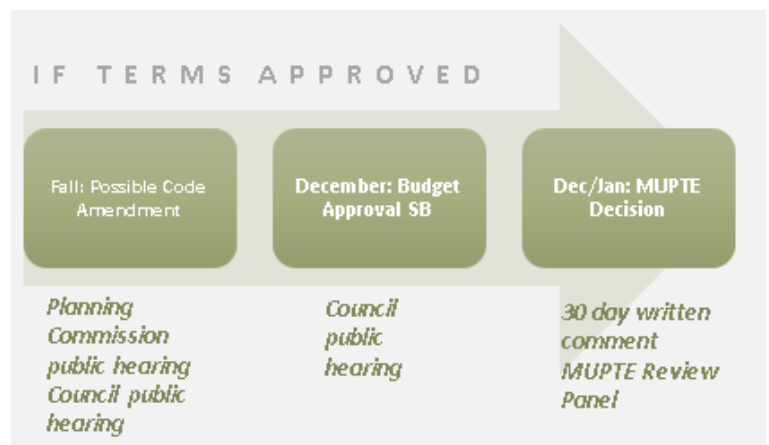
Timeline for Construction

24. What is the timeframe for construction?

The proposed timeline has infrastructure beginning in 2019 and construction following soon after on the northern parcels. Infrastructure would be completed by 2021 as would some of the first buildings by WDA and our world class Riverfront Park and plaza.

25. Is there a due diligence period for the City and WDA to decide if this will work?

Yes. If the Agency Board approves the proposed terms, the Agency and WDA will enter a due diligence period where a number of actions will be necessary to happen in order for WDA to be obligated to purchase the property. Some of these actions include Agency Board budget authorization, code amendments, and MUPTE approval.



26. What can the City do if WDA doesn't meet the contracted terms for the site's development?

The Agency will have the right to repurchase the site from WDA if they fail to commence construction within periods of time stated in the disposition and development agreement.

Environmental

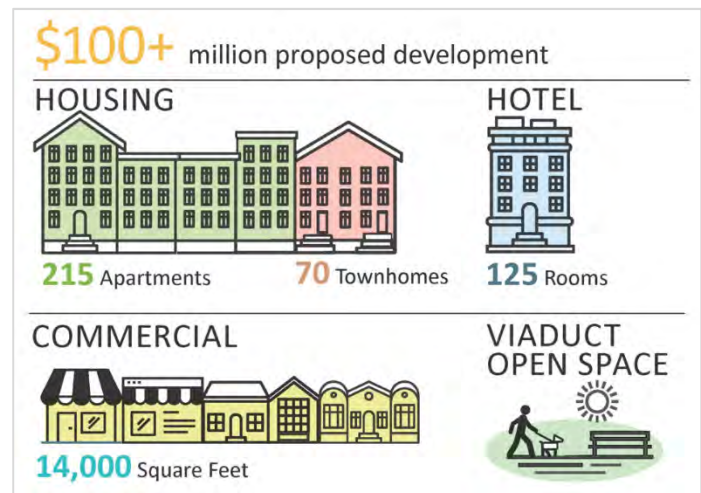
27. Does the site have any environmental issues? Has it been cleaned up?

A No Further Action letter was provided by the State Department of Environmental Quality (DEQ) in December that says no additional remediation is necessary for known contaminants on the site. In addition, DEQ put a Prospective Purchaser Agreement in place in April that runs with the property and provides liability protection to current and future owners if any currently unknown contamination is discovered. EWEB is responsible for additional cleanup costs for any DEQ required remediation on property owned by the Agency, which is why the City is constructing the infrastructure. The most contaminated site that has been located, east of the steam plant and power substation, will remain in EWEB ownership and will be capped. The roundabout is slated at this location at the southern end of the site.

Concept Plan

28. What is included in the WDA concept plan?

The concept plan proposes a mix of market rate and affordable housing, commercial businesses, a restaurant(s), open space, and a hotel all of which would complement the new Downtown Riverfront Park and plaza. The concept plan would add upwards of 300 units of housing to the downtown core to be part of a 20-minute neighborhood for community members.



29. What is the plan for parking?

All of the proposed residential uses have surface and tuck under parking that exceeds code minimums. Underground parking is not considered economically feasible due to the high water table and contamination concerns. On street parking of over 200 spaces would provide access to the Park and other businesses. WDA is pursuing a shared use agreement with EWEB for use of the headquarters parking lot for nights and weekends.

30. How is non-vehicular access to the site being facilitated?

The existing bike path will be reconstructed through the site to make it safer for both bikes and pedestrians. The extension of 5th Street prioritizes bikes and pedestrians by restricting vehicles on

portions of it. Bus service will also be important to the site and opportunities to enhance bus connections are being explored with LTD. In addition, UO is working on improving the bike path on their property to the south and Public Works is exploring bike facility improvements between the University and the Downtown Riverfront along Franklin Blvd.



31. What happened to restaurant row?

Among the top community priorities for the Downtown Riverfront is a riverfront restaurant. The 2010 Master Plan envisioned this as a “restaurant row,” which stretched food and beverage uses along the edge of the park. Looking forward, WDA and local real estate experts have vetted a range of options and found that a single building at the transition point of 5th Avenue to the Riverfront Park with one or more restaurants is the most economically viable option. Additionally, accommodations for food carts or other seasonal food could be made on the public plaza. With a number of food and beverage options available close by (5th Street Market, Rye restaurant, Coldfire Brewing, Courthouse District, downtown core), the Downtown Riverfront would complement other uses, not necessarily compete with them.

32. What kind of restaurant(s) is planned?

We are interested in food and beverage options that are representative of Eugene and appeal to a broad cross section of our community. Of course, this means different things to different people, but one way to achieve this is with a menu that offers variety and different price points. We have some good examples of this in successful restaurants around the city, and would love to have a local operator if one comes forward. In addition to a sit down restaurant, we see the plaza as potential to support other food vendors that would diversify options for food and drink.

Steam Plant

33. What are the plans for the Steam Plant?

The Steam Plant is not part of the WDA proposed concept. The Agency is currently working to identify a team that has a vision and capability of leading the re-use of the Steam Plant. The Agency released a Request for Qualifications in May 2018. Responses were due June 11. The Riverfront Urban Renewal District advisory committee (River Guides) will review submissions and make a recommendation to the Agency Director on a process for soliciting proposals. Proposals will be vetted through the River Guides with public input and a recommendation for Agency



Board direction. More information about the Steam Plant re-use can be found at www.eugene-or.gov/SteamPlant.

Funding

34. How much will the private and public cost be for the proposed concept?

Total costs for WDA are estimated to be \$113 million. This includes cost of the land they will purchase (\$2.7 million), half of the infrastructure (\$7.725 million), sidewalks (\$1.5 million), viaduct park (\$.9 million) and \$100 million for constructing townhomes, apartments and a hotel.

City/Agency share of the costs associated with the private investment in new construction are estimated at \$12.2 million. This includes cost of the land that will be retained (\$3.1 million), half of the infrastructure (\$7.725 million) and sidewalks (\$1.4 million).

In addition, City/Agency will be investing in two community assets, Riverfront Park (\$10 million) and Quiet Zone crossings (\$3.7 million).

35. How will the City pay for its share of the cost?

Should the Agency Board approve the proposed terms, the Agency Board/Council would have the opportunity to discuss funding options in the fall and take action on a supplemental budget in December. As a reminder, should urban renewal funds be considered, Section 700 of the Riverfront Urban Renewal Plan requires that the Agency Board approve all projects, other than loans, in excess of \$250,000. This is in addition to the Agency Board's budget review and approval process.

Cost-Benefit Analysis

36. What are the key takeaways from the Cost-Benefit Analysis

The analysis organizes development costs into categories:

- City and the Agency's direct costs associated with the private investment in new construction, are estimated to be \$12.2 million. These investments fund the purchase of property (Steam Plant, commercial parcels, land for infrastructure, and plaza) and basic infrastructure (roads and utilities) to serve the Downtown Riverfront neighborhood. (Note: City and the Agency's direct costs for community assets, investments that will be made independent of the proposed WDA redevelopment, are estimated to be \$13.7 million. These investments include cost of constructing the 4-acre park/plaza and the Quiet Zone.)
- Direct costs borne by WDA, are estimated to be \$112.8 million. The investments include the construction of new buildings, the land for private development, and a proportional share (50%) of basic infrastructure to serve the redevelopment

The analysis estimates the following development benefits:

- The District will have cumulatively collected about \$2.8 million from the new redevelopment by the time the District sunsets in 2024.
- In 2025, the redevelopment will generate \$390,000 to the City of Eugene and \$72,000 to Lane County.
- In 2049, 30 years after redevelopment begins, the new redevelopment will have generated a cumulative total of about \$19.8 million in property taxes to the City of Eugene.

If no private development occurs, the property will continue to generate no tax revenue.

The non-fiscal impacts of the WDA concept plan have limited consequences and many positive elements. The development will establish a new neighborhood with greater connectivity and opportunities for auto-free travel and lifestyle. It will not displace any existing residents and will contribute jobs and housing for a variety of income levels, including affordable housing for low-income households. It creates an inviting, accessible shared space along the Willamette River, with improved riparian habitat.

Process Steps/Future Actions

37. What opportunities are there for the public to weigh in?

A number of opportunities are planned for the public to learn more about the WDA concept plan prior to the Agency Board taking action on the proposed terms. We have a Downtown Riverfront website that people can access to get the latest information on the project and provide input. We will have static displays during June and into July at the Atrium, 99 W. 10th Avenue, Eugene, and in the downtown library. Two River Guides meetings were held in June and were open to the public. The River Guides reviewed and provided input into the proposed terms.

An open house was held on the evening of June 20 from 4:00-7:00pm at the EWEB headquarters building. Staff and WDA team members were available to answer questions and take comment. Community members were also able to take a site tour to get an on the ground sense of location and scale for the proposed park and plaza and other planned improvements. Staff have presented at the Young Professionals Summit and to members of the Downtown Neighborhood Association board. Staff are also available to make presentations upon request to community groups.

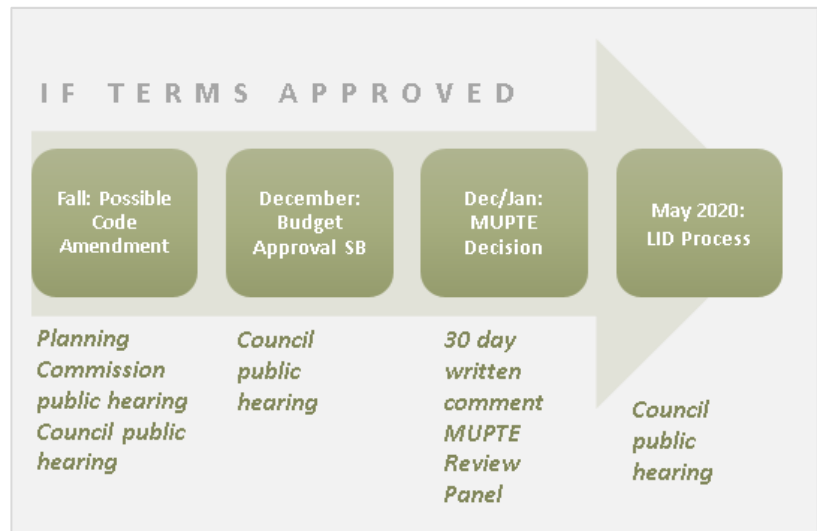
A public hearing is scheduled for June 25 at Harris Hall, 125 E. 8th Avenue, Eugene, at 7:30pm. Input received from the public at public information events will be summarized and provided to Council for consideration at the June 25 public hearing or the July 9 work session.

A work session for the Agency Board is scheduled for July 9 to discuss the public input and possibly take action on the proposed terms.

Additional public involvement opportunities include the riverfront park design process and the Steam plant request for proposal process. The community will be asked about their ideas for the park concept plan and for their perspective on the proposals that are submitted for adaptive reuse of the Steam plant.

38. What are future decision points and what role is there for the Agency Board/City Council?

The Agency Board is tentatively scheduled to have a work session on July 9 for discussion and possible direction on the proposed WDA terms. If the terms are approved, the Agency and WDA would sign a development and disposition agreement and enter into a due diligence period in which a number of actions would be necessary to happen in order for WDA to be obligated to purchase the property. Several of these –code amendments, budget authorization, MUPTE approval, and Local Improvement District (LID) provide additional opportunities for public input prior to action by Council.



**City Council (CC)/Agency Board (AB) History
Downtown Riverfront Related**

1. EWEB Master Planning Process

CC - February 12, 2007

Council and EWEB Board joint work session to discuss the planning process around the Downtown Riverfront section of the Downtown Plan. A possible process was presented.

CC - May 5, 2013

Council work session on an overview of the Riverfront Master Plan process. (The Master Plan was completed in April 2010 and approved by the EWEB Board in June 2010.)

CC - June 12, 2013

Council work session on land use applications to implement the Master Plan.

CC PH - June 17, 2013

A public hearing was held to consider adoption of a concurrent set of land use applications that are proposed to implement the EWEB Riverfront Master Plan.

CC - July 8, 2013

Council work session on an ordinance with the proposed land use application package to implement the Master Plan.

CC - September 11, 2013

Council work session on the Riverfront Urban Renewal District including prospective cost-benefit analysis of the EWEB Redevelopment Project.

CC - October 20, 2014

Council work session update on the EWEB Redevelopment Project. The University of Oregon Foundation was selected to proceed as the development agent. (Williams/Dame & Associates (WDA) also submitted an RFP response.)

CC - March 11, 2015

Council work session update on the EWEB Redevelopment Project. Council focused on objectives of the redevelopment and next steps.

AB - May 13, 2015

Agency Board work session update on projects related to the EWEB Riverfront Redevelopment and Riverfront Urban Renewal District investments. Staff asked the Agency Board to take action on design of the 8th Avenue crossing, the initial design related to the Quiet Zone crossings, and the River Loans program. Agency Board received a Triple Bottom Line analysis that broadly looked at the impact of the City-related projects.

MOTION AND VOTE: Councilor Evans, seconded by Councilor Zelenka, moved to include the use of \$140,000 of RURD funds for the design of the relocation of the 8th Avenue crossing in the June supplemental budget.

PASSED 7:1, Councilor Taylor opposed.

MOTION AND VOTE: Councilor Evans, seconded by Councilor Zelenka, moved to include the use of \$100,000 of RURD funds for design of the Quiet Zone in the June supplemental budget.

PASSED 7:1, Councilor Taylor opposed.

MOTION AND VOTE: Councilor Evans, seconded by Councilor Taylor, moved to approve the River Loans program guidelines.

PASSED 7:1, Councilor Taylor opposed.

May 19, 2015 - UO Foundation withdrew their interest in the property.

2. Property Purchase and Redevelopment

AB - January 13, 2016

Agency Board work session on the Agency acting as EWEB's agent.

MOTION AND VOTE (friendly included): Councilor Evans, seconded by Councilor Zelenka, moved to authorize the Agency Director to execute an agreement with EWEB related to the negotiation, disposition, and redevelopment of the EWEB Riverfront property consistent with the outline of terms included in Attachment A. Add new section 13 that provides for a refund of a pro rata portion of the guaranteed payment in the event that a decision is made after Year 5 that property will be reframed by EWEB due to an environmental contamination concern.

PASSED 6:2, councilors Brown and Taylor opposed

AB - July 27, 2016

The Agency Board work session and action authorizing the Agency to enter into an agreement with EWEB to purchase the downtown riverfront property.

AB - October 23, 2017

The Agency Board approved the Mayor's nominations for seven individuals to serve on the River Guides.

AB - February 12, 2018

Agency Board work session and action to approve the boundary expansion to include three properties north of 4th Avenue in the Riverfront Urban Renewal District in order to make it possible to use urban renewal funds to purchase this property from EWEB.

MOTION AND VOTE: Councilor Clark, seconded by Councilor Taylor, moved to adopt the Resolution in Attachment C to this AIS to amend the Riverfront Urban Renewal Plan to expand the boundary by 1.1 acres.

PASSED 6-1, Councilor Taylor opposed.

April 17, 2018 – The Agency purchased approximately 17 acres from EWEB (the redevelopment site)

3. Williams/Dame & Associates (WDA)

June 16, 2017 - An exclusive negotiating agreement (ENA) was signed between the Agency and WDA for the Downtown Riverfront (excluding the riverfront).

CC - December 14, 2017

Council received the Downtown Riverfront redevelopment WDA project update.

CC - January 31, 2018

Council work session on the second Downtown Riverfront redevelopment project update. Representatives from WDA presented the proposed concept.

AB - May 29, 2018

Agency Board work session on the proposed terms to develop the Downtown Riverfront site with Williams/Dame & Associates (WDA) as the agent.

4. Railroad Quiet Zone

CC - May 10, 2017

Council work session on the railroad quiet zone and safety improvement project.

MOTION AND VOTE: Councilor Clark, seconded by Councilor Taylor, moved to accept the safety measures for each of the 10 rail crossings from 8th/Hilyard to Van Buren, with the addition of the Pearl Street pedestrian crossings, as recommended by the Railroad Quiet Zone Citizen Panel and outlined in the Railroad Quiet Zone and Safety Improvement Project Report. [Note: if the City Council approves this motion, then the City Manager will schedule a work session for the Agency Board to review a proposed minor amendment to the Riverfront Urban Renewal District boundary and approve the process for appointing a Riverfront Urban Renewal District advisory committee.]
PASSED 5:0.

AB - July 19, 2017

Agency Board work session on the potential Riverfront Urban Renewal District boundary expansion that would be needed to use Riverfront Urban Renewal dollars for the High Street and Pearl Street crossings.

AB - February 26, 2018

Agency Board action to approve the boundary expansion to include the Pearl and High Street crossings in the Riverfront Urban Renewal District and the use of urban renewal dollars for improvements at three crossings (\$3.7M).

MOTION AND VOTE: Councilor Clark, seconded by Councilor Taylor, moved to adopt the Resolution in Attachment D to this AIS to amend the Riverfront Urban Renewal Plan to expand the boundary by 0.76 acres.

PASSED 6:2, Councilors Semple and Taylor opposed.

MOTION AND VOTE: Councilor Clary, seconded by Councilor Taylor, moved to include the use of \$3,700,000 of Riverfront Urban Renewal funds for the quiet zone improvements within District boundary.

PASSED 7:1, Councilor Taylor opposed.

5. Steam Plant**AB - March 14, 2018**

Agency Board work session and direction to staff to develop a Request for Qualifications (RFQ) process and criteria to solicit community investors, developers, and visionaries to redevelop the Steam Plant.

AB - [April 23, 2018](#)

Council work session and action on the proposed process and criteria to proceed with the RFQ for the Steam Plant.

MOTION AND VOTE: Councilor Clark, seconded by Councilor Taylor, moved to approve the use of an RFQ/RFP process for disposition of the Steam Plant using criteria that are consistent with Attachment C.

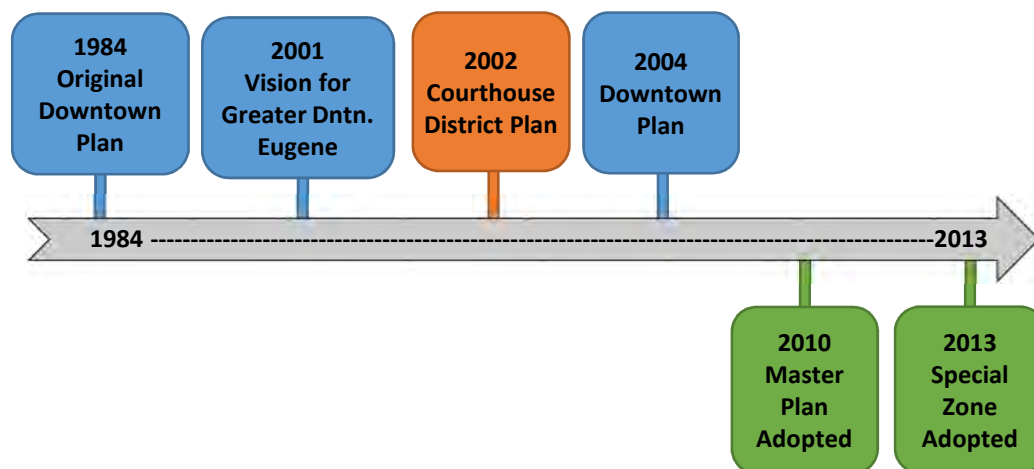
VOTE: Passed 8:0.

Downtown Riverfront Plans & Goals

1984 - 2004

Members of the community were very involved in the creation of and updates to the Downtown Plan. Commitment to a healthy downtown and connection to the river both continue to be very strong. The original 1984 Plan focused on “connecting Downtown to the river.” The 2001 Vision for Greater Downtown Eugene created emphasis around Downtown as “a vibrant city on the river.” The 2002 Courthouse District Plan created the district along 8th Avenue which serves to reconnect downtown to the river. The 2004 Downtown Plan Update created the “Great Streets” and “Special Places” goals, which both emphasize the connection to the downtown riverfront property.

The community involvement was extensive and multifaceted for the 2004 Plan update, ranging from City initiated events such as design workshops for the Downtown Vision and Courthouse District Concept Plan, to citizen initiated discussions, such as the City Club series on downtown planning. Community members were involved in both long term vision discussions and specific design decisions. Numerous organizations and agencies partnered with the City in the development and review of the updated Downtown Plan such as EWEB, University of Oregon, Lane Transit District and the Oregon Department of Transportation.



2010 - 2013

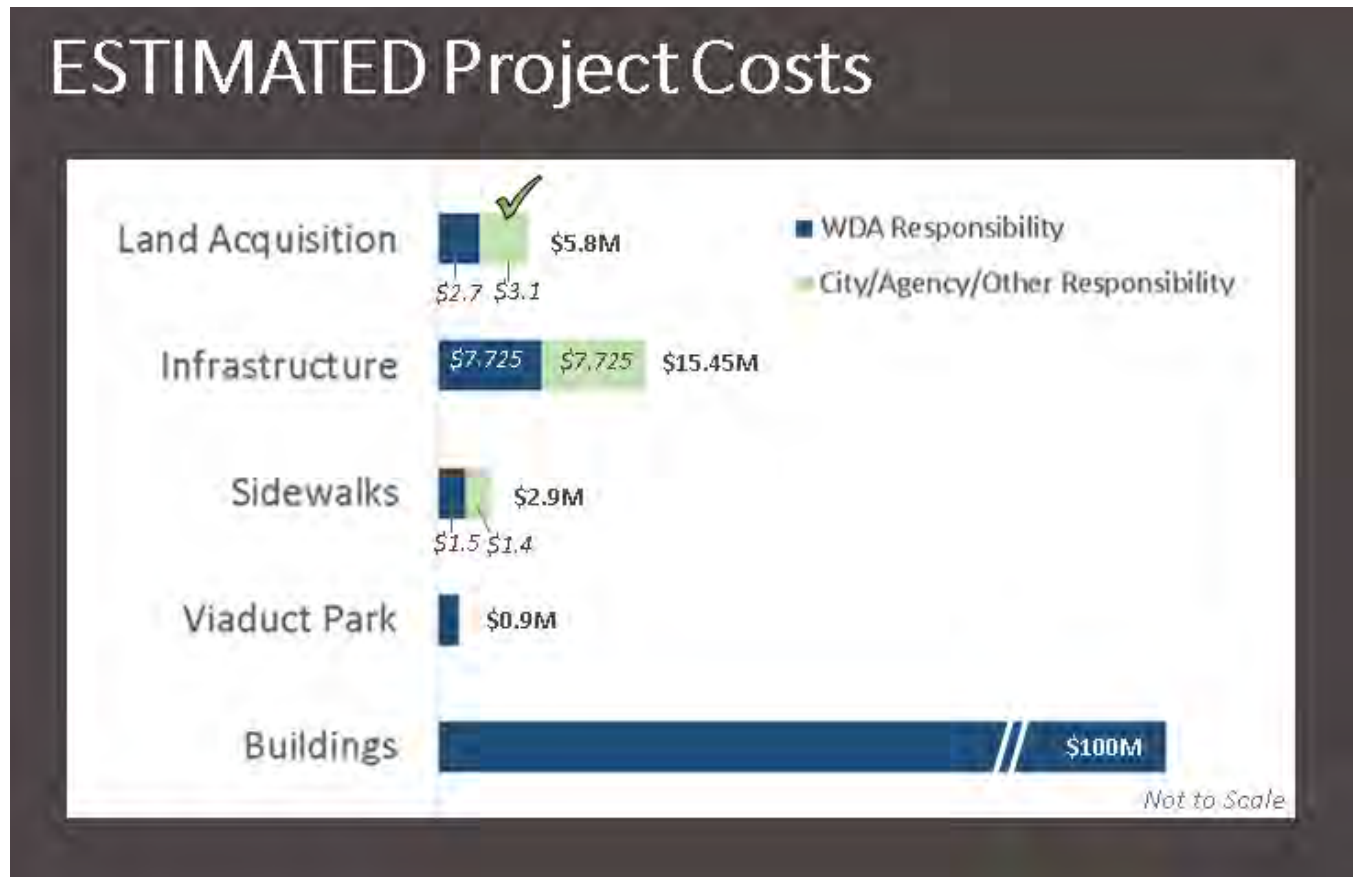
The EWEB Riverfront Master Plan implemented authentic and extensive public involvement techniques to develop a vision that would resonate with Eugene. This required sustained investment, time, and project management to incorporate public engagement techniques throughout the duration of the design process. The intent was to create a master plan designed in partnership with the community. The goal of the Master Plan was to create the community’s vision for park land, plazas, green streets, historic assets, housing, and commercial uses along the river.

The Master Plan public engagement efforts sought to achieve high-quality public input into the design process and decision-making equation, and an environment of stable community support for the project. The tools used for this process were local expert & advocate interviews, issue-specific focus groups, a design charrette, four public events, speaking engagements, event outreach, site tours, specific outreach to accessibility, communities of color, youth, the project website, and media.

In 2013, the Downtown Riverfront Special Area Zone was adopted by City Council. This Special Area Zone uses land use regulations to achieve the community vision outlined in the Master Plan.

Financial Information

The WDA total cost is estimated at approximately \$113 million and the City/Agency/other total estimated cost is approximately \$12.2 million, which does not include the to-be-determined park cost or the railroad quiet zone cost.



Should the Agency Board approve the proposed terms, the Agency Board/Council would have the opportunity to discuss funding options in the fall and take action on a supplemental budget in December.

The Riverfront District spending limit (“maximum indebtedness”) is \$34.8 million. “Maximum indebtedness” is a spending cap over the life of the district. As of the FY19 Adopted Budget, after accounting for the Downtown Riverfront property purchase and the railroad quiet zone, the amount that remains unspent or uncommitted is approximately \$17.1 million.

Section 700 of the Riverfront Urban Renewal Plan requires that the Agency Board approve all projects, other than loans, in excess of \$250,000. This is in addition to the Agency Board’s budget review and approval process.



Cost-Benefit Analysis: Redeveloping the Downtown Riverfront Site



Updated June 19, 2018

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1 Executive Summary

This report's primary purpose is to help the City of Eugene's Urban Renewal Agency (Agency) understand the long-term impacts of redeveloping the Downtown Riverfront site in partnership with Williams/Dame & Associates (WDA). The analysis assumes the redevelopment will be consistent with the WDA concept plan, as presented to the Agency Board on January 31, 2018, and the estimated costs of public infrastructure and private construction based on the proposed terms presented to the Agency Board on May 29, 2018. The Agency Board is scheduled to hold a public hearing June 25 and a work session on July 9 for the proposed terms.

The costs of the development fall into three broad categories:

- City and the Agency's direct costs associated with the private investment in new construction, about \$12.2 million. These investments fund the purchase of property (Steam Plant, roads, commercial parcels, and plaza) and basic infrastructure (roads and utilities) to serve the Downtown Riverfront neighborhood.
- City and the Agency's direct costs for community assets, investments that will be made independent of the proposed WDA redevelopment, about \$13.7 million. These investments include the 4-acre park/plaza and the Quiet Zone.
- Direct costs borne by WDA, about \$112.8 million. The investments include the construction of new buildings, the land, and the proportional share of basic infrastructure to serve the redevelopment.

1.1 Fiscal impacts

The site is currently in public ownership and generates no property tax revenue. The land in private ownership and new construction is expected to create about \$73 million in new assessed value to the community. The new private development on the site will generate property taxes over the long term that will benefit all the affected taxing districts, including the City of Eugene, Lane County, and Lane Community College.

- By 2020, about one-third of the land will be in private ownership, generating about \$40,000 of new tax revenue to the Riverfront Urban Renewal District (District).
- From 2021 to 2023, land and new buildings (hotel, townhomes, and commercial) come onto the tax rolls.
- The three multi-family rental properties would be exempt from property taxes, assuming City Council grants a Multi-Unit Property Tax Exemption (MUPTE). (The land under those buildings will generate tax revenue.) For this analysis, the value of the tax exemption is estimated to be a total of \$4.7 million for the 10-year period.
- In 2024, the redevelopment is expected to generate about \$900,000 to District.
- In 2025, after the District sunsets, the redevelopment will generate \$390,000 to the City of Eugene and \$72,000 to Lane County.
- By 2033, all three MUPTEs have expired and the redevelopment will generate \$738,000 to the City of Eugene (approximately \$78,000 from the MUPTE expiration) and \$135,000 to Lane County.

From 2019 to 2049, the new development will have generated about \$26 million in property taxes to the UR District, the City, and Lane County combined.

- The UR District will have collected about \$2.8 million from the new development by the time the District sunsets in 2024.
- The City of Eugene will have collected about \$19.8 million.
- Lane County will have collected about 3.6 million.

1.2 Non-fiscal impacts

To describe the non-fiscal impacts, staff relied on the Triple Bottom Line (TBL) framework to help consider the social equity, environmental health, and economic prosperity impacts associated with redeveloping the Downtown Riverfront site. The non-fiscal impacts of the WDA concept plan have many positive elements and limited downside consequences. The following are the key findings of the TBL analysis:

- *Benefits of development without displacement.* With the history of industrial uses on the site, new development will not push out vulnerable populations. Instead, it will contribute jobs and housing for a variety of income levels, including affordable housing for low-income households.
- *Creation of a 20-minute neighborhood.* The mixed-use character of the development, along with the street improvements, park, and proximity to downtown, will establish a new neighborhood with greater connectivity and opportunities for auto-free travel and lifestyle.
- *Multiple economic benefits from a showcase destination development.* The project promises a variety of economic benefits, both in the short and long term, including jobs, tourism, retail, and other commercial activity. These will contribute to the growing economic vitality of Eugene's downtown.
- *Significant addition to cultural identity and place-making.* The project location and design embraces the city's relationship to the Willamette River and creates an inviting, accessible shared space that can be a source of civic pride and identity.
- *Environmental benefits of contaminated-site restoration.* Development of the site will address contamination from historic practices, enhance stormwater treatment, and restore the site to a productive and safe use. In addition the development of the park will improve riverbank riparian habitat conditions and provide new greenspace, trees, and stormwater treatment on a previously industrialized site.

Table 1 on the next page summarizes the different impacts within the TBL framework. The analysis shows that almost all impacts are positive, with very few negative impacts. This positive assessment largely results from the fact that the analysis compares the redevelopment to the site's current condition. The site is currently a mostly paved vacant site with contaminated soil. The riparian area is in poor condition. Redeveloping the site will improve environmental conditions from the current state and create a new compact neighborhood within walking distance to services and the downtown and the University of Oregon, two major employment centers.

Table 1. Summary of Social Equity, Environmental Health, and Economic Prosperity Impacts

Investment	Description	Social Equity	Environmental Health	Economic Prosperity
Overall development of Downtown Riverfront Site	\$100 million of private investment in new residential, commercial structures, and privately owned open space under the viaduct available to the public.	<ul style="list-style-type: none"> + Improve community access to the river + Enhance culture and education at the river + Improve connectivity for all transportation modes + Expand housing and employment opportunities + Complement downtown revitalization + Enhance residents' recreational opportunities 	<ul style="list-style-type: none"> — Increase energy and materials use during construction + Decrease average miles driven, carbon emissions, and other auto-oriented pollutants + Reduce and treat stormwater runoff + Remediate industrial contamination + Create a compact urban form 	<ul style="list-style-type: none"> + Create about 1,260 direct and secondary jobs and associated income during construction period; creates long-term jobs at hotel and other commercial spaces + Enhance tourism and transient room tax revenues + Create cost efficiencies for urban services
Downtown Riverfront Park	Design and construct a 4-acre City-owned park on Willamette River.	<ul style="list-style-type: none"> + Enhance residents' recreational opportunities + Improve access to Willamette River + Contribute to community cohesion + Positive effect on health 	<ul style="list-style-type: none"> — Increase energy and materials use during construction + Reduce and treat stormwater runoff + Reduce energy consumption + Enhance habitat in riparian area + Positive effect on air quality 	<ul style="list-style-type: none"> - Increase costs for security and maintenance + Create about 110 jobs and associated income during construction period + Increase property values + Enhance tourism and transient room tax revenues
Bike Path	Design and improve Bike Path throughout Downtown Riverfront site.	<ul style="list-style-type: none"> + Improve connectivity and access to riverfront and downtown core + Increase opportunities to improve health 	<ul style="list-style-type: none"> — Increase energy and materials use during construction + Decrease average miles driven, carbon emissions, and other auto-oriented pollutants 	<ul style="list-style-type: none"> + Create about 10 jobs and associated income for every \$1 million of path construction expenditure during construction period
Quiet Zone	Enhance safety at RR crossings to meet federal standards to eliminate train horn noise (which has a minimum of 96 decibels). Project includes 10 crossings: 8 th Avenue, High Street, Pearl Street, and 7 additional crossings west of the Downtown Riverfront site.	<ul style="list-style-type: none"> + Increase safety at railroad crossings + Improve access to riverfront site + Diminish noise + Improve health + Addresses HUD requirements for noise levels adjacent to affordable housing in and around the Downtown Riverfront site 	<ul style="list-style-type: none"> — Increase energy and materials use during construction + Implement management of contaminated MGP site 	<ul style="list-style-type: none"> + Create about 35 jobs and associated income during construction period + Provide essential access to riverfront site (8th Avenue crossing and roundabout) + Reduce construction costs of development
Enhanced Pedestrian Environment	Improvements to streets above basic street requirements.	<ul style="list-style-type: none"> + Enhance the public experience + Positive effect on health 	<ul style="list-style-type: none"> + Reduce and treat stormwater runoff + Reduce energy consumption + Positive effect on air quality 	<ul style="list-style-type: none"> + Enhance financial viability of the development overall
Historic Preservation of Steam Plant	Seismic upgrades and other repairs of Steam Plant.	<ul style="list-style-type: none"> + Enhance cultural identity 	<ul style="list-style-type: none"> + Conserve existing resources 	<ul style="list-style-type: none"> — Cost of rehabilitation may exceed economic value of the structures
Affordable Housing	New housing in the District that is specifically targeted to low income households.	<ul style="list-style-type: none"> + Increase location choices for low-income households + Reduce dependency on automobiles + Reduce commute times + Provide access to goods and services + Improved standard of living positively affects health 	<ul style="list-style-type: none"> — Increase energy and materials use during construction + Decrease average miles driven, carbon emissions, and other auto-oriented pollutants 	<ul style="list-style-type: none"> + Create about 15 jobs and associated income for every \$1 million of multi-family construction expenditure during construction period + Increase consumption spending + / - Varying impact on property values

2 Framework

This report's primary purpose is to help the Agency understand the long-term impacts of redeveloping the Downtown Riverfront site in partnership with WDA. The analysis assumes the redevelopment will be consistent with the WDA concept plan, as presented to the Agency Board on January 31, 2018, and the estimated costs of public infrastructure and private construction based on the proposed terms presented to the Agency Board on May 29, 2018. The Agency Board is scheduled to hold a public hearing June 25 and work session on July 9 for the proposed terms.

The analysis estimates the costs and benefits in the short and long term. To estimate the net impacts of redeveloping the site, the costs and benefits of one possible future must be compared to the costs and benefits that would occur in a different future. This analysis compares a future based on redeveloping the Downtown Riverfront site in accordance with the conceptual site plan developed by WDA to a future where no redevelopment occurs.

2.1 Description of the development

This cost-benefit analysis is based on the conceptual site plan for a Downtown Riverfront neighborhood developed by WDA with SERA Architects and the proposed terms presented to the Agency Board on May 29, 2018. At this time, WDA wants to purchase 8.04 acres from the Agency. They intend to construct a mix of building use types:

- 70 townhouses
- 215 multi-family units
- 125-key hotel
- 14,000 square feet of commercial space
- 0.32-acre viaduct open space, privately owned and publicly accessible

The analysis also takes into account impacts associated with development that will not be owned by WDA:

- 4-acre Riverfront Park (includes a 1-acre plaza)
- Restaurant and commercial space
- 75 to 90-unit (estimated) affordable housing building
- Steam Plant

The Riverfront Park will be owned and managed as a component of the City's park system. The restaurant and commercial space will be on land owned by the City or the Agency, and leased to WDA to construct a privately owned building on the sites.

3 Costs

The analysis includes two types of direct costs borne by the City and the Agency: those investments that primarily will benefit the Downtown Riverfront neighborhood, including the hotel, restaurants, and residences; and investments in the site to develop community assets, including the park, affordable housing, the Steam Plant, and the Quiet Zone, which will be made independent of the proposed WDA redevelopment.

The table and figure below show the following:

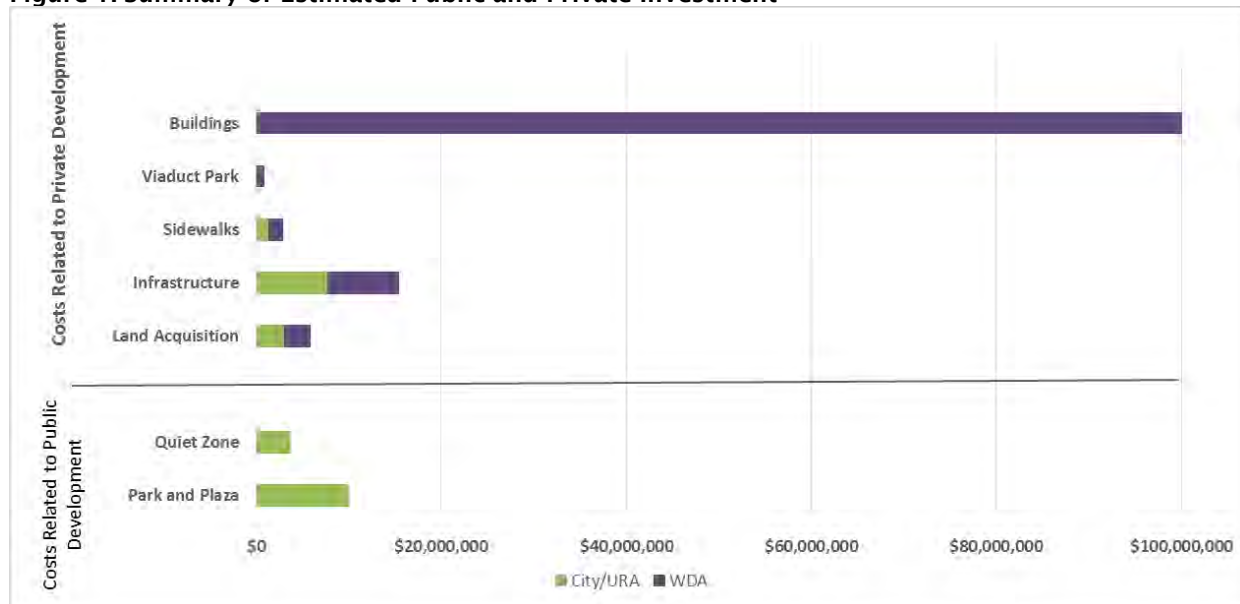
- City and the Agency's direct costs associated with the private investment in new construction, about \$12.2 million. These investments fund the purchase of property (Steam Plant, roads, commercial parcels, and plaza) and basic infrastructure (roads and utilities) to serve the Downtown Riverfront neighborhood.
- City and the Agency's direct costs for community assets, investments that will be made independent of the proposed WDA redevelopment, about \$13.7 million. These investments include the 4-acre park/plaza and the Quiet Zone.
- Direct costs borne by WDA, about \$112.8 million. The investments include the construction of new buildings, the land, and the proportional share of basic infrastructure to serve the redevelopment.

Table 2. Summary of Estimated Public and Private Investment

	City/URA Investment	WDA Investment	Total
Costs Related to Private Development			
Land Acquisition	\$3,100,000	\$2,700,000	\$5,800,000
Infrastructure*	\$7,725,000	\$7,725,000	\$15,450,000
Sidewalks*	\$1,400,000	\$1,500,000	\$2,900,000
Viaduct Park*	\$0	\$900,000	\$900,000
Buildings*	\$0	\$100,000,000	\$100,000,000
Sub-total	\$12,225,000	\$112,825,000	\$125,050,000
Costs Related to Public Development			
Park and Plaza*	\$10,000,000	\$0	\$10,000,000
Quiet Zone	\$3,700,000	\$0	\$3,700,000
Total-Community Resources	\$13,700,000	\$0	\$13,700,000
Total Investment	\$25,925,000	\$112,825,000	\$138,750,000

* Preliminary Estimate

Figure 1. Summary of Estimated Public and Private Investment



Total costs borne by the City/Agency are about \$25.9 million. Over half of those costs are investments in infrastructure that will benefit the community at large, including the park itself and utilities and streets needed to serve and access the park. The portion related to the private development are those investments that will leverage private investment from WDA into the redevelopment site.

WDA's land acquisition proposed price (\$7.95 per square or \$2.7 million) is based on the value for unimproved land that the Agency paid to purchase it from the Eugene Water and Electric Board (EWEB) in April. The City/Agency land acquisition cost of \$3.1 million was spent from Agency funds in April and is for the Steam Plant, the 1-acre plaza that will be added to the park, lots 6 and 8 that are to be ground leased for commercial use, and the streets, which will remain publicly owned.

The City's investments will also support development of the affordable housing building and the redevelopment of the Steam Plant. The Agency's purchase of the land from EWEB was the primary investment made by the Agency in support of those projects.

4 Fiscal Impacts

Redeveloping the site will have direct fiscal impacts to the Agency and the City. The revenues include property tax revenue, Transient Room Tax revenue, and parking revenue from on-street spaces.

4.1 Property Taxes

The site has been owned by EWEB for decades. As a public agency, EWEB does not pay property taxes on its real property, thus the site has generated no property tax revenue. This analysis calculates the property tax revenue generated by converting the land WDA wants to acquire and lease to private ownership and the development of new construction at the site.

Property tax revenue in Oregon is determined by multiplying the property tax rate for a taxing district by a property's assessed value. In Oregon, "assessed value" is not directly tied to a property's appraised real market value. To calculate the assessed value, the "changed property ratio" is applied to the appraised real market value. The changed property ratio is the average percentage difference of like properties (single-family residential, multi-family residential, commercial) between real market value and assessed value, as calculated and reported by the County Assessor.

The Downtown Riverfront site lies in the Riverfront Urban Renewal District, which collects tax revenue from the overlapping taxing districts on new assessed value (known as "increment") that is added to the tax rolls during the existence of the District. In FY 2018, the tax rate that is applied to the District's increment is \$16.6152 per \$1,000 of assessed value. At this site, the increment associated with the redevelopment includes the land and new construction.

To estimate the assessed value of the land, staff relied on data from the Lane County Assessor. Nearby properties directly to the north of the site have an average real market value of \$1.32 million per acre. Staff applied this figure to the 8.92 acres the WDA wants to purchase or ground lease. Staff evenly split the WDA acreage into three uses: single-family residential, multi-family residential, commercial. The even split across the uses is a rough estimate of how the land will be used as it is developed, based on WDA's proposed concept. The analysis does not include the two parcels that WDA wants to remain in public ownership, and the development will lease the ground from the Agency.

Staff then applied the appropriate changed property ratio for each use to calculate the assessed value. Table 3 below shows the acres and estimated real market and assessed values of the land only.

Table 3. Estimate of New Assessed Value: Land only

	Acres*	Real Market Value	Changed Property Ratio	Assessed Value
Townhouses-Land	3.0	\$3,928,000	0.739	\$2,902,000
Multi-Family-Land	3.0	\$3,928,000	0.592	\$2,325,000
Hotel/Commercial-Land	3.0	\$3,928,000	0.659	\$2,588,000
Total Land	8.9	\$11,784,000		\$7,815,000

* Numbers do not add due to rounding.

For the new buildings, staff used the estimated value of construction by use, as provided by WDA, to estimate the real market value. Staff then applied the appropriate changed property ratio for each use to calculate the assessed value. Table 4 below shows the different building types, their estimated real market and assessed values. This likely underestimates the assessed value, as it is based on the estimated cost of construction, and not the actual real market when the structures come onto the tax rolls.

Table 4. Estimate of New Assessed Value: New Construction

	Real Market Value	Changed Property Ratio	Assessed Value
Townhouses-New Construction	\$38,570,000	0.7390	\$28,503,230
Multi-Family-New Construction	\$40,805,000	0.5920	\$24,156,598
Hotel/Commercial-New Construction	\$20,625,000	0.6590	\$13,591,875
Total New Construction	\$100,000,000		\$66,251,703

To calculate tax revenue, staff assumed the new assessed value associated with new construction will come on the tax rolls over a three-year period, from 2021 to 2023. Staff evenly split the new value over that three-year period, so that one-third becomes taxable in 2021, the next third in 2022, and the final third in 2023. The land comes on the tax rolls one year in advance of construction. Assessed value can increase by 3% per year, as allowed by Oregon state law.

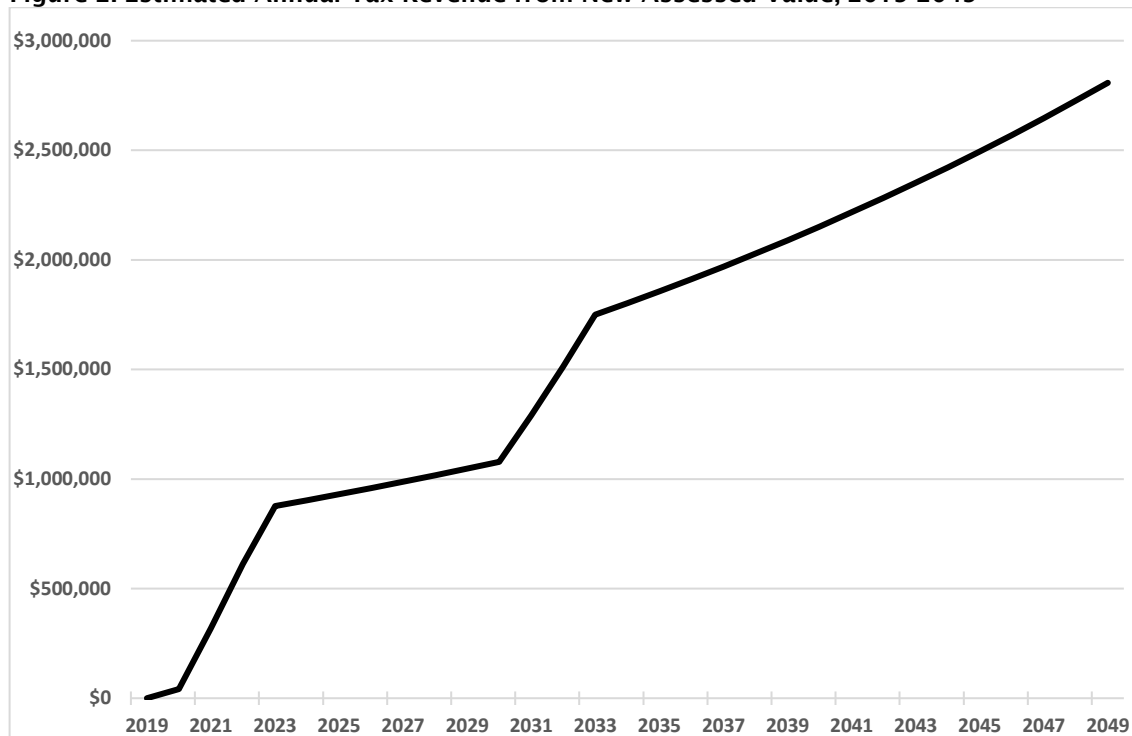
The estimate of new assessed value does not include the Steam Plant redevelopment nor the parcel reserved for an affordable housing development.

The estimate of tax revenue does not include tax revenue associated with the value of the three multi-family buildings in their first 10 years, to account for the 10-year Multi-Unit Property Tax Exemption (MUPTe). WDA has stated it will pursue a MUPTe on the three eligible multi-family properties, which is subject to City Council approval.

The District currently generates \$16.6152 per \$1,000 of assessed value. Staff calculated the annual revenue generated by the development of the Downtown Riverfront redevelopment, shown below in Figure 2.¹ The Figure shows the total revenue generated by the tax rates that are currently directly to the Riverfront UR District.

¹ Staff applied an assumed collection rate for property taxes of 94% to calculate estimate tax revenues.

Figure 2. Estimated Annual Tax Revenue from New Assessed Value, 2019-2049



Notes:

1. Overlapping taxing districts include the City of Eugene, Lane County, School District 4J, Lane Community College, Lane Educational Service, and General Obligation bonds.
2. Tax revenues are based on an assumed collection rate of 94%.

The Figure shows that the area generates no property tax revenue in 2019. The vacant land is in public ownership and does not generate tax revenue. If the site is not developed, it will continue to generate no property tax revenue.

In 2020, about one-third of the land would transfer to in private ownership, generating about \$40,000 of new tax revenue. In 2024, the redevelopment is expected to generate about \$900,000 to the District. The total tax revenue is affected by three key assumptions:

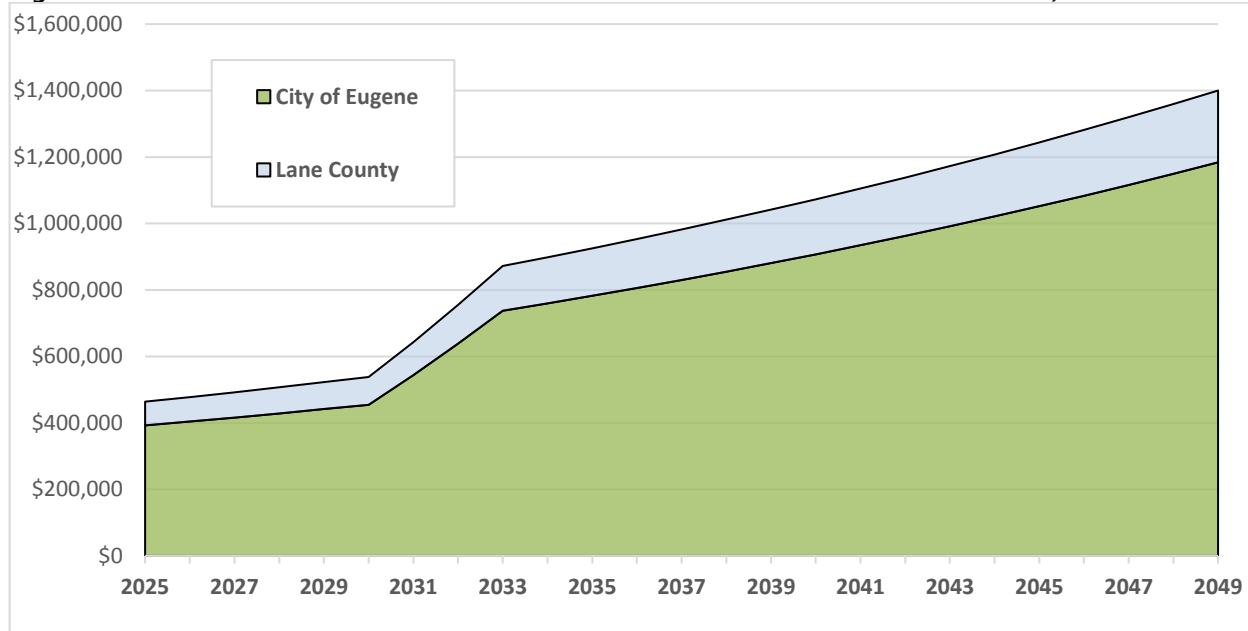
- From 2021 to 2023, land and new buildings come onto the tax rolls.²
- The three multi-family rental properties would be exempt from property taxes, assuming they would receive a MUPTE (but the land under those buildings will generate tax revenue). The analysis assumes one multi-family building is built per year from 2020 to 2023, each building is exempt for ten years, and the three multi-family buildings come onto the tax rolls from 2030 to 2033. For this analysis, the value of the tax exemption is estimated to be a total of \$4.7 million for the 10-year period.
- Assessed value increases 3% per year, as allowed under Oregon state law.

² The analysis estimates tax revenue per year and does not distinguish between calendar and fiscal year. The timing of the land purchase and construction completion dates can affect the tax value in its first year of being on the tax rolls. This analysis does not attempt to estimate values at such a precise level of detail.

Figure 3 shows annual tax revenue to the City of Eugene and Lane County, after 2024 (when the UR District is scheduled to sunset). The Figure shows the two largest taxing that would be affected by the sunset of the UR District.³

- In 2025, after the District sunsets, the redevelopment will generate \$390,000 to the City of Eugene and \$72,000 to Lane County.
- By 2033, all three MUPTEs have expired and the redevelopment will generate \$738,000 to the City of Eugene (approximately \$78,000 from the MUPTE expiration) and \$135,000 to Lane County.

Figure 3. Estimated Annual Tax Revenue to Local Districts from New Assessed Value, 2025-2049



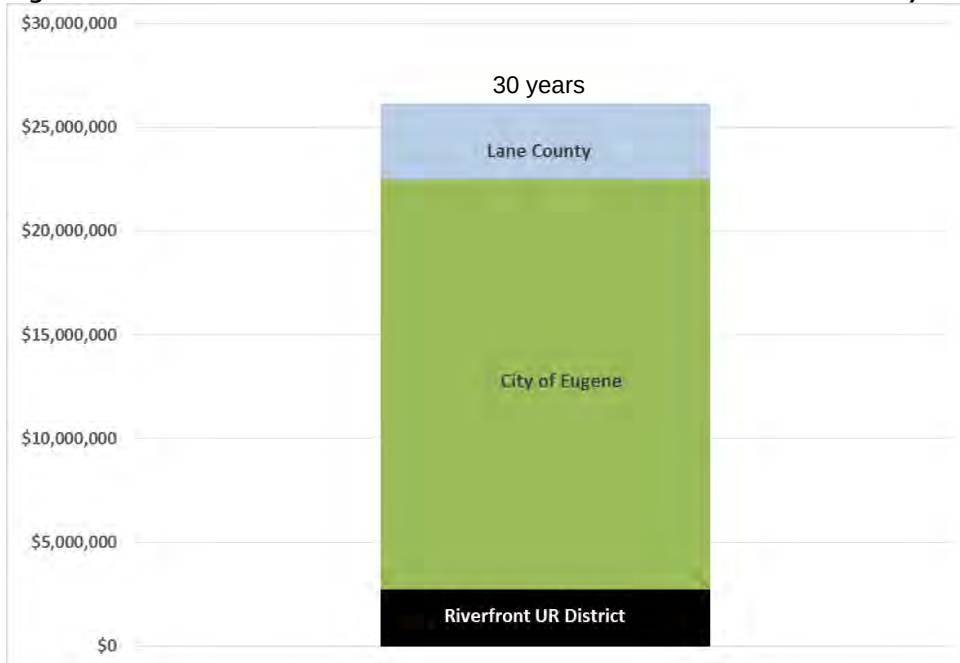
Note: Tax revenues are based on an assumed collection rate of 94%.

From 2019 to 2049, the new development will have generated about \$26 million in property taxes to the UR District, the City, and Lane County combined (see Figure 4).

- The UR District will have collected about \$2.8 million from the new development by the time the District sunsets in 2024.
- The City of Eugene will have collected about \$19.8 million.
- Lane County will have collected about 3.6 million.

³ When the Riverfront UR District sunsets, the tax rates associated with Lane ESD and School District 4J will largely impact on the State's budget, because K-12 schools are mainly funded on a per-pupil funding formula (rather than by the level of property tax dollars generated within their boundaries). The State determines how much money must be allocated for the education of each pupil across the state. If more funds are available through local school property taxes, the State would have additional dollars to allocate as it chooses.

Figure 4. Estimated Cumulative Tax Revenue from New Assessed Value by 2049



Note: Tax revenues are based on an assumed collection rate of 94%.

The new development will also generate tax revenue to other taxing districts, which includes School District 4J, Lane Community College, Lane Educational Service, General Obligation bonds and Local Option levies. The estimated revenue shown in Figure 3 and Figure 4 do not show the revenue directed to those districts.

- The tax revenue from new assessed value generated by School District 4J's permanent tax rate is largely an impact on the State's budget because K-12 schools are mainly funded on a per-pupil funding formula (rather than by the level of property tax dollars generated within their boundaries). The State determines how much money must be allocated for the education of each pupil across the state. If more funds are available through local school property taxes, the State would have additional dollars to allocate as it chooses. Staff estimates that the new development will have generated about \$13.4 million to State's school funds by 2049.
- Tax revenue directed to General Obligation bonds will help pay the annual levied amount. New tax revenue will minimize the tax burden borne by other properties in affected taxing districts.
- Local Option levies are short term and will expire within a few years.

4.2 Revenue-Parking

The redevelopment will include about 200 on-street parking spaces. An on-street space generates about \$2,000 per year in gross revenue and costs about \$200 per year to patrol. The net annual revenue will be approximately \$1,800 per space, or \$360,000 per year in total parking revenue on the redeveloped site. Parking revenues support the City's parking program and on-going maintenance of structured parking facilities.

4.3 Revenue-Transient Room Taxes

The City of Eugene imposes a 4.5% Transient Room Tax (TRT) on all overnight stays in the city. The WDA redevelopment plan will increase TRT revenues in two ways.

The WDA redevelopment plan includes a 125-room hotel, which will directly generate TRT revenue. The actual TRT generated by the hotel depends on price per room and occupancy rates. At this time, staff do not have information about expected room rates. Travel Lane County provided data regarding the average revenue per available room in Eugene. The average revenue per available room in Eugene in 2017 (through October) was \$81.92. Applying this figure to the 125 rooms at the planned hotel, the hotel would generate \$3.7 million in annual gross revenue, yielding about \$169,000 per year in TRT. However, it is important to note that the planned hotel is unlikely to increase total TRT by that amount. Travel Lane County reports that the existing hotel-room supply is inadequate for some parts of the year. This hotel will expand supply and increase the overall availability of hotel rooms. The new hotel will likely take some of the existing market share; some of the TRT generated by existing hotels will simply shift to the new hotel. It is beyond the scope of this study to calculate the portion of the new hotel's revenue that will be actual growth in demand.

The development on the riverfront site will contribute to the community's overall identity as a visitor destination in a positive way. It will enhance the appeal of the Eugene area for tourism. The site's proximity to major athletic venues, including Autzen Stadium and Hayward Field, make it an obvious destination for visitors attending athletic events. The improved access for all transportation modes will ensure that the park and potential restaurants and retail will attract the visitors before and after the athletic events, enhancing the visitor experience and generate increased business sales. To the degree that the Eugene area increases its appeal as a visitor destination, hotel revenue will increase, which will in turn yield increased revenues from the TRT.

5 Other impacts

To describe the non-fiscal impacts, staff relied on the Triple Bottom Line (TBL) framework to help consider the social equity, environmental health, and economic prosperity impacts associated with redeveloping the Downtown Riverfront site. Public investments in the area will affect the long-term outcome of the development and the TBL impacts analysis will help the Agency understand the short-term and long-term implications of potential investments.

This section describes the impacts of development of the site as a whole. Staff also assess the impacts for the following specific elements of the redevelopment:

- Riverfront Park and Plaza
- Bike path
- Quiet Zone
- Enhanced streets and sidewalks
- Historic preservation of Steam Plant
- Affordable housing

5.1 Overall Development of Downtown Riverfront Site

This section describes the impacts associated with the overall development of the site. It is the combination of private investment with multiple public investments that will create a new riverfront neighborhood as a result of both public and private investments. After this section, staff describe the impacts that can be tied to specific public investments.

The new development will be part of a '20-minute neighborhood', a place where residents have easy, convenient access to many of the places and services they use daily including grocery stores, restaurants, and parks, without relying heavily on a car. As described by the City of Eugene's Office of Sustainability,

20-minute neighborhoods are characterized by a vibrant mix of commercial and residential uses all within an easy walk. They have higher concentrations of people and are complete with the sidewalks, bike lanes and bus routes that support a variety of transportation options. They are an important strategy for reducing reliance on the automobile, lowering transportation costs, and reducing our community's greenhouse gas emissions. In addition, walkable neighborhoods improve public health, help residents save money as they spend less on driving, and improve access to daily needs.

The development also plays a significant role in place-making. As described in a TBL tool for economic development, place-making:

...creates inviting and distinctive spaces where people want to live, work and play. Place-making can contribute to the financial bottom line through increased property value, tourism receipts and firm recruitment and retention...Preserving and enhancing cultural and historic resources can contribute to economic vitality. In addition, community well-being may be improved if these resources contribute to civic pride, a sense of identity and connection, and well-utilized public spaces⁴.

Social Equity – Overall

Improve community access to the river

As described in the *EWEB Riverfront Master Plan*, over 20 years of planning documents and community efforts have identified the Downtown Riverfront site as the place where the city should meet the river. An investment in the park, bike path, and streets will create new access to the Willamette River in the city center, creating recreational and health benefits for the public that are both immediate and long lasting. The Eugene community places significant value on the ability to access neighborhood parks, open space, and nearby nature to bicycle, walk, attend events, eat lunch, and experience the river. A newly created riverfront park is expected to attract hundreds of visitors per day, providing health, well-being, and quality of life benefits for the community. Staff describe benefits specifically associated with the riverfront park in the section below.

Enhance culture and education at the river

The redevelopment site is the only property within the *Eugene Downtown Plan* area that is immediately adjacent to the river, and can serve as the community's living classroom for local history and rich natural habitat. For over 100 years, the EWEB operations facility and the former Agripac industrial use have been an obstacle to the community's access to the river from downtown. For decades, the community's vision for the riverfront focused on creating a place where residents and visitors come to live, work, recreate, attend cultural and educational events, and reinforce civic identity and local pride. Creating an accessible neighborhood along the Willamette River will enhance Eugene's civic identity as a city on the river. The *EWEB Riverfront Master Plan* identifies the open space along the river as a place to teach and inspire inquiry into the community's history, in a variety of ways and at a variety of scales.

Improve connectivity for all transportation modes

The transportation improvements include an improved bike path with good connectivity to the downtown core, a street-grade railroad crossing and roundabout on 8th Avenue, and an extension of 5th

⁴ Hammer, J., G. Pivo, I. Goldstein, and M. McCullough. *The Triple Bottom Line for Economic Development: A Practitioner's Guide*. US Economic Development Administration. January 2015.

Avenue into the redevelopment site. The new roads and paths will enable access to the new development, the new park, and the Willamette River. Constructing the new transportation routes are consistent with concurrent planning efforts, including the *Climate & Energy Action Plan* and the *Willamette Open Space Visioning Project*.

Expand housing and employment opportunities

The urban development in the redevelopment site will create opportunities for households to live within walking distance to the Willamette River, the downtown core, and the University of Oregon. The development plan includes affordable and market-rate housing, so households across the income spectrum will have housing choices in the area, helping to achieve the Envision Eugene goal of providing housing affordable for all. The development plan includes almost 400 new housing units, which helps the City achieve its stated Envision Eugene goal of increasing the number of housing units in the downtown core by 1,000 units. The site will offer proximity to employment centers, retail goods and services, views of the river, and recreational activities that are not currently available in Eugene.

Complement downtown revitalization

Most of the planned development will be housing. The new housing will increase the number of people living within walking distance to the downtown, which will complement existing commercial activity, thereby enhancing the continued investment and activity in downtown. The enhanced amenities along the riverfront and improved urban design connections to the rest of downtown will realize the *Eugene Downtown Plan* vision for downtown as an active, strong urban core connected to the river.

Contribute to Envision Eugene Goals

The planned development helps the City meet many of the goals articulated in Envision Eugene:

- Promote compact urban development and efficient transportation options.
 - Integrate new development and redevelopment in the downtown, in key transit corridors and in core commercial areas.
 - Meet the 20-year multi-family housing need within the existing Urban Growth Boundary.
 - Make compact urban development easier in the downtown, on key transit corridors, and in core commercial areas.
- Provide housing affordable to all income levels.
- Protect, repair, and enhance neighborhood livability.
- Protect, restore, and enhance natural resources.

Environmental Health – Overall

Increase energy and materials use during construction period

The construction of the infrastructure and new buildings will consume natural resources, including gravel, concrete, wood, steel, and other materials. The construction equipment will generate greenhouse gasses and other emissions. It is important to note that any new development will generate similar negative impacts, but because this area will be a centrally located, compact neighborhood, this development makes it likely that residents and businesses in the area will consume fewer resources over the long term.

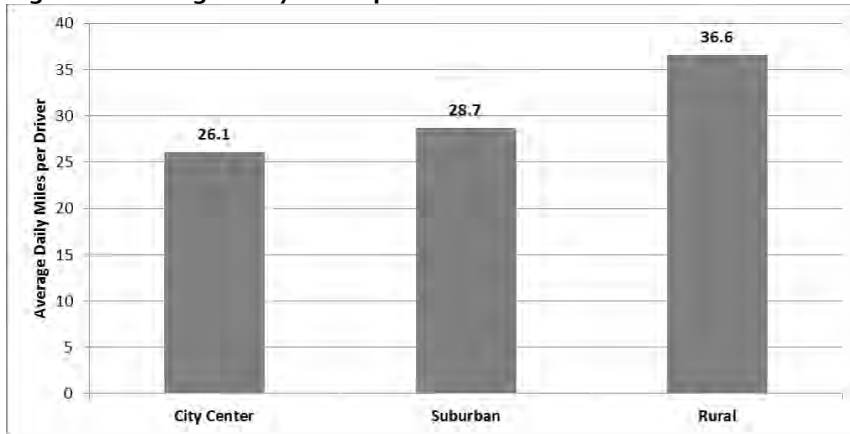
Decrease average miles driven, carbon emissions, and other auto-oriented pollutants

A high priority action item within the *Eugene Climate and Energy Action Plan* is to increase density around the urban core and along high-capacity transit corridors. The Action Plan indicates that increasing the density of development around the urban center is an effective strategy for reducing fossil fuel use and

greenhouse gas emissions. As a centrally located, compact neighborhood, the riverfront development will reduce average energy consumption over the long term.

National data show that individuals living in city centers drive, on average, fewer miles than individuals in other parts of a community. Figure 5 below shows that individuals drive 2.5 fewer miles per day than individuals in suburban parts of a community, and 10.5 fewer miles per day than individuals who live in rural areas.

Figure 5. Average Daily Miles per Driver



National Household Travel Survey, 2009, as reported in Transportation Energy Data Book, Figure 8.5 from Oak Ridge National Laboratory. July 2014.

Dense, mixed-use development near the downtown and University of Oregon will increase housing opportunities within close proximity to employment and retail services and cultural venues, decreasing average miles driven per Eugene resident. This will result in lower per capita carbon emissions and other automobile emissions (including carbon monoxide, nitrogen oxides, sulfur oxide, and particulate matter).

Reduce and treat stormwater runoff

The existing riparian river edge will be enhanced, providing significant habitat and ecological connectivity for a healthier environmental balance. To manage stormwater, the new park and landscaped areas will reduce the negative impacts of urban runoff typically associated with large volumes of untreated runoff and the release of harmful chemicals into waterways. To manage stormwater, the sidewalks will integrate green infrastructure.

The *EWEB Riverfront Master Plan* shows almost all (93%) of the redevelopment site in its current configuration is covered with impervious surfaces, creating 16.4 million gallons of stormwater runoff annually. Redeveloping the site will sustainably manage the property's storm water runoff through collection, retention and cleansing. The result will reduce runoff by an estimated 19% to 65% by conserving water for human use, ground water recharge, filtration and habitat creation. These stormwater enhancements will reduce the amount of impervious surface on the property and represent potential storm water management cost savings for the City.

Remediate industrial contamination

The site has been in industrial use for over 100 years. Environmental assessments found petroleum, arsenic, and polychlorinated biphenyl (PCBs) on site. The most contaminated areas have been remediated since 2015, but the site still has some contaminated soil. The Oregon Department of Environmental Quality (DEQ) has approved a Contaminated Media Management Plan (CMMP) as part of the letter of No Further Action (NFA), which provides direction for soils management during any ground-breaking activity. Contaminated soils will be managed to minimize exposure during the construction period and as

it becomes occupied. Some contaminated soils may be moved offsite to an authorized disposal facility and the new buildings and roads will effectively cap the soil, limiting exposure to safe levels.

Create a compact urban form

Development on the Downtown Riverfront site will follow the *EWEB Riverfront Master Plan* and will be a dense, urban development. The compact urban form on the site will reduce pressure to build housing and commercial space on land elsewhere in the region. The compact urban form on the riverfront site will help preserve existing open space and agricultural lands, which helps the community achieve the Envision Eugene goal “Promote compact urban development and efficient transportation options.”

Economic Prosperity – Overall

Create jobs and income during construction period

Constructing the residential and commercial structures will generate short-term jobs and associated income. Using an input-output model to estimate the number of jobs and income impacts associated with construction expenditures, City staff found that the residential and commercial construction will directly generate approximately 540 jobs with an average annual wage of \$61,000. The construction activity will have ripple effects throughout the Lane County economy, generating an additional approximate 720 jobs with an average annual wage of \$36,000. In total, the private investment in residential and commercial structures will generate an estimated 1,260 jobs.⁵

Constructing the streets network will also generate short-term jobs and associated income. Constructing the 8th and Hilyard crossing will generate short-term jobs and associated income. Using an input-output model to estimate the number of jobs and income impacts associated with construction expenditures, City staff found that the \$15.45 million to construct the streets and other infrastructure will generate about 70 jobs with an average annual wage of \$61,000. The construction activity will have ripple effects throughout the Lane County economy, generating an additional 70 jobs with an average annual wage of \$42,000. In total, the streets and infrastructure construction will generate an estimated 140 jobs in Lane County.

Create jobs and income during operations period

The WDA concept plan includes a small amount of commercial space, a restaurant, and a hotel. These commercial facilities will generate jobs and associated income. At this time, staff are unable to estimate the expected jobs and income.

Increase tax revenue

Please refer to Section 4 above for a description of the fiscal impacts to the City and the Agency.

Create cost efficiencies for urban services

Intensively developing land inside the Urban Growth Boundary will be more cost effective by reducing the need for constructing new infrastructure, and creating service cost efficiencies.

5.2 Riverfront Park

The City of Eugene is working to design and construct a 4-acre park along the edge of the Willamette River. The park includes greenspace along the river and an open plaza.

⁵ City staff used the IMPLAN model throughout this analysis to conduct the input-output analysis to estimate jobs and wages. The jobs are short-term jobs specifically associated with construction expenditures. Incomes are in 2015 dollars.

Social Equity – Park

Enhance residents' recreational opportunities

The Riverfront Park will provide a direct benefit to the community's residents, as it will create a public space to enjoy the Willamette River within the urban core. Based on visitation rates of the City's existing park system, Park Planners at the City of Eugene estimate that the new riverfront park will have at least 1,000 visits per day.

Economists have developed methods to quantify the economic value of the direct use of public space. In the City of Eugene, Earth Economics recently calculated that Eugene's parks and natural areas provide \$21 million in recreational benefits each year.⁶

In Seattle, the Trust for Public Land conducted a survey to estimate the community's 'willingness to pay' for the recreation experience. That is, how much would the residents pay for similar experiences in commercial venues in the absence of public parks. The so-called 'direct use value' represents the amount of money residents save by not having to pay market rates to enjoy the parks. That study found that Seattle residents value general park use (such as playgrounds, trails, dog walking, and picnicking) at \$1.95 per visit and they value special uses (such as fishing, kayaking, gardening, festivals, concerts, and attractions) at \$6.77 per visit.⁷ These data show that residents place economic value on parks and the activities that occur within them and that specialized parks have particularly high value.

The presence of a new park in the riverfront site will create new value for Eugene's residents: It will be a new venue for general park use and a new specialized riverfront facility. To estimate the economic value to Eugonians, staff can apply a mid-range value from the Seattle study to the estimated 1,000 daily visits to the new park. If staff use \$3 per visit, the economic value of the new park equals \$1.1 million per year.

Improve access to Willamette River

The Willamette River is a hugely important amenity in the community and the park will create a new setting for viewing and accessing the river. Improved river access was one of the community's priorities identified in the *EWEB Riverfront Master Plan* process. The *Eugene Parks and Rec System Plan* also references better access to the Willamette as a specific goal to create more connections to and through parks and natural areas throughout the city. New roads into the site and the rebuilt bike path will provide the entire community significantly improved routes to the park and riverbank.

Contribute to community cohesion

Social gathering spaces, such as parks, schools, and churches, contribute to community cohesion. The institutions and places that make up the network of human relationships can make a neighborhood stronger, safer, and more successful. Parks offer opportunities for all ages and income levels in a community to communicate, interact, and learn.⁸ The Riverfront Park's central location and proximity to the downtown core will make it a public place where the whole community has an opportunity to interact. The plaza will provide physical spaces for community gatherings.

⁶ Earth Economics. *Nature's Value: An Economic View of Eugene's Parks, Natural Areas, and Urban Forest*. For the City of Eugene, Parks and Open Space Division. 2015.

⁷ Trust for Public Land. *The Economic Benefits of Seattle's Park and Recreation System*. March 2011.

⁸ Trust for Public Land. *The Economic Benefits of Seattle's Park and Recreation System*. March 2011.

Positive effect on health

Greenspace positively affects emotional and physical well-being. There is research that measures the correlation between the risk of health problems to living near greenspace, and it has shown that living close to greenspace lowers the risk of heart disease, diabetes, chronic neck and back pain, asthma, migraines, depression and anxiety.⁹ Parks provide opportunities for people to engage in physical activity, which has been shown to lower claims against medical insurance and health care costs.¹⁰

Environmental Health – Park

Increase energy and materials use during construction period

The construction of the park infrastructure will consume natural resources, including gravel, concrete, and other materials. The construction equipment will generate greenhouse gasses and other emissions while it operates.

Reduce and treat stormwater runoff

Pervious surfaces and trees in parks can help infiltrate stormwater, thereby reducing stormwater management costs. This keeps it from entering the municipal stormwater system, which can reduce capital investments in stormwater infrastructure and operation and maintenance costs for the city. A 2007 study in Portland found that an average tree in an urban park in Portland processes 226 gallons of stormwater annually, providing the city \$6 in avoided stormwater management costs each year.¹¹ It is important to note that, in its current condition, the property is dominated by impervious surfaces and has no trees.

Reduce energy consumption

Trees influence the demand for energy at a local level, providing nearby structures shade in the summer and reducing the urban heat island effect.¹² This effect can reduce energy demand, which in turn lowers utility costs, improves air quality, and contributes fewer carbon emissions to the atmosphere.¹³ A 2007 report in Portland found that an average street tree in Portland reduces the demand for electricity and natural gas, providing property owners about \$3 in energy savings each year.¹⁴ While the average park tree may not affect the energy demand for structures adjacent to a park, those that are positioned similar to street trees may provide similar benefits.

Enhance habitat in riparian area

The park will be developed along the edge of the Willamette River and it will be designed to improve the natural function of the riparian edge. Riparian areas support a wide variety of plants and wildlife, and the planned improvements will increase the health of the area.

Positive effect on air quality

The trees and other vegetation in the park will positively contribute to air quality in the region. Trees, in particular, capture gaseous air pollution and particulate matter. For example, a 2007 study of the value of

⁹ Maas, J., R.A. Verheij, P.P. Groenewegen, et al. "Green Space, Urbanity, and Health: How Strong is the Relation?" *Journal of Epidemiology and Community Health* 60 (2006): 587-592.

¹⁰ Gies, E. *The Health Benefits of Parks*. The Trust for Public Land. 2006.

¹¹ Portland Parks and Recreation. Portland's Urban Forest Canopy: Assessment and Public Tree Evaluation. October. 2007.

¹² Earth Economics. Nature's Value: An Economic View of Eugene's Parks, Natural Areas, and Urban Forest. For the City of Eugene, Parks and Open Space Division.

¹³ Simpson, J.R. "Improved Estimates of Tree-Shade Effects on Residential Energy Use." *Energy and Buildings* 34 (2002): 1067-1076.

¹⁴ Portland Parks and Recreation. Portland's Urban Forest Canopy: Assessment and Public Tree Evaluation. October. 2007.

parks in Portland found that trees in parks throughout Portland remove on average 462,662 pounds of air pollutants annually, providing benefits of more than \$500,000 per year in reduced healthcare costs.¹⁵

Economic Prosperity – Park

Increase costs for security and maintenance

A new 4-acre park will add to the City of Eugene's park inventory, which will increase the costs for operations and maintenance. The new park will also require public safety patrols to ensure it is a safe and inviting space for the community. EWEB has committed \$750,000 over a ten-year period to support operations and maintenance, but the park will be the City's responsibility in the long term.

Create jobs and income during construction period

Constructing the park will generate short-term jobs and associated income. Using an input-output model to estimate the number of jobs and income impacts associated with construction expenditures, City staff found that \$10 million in parks construction activity (which is consistent with current estimates for the cost of constructing the Riverfront Park and Plaza) generates about 60 jobs with an average annual wage of \$60,000. The construction activity will have ripple effects throughout the Lane County economy, generating an additional 50 jobs with an average annual wage of \$40,000. In total, the parks construction will generate approximately 110 jobs in Lane County.

Increase property values

A well-designed park creates a desirable space, and some households are willing to pay a premium to live near that park. An extensive literature review of the impact parks have on property values concluded that most studies conducted over the past four decades found that parks increase the value of property near those parks.¹⁶

Studies that focused on parks in city centers found that parks have a greater positive impact on nearby properties than parks in more suburban landscapes. A study in the Minneapolis-St. Paul metropolitan area found that the benefit of being close to a park is higher for residences closer to the central business district.¹⁷ One study showed that residents were willing to pay a premium of 15% for homes or apartments nearby a neighborhood park, and an additional 2% if the home also had a view of the park.¹⁸

These results indicate that a public park in the riverfront site will enhance property values. Developing the park before private development begins will create higher assessed values for the structures than if they were built before the park. This will increase property tax revenue to the City and other affected taxing districts.

Enhance tourism and transient room tax revenues

The development on the riverfront site will contribute to the community's overall identity as a visitor destination in a positive way. While staff do not expect the park will be a tourist attraction, it will enhance the appeal of our area for tourism. The park's proximity to major athletic venues, including Autzen Stadium and Hayward Field make it an obvious destination for visitors attending athletic events. The

¹⁵ Portland Parks and Recreation. Portland's Urban Forest Canopy: Assessment and Public Tree Evaluation. October. 2007.

¹⁶ Crompton, J.L. 2001. "The Impact of Parks on Property Values: A Review of the Empirical Evidence." *Journal of Leisure Research* 33(1): 1-31.

¹⁷ Anderson, S.T. and S.E. West. 2006. "Open Space, Residential Property Values, and Spatial Context." *Regional Science and Urban Economics* 36(2006): 773-789.

¹⁸ Jim, C.Y. and W.Y. Chen. 2010. "External Effects of Neighborhood Parks and Landscape Elements on High-Rise Residential Value." *Land Use Policy* 27 (2010): 662-670.

improved access for all transportation modes will ensure that the park will attract the visitors before and after the athletic events, enhancing the visitor experience. To the degree that the Eugene area increases its appeal as a visitor destination, the increased visitor spending will have a positive economic impact on the area as visitors purchase accommodations, entertainment, food, and miscellaneous purchases. Increased visits will increase hotel revenue, which will in turn yield increased revenues from the Transient Room Tax.

5.3 Bike Path

The Ruth Bascom Bike Path provides bicycle and pedestrian access along the Willamette River. The path exists at this time, but will be rebuilt in coordination with the Riverfront Park, the 5th Avenue connection, and the 8th Avenue railroad crossing. The rebuilt path will create a strong bike/pedestrian connection between the riverfront site and the downtown core.

Social Equity – Bike Path

Improve connectivity and access to riverfront and downtown core

The bike path will improve connectivity between the existing bike path system and the new housing and commercial development at the riverfront site and the downtown core. The improved connectivity will lower the time required to reach the different locations on bike or foot. The improvement will enhance the experience of pedestrians and bicyclists and reduce their travel time. This will increase the likelihood that individuals will choose to make trips on foot or bicycle, instead of using a car.

Increase opportunities to improve health

An improved bike path connecting the riverfront site to other parts of the community will increase the opportunity for residents to use the bike path and increase their physical activity. By decreasing the use of autos and increasing the use of bicycles, the improved bike network will have positive impacts on community health.

Physical inactivity is a well-documented risk factor for many of the most common health problems facing Americans, including obesity, heart disease, stroke, some cancers, diabetes and depression. In a report that examined bicycle programs on federal lands, the Federal Highway Administration reported that it is estimated that 67% of U.S. adults age 20 years and over are overweight or obese and bicycling can be a good way to engage in regular physical activity.¹⁹

Environmental Health – Bike Path

Increase energy and materials use during construction period

The construction of the bike path will consume natural resources, including gravel and other materials. The construction equipment will generate greenhouse gasses and other emissions.

Decrease average miles driven, carbon emissions, and other auto-oriented pollutants

The bike path will improve connectivity and will increase the likelihood that individuals choose to make trips on foot or bicycle, instead of using a car, thereby reducing the number of miles driven by Eugene residents. This will result in lower per capita carbon emissions and other automobile emissions (including carbon monoxide, nitrogen oxides, sulfur oxide, and particulate matter).

¹⁹ Gleason, Rebecca and Laurie Miskimins. *Exploring Bicycle Options for Federal Lands: Bike Sharing, Rentals and Employee Fleets*. Federal Highway Administration, Western Federal Lands Highway Division, Western Transportation Institute. FHWA-WFL/TD-12-001. January 2012.

Economic Prosperity – Bike Path

Create jobs and income during construction period

Constructing the bike path will generate short-term jobs and associated income. Using an input-output model to estimate the number of jobs and income impacts associated with construction expenditures, City staff found that for every \$1 million in path construction activity generates about 5 jobs with an average annual wage of \$61,000. The construction activity will have ripple effects throughout the Lane County economy, generating an additional 5 jobs with an average annual wage of \$42,200. In total, every \$1 million in path construction will generate approximately 10 jobs in Lane County.

Increase exposure to retail businesses

The bike path will connect to 5th Avenue and its associated commercial activity. It will also directly pass near commercial activity in the riverfront site, including the planned restaurant on the plaza. These commercial facilities stand to take advantage of pedestrians and bicyclists traveling along the path and choosing to stop at them. The existing bike path covers many miles, but very few retail services are directly available on the path. The riverfront site has the potential to be a destination for weekend and evening bicyclists, looking to combine a recreational ride with a meal along the Willamette River. A recent study conducted for the City of Eugene reviewed the potential economic impacts of proposed street-design change to South Willamette, making it more accessible to bicycles and pedestrians.²⁰ The study reported that bike and walk trips are associated with more frequent business patronage, but with smaller per-trip expenditures. A survey in the Portland metropolitan area found that cyclists spent more than drivers at restaurants, drinking establishments, and convenience stores, but motorists spent more than cyclists at supermarkets.²¹ These data indicate that retail goods and services in the riverfront site will benefit from the proximity of the bike path.

5.4 Quiet Zone

The purpose of the Quiet Zone (QZ) is to eliminate the routine sounding of train horns at 10 downtown railroad crossings to increase neighborhood livability and downtown redevelopment potential, including at the Downtown Riverfront site. In the absence of a QZ, the Federal Railroad Administration (FRA) has the following requirements:

- Train horns must be sound 15 to seconds prior to and until a train reaches a crossing.
- The horn should not be sounded greater than a quarter-mile in advance of a grade crossing.
- The minimum sound level of the horn is 96 decibels (dBA), 100 feet in front of the train in its direction of travel.
- The maximum sound level is 110 dBA.

For context, audible communication usually ceases when background noise exceeds 90 dBA.

City Council and the Agency Board approved the crossing standards May 10, 2017 and funding sources on February 26, 2018 that are included in the FY19 Proposed Budget. The 10 railroad crossings that need to be altered in some way to meet the FRA's QZ requirements before the FRA will allow a QZ in the area are:

²⁰ ECONorthwest. "South Willamette Street Redesign: Economic Literature Review" memorandum for the City of Eugene, February 28, 2014.

²¹ Clifton, Kelly at al. "Consumer Behavior and Travel Mode Choices" Oregon Transportation Research and Education Consortium. 2013. As cited in ECONorthwest. "South Willamette Street Redesign: Economic Literature Review" memorandum for the City of Eugene, February 28, 2014.

- **8th Avenue Crossing.** Add center-line medians on both sides of the railroad crossing, construct a roundabout on EWEB's property. The roundabout will provide access to both the Downtown Riverfront property and the University of Oregon property while maintaining the needed separation from the railroad crossing.
- **High Street Crossing.** High Street is a major collector street at the railroad crossing. Install an additional two crossing gates to create a quad-gate crossing system to fully close the crossing during the time a train occupies the crossing.
- **Pearl Street Crossing.** Pearl Street is a major collector street at the railroad crossing. Install an additional two crossing gates to create a quad-gate crossing system and a pedestrian gate to fully close the crossing during the time a train occupies the crossing.
- **Remaining 7 RR Crossings.** The safety measures at the remaining crossings include a mix of supplemental safety measures.

Social Equity – QZ

Increase safety at railroad crossings

To establish a QZ, railroad crossings must have supplemental safety measures (SSMs). The SSMs include constructing medians, installing quad gates, or converting streets to one-way traffic to preclude motorists from entering a rail crossing when a train is about to occupy the crossing. The supplemental safety measures at the crossings will maintain the safety of the crossing while allowing the silencing of the routine train horns.

Improve access to riverfront site

Reconstructing the 8th Avenue crossing to improve the connection of the Downtown Riverfront site to the existing street system will greatly improve access to the Willamette River and the proposed public park. The reconstructed crossing will include a roundabout that will allow access to both the Downtown Riverfront property and the University of Oregon property and will enhance the connectivity of the riverfront to downtown for bicyclists and pedestrians. The 8th Avenue crossing is one part of an expanded road system, and it will create new connection to the River in the urban core. All members of the community will experience improved access to the whole site, the new public park, and the river.

Diminish noise

Implementing a QZ will reduce noise levels throughout the community. The FRA has modeled how train horn sound dissipates from its source. The model shows that speech interference can begin to occur approximately 7,000 feet (1.3 miles) from the track when the train horn is sounding. People, outside and closer than 1,500 feet from the track, may have to shout to be heard.²²

Improve health

Reducing the noise level will positively impact individuals who work or live within the impacted area. Some effects identified by researches include decreased performance on cognitive tasks, hearing loss, speech interference, and sleep disturbance. Research has also shown that negative cardiovascular effects are associated with long-term exposure to daily equivalent sound levels greater than 65 dBA and transportation noise is believed to accelerate and intensify the development of latent mental disorders.²³

²² Redden, John W.P., P.E. "Is Train Horn Noise a Problem in Your Town" *APWA Reporter*. September 2005.

²³ Lee, Cynthia S.Y. and Gregg G. Fleming. *General Health Effects of Transportation Noise*. US Department of Transportation, Research and Special Programs Administration, John A. Volpe National Transportation Systems Center. June 2002.

Environmental Health – QZ

Increased energy and materials use during construction period

The construction of the infrastructure will consume natural resources, including concrete, steel, and other materials. The construction equipment will generate greenhouse gasses and other emissions while it operates.

Implement management of contaminated MGP site

The planned roundabout to the east of the 8th Avenue crossing is designed to lie on top of a highly contaminated area known as the “MGP site”. The land is owned by EWEB and is not part of the redevelopment site land purchased by the Agency. It was once the site of a manufactured gas plant (MGP) and that industrial activity left contamination in the soil. DEQ has approved a management plan for the site that involves capping the soil, so that the contamination does not migrate and humans and animals are not exposed to it. The road infrastructure that makes up the roundabout may be constructed over the cap. The site will be capped, and incorporating it into the planned road infrastructure allows it to become a useful part of the area’s transportation infrastructure.

Economic Prosperity – QZ

Create jobs and income during construction period

Constructing the crossing will generate short-term jobs and associated income. Using an input-output model to estimate the number of jobs and income impacts associated with construction expenditures, City staff found that the \$3.7 million to construct the Quiet Zone infrastructure will generate about 15 jobs with an average annual wage of \$61,000. The construction activity will have ripple effects throughout the Lane County economy, approximately generating an additional 20 jobs with an average annual wage of \$42,000. In total, the Quiet Zone construction will generate about 35 jobs in Lane County.

Provide essential access to riverfront site

Reconstruction of the 8th Avenue crossing so that the Downtown Riverfront site is connected to the existing street system is essential to the success of the development project. Without improved access, the site cannot become an integrated part of the city and its urban core and development of the full site cannot occur.

Reduce construction costs of development

In the absence of a QZ, there is evidence that development may not occur on the Downtown Riverfront site. For example, the U.S. Department of Housing and Urban Development (HUD) may not allow the use of its funds for affordable housing. As part of the environmental review required by HUD to use Community Development Block Grant (CDBG) funds, the City has to identify areas of ‘problem’ noise. Anything over 65 dBA is considered a problem and must be mitigated. For sound levels exceeding 75 dBA, HUD encourages the developer to seek a different location. Sound mitigation efforts include triple-glazed windows and thicker walls. These mitigation efforts create higher construction costs, and the costs can increase so much that rents cannot cover them. Affordable housing is unlikely to be financially feasible on this site without improvements associated with the QZ.

Mitigation costs may be an issue for other development types, including market-rate housing and commercial structures. To mitigate the high level of sound, the construction costs will increase. It is likely that rents in the Eugene market will not be able to be high enough so that the rent covers the higher construction costs. The increased costs of noise mitigation will make development financially infeasible. The lack of high-decibel train horns will eliminate need for highly sound-resistant windows and walls, thereby lowering constructions costs.

5.5 Enhanced Pedestrian Environment

The WDA concept plan for redevelopment includes an enhanced pedestrian environment that connects the Downtown Riverfront area to 5th Avenue and 8th Avenue. The sidewalks will include enhanced pedestrian features and green infrastructure, so that the overall development offers a high quality urban experience. Viaduct open space is to be developed by WDA as a public amenity – privately owned but open to the public. The ultimate use is not finalized but some type of athletic courts or a dog park have been discussed.

Social Equity – Pedestrian Environment

Enhance the public experience

The enhancements to basic transportation infrastructure will make the area more visually appealing and make it a desirable location. Because the sidewalks, roads, and surrounding landscaping are in the open, all members of the community will enjoy the higher quality infrastructure. In addition, the wider sidewalks will make it easier to navigate the area for individuals with impaired mobility.

Positive effect on health

The enhancements are expected to include small greenspaces with natural landscaping. Greenspace positively affects emotional and physical well-being. There is research that measures the correlation between the risk of health problems to living near green space, and it has shown that living close to greenspace lowers the risk of heart disease, diabetes, chronic neck and back pain, asthma, migraines, depression and anxiety.²⁴

Environmental Health – Pedestrian Environment

Reduce and treat stormwater runoff

The landscaping throughout the Downtown Riverfront site will be designed to reduce stormwater runoff and filter runoff through bioswales. These stormwater enhancements will reduce the amount of impervious surface on the property and represent potential stormwater management cost savings for the City. The existing site has a total of 16.4 million gallons of stormwater runoff annually, and the greenspace in combination with the park will reduce runoff by an estimated 19% to 65%.

Reduce energy consumption

Trees influence the demand for energy at a local level, providing nearby structures shade in the summer and a barrier to wind in the winter. Both effects can reduce energy demand, which in turn lowers utility costs, improves air quality, and contributes fewer carbon emissions to the atmosphere. The effectiveness of a tree to reduce energy consumption depends on its proximity and position relative to a structure. Trees nearby structures on south-facing exposures typically provide greater levels of benefits than trees more distant from structures, or on north-facing exposures.²⁵ A 2007 report in Portland found that an average street tree in Portland reduces the demand for electricity and natural gas, providing property owners about \$3 in energy savings each year.²⁶

²⁴ Maas, J., R.A. Verheij, P.P. Groenewegen, et al. "Green Space, Urbanity, and Health: How Strong is the Relation?" *Journal of Epidemiology and Community Health* 60 (2006): 587-592.

²⁵ Simpson, J.R. "Improved Estimates of Tree-Shade Effects on Residential Energy Use." *Energy and Buildings* 34 (2002): 1067-1076.

²⁶ Portland Parks and Recreation. 2007. Portland's Urban Forest Canopy: Assessment and Public Tree Evaluation. October. Cost-Benefit Analysis: Redeveloping the Downtown Riverfront Site - June 19, 2018

Positive effect on air quality

The trees and other vegetation in the landscaped areas will positively contribute to air quality in the region. Trees, in particular, capture gaseous air pollution and particulate matter. For example, a 2007 study of the value of parks in Portland found that trees in parks throughout Portland remove on average 462,662 pounds of air pollutants annually, providing benefits of more than \$500,000 per year in reduced healthcare costs.²⁷

Economic Prosperity – Pedestrian Environment

Enhance financial viability

The enhanced public infrastructure will create a sense of place that makes the riverfront site a desirable location. The more desirable the site becomes, the more likely that the development will be financially successful and achieve full buildout.

5.6 Historic Preservation of Steam Plant

The Downtown Riverfront site includes the former Steam Plant, although it is not part of the WDA redevelopment. At this time, the UR Agency is seeking to transfer ownership and/or site control to a private party through a public process. The Agency issued a Request for Qualifications in May 2018 and hopes to identify a private party willing to repurpose the structure into an active use that complements the WDA redevelopment and Riverfront Park.

At this time, no public dollars have been committed to the Steam Plant.

Social Equity – Steam Plant

Enhance cultural identity

Adaptive reuse of the historic Steam Plant will preserve an important part of Eugene's past. Built structures are a tangible representation of history in a place. By preserving the historic structure, the community is able to share the spaces in which earlier generations lived and worked. Older structures are part of a community's history and preserving them enhances the City's cultural identity.

Environmental Health – Steam Plant

Conserve existing resources

Restoration and redevelopment may consume less energy than demolition and new construction, and preservation continues to use the value of past energy investment. Demolition and new construction not only consume present-day energy, but negates and wastes the past energy investment made in a building.

Economic Prosperity – Steam Plant

Cost of rehabilitation may exceed economic value of the structures

The full cost of rehabilitating the Steam Plant is not known. It is possible, however, that the cost of rehabilitation will exceed the economic value of the structures. The true value of rehabilitation is how the cultural value of the older structures enhance the overall Downtown Riverfront site and help to make the place a unique part of the community.

²⁷ Portland Parks and Recreation. 2007. Portland's Urban Forest Canopy: Assessment and Public Tree Evaluation. October. Cost-Benefit Analysis: Redeveloping the Downtown Riverfront Site - June 19, 2018

5.7 Affordable Housing

In Eugene, many individuals and families struggle to find housing they can afford. Approximately 60% of Eugene households pay more than 30% of their income on housing.²⁸ The City of Eugene works to create a range of stable, safe, and affordable housing opportunities for area residents. Eugene programs provide financial and regulatory incentives for the development of permanent, transitional and emergency housing developed by partner organizations.

The WDA concept plan includes a site for an affordable housing development. WDA will not purchase that portion of the site, instead the Agency would transfer the land to a qualified affordable housing developer.

At this time, the Agency has not identified expected costs for affordable housing. Potential funding sources include:

- Federal Low Income Housing Tax Credits
- State of Oregon Tax Credits
- Riverfront Urban Renewal
- HUD's HOME Investment Partnerships Program funds
- HUD's CDBG funds
- System Development Charge waivers
- Low Income Rental Housing Property Tax Exemption (LIRHPTE)

Social Equity – Affordable Housing

Increase location choices for low-income households

Current residents of affordable housing in the community have indicated that they have diverse preferences about housing locations.²⁹ Affordable housing in the riverfront site will create opportunities for low-income households to live within walking distance to the Willamette River, the downtown core, Lane Community College, and the University of Oregon. The site will offer proximity to employment centers, retail goods and services, views of the river, and recreational activities that are not currently available in Eugene.

Reduce dependency on automobiles

Housing in the Downtown Riverfront site will provide households the opportunity to live close to two major employment centers and a range of goods, services, educational, recreational, and cultural opportunities. Households living in existing affordable housing developments in the downtown core—the Aurora and West Town on 8th—rely on automobiles much less than households living in other parts of the community. Two-thirds of commuters living in downtown affordable housing projects travel by bus, bike or walk, a significantly higher portion than 20% of all commuters in Eugene.³⁰ Proximity to major

²⁸ U.S. Census Bureau. American Community Survey, 2007-2011.

²⁹ St. Vincent de Paul Society of Lane County, Inc., Housing and Community Services Agency of Lane County, and Metropolitan Affordable Housing Corporation. *Assessment of Equity and Opportunity for Affordable Housing Residents*. For Livability Lane. January 2014.

³⁰ City of Eugene, Planning and Development Department. *Sustainability and Affordable Housing*. June 2007. To show the different impacts, staff used previously existing affordable developments in the City of Eugene. The two developments that most closely resemble the expected development in the riverfront site are the Aurora building (at 11th Avenue and Oak) and West Town on 8th (on 8th Avenue between Charnelton and Lincoln). The Aurora building has the highest density, at 245 units per acre and West Town has 107 units per acre. To show the impacts, staff average the numbers that describe these two buildings.

employment centers and transit hubs is particularly valuable to low-income households. If they can get to work (and other activities) without a car, they may choose to not own a car, eliminating the cost of car ownership.

Reduce commute times

Housing in the urban core reduces average commute times for its residents. Across Eugene, 20% of commuters have a commute time of less than 10 minutes, but 25% of commuters in existing downtown affordable projects have a commute time of less than 10 minutes.³¹

Provide access to goods and services

Many forms of federal and state funding for affordable housing require access to key facilities, such as a grocery store. New affordable housing on the Riverfront site will have convenient access to the farmers market and grocery stores. In addition, the new development is close to LCC's downtown campus, recreational possibilities at the new riverfront park, and good access to the bike path. A 2014 study initiated by the Lane Livability Consortium assessed the issues of access, equity, and opportunity of affordable housing residents. The study found that many affordable housing residents experience a lack of access to nutritious food and safe places to exercise.³² New affordable housing in the riverfront site will provide increased opportunity to for its residents to address those issues.

Improved standard of living positively affects health

Quality affordable housing creates positive health outcomes for many reasons. Low quality housing has problems which negatively affect health, such as lead paint, mold and mildew, cockroach infestations, and other factors. In addition, poor quality housing (and uncertainty regarding housing options) can impact mental health conditions. High housing costs can lead to budget trade-offs that shortchange health care.³³ Affordable housing also helps low-income individuals escape domestic violence.³⁴

Environmental Health – Affordable Housing

Increase energy and materials use during construction period

The construction of new buildings will consume natural resources, such as wood, steel, and other materials. The construction equipment will generate greenhouse gasses and other emissions.

Decrease average miles driven, carbon emissions, and other auto-oriented pollutants

As described in Section 5.1 (impacts of the Overall Development of the Site), dense, mixed-use development near the downtown and University of Oregon will increase housing opportunities within close proximity to employment and retail services, decreasing average miles driven per Eugene resident, and associated automobile emissions and carbon footprint.

³¹ City of Eugene, Planning and Development Department. *Sustainability and Affordable Housing*. June 2007.

³² St. Vincent de Paul Society of Lane County, Inc., Housing and Community Services Agency of Lane County, and Metropolitan Affordable Housing Corporation. *Assessment of Equity and Opportunity for Affordable Housing Residents*. For Livability Lane. January 2014.

³³ Mueller, E.J., and J.R. Tighe.. "Making the Case for Affordable Housing: Connecting Housing with Health and Education Outcomes." *Journal of Planning Literature* 21 (371). 2007.

³⁴ Martin, E.J. and N.S. Stern. "Domestic Violence and Public and Subsidized Housing: Addressing the Needs of Battered Tenants through Local Housing Policy." *Journal of Poverty Law and Policy*. January-February 2005.

Economic Prosperity – Affordable Housing

Create jobs and income during construction period

Constructing new affordable housing will generate short-term jobs and associated income. Using an input-output model to estimate the number of jobs and income impacts associated with construction expenditures, City staff found that every \$1 million in multi-family residential construction activity generates about 5 jobs with an average annual wage of \$61,000. The construction activity will have ripple effects throughout the Lane County economy, approximately generating an additional 10 jobs with an average annual wage of \$46,000. In total, every \$1 million in multi-family residential construction will generate about 15 jobs in Lane County.

Increase consumption spending

Reducing housing costs for low-income households directly increases consumption spending for those households. The household income is so low that they typically do not direct the funds into savings; the savings from reduced housing costs are immediately spent on other basic items.

Varying impact on property values

Academic research has measured the impact new affordable housing developments have on values of surrounding property, but the research has found that impacts differ across programs and circumstances. A review of previous studies found that affordable housing can have a negative effect on nearby property values, but design and management of the affordable housing can limit that impact.³⁵ The empirical evidence indicates that five key factors influence the effect affordable housing has on nearby property values.³⁶

- The physical appearance of affordable housing can affect the appeal of a community. Unattractive or unkempt buildings may harm a community, while attractive and well-maintained buildings may enhance a community.
- The development of affordable housing may signal to developers an area is viable and attract additional investment.
- New housing will lead to increased population. An increase in population can make local streets safer and promote commercial activity.
- Affordable housing may lead to a more stable population, since residents of subsidized housing tend to live in units for longer periods of time.
- Affordable housing often replaces abandoned buildings or vacant lots. This can make neighborhoods safer and more attractive. On the other hand, subsidized housing could replace a desirable use, such as a park or open space.

This research indicates that by carefully selecting the locating and incorporating good project design, affordable housing can have a positive impact on nearby property values. The existing affordable projects in downtown Eugene have enhanced the overall viability of development in downtown. The projects are visually appealing and have brought residents to the area. If the affordable housing development in the Downtown Riverfront site is similar in quality to the recent downtown projects, it should positively impact nearby property values. t

³⁵ Nguyen, M.T. "Does Affordable Housing Detrimentially Affect Property Values? A Review of the Literature." *Journal of Planning Literature* 20 (15). 2005.

³⁶ Schwartz, Ellen, Voicu, and Schill. Cited by Ellen, I.G. "Spillovers and Subsidized Housing: The Impact of Subsidized Rental Housing on Neighborhoods." *Joint Center for Housing Studies, Harvard University*. RR07-3. March. 2007.