



Eugene City Council

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EUGENE CITY COUNCIL AGENDA

March 11, 2019

**5:30 p.m. CITY COUNCIL WORK SESSION AND WORK SESSION OF THE
EUGENE URBAN RENEWAL AGENCY
Harris Hall, 125 East 8th Avenue
Eugene, Oregon 97401**

**Meeting of March 11, 2019;
Her Honor Mayor Lucy Vinis Presiding**

Councilors

Betty Taylor, President
Mike Clark
Chris Pryor
Jennifer Yeh

Emily Semple, Vice President
Greg Evans
Claire Syrett
Alan Zelenka

**5:30 p.m. CITY COUNCIL WORK SESSION AND WORK SESSION OF THE
EUGENE URBAN RENEWAL AGENCY
Harris Hall, 125 East 8th Avenue
Eugene, Oregon 97401**

- 1. Committee Reports and Items of Interest**
- 2. WORK SESSION: Downtown Riverfront Project and Riverfront Urban Renewal Investments**
- 3. WORK SESSION: Single-Use Plastic Items**

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EUGENE URBAN RENEWAL AGENCY

AGENDA ITEM SUMMARY



Work Session: Downtown Riverfront Project and Riverfront Urban Renewal Investments

Meeting Date: March 11, 2019
Department: Planning and Development,
Public Works
www.eugene-or.gov

Agenda Item Number: 2
Staff Contact: Amanda Nobel Flannery,
Emily Proudfoot
Contact Telephone Number: 541-682-5535, 541-682-4915

ISSUE STATEMENT

At this work session, staff will present the Agency Board with a list of Riverfront Urban Renewal immediate projects and upcoming/possible opportunities for an initial discussion. A follow-up work session is on the tentative agenda for April 10, at which time the Agency Board will be asked to take action on two items related to the Downtown Riverfront: funding for the three-acre linear park and the one-acre urban plaza.

BACKGROUND

The Riverfront Urban Renewal District is 246 acres and includes several subareas, including the Downtown Riverfront project and park. (See map in Attachment A.)

Downtown Riverfront

In 2018, the Urban Renewal Agency and the City purchased a total of 20 acres from Eugene Water & Electric Board. This property is the Downtown Riverfront. 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.

City staff have identified a list of investments that are needed to support the Downtown Riverfront project. The immediate projects that support the Downtown Riverfront redevelopment are of significant importance to ensure delivery of a world class Riverfront Park by 2021. Council has reviewed and taken action on numerous plans and policy documents that pertain to the development of the Downtown Riverfront, the Riverfront Park, the riverfront bike path system, and supporting infrastructure. Attachment B provides a list of the relevant adopted plans.

The following sections A through C provide projects that have already received Agency Board approval for Riverfront Urban Renewal funds (the Quiet Zone and Downtown Riverfront related), immediate projects the Agency Board will consider allocating funding for next month (Riverfront Park and Plaza), and future projects either in the planning phase (affordable housing, Steam Plant) or that represent an existing need (parking) that are anticipated to need public financial support.

A. Funds-Already-Committed Projects

Quiet Zone – Three Eastern Crossings: The FY19 Adopted Budget has \$3.7 million for the three eastern crossings to be paid with Riverfront Urban Renewal funds. Design is underway. All ten of the crossing improvements are scheduled for construction in 2020.

Williams & Dame Disposition and Development Agreement Related: Street infrastructure to provide access to the park and other DDA costs estimated at \$5.2 million. The estimated FY19 design cost of infrastructure is \$1 million, which is initially being funded with Riverfront Urban Renewal funds. Additional Riverfront Urban Renewal funds will be in the FY20 Proposed Budget for design and preliminary infrastructure work. These FY19 and FY20 expenditures will ultimately become part of the total LID cost that will be split between WDA and URA. After the bids are opened around March of 2020, City Council will be provided with an update on the total cost and at that point, will be asked to approve the final budget for the LID and approve the next step in the LID process based on those bids so that, ultimately, the costs of the LID can be assessed against the parcels.

B. Immediate Projects

Downtown Riverfront Park (three acres)

An inviting and accessible public park along the Willamette River has long been envisioned as a critical component to creating a new riverfront neighborhood district in Downtown Eugene. This park will serve as an anchor amenity for new private development and create an access point to the riverfront for the community as a whole. The park concept was included as a key element in the approved EWEB Riverfront Master Plan and related zoning and was one of the most publicly supported components of the entire redevelopment concept. Adoption of the EWEB Riverfront Master Plan by the EWEB Board and City Council led to the establishment of a Memorandum of Understanding between EWEB and the City. The MOU stated that EWEB would donate three acres of Riverfront property to City of Eugene Parks in exchange for a dedication of a funds for park development in the future.

To that end, in January 2018, the City hired a consultant team led by Walker Macy Landscape Architects to re-engage the public in a Downtown Riverfront Park design process to reaffirm the design values and refine the park design further. Over the course of several focus group meetings, large public meetings, tours and three surveys, the City engaged over three thousand people in the discussion of what our Riverfront Park should be. Staff and project consultants heard clearly that the community wanted an urban riverfront experience that acknowledges history, cares for the environment, brings people to the River, and provides an inclusive, City-wide destination for everyone.

Last year, the City officially took ownership of the Riverfront Park site from EWEB and finalized the concept design for the Riverfront Park. Key design features include:

- Extensive riparian habitat enhancement;
- Construction of a new shared-use riverbank path as a multi-modal pathway separating wheeled and pedestrian path users;
- Viewpoints reaching out over the river bank providing views up and down the river as it bends north;
- Integrated interpretive elements addressing themes of energy, ecology, industry and culture on the site;
- Vibrant landscape design and native planting landscapes;
- Public art, including a pavilion that is both art and a setting for various artforms; and
- Site lighting, benches and other park furniture.

In order to effectively meet the schedule for park opening by 2021, project construction has been broken into two phases, both of which will be completed before the park opens. The first phase concentrates on riparian enhancements and moving of utilities away from the river bank; the second phase follows with construction of all new riverfront park amenities listed above. Construction of the adjacent one-acre Downtown Riverfront Park Plaza will follow construction of the linear park. The concept design for the park is in Attachment C. More information can be found at the Downtown Riverfront Park website (<https://www.eugene-or.gov/3917/Downtown-Riverfront-Park>).

The estimated construction budget for the Riverfront Park is \$14 million. The draft FY 2020 – 2025 Capital Improvement Program as recommended by the Budget Committee includes \$5.5 million funding secured from a combination of Parks SDCs, Transportation SDCs, the 2018 Parks and Recreation Bond, and the 2017 Street Bond in the first two years to fund the park improvement plan. An additional \$3.5 million was previously appropriated for this project. The Riverfront Park has a \$5 million gap.

Riverfront Park Plaza (one acre)

The Riverfront Park Plaza project will develop the one-acre upland portion of the Downtown Riverfront Park open space into an urban riverfront park amenity. Preliminary features include an interactive fountain, nature playground, viewing hill and open plaza space for programmed events. This project is anticipated to be constructed following development of the adjacent 3-acre Downtown Riverfront Park project.

The draft FY 2020 – 2025 Capital Improvement Program as recommended by the Budget Committee includes \$3 million in initial funding identified from Riverfront Urban Renewal in the second year. The FY20 Unfunded Needs Assessment will include an initial \$1 million. This will reserve a total of \$4 million, including an estimated LID cost for the Plaza. Staff will return to City Council/Agency Board with more details on Plaza design and cost once they are known.

C. Future Projects

Adaptive Reuse of the Steam Plant: The Steam Plant was constructed in phases between 1931 and 1950 to house steam boilers and turbines. The multi-story masonry and steel-framed

building supplied steam to downtown properties until it was decommissioned in 2012. EWEB spent approximately \$1 million in remediation and demolition of the boilers and pipes that contained asbestos. Even with a vacant and remediated building, renovation of this structure may require financial assistance to transform it for a new use, as envisioned by the public engagement process and documented in the EWEB Riverfront Master Plan.

In April 2018, the Agency Board approved a process and criteria to select a developer for redevelopment of the Steam Plant. In August, the City invited a local team led by Mark Miksis, of deChase Miksis, and Mark Frohnmayer, of Arcimoto, to prepare a full proposal for the redevelopment of the Steam Plant. The team is in the process of assessing the building's potential, bringing in architects, engineers and other experts and beginning to explore a financing strategy, and has recently completed public engagement. More information can be found at the Steam Plant webpage (<https://www.eugene-or.gov/3875/Downtown-Riverfront-Steam-Plant>).

Following public engagement, the Riverfront Urban Renewal District advisory committee, River Guides, will evaluate the proposal using the Agency Board-approved criteria and make a recommendation to the Agency Director and Board. The Agency Board is scheduled to review the proposal on April 8 and will be asked to take action on whether or not to authorize the Agency Director to move forward and negotiate deal points with the team. Should the Board authorize negotiation, there would be a subsequent work session in early summer on the deal points. The project will likely have a financing gap that will require outside investment but it is currently not known whether they will request assistance from the Agency.

Affordable Housing – Lot 10A: The Agency Board approved terms for selling lot 10A to Williams & Dame Associates at fair market value for development of no fewer than 75 units of affordable housing at or below 60 percent of the area median income. WDA is partnering with Bridge Housing and is currently figuring out the details of a financial model for the project. The project will have a financing gap that will require outside investment but it is currently not known whether they will request assistance from the Agency.

Parking: The east end of downtown has seen significant redevelopment in recent years, including the Northwest Community Credit Union, Sam Bond's Brewing in the Foundry Building, and the Hub apartment building. Activities in this area have already overtaxed available parking. The WDA concept plan has tuck-under parking to serve the needs of the redevelopment and additional on-street parking. In addition to a parking study, public/private partnership opportunities may need to be identified to address this critical issue, both for the Downtown Riverfront as well as nearby redevelopment sites.

D. Opportunities Elsewhere in the Riverfront District

This initial list of District opportunities are in the planning process or are possible future investments. These items should be well underway within the next two to five years. Specific capital investments may require City Council/Agency Board action in the future and will be presented at the appropriate time.

Willamette to Willamette Plan: With the long-held goal of transforming 8th Avenue into a place of civic importance and an inviting and walkable connection to the river, staff are

working to support private and public redevelopment to bring value and activity to this area. The Downtown Plan identifies 8th Avenue as a Great Street, between Willamette Street and the Willamette River. In 2006, infrastructure improvements along 8th were put in place to provide a walkable connection across Mill Street. Since the Downtown Plan's approval, new projects have supported the efforts for walkable, dense, mixed-use development on the east end of downtown, including the Downtown Riverfront redevelopment, the Wayne Morse Federal Courthouse, the Park Blocks, Whole Foods, and the various smaller private investments in the Courthouse District. Staff are exploring the process of reintroducing two-way traffic on 8th Avenue, in addition to other design changes to create a street that is comfortable for walking and biking between downtown and the river.

University of Oregon North Campus Shared-Use Path

The University of Oregon has completed the land use process needed to procure a Conditional Use Permit for its North Campus property located immediately east of the City's Downtown Riverfront site. The Master Site Plan for the North Campus Conditional Use Permit identifies two new alignment options for the Ruth Bascom Riverbank Path that is in poor condition through the North Campus area. The City and the University are now working together on the realignment and reconstruction of the path prior to the 2021 World Track and Field Championships and in coordination with the Downtown Riverfront Park construction project. The City received a \$1 million grant from the Central Lane Metropolitan Planning Organization for reconstructing the path that will be paired with funds from the 2018 Parks and Recreation Bond that will pay for path lighting.

Mill Race Partnership: With the development of the Knight Science Campus, the University of Oregon has focused on enhancing a portion of the historic waterway. The University's current plan will focus on bank restoration, erosion prevention, and enhancing water quality and habitat for fish, amphibians and birds. The Agency has an opportunity to support and expand this work.

Baker Center: The Baker Center, located on a half block at the corner of High and Broadway, is currently owned and utilized by the University of Oregon. Historically, the building housed The Register Guard. The Downtown Plan identifies this site as a Development Opportunity Area due to its Broadway location proximity to the Downtown Riverfront site and The Shedd Institute. An EmX station is conveniently located adjacent to the site.

Greyhound Block: Greyhound recently sold its downtown station and relocated services to downtown Springfield. Located at the corner of 10th Avenue and Pearl Street, this site includes a quarter block of surface parking, a quarter block of existing commercial, and proximity to EmX stations in the heart of downtown Eugene. This site is directly adjacent to two Development Opportunity Areas in The Downtown Plan.

City ¼-Block: The City owns and manages a surface lot at the southeast corner of 8th Avenue and Pearl Street. The Downtown Plan identifies this block as a Development Opportunity Area. As development occurs around the site (the County Courthouse directly across the street and the Town Square and City Hall less than one block away) there will be opportunity to reimagine this parking lot into a use that meets broader community goals.

Broadway and Hilyard Remnant: Following City Council direction, the City completed a Request for Proposals process to find a buyer for the City owned remnant to provide a distinctive urban vision to generate positive activity in this urban downtown setting and complement recent investment in the Courthouse District. Albeit small, the property is prominently located on a key urban corner in close proximity to the southern entrance to the Downtown Riverfront development making it a redevelopment opportunity. A proposal has been selected and deal points are being developed. Adjacent property owners are being consulted to gauge interest in selling before deal points are finalized and presented to council. Consolidating adjacent property would provide better options for redevelopment of this corner.

Franklin Boulevard: In early 2019, the City began the Franklin Boulevard Transformation Process that will lead to a new street design for Franklin Boulevard from Alder Street to I-5. Key objectives of this project are to accommodate more frequent EmX service along Franklin, to design a street that better supports the compact, mixed-use development envisioned in the Walnut Station Specific Area Plan, and to create a safer and more comfortable environment for people walking both along and across Franklin. City staff are collaborating closely with staff from Lane Transit District and the University of Oregon. Constructing this project will likely require a federal grant and a source of local funding will be required to match any federal grants.

District Financial Capacity

The Riverfront District spending limit (“maximum indebtedness”) is \$34.8 million. “Maximum indebtedness” is a spending cap of tax increment revenue over the life of the district. After accounting for the costs in section A above, the amount that currently remains uncommitted is estimated to be \$12.3 million. However, current projections show that the District may not collect enough tax increment revenue through FY24 to realize the full amount of maximum indebtedness. It is estimated the District will collect enough tax increment revenue through FY24 to fund approximately \$10.3 million of new expenditures on top of those that are already committed.

In addition to tax increment revenue, the District also has program revenue, which are dollars from non-property tax sources, such as land sales and rental income. Program revenue is tracked separately from tax increment revenue because program revenue can be used for different purposes, such as providing funding for River Loans and expenditures of program revenue are not included in maximum indebtedness. Current projections show that the District will collect enough program revenue through FY24 to fund approximately \$7.8 million of new expenditures after setting aside \$1 million for River Loans.

Including both tax increment and program revenue, it is estimated the District may have approximately \$18.1 million in total financial capacity to fund new expenditures through FY24. Please note the District does not currently have this amount on hand. Rather, this is an estimate of existing District resources plus projected revenue through FY24.

	ESTIMATES
Uncommitted tax increment revenue through FY24	\$10.3M
<u>Available program revenue through FY24</u>	<u>\$ 7.8M</u>
Capacity for additional expenditures through FY24	\$18.1M
 Riverfront Park gap	 \$ 5.0M
<u>Riverfront Plaza reserve</u>	<u>\$ 4.0M</u>
Immediate Projects for consideration 4/10	\$ 9.0M

Potential funds available for future projects* \$ 9.1M

**if the Agency Board approves the immediate projects*

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.

Other Financial Resources

Other financial resources include or could include Transportation System Development Charges, Parks System Development Charges, 2018 Parks and Recreation Bond, and 2017 Street Bond.

Next Steps

- The River Guides will review the possible use of Riverfront Urban Renewal funds later this month to make a recommendation for the Agency Director and Board to consider at work session #2.
- Agency Board work session #2 on this subject is tentatively scheduled for April 10 to provide direction on the Riverfront Park and the Plaza.

PREVIOUS DIRECTION

[July 18, 2018, City Council Meeting](#)

- City Council moved to adopt the resolution adopting "Picture. Plan. Play. A Vision and Implementation Plan for Eugene's Parks and Recreation System."

[February 26, 2018, Work Session](#)

- Agency Board moved to include the use of \$3,700,000 of Riverfront Urban Renewal funds for the quiet zone improvements within District boundary.

[April 23, 2018, Work Session](#)

- Agency Board moved to approve the use of an RFQ/RFP process for disposition of the Steam Plant using criteria that are consistent with Attachment C [of that AIS].

July 9, 2018, Work Session

- Agency Board authorized the Agency Director to approve a disposition and development agreement consistent with the terms included in Attachment B [of that AIS] and to direct the Agency Director to negotiate for additional greenspace and, if more green space is possible, return to Agency with revised terms.
- Agency Board authorized the Agency Director to approve a disposition and development agreement consistent with the terms included in Attachment B [of that AIS, which included City's construction and management of the publicly owned, one-acre plaza (in addition to three-acre Riverfront Park)]. In addition, the Agency Board directed the Agency Director to negotiate for additional greenspace and, if more green space is possible, return to Agency with revised terms. [Following that direction, an additional 5,000 square feet of green space was added to the plaza.]
- Council initiated consideration of a proposed local improvement district for the downtown riverfront development site consistent with the concept plan presented by WDA and directed the City Manager to return to City Council with the report described in section 7.160(6) of the Eugene Code, so that council can determine whether to proceed with the local improvement district. (LID step #1)

July 23, 2018, Work Session

- Agency Board authorized the Agency Director to sell lot 10A to WDA to build (solely or in partnership with another entity) no fewer than 75 units of affordable housing. The units shall be affordable to households at or below 60 percent of the area median income.

October 22, 2018, Work Session

- Agency Board directed the Agency Director to explore options on expanding the number of affordable housing units and possible public parking and bring back design options on anticipated costs and proposed public investment.
- Council ordered the local improvements to be made and directed the City Engineer to prepare plans and specifications for the improvements and to call for bids on the construction contract. (LID step #2.)

COUNCIL OPTIONS

No action is required at this time.

CITY MANAGER'S RECOMMENDATION

None.

SUGGESTED MOTION

None.

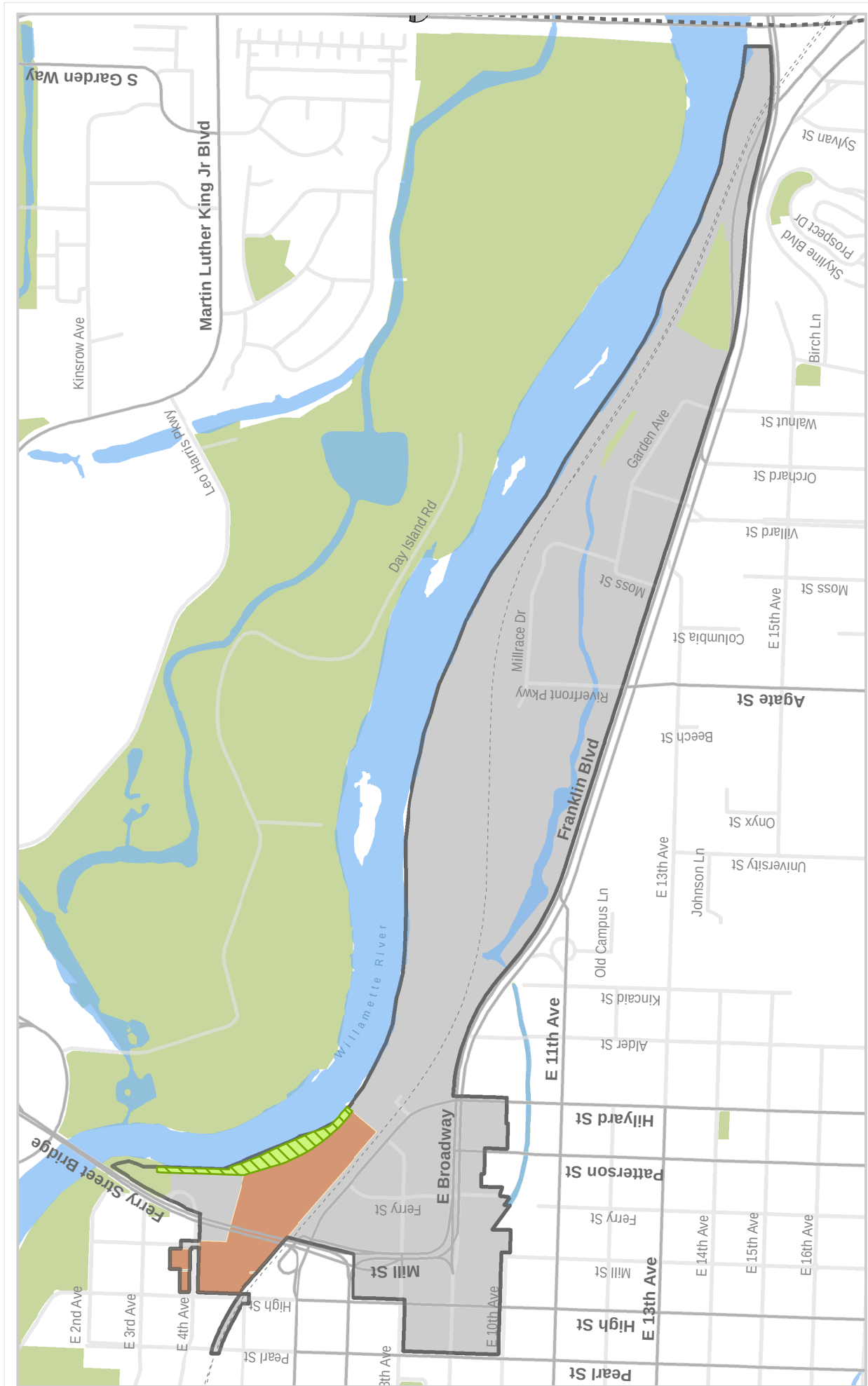
ATTACHMENTS

- A. Riverfront Urban Renewal District Map
- B. Relevant Adopted Plans
- C. Concept Design for the Downtown Riverfront Park

FOR MORE INFORMATION

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

ADOPTED PLANS	DATE OF ADOPTION
Parks and Recreation System Plan	July 2018
Envision Eugene	July 2017
Transportation System Plan	February 2017
Bikeshare Feasibility Study	May 2014
The River Districts – A Regional Collaboration	February 2014
Regional Bike Parking Study	July 2013
Willamette River Bank Stability Study – Phase 2: Priority Site Review and Conceptual Alternative Analysis	June 2012
Eugene Pedestrian and Bicycle Master Plan	March 2012
Walnut Station Specific Area Plan	July 2010
EWEB Riverfront Master Plan	June 2010
Central Area Transportation Study Update	June 2004
Eugene Downtown Plan	April 2004
Rivers to Ridges – Metropolitan Regional Parks and Opens Space Study	June 2003
Stormwater Basin Master Plan – Willamette River Basin	August 2002
Courthouse District Concept Plan	July 2002
Transplan	July 2002
Wet Weather Flow Management Plan	February 2001
Urban Sanitary Sewer Master Plan	1992
Millrace Enhancement Feasibility Study	September 1990
Riverfront Research Park Master Plan	December 1988
Pavement Preservation Program	<i>No date provided</i>

DOWNTOWN RIVERFRONT PARK



LEGEND

① OVERLOOK	CONCRETE
② MULTI-MODAL PATH	PLAZA
③ WATERFRONT SEATING	WOOD DECK
④ WOOD DECKING	ECO-LAWN
⑤ FUTURE PARK PLAZA	MEADOW / POLLINATOR PRAIRIE
⑥ PUBLIC ART PAVILION	UPLAND
⑦ KAYAK ACCESS	RIPARIAN
⑧ IMPROVED DEFAZIO CONNECTION	STORMWATER SEATWALL
	EXISTING TREES TO REMAIN

EUGENE CITY COUNCIL AGENDA ITEM SUMMARY



Work Session: Single-Use Plastic Items

Meeting Date: March 11, 2019
Department: Planning and Development
www.eugene-or.gov

Agenda Item Number: 3
Staff Contact: Michael Wisth
Contact Telephone Number: 541-682-6835

ISSUE STATEMENT

Single-use restaurant and grocery items—such as to-go boxes, bags, cups, straws and utensils—have gained considerable attention over the past few years for their impacts on the environment. In response to this, many governmental bodies have taken various forms of actions to limit the availability of single-use items. In this work session, staff will address council's questions from the work session on January 16, 2019, and propose recommendations for controlling certain single-use items.

BACKGROUND

Litter in the form of single-use items and serveware has gained attention from community groups and local governments over the past few years. Following the January 16, 2019, work session, council asked staff to return in a second work session to answer questions related to health and safety concerns of personal reusable containers and potential impacts of plastic alternatives. After consulting with Lane County Health and the Oregon Department of Environmental Quality, Waste Prevention staff will present on the pros and cons of different regulatory approaches to managing single-use plastic items for litter control and health concerns.

In the past, City Council has acted to limit single-use plastic items in the community. In 2012, Eugene City Council voted to implement [Ordinance 20498](#), banning retailers from using single-use plastic bags.

The discussion regarding potential action to mitigate the impacts of single-use items that become litter aligns with City Council goals for accessible and thriving culture and recreation by preserving strength in arts and outdoors.

A triple bottom line lens was used to develop recommendations. Single-use plastic items are primarily an environmental concern when they become litter. The recommendations are aimed at reducing litter and thereby mitigating the impacts of these items. The recommendations present negligible financial impacts to retail food businesses. Further, there are no expected social impacts, as no consumer fee or deposit is recommended.

PREVIOUS COUNCIL DIRECTION

[January 16, 2019 Work Session](#)

This work session is a follow-up to the January 16 work session, as directed by council. Council asked staff to return to address questions related to health and safety concerns of personal reusable containers and potential impacts of plastic alternatives.

COUNCIL OPTIONS

The City Council may consider the following options:

- 1) Direct the City Manager to draft an amendment to the current bag ban ordinance and schedule a public hearing to include single-use carryout bags for retail food businesses.
- 2) Direct the City Manager to draft an ordinance and schedule a public hearing banning polystyrene carryout containers.
- 3) Direct the City manager to draft an ordinance and schedule a public hearing requiring retail food businesses to provide single-use serveware and utensils only upon request by the customer.
- 4) Request further information.
- 5) Take no action.

CITY MANAGER'S RECOMMENDATION

The City Manager recommends Options 1, 2 and 3.

SUGGESTED MOTION

Move to direct the City Manager draft an ordinance and schedule a public hearing consistent with Options 1, 2 and 3.

ATTACHMENTS

None

FOR MORE INFORMATION

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