



MEMORANDUM

EUGENE WATER & ELECTRIC BOARD
PROPERTY MANAGEMENT SECTION

Rely on us.

TO: Commissioners Farmer, Brown, Cassidy, Cunningham and Ernst
FROM: Mark Oberle and Jeannine Parisi
DATE: September 9, 2009
SUBJECT: Riverfront Master Plan Project Update

Issue Statement

This is a project update and opportunity for Board review of several foundational documents needed for the riverfront master plan.

Background

Since our July 21 meeting with the Board, the Community Advisory Team and consultant team have been heavily immersed in Phases I and 2 of the project.

The goals of Phase 1 were:

- 1) Early identification of any issues or constraints, real or imagined that could influence the project and future design options;
- 2) Compilation of existing research and planning documents pertaining to the site;
- 3) Establishing a common understanding among stakeholders of redevelopment opportunities and constraints in key topic areas like transportation;
- 4) Building community interest and support for the planning process

Phase I included more than 100 hours of individual interviews, group interviews and focus group discussions involving more than 80 individuals. Topic areas discussed included civic, historic, institutional, development, ecological, conservation, nonprofit, educational, professional, youth, minority and recreational perspectives. Three larger group interviews specifically addressed Transportation, Arts/Culture/History and Development concerns. The Transportation Group discussed multi-modal transportation and site access challenges. The Development Interviews provided insight into the potential uses and challenges from a private sector perspective. The Arts/Culture/History Group discussed ways the master plan might incorporate our local culture and history, as well as an “educational aspect.”

Additionally, two focus groups were conducted in Phase 2 of the project. The Site Ecology Focus Group looked closely at the Willamette River’s edge, riparian habitat, restoration potential, and natural and man-made forces that influence the EWEB site. The Sustainable Urbanism Focus Group addressed how the redevelopment of the EWEB site can better support Downtown livability, integrate the urban and natural environments, and deliver on Eugene’s sustainability goals.

Together, this material and additional technical research has informed CAT discussions and the development of Guiding Principles, Project Assumptions, and Potential Use Scenarios for the master plan.

The CAT has also approved a public engagement plan, and the first two of four public meetings have been scheduled in accordance with the MOU between EWEB and the City. A project kick-off event, which will include a site tour and an opportunity for the general public to participate in a conversation about the future of this site, will occur on Wednesday, September 30th. Six weeks later, a series of preliminary design options will be presented at a second major public event at EWEB on Tuesday, November 10. In addition, a design charrette sponsored by the Southern Oregon Chapter of the American Institute for Architects and coordinated pro bono by Rowell Brokaw Architects, will be held on Saturday, October 3rd. Outreach for these events is underway, including scheduling speaking engagements at organizational meetings, developing media packets, building electronic notification lists (e-mail lists and website) and staffing displays at various public events.

Discussion

When the CAT began its work, the master plan objectives were broadly described in the four Downtown Plan criteria. After a year of orientation and completion of Phases I and 2, the CAT has been able to give much more definition to the project. A set of Guiding Principles has been drafted to lend direction to the CAT as it moves forward in developing a successful master plan. These principles help articulate priority values, and reflect areas of agreement and consensus for the public. The draft Guiding Principles will also provide accountability to the CAT when the process is complete, in terms of whether the resulting master plan addressed the key concepts described.

The draft Guiding Principles, attached to the Board Backgrounder, is a working document that will continue to be refined as the project progresses. The broad topic areas covered in the draft document, listed in no particular order, are: The Downtown Plan Riverfront Principles, Sustainable Urbanism, Balance of Uses, Ecology, Identity, Connection, Economics and Feasibility. The CAT and design team would like your impressions and feedback on this draft in preparation for the September 30th project kick-off event.

Another key foundational piece to the master planning process is the Project Assumptions document (Attachment 2). These considerations help focus design options and use scenarios by recognizing realities on the ground, both in terms of physical site constraints and other conditions necessary for redevelopment. Some of the site conditions are accepted as is and are immovable. This may be because they are outside the control of the project, they serve an important public function, they are associated with larger natural conditions, or removal/relocation would result in exorbitant costs. These are project “givens” and are categorized as “Immovable / Accepted Conditions.”

Some of the site conditions could be altered or moved in response to master plan scenarios. Significant cost may be incurred, but the changes are key factors necessary for a specific master plan outcome. These are referred to as “Moveable Conditions.” Some of the site conditions could be significantly altered to suit master planning scenarios. Some functions or physical elements can be removed from the site. These are called “Adaptable / Removable Conditions.”

The Potential Use Scenarios document, developed by Leland Consulting Group, includes a description of the overall development theme and character for five particular redevelopment scenarios suited to the EWEB property. The potential use scenarios reflect broad, but very

different, redevelopment schemes: 1) an Adaptive Reuse Scenario, 2) a Housing Focus Scenario, 3) a Civic Center Scenario, 4) a “New Industry” Employment District Scenario, and 5) a Mixed-Use Neighborhood Scenario.

The CAT has not been involved in developing or refining the Use Scenarios at this point. As the planning process proceeds, these use scenarios will be defined in greater detail with specific land areas and locations. In looking at multiple specific alternatives, the overall flexibility of the master plan can be tested to ascertain whether each of the use scenarios can be successfully implemented on the site. How much of each use, compatibility, and where a particular use might be located within the site, are all factors to be considered in the master plan and are ultimately determined by the market.

Recommendation

The Project Team requests the Board review this backgrounder and attachments and engage the team in a discussion of each component. As these are working documents, the team is looking for concurrence that we are heading in the right direction and no major elements have been overlooked.

Requested Action

Board input and conceptual approval of draft Guiding Principles, Project Assumptions and Use Scenarios.

Attachments:

- Attachment 1 - Draft Guiding Principles
- Attachment 2 - Project Parameters
- Attachment 3 - Use Scenarios

EWEB RIVERFRONT MASTER PLAN GUIDING PRINCIPLES

The following is a draft, working document that has been reviewed by the Community Advisory Team (CAT). It is expected that this document will continue to evolve with additional input from the CAT, EWEB Board of Commissioners and public.

DRAFT VISION STATEMENT:

This Master Plan is based upon the understanding that our community's social, ecological, economic and sustainable concerns are interdependent. The redevelopment of the EWEB riverfront property offers the unique opportunity to advance these interests simultaneously for the benefit of all Eugene, and to revision our downtown riverfront as a place that participates actively and graciously with the community that surrounds it.

DOWNTOWN PLAN RIVERFRONT PRINCIPLES:

1. Create a "people place" that is active, vibrant, accessible and multi-use.
2. Provide appropriate setbacks, deeper where environmental or habitat issues are more critical, shallower in other areas.
3. Incorporate appropriate building and site design techniques that address environmental concerns.
4. Incorporate an educational aspect, so that our riverfront improvements teach us about our river, our history and our city.

SUSTAINABLE URBANISM

- Demonstrates Eugene's commitment to sustainability
- Applies urban design principles to promote a pedestrian-oriented, livable downtown
- Integrates urban, ecological and architectural considerations
- Incorporates "green" building and design principles
- Increases density near the heart of the city
- Provides shared infrastructure that advances the potential for sustainable development (e.g., renewable energy, landscaped stormwater treatment, water conservation, waste mitigation, accommodation of urban agriculture)
- Creates a place that is socially and economically diverse

BALANCE OF USES

- Includes a diverse mix of public and private spaces
- Balances and integrates the natural and built environments
- Incorporates a diversity of housing options that bring vitality to the site
- Contributes to a resurgence of Downtown living opportunities
- Develops public amenities that offer cultural, educational, recreational, artistic and social benefits

ECOLOGY

- Protects and enhances complex river ecology
- Aligns riparian restoration with river and site hydrology
- Enhances the community's ecological awareness
- Protects habitat for aquatic and terrestrial species on and near the site
- Recognizes this property as part of the Willamette River watershed

IDENTITY

- Captures Eugene's unique identity
- Recognizes this place as Eugene's Downtown Riverfront
- Redevelops a multi-use, active, livable community
- Honors Eugene's industrial history and EWEB's history of providing and conserving energy and water
- Integrates the layers of Eugene's history imbedded in the site
- Seeks a distinctive, beautiful aesthetic
- Creates a welcoming place for all

CONNECTION

- Connects the river to the city and the city to the river
- Maintains a public river edge and continuous riverbank trail
- Seeks collaboration and compatibility with neighbors
- Creates view corridors to the river
- Improves access to and from the site for all modes of transportation
- Is pedestrian- and bicycle-oriented
- Is accessible and safe for everyone

ECONOMICS

- Is economically viable, vibrant and resilient
- Generates a financial return to EWEB to benefit ratepayers
- Contributes to economic vitality through taxes and employment
- Contributes to community value through infrastructure enhancements

FEASIBILITY

- Generates political and community support for the redevelopment of the downtown riverfront
- Is flexible to allow for adaptation and unforeseen opportunities
- Cultivates local capacities and expertise
- Delivers tangible, immediate benefits for long-term investments
- Contributes to the vitality of Eugene
- Creates a master plan framework that is economically feasible

EWEB Riverfront Master Plan

PROJECT ASSUMPTIONS

The following is a draft, working document that has been reviewed by the Community Advisory Team (CAT). It is expected that this document will continue to evolve with additional input from the CAT, EWEB Board of Commissioners and public.

The following assumptions are proposed to help define the limits of the master plan project. The purpose of this document is to help focus the analysis and planning effort of the consultant team, the CAT and the public on achievable goals. This does not mean that the assumptions will not be tested. We expect that questions about the validity of these assumptions will continue throughout the process of the master plan. Project interviews, research and collective wisdom of the CAT and community at large will help inform the adoption of specific assumptions.

PHYSICAL AND POLICY-BASED SITE ASSUMPTIONS

The physical condition of the existing site and adjacent site land is a limiting factor for master planning. Many of these assumptions are considered immovable/accepted conditions of the master plan. However, some of these limiting conditions may be moveable, meaning they must remain as functions or features, but can be relocated on or off the site. Some of the limits are considered removable/adaptable. As a whole, these project assumptions include known physical limitations and assumptions based on existing policies and project research.

Immovable / Accepted Conditions

Some of the site conditions are accepted as is and are immovable. This may be because they are outside the control of the project, they serve an important public function, they are associated with larger natural conditions, or removal/relocation would result in exorbitant costs. These are project “givens.”

- The EWEB Riverfront Master Plan addresses the approximately 27 acres of downtown riverfront property currently owned by EWEB.
- Current location and use of Union Pacific Railroad tracks is beyond the control of the project.
- There will be at most one at-grade crossing to the EWEB site from the 6th Ave/Hilyard St Connector.
- Bedrock geology underlying the site cannot substantially change.
- EWEB Headquarters, Plaza and subsurface structure will remain.
- Buried 42” water main running across the river, and through the site will remain.
- Ferry Street Bridge structure, viaduct columns and the existing ramps connecting to adjacent streets will remain in the current location. Additional connections to the bridge may be explored.
- Electrical substation adjacent to the steam plant will remain for the foreseeable future.
- Riverfront bike path will remain connected, continuous and publicly accessible.
- A continuous strip of river edge, the size and shape of which will be determined in the master plan, will remain publicly accessible.
- The overhead power lines crossing the river and the steel tower supporting these power lines will remain.
- The 1.5-acre former coal-gasification site at the east end of the EWEB property and its subsurface conditions will remain in EWEB ownership for the foreseeable future. The site will be capped but could be used for parking or open space.
- The public right-of-way connection to the Riverfront Research Park must be maintained.

Moveable Conditions

The following moveable conditions may also inform the master plan. Some of these site conditions could be altered or moved in response to master plan scenarios. Significant cost may be incurred, but they are conditions that are likely to be significant factors in the master plan outcome.

- Overhead power lines running from the steel tower to the substation could possibly be buried.
- Overhead power lines running along the railroad and along the Ferry Street Bridge can be buried.
- River bank will remain reinforced for resistance to flood, but can be manipulated and moved within the limits of the remaining buildings, bike path, utility structures and bedrock geology.
- Large stormwater pipe collecting water from downtown could be redirected to no longer feed into the 60" stormwater pipe that crosses the EWEB site.
- The 60" stormwater and Millrace pipe enters the EWEB site near Mill Street and 6th Avenue. The on-site portion of this pipe could be relocated or daylighted.
- The current at-grade railroad crossing is at 6th Avenue and Hilyard Street can be moved.

Adaptable / Removable Conditions

Some of the site conditions could be significantly altered to suit the master plan. Some functions or physical elements can be removed from the site.

- While historic and civic value varies among them, all other existing buildings are considered "adaptable / removable" conditions as their potential for reuse is currently unknown.
- Steam plant structure can be significantly altered and/or upgraded, but the original character of the building should remain.

DRAFT 2



EWEB RIVERFRONT MASTER PLAN

PROJECT MEMORANDUM

The following is a draft, working document produced by Leland Consulting Group for Rowell Brokaw Architects and the EWEB Riverfront Master Plan. The Community Advisory Team (CAT) has not carefully reviewed this document as of September 9, 2009. It is expected that this document will continue to evolve with additional input from the CAT, EWEB Board of Commissioners and public.

POTENTIAL USE SCENARIOS

Potential “use scenarios” for the site are described below. Each use scenario includes a description of the overall development theme and character for a particular redevelopment scenario. As the planning process proceeds, these use scenarios will be defined in greater detail with specific land areas and locations.

Adaptive Re-Use Scenario

In lieu of a major redevelopment from the outset, reusing many of the existing facilities could allow for the project to immediately introduce new uses to the site if the market is not strong enough to support significant new development. Under an adaptive reuse scenario, many of the existing structures would remain and be rehabilitated to accommodate a new use.

- **Steam Plant:** The architecturally unique and historic steam plant building could be rehabilitated and converted into housing or a McMenamin’s style brewpub. Other reuse opportunities for this include building internal floorplates to create loft living spaces, turning it into a fitness club, or turning it into a museum.
- **Equipment Repair Building:** Since this building is literally along the river’s edge, there may be value in reusing the existing structure since it is not likely that a new building could ever be built as close to the river. Some stakeholders have already expressed interest in using the building for an art museum. Other potential uses could be artist workshop spaces, educational space, or some type of event space.
- **Warehouse:** The barrel-vaulted warehouse is a solid structure with interesting architectural details. Potential reuse opportunities include a grocery store, a public market, a fitness center, a large restaurant (or restaurants), and other commercial activities.
- **Vehicle Repair Shop:** While currently specialized for use in repairing trucks, the Vehicle Repair Shop could be retrofitted to accommodate new uses such as housing or exhibition space.
- **Administration Buildings:** It is assumed that the Administration Buildings are in generally good condition and would continue to be used as headquarters office space, either for EWEB or some other user such as the City of Eugene or a private corporation.

In some cases, adaptive reuse will require significant costs for retrofitting and remediation (particularly the Steam Plant), while others may be able to be reused with little significant change.

Housing Focus Scenario

A Housing Focus use scenario would convert the EWEB site into a significant urban housing community. The intent would be to provide space for a wide variety of housing types so that it is a community for diverse population groups. Such a combination not only creates good urban diversity, but it helps make projects more economically feasible by allowing a developer to target distinct market segments at the same time, enabling the project to be completed more quickly. Equally important, the housing should be clustered so as to create neighborhoods. Elements of the housing use option include:

- **Waterfront District:** As one of the few opportunities in the entire Eugene region to live along the Willamette River, there should be an opportunity for multiple housing options as close to the river as possible.
- **4th Avenue District:** Since this portion of the site, north of the Ferry Street Bridge viaduct, is already largely vacant and contiguous with an existing residential neighborhood, it could be the location of some of the first new buildings on the site.
- **Open Space Amenities:** Urban housing, by definition, has very little open space within each housing unit. Instead, public spaces such as parks, plazas, trails, and streetscapes provide the green amenity that residents need. The housing use option should include ample public open space throughout the site to both serve new residents, but also for residents throughout Eugene. By serving the entire community, open space at the site will help to create an authentic urban environment and street scene.
- **Variety, Variety, Variety:** Housing options should cover all market segments including students, seniors, families (most likely small ones), renters, owners, and others. Housing options should be accessible to all and should be affordable for a wide range of incomes. Potential housing types could include apartments, condominiums, lofts, live-work homes, townhomes, senior housing, assisted living, student housing, affordable (subsidized) housing, and other types.
- **Convenience Retail:** To serve the convenience needs of area residents and visitors, a limited amount of retail could be located in the ground floor of residential buildings or in small freestanding structures. Potential uses would include cafes, restaurants, dry cleaners, salons, and other service uses.

Civic Center Scenario

A Civic Center use scenario would transform the EWEB site into a district anchored by multiple civic uses. This theme has already been established in part by EWEB's presence in the Administration Buildings and is reinforced by the U.S. Courthouse across the train tracks.

- **New City Hall:** By remodeling the Administration Buildings and constructing a new office building adjacent to it, the site would become the location of Eugene's new city hall.
- **Educational Hub:** Other parts of the site would become the home to one or more educational programs from area institutions such as the University of Oregon and Lane Community College. Educational uses could be accommodated by adaptively reusing some of the existing structures, but also through new construction, if necessary.
- **Cultural Facilities:** One or more cultural facilities such as a museum, performing arts theater, or multipurpose event space would be included in the project.
- **Open Space:** A civic center would include significant and multiple open spaces. One or more spaces would be geared toward the natural environment, but also potentially including arts elements such as a sculpture garden. At least one public space should be suitable for large public gatherings such as speeches, rallies, or concerts.

“New Industry” Employment District Scenario

The “New Industry” Employment District use scenario anticipates a significant employment component that capitalizes on the site’s industrial heritage. This use scenario would both have physical components (the actual buildings and users) and non-physical components (the marketing strategy that brands the site). That is, by creating a unique theme and brand, the site would become a destination for employers that represent sustainable industries (or some other economic development category).

- **Workshop Space:** One or more existing buildings would be retrofitted to accommodate small independent workshop spaces for local businesses. This could include deliberate clustering of similar industry types in order to foster collaboration and innovation between businesses.
- **Corporate Headquarters:** The Administration Buildings would be reused by a sustainable business that chooses to locate at the site in order to benefit from the branding opportunity and to be close to suppliers and collaborators that are also located there.
- **Incubator Space:** Additional buildings would include flexible incubator space for small startups and entrepreneurs to test products and ideas, collaborate with others, and receive technical and management support. The incubator facility would most likely be aligned with the University of Oregon or some other educational institution in order to connect businesses with specialists in business, engineering, and other fields.
- **Educational Space:** An innovation center could include some classroom space for education programs related to the project’s industrial theme.

Mixed-Use Neighborhood Scenario

With the diversity of uses described in other use scenarios, the site could develop as a true mixed-use neighborhood, with no particular use dominating other uses in a strategic combination. Under such a scenario, certain portions of the EWEB site might have a particular focus, but overall, there would be a broad balance of uses. Likely uses would include:

- **Housing:** Two or three housing projects close to the river and another two close to 4th Avenue.
- **Retail:** Ground-floor retail in buildings close to 4th Avenue and up to two restaurants in buildings along the river.
- **Office:** Continued use of the Administration Buildings for office space.
- **Hotel:** Development of a boutique hotel near the river.
- **Adaptive Reuse:** Rehabilitation of the Steam Plant and the Warehouse for restaurant, market, or other uses.