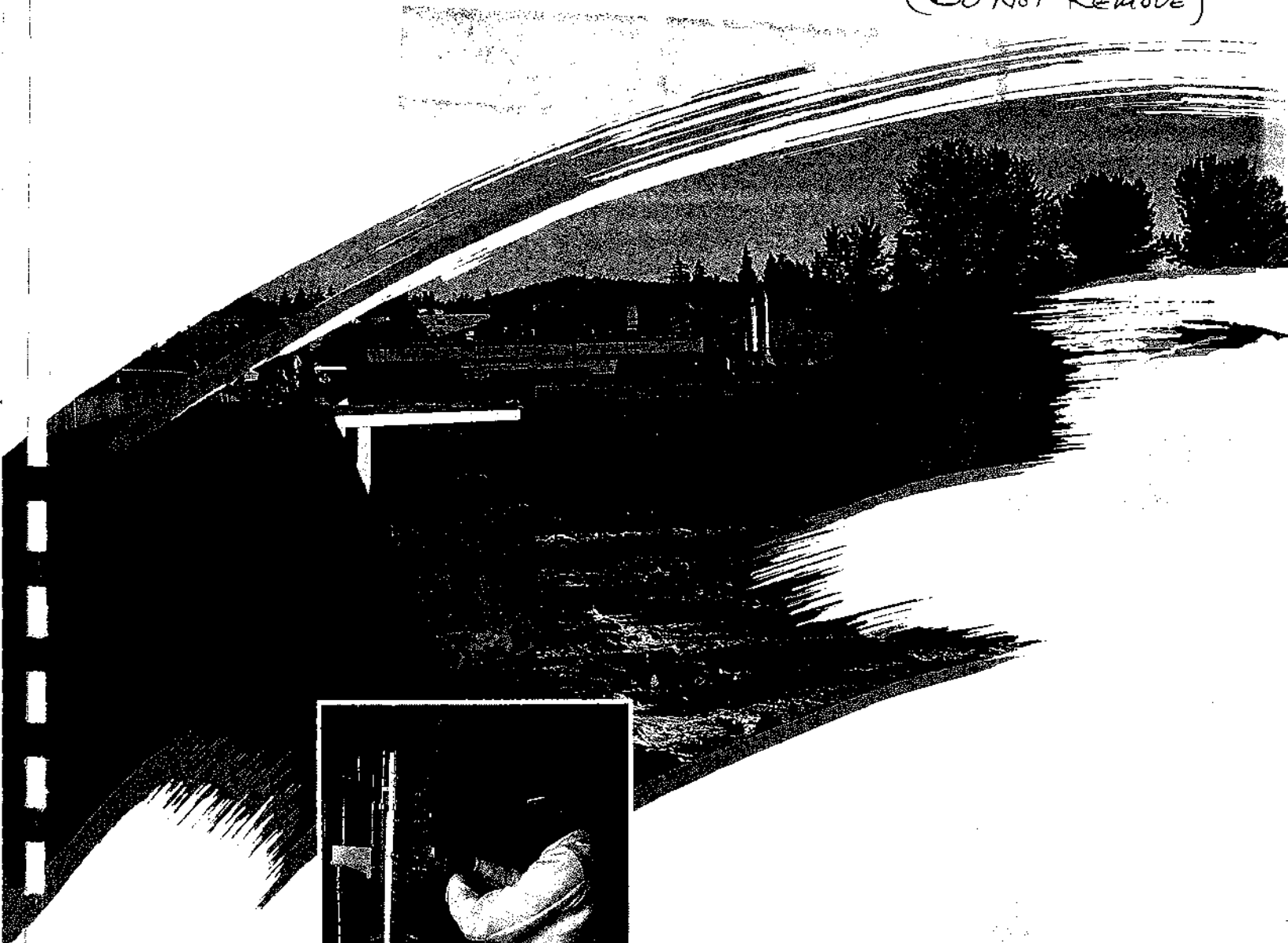


RIVERFRO

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City of Eugene

Riverfront Park Study



TABLE OF CONTENTS

<u>SECTION</u>	<u>PAGE</u>
I. Introduction-----	2
II. Policies-----	4
III. Existing Conditions-----	12
IV. Conclusion-----	30
Appendix A Background-----	A-1
Appendix B Draft Riverfront SO, Special District-----	B-1
Appendix C Detailed Transportation Analysis-----	C-1

LIST OF MAPS

Map A -----	Vicinity Map
Map B -----	Land Use
Map C -----	Zoning and Greenway Boundaries
Map D -----	Existing Access Points
Map E -----	Floodplain
Map A-1 -----	Ownership
Map C-1 -----	Potential Future Access Points

I. INTRODUCTION

Eugene's planning program is based on ongoing development and refinement of a series of policy statements. The foundation for those policies is found within the Eugene-Springfield Metropolitan Area General Plan, acknowledged by the Land Conservation and Development Commission in August 1982 to comply with the Statewide Goals--the document which guides land use planning throughout Oregon.

Like other similar refinement plans and studies conducted by the City of Eugene, the Riverfront Park Study is a geographic refinement of the broad direction established for the Eugene-Springfield area through the Metropolitan Plan. The refinement planning process uses a citizen "planning team" to develop a draft plan for consideration by the Planning Commission and the City Council.

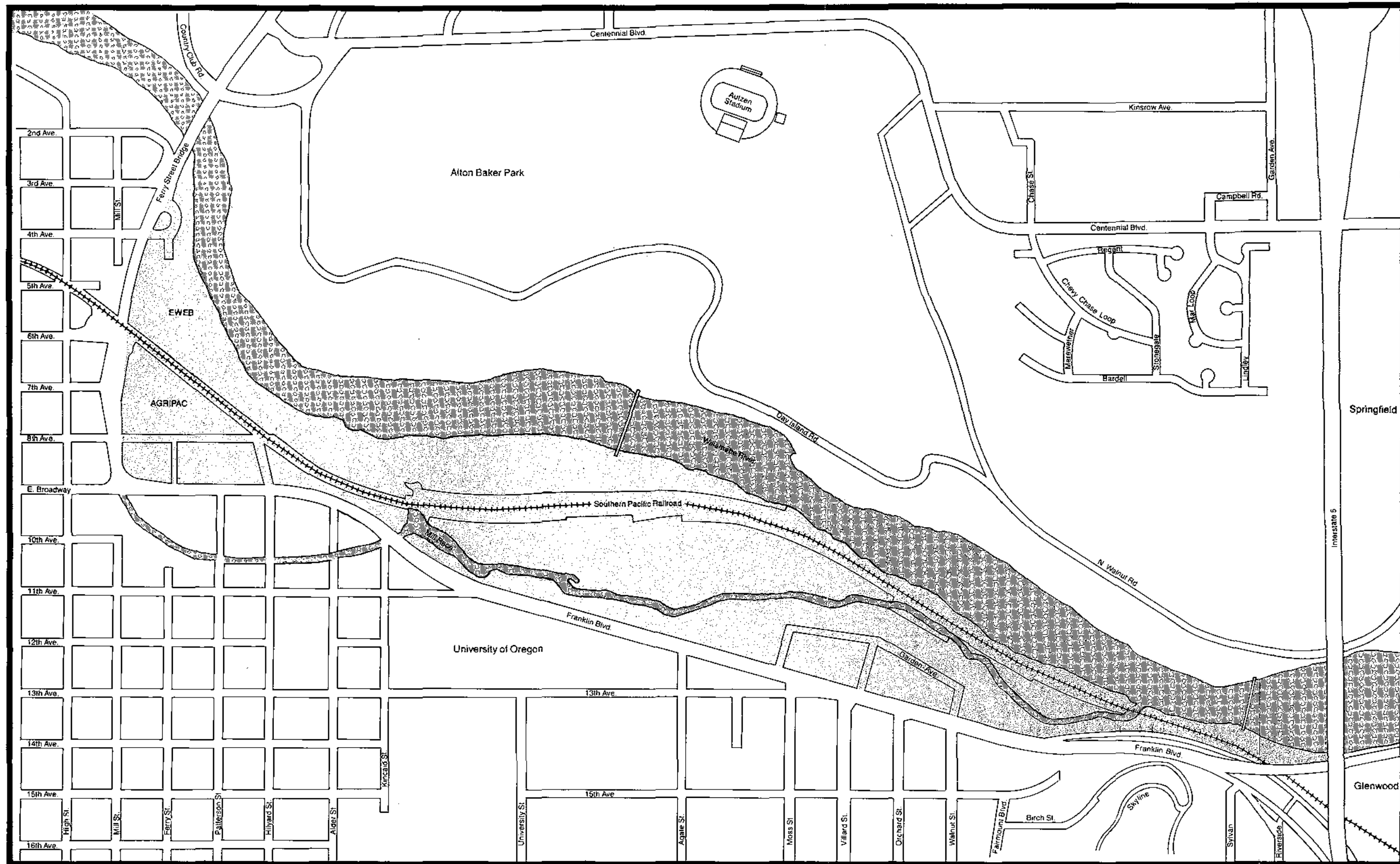
The study area is bounded by the Ferry Street Bridge on the west, the Willamette River on the north, the I-5 Bridge on the east, and Franklin Boulevard on the south. Map A shows the study area of the Riverfront Park Study.

Impetus for the Riverfront Park Study came from several sources:


1. In 1967, the architectural firm of Lutes and Amundson completed a study for the University of Oregon of land north of Franklin Boulevard. That analysis recommended intensive use of State-owned property within the Riverfront Park Study area.
2. Eugene's Six-Point Economic Diversification program contains a series of activities which will enhance the community's economic development efforts. Identification of public land which might be used for economic development purposes was one activity to be implemented during FY 1983-84.
3. In 1983, the University of Oregon identified a portion of the study area (under State ownership) as a potential site for a possible private/public joint venture development, emphasizing research facilities which might be complemented by University programs.

Appendix A contains a more detailed discussion of the history of the Riverfront Park concept.

Ultimately, development in the Riverfront Park area is intended to play a critical role in the diversification of the metropolitan area's economy by providing an unusual opportunity to develop an industrial area that supports and utilizes research activities of the University of Oregon. The potential for this economic development is focused on University-owned land within the study area. The development is envisioned as a critical factor in attracting and forming new industrial activities because of the potential for the exchange of concepts and techniques between University of Oregon researchers and industries which

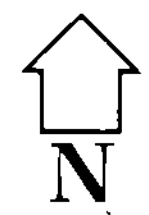


Vicinity Map

 Study Area

Riverfront Park Study

0 300 600
scale in feet



Map A

produce and market related technologies. Research-related industries comprise a fast-growing segment of American industry, creating a significant number of new jobs.

To facilitate initial discussions, the University of Oregon contracted with the firm of Donald B. Genasci, Urban Design and Land Planning, to develop a concept proposal. That proposal foresees a mixed-use concept that anticipates a maximum development of 1,758,800 square feet involving lands north and south of the Southern Pacific Railroad tracks. The proposal would require acquisition of some private lands not presently in University ownership. The land mix tested during development of the Riverfront Study included: 1) 50% light industrial; 2) 28% research/office facilities; 3) 13% low-rise multiple-family structures; 4) 6% specialty retail; and 5) 3% research library facilities. This development scenario was used as a basis to : 1) determine the nature and cost of public infrastructure needed to support the development, and 2) develop a series of policies which will guide new development in the Riverfront Study area. It is understood that the ultimate development could involve a significantly different scale and mixture of uses than those envisioned by the University's development concept. Those ratios would also need to be tested prior to development in order to determine their impacts and possible design changes needed for transportation facilities and programs.

Because of an ongoing recognition of the importance of the University of Oregon to the area's economic future, and community-wide interest in the economic potential of development within the study area, the Eugene City Council adopted a work program and citizen involvement process for the Riverfront Park Study. In order to guide the development of the study, the Council also appointed a nine-member Committee representing: 1) the Eugene Water & Electric Board; 2) Agripac; 3) the University of Oregon (two members); 4) residents of the area; 5) property owners in the area; 6) the Eugene Chamber of Commerce; 7) the Eugene Planning Commission; and 8) the Eugene City Council.

The objectives of the Riverfront Park Study are to develop:

1. long-range direction for future development within the study area;
2. short-range strategies which may assist the University of Oregon in the development of properties which it controls within the study area; and
3. short- and long-range strategies which will assist EWEB and Agripac in evaluating their growth and development needs and the potential effect of those decisions on existing sites in the study area.

SECTION II POLICIES

Because Eugene's planning program is based on a policy framework, adopted policies are used to guide future public actions in a variety of functional areas, including land use decisions and capital expenditures. Adopted public policies provide both the public and private sectors with direction for specific future actions. The following policies are intended to serve that function within the Riverfront Park Study Area. They are based on information and analysis contained in the Existing Conditions, Section III. The policies are accompanied by explanatory paragraphs.

A. LAND USE

Policies pertaining to land use are a function of several factors including: 1) Statewide Goals as administered by the Land Conservation and Development Commission; 2) policy direction provided for in the Eugene-Springfield Metropolitan Area General Plan (acknowledged August 1982); 3) constraints and opportunities resulting from existing and potential public infrastructure; 4) natural and cultural conditions; and 5) private sector activities which affect development potential in the Riverfront Park Study Area. The following policies reflect direction established by those and other pertinent factors.

1. The City of Eugene shall apply the Special Development District to property under University ownership.

The Special Development District zoning classification is best suited for application in this case because it is intended to accommodate areas which possess unique and distinctive features, and it provides the opportunity to design development standards to suit a particular situation.

2. The City of Eugene shall consider Special District zoning for other properties within the Riverfront Park Study area only at the request of affected property owners.

This policy recognizes that the existing mix of zoning districts reflects existing land use patterns. Changes in zoning will follow decisions by property owners regarding future use of their property. Application of the Special District to properties not owned by the University of Oregon will be evaluated on the ability of the subject site to meet the objectives and policies of the Riverfront Park Study.

3. For land zoned SD, Special Development, development proposals shall be considered on a case-by-case basis through the conditional use permit process.

This process provides a high degree of flexibility for development proposals and allows the public sector to make development-related decisions on the basis of their conformance with predetermined standards. These standards, which are specified in Appendix B, address consistency

with adopted policies, impacts on public open space, and adequacy of public improvements. This policy also recognizes that a large portion of the Riverfront Park Study area lies within the boundaries of the Willamette Greenway. Under the conditional use permit process called for in the SD, Special Development District, new development located within the Greenway boundaries will also comply with Willamette Greenway criteria specified in the Eugene Code.

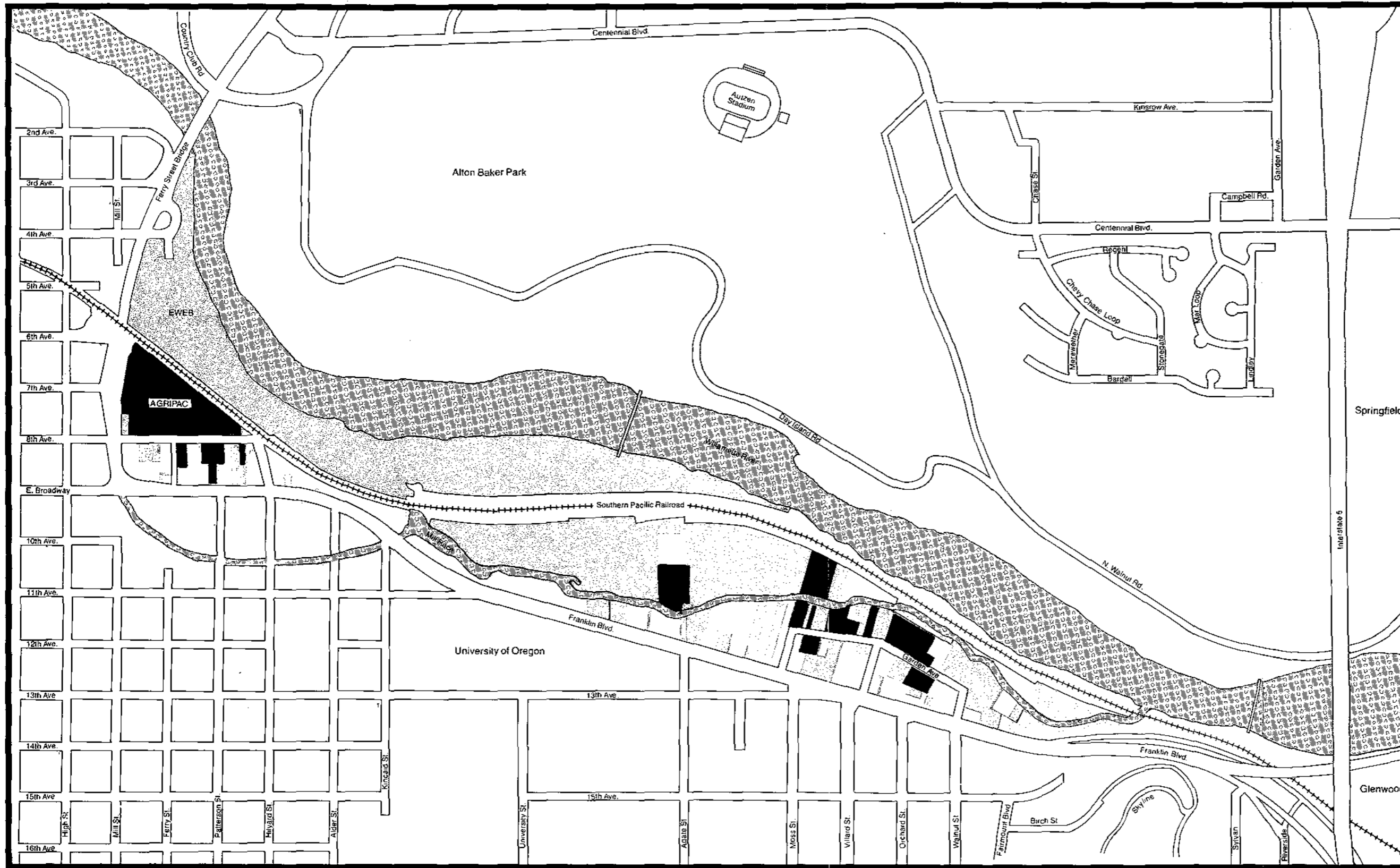
4. The following uses shall be permitted in the SD district for the Riverfront Park area:

- a) **University programs and activities.**
- b) **Uses related to the activities, research, and programs of the University of Oregon, including light industrial, research and development, and office.**
- c) **A limited range of retail and non-retail uses permitted in the C-1, Neighborhood Commercial District (see Appendix B, Exhibit A).**
- d) **Other retail and non-retail uses that complement University activities.**
- e) **Multiple-family dwellings.**







The intent of this policy is to provide for a variety of uses to occur within the study area, but to balance this development potential against its possible impact on other portions of the community, e.g., downtown, the City of Springfield, or special light industrial sites. This policy is meant to establish direction which will tie the type of development which could occur in this area to the primary distinguishing feature of the Riverfront Park--its proximity to the University of Oregon. This policy recognizes that the area's proximity to the University is unique, and it is this proximity which should ultimately determine the range of uses uniquely appropriate for the site. The range of retail and service uses permitted in the SD, Special Development District, will be limited to those which might be necessary to provide some of the services and goods needed to support employment and residential development in the area. It is not intended to duplicate the extensive range of services available in the commercial areas around the University of Oregon, along Franklin Boulevard, and in the downtown area.

5. Development standards within the SD, Special Development District, applied to the Riverfront Park, shall be designed to:

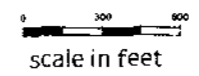
- a) **Provide for intensity of development while recognizing the environmental and open-space attributes and requirements of the area.**
- b) **Recognize that proximity to alternate transportation facilities may provide opportunities to reduce parking requirements for certain industrial uses.**



Land Use Map

-  Industrial
-  Residential
-  Government, Education & Utilities
-  Vacant
-  Commercial
-  Retail Trade

Riverfront Park Study



- c) Provide for signing standards consistent with the purpose of the district.
- d) Allow for a mixture of uses in the SD, Special Development District.
- e) Ensure that development in the Riverfront Park is primarily related to University activities and programs.

This policy outlines the criteria against which a development proposal will be measured and recognizes that, in accordance with existing community development policies, general office development should more appropriately locate in downtown Eugene. It also recognizes that commercial development occurring in the SD, Special Development District, is primarily intended to serve the day-to-day needs of employees working in and near the Riverfront Park area.

6. Working with the City of Springfield and Lane County, the City of Eugene shall seek an amendment to the Metropolitan Plan which would designate a portion of the property within the Riverfront Park Study area owned by the University of Oregon for "University/Research" activities.

This policy recognizes that the results of this study would involve: 1) creation of a new land use designation (University/Research) for use in the Metropolitan Plan; 2) an amendment to the acknowledged Metropolitan Plan; and 3) implementation of the plan amendment process which will involve participation and concurrence by the City of Springfield and Lane County.

B. TRANSPORTATION

Access and transportation are major elements which will shape the potential for development in the Riverfront Park Study area. Four variables affect the level of transportation demand for the Riverfront Park: 1) types of land use; 2) intensity of land use; 3) the traffic level using the Franklin Boulevard corridor; and 4) the use of alternative modes of travel (modes of travel other than the single-occupancy automobile) for all types of trips. The following policies are intended to provide guidance in determining: 1) future capital improvement requirements in the study area; 2) ultimate levels of development which can be accommodated in the study area; and 3) phasing of development to correspond to development of additional transportation facilities. These policies are based on the proposition that additional development within the study area should occur with minimal impact on existing activities.

1. The City, if possible in conjunction with a developer, shall work with the Oregon Department of Transportation (ODOT) and the Southern Pacific Railroad to increase the number of points of access to undeveloped property within the Riverfront Park Study area.

This policy recognizes that existing access into the study area is very limited, and major improvements will be required. The policy also acknowledges that: 1) Franklin Boulevard is a State highway and subject to

access controls by the ODOT; and 2) Southern Pacific Railroad is a necessary participant in developing a detailed access/circulation scheme for the Riverfront Park development (for instance, an appropriate circulation system may involve development of a roadway immediately adjacent to the railroad right-of-way to provide a buffer between the railroad and development); and 3) that, as in other similar situations, property acquisition for public purposes shall occur at fair market value.

2. The City shall work with the Lane Transit District, the University of Oregon, and employers in the Riverfront area to maximize the use of alternate modes of transportation. Facilities and programs will be developed to work toward the goal of accommodating a substantial number of the trips made to new development within the Riverfront Park Study area through modes other than the single-occupancy automobile.

Eugene has been successful in encouraging the use of alternate transportation modes. A modal split of approximately 25-30% in the Riverfront Park Study area would be consistent with the areawide goal for alternative modes of 23%, which is being used as part of the update of the metropolitan area transportation plan (Transplan). A significant level of alternate mode usage will: reduce potential impacts on the already limited area-wide parking; reduce the requirements for public expenditures on street improvements; and provide the opportunity for more intense development within the Riverfront Park. This recognizes that the proximity of potential development to the University of Oregon and downtown Eugene increases the ability to rely on alternative transportation modes for all types of trips. The above policy also recognizes that aggressive action by the City, Lane Transit District, the University of Oregon and employers in the Riverfront Park area will be required to achieve the alternate mode objectives. For instance, paratransit programs and a pedestrian overpass across Franklin Boulevard, as well as bicycle and transit facilities, will be important components of an alternate mode strategy.

A monitoring program will be developed to provide ongoing information on: 1) progress in meeting the alternate mode objective, and 2) traffic volumes on Franklin Boulevard. This monitoring program will provide information about the ability of the transportation system to accommodate new levels of development in the study area.

3. The City shall use its Capital Improvement Programming process to identify projects, their implementation schedules, and anticipated funding sources needed to provide transportation facilities to service development in the Riverfront Study Area. Special efforts shall be made to secure non-City funding for capital improvements whenever possible.

This policy acknowledges the City's process of capital improvement programming as the appropriate mechanism to identify timing and funding sources for publicly constructed projects which will be aimed at accommodating transportation demand from the ultimate development. This policy also recognizes that funding of any particular project identified in the Capital Improvement Program can come from a variety of sources, and that, in any case, the City should make strong efforts to find outside

funding sources for transportation projects involved in development of the Riverfront Park.

4. The City shall pursue construction of projects intended, by design and timing, to avoid Level of Service "E" in the Franklin Boulevard corridor.

This policy commits the City to coordinate the provision of improvements that will be needed to provide adequate transportation to new development in the Riverfront Study area, and to maintain an acceptable level of service on Franklin Boulevard.

5. Required transportation projects will be phased and the phasing schedule will depend upon the level of participation of non-public funds (i.e., participation by a developer) and the level of actual development.

This policy acknowledges that phasing of transportation projects will be required. The policy also recognizes that: 1) the phasing schedule could appropriately be accelerated through non-public funding of projects (or portions of projects); and 2) appropriate early access improvements should occur on the eastern or western end of the project area thus protecting the public investment in transportation improvements.

6. The City shall encourage the University of Oregon, Lane County, and the Oregon Department of Transportation to participate financially in transportation improvements involved in the Riverfront Park Development area.

This policy recognizes that a number of agencies will be involved in funding transportation improvements. For example: 1) because Franklin Boulevard is a State facility, ODOT participation in funding intersection improvements would be appropriate; and 2) funding of pedestrian crossings of Franklin Boulevard (either at-grade or separated grade) by the University of Oregon and ODOT would be appropriate.

7. The City, in cooperation with the University and developers, shall develop a plan for a comprehensive bicycle path network for the Riverfront Study area including: 1) the South Bank Bike Trail; 2) the Mill Race Bike Path (included in the Eugene Bikeways Master Plan); and 3) new paths providing access between Franklin Boulevard and the south Bank Trail and to destinations within the study area.

This policy recognizes the importance of bicycles as a component of the transportation system and the need to achieve high levels of bicycle use to reduce traffic demands on the street and highway network. A bikeway network providing direct access to buildings and their covered bicycle areas should help attain the highest possible levels of bicycle commuting. In addition, sensitively integrated paths should help make the area attractive and support superior access to the river and the River Bank Trail System.

C. ENVIRONMENT

The Willamette River is the northern boundary of the Riverfront Park study area. Consequently, a large portion of the study area is within the boundaries of the Willamette Greenway and is subject to direction provided within the Statewide Goals and the City's zoning ordinance. The following policies address that direction as well as other environmental issues within the study area.

1. The City of Eugene shall protect the riparian strip along the southern bank of the Willamette River within the study boundaries by: 1) directing future development away from this environmentally sensitive area; 2) establishing a buffer strip beginning at the top of the bank and extending a minimum of 35 feet to the south; 3) establishing a deeper setback to protect the east Millrace outfall and the heavily used bicycle/pedestrian area around the south approaches of the Autzen Bike Bridge; and 4) developing, with the University of Oregon and the Eugene Water & Electric Board and other major property owners along the river's banks, an active management plan intended to enhance the environment of the natural vegetation along the river's edge.

In this area, the riparian strip refers to the narrow vegetative strip along the steep south bank of the river. This policy is intended to protect the riparian strip along the river which will result in: 1) preservation of valuable natural elements; 2) riverbank stabilization; and 3) protection of developable property from potential debris during major flooding (a rare possibility). This policy also recognizes that development within the Riverfront Park Study area provides unique opportunities to create more of an urban edge along portions of the river through sensitive location of buildings along the river, and that location of some public improvements can occur within the buffer and riparian strip. For example, a bicycle/pedestrian path could appropriately be included within the buffer strip and a public plaza and public access improvements could appropriately extend to the river through the riparian strip.

The buffer strip establishes a minimum 35-foot building setback south of the top of the riverbank to provide an area for development of public improvements that encourage access to and enjoyment of the river. Two areas have been identified where deeper setbacks would be required. The first is located around the east Millrace outfall where a building setback extending 150 feet south of the riverbank would protect the outfall as a significant natural water feature. This setback would not preclude the potential incorporation of the outfall into a development, nor would it preclude potential relocation of the bikepath across the outfall. The second area of special protection would occur around the south approach to the Autzen Bike Bridge. At this point a building setback extending 50 feet from the each side of the bike bridge and about 135 feet south of the top of the riverbank would recognize the Autzen Bike Bridge and the riverbank to the west as areas of heavy bicycle/pedestrian and river-oriented activity.

2. The existing Millrace which passes through a portion of the study area is an important environmental and historic city feature. Development occurring in the Riverfront Park shall maintain or improve visual and bicycle/pedestrian access to and along the Millrace, expanding its use for public recreation while at the same time recognizing its role as a storm runoff channel.

This policy recognizes the value of the Millrace in Eugene, both as an historic feature and environmental asset for recreation and storm runoff. The policy is intended to ensure that future development adjacent to the Millrace enhances its continued public use.

3. Development occurring in the Riverfront Park area shall be designed to preserve a significant cluster of black locust, English oak, and redleaf plum trees located just east of the current location of the bicycle path.

This policy recognizes that while most of the growth in the floodplain area (south of the riparian strip) is disturbance vegetation that should be removed, this existing stand of trees adds to the important vegetative cover in the area.

4. Development in the Riverfront Park area shall, when possible, maintain and enhance the public's physical access to the river and the riparian strip along its banks.

This policy recognizes that development should occur in concert with continued public access to the river. It directs that, where possible, development plans should maintain and improve physical access by the public to the river and its edge. Physical access should include pedestrian and bicycle access along the river, pedestrian access to the river bank, docking facilities for boats, and access to the river's banks for swimmers. As noted in Policy C-1 (Environment), maintenance of the riparian strip along the river will be balanced with the need for public access to the river.

D. PUBLIC SERVICES AND AMENITIES

Timing for public services and facilities will be designed to coincide with the phasing of development in the Riverfront Park area. In addition to the timely implementation of public improvements, coordination during the design stage will be encouraged so that public and private improvements will be complementary.

1. Transportation improvements shall be required in the first phases of development to ensure adequate vehicular access, including access for emergency vehicles.

Because much of the development area lies north of the Southern Pacific Railroad tracks, a railroad underpass may be required, depending on the level of development. Emergency vehicle access may also require development of a railroad underpass as part of a first-phase development. Alternatives to the development of a full railroad underpass for emergency vehicle access during a first-phase development will be investigated,

including: interim improvements to the existing bike-pedestrian underpass, and use of the existing riverfront bike path for emergency access.

2. The City will work with the University of Oregon and developers in financing and developing public amenities to serve the Riverfront Park area.

These public amenities might include but are not limited to: 1) lighting for a bike-pedestrian path between 4th Avenue and the Agate Street Extension; 2) developing public plaza, park and recreational, and dock facilities along the river; and 3) maintaining the river bank and associated riparian vegetation.

3. The City shall investigate ways of financing public facilities in a timely manner, using techniques beyond traditional support from the general fund.

For example, this policy provides direction for investigation of and, if appropriate, formation of a tax increment district in the Riverfront Study Area.

4. The City shall ensure that in the context of development in the Riverfront Park area, the existing bike-pedestrian facility is relocated closer to the river bank and sensitively integrated into the area. In addition, the primary transportation circulation system serving the area shall include illuminated bicycle-pedestrian facilities.

This recognizes that the bike-pedestrian path was formerly located along the river bank. This policy directs that it be relocated between future development and the river and that relocation costs would appropriately be financed by the University of Oregon or a private developer. Other than the river bank bike path, bicycle and pedestrian facilities will most likely follow the alignment of the road system.

5. As development occurs in the Riverfront Park area, privately financed amenities will be designed to supplement the amenities which are publicly financed.

Privately financed amenities are also intended to be used by the general public.

E. EWEB

The following policies are intended to provide direction for future action pertaining to the EWEB main facility and steam plant.

1. Property under EWEB ownership within the Riverfront Park Study Area shall remain designated for the utility's main headquarters.

In 1983, EWEB embarked on a project to develop a Headquarters Master Plan that investigates alternatives for consolidating its 428 employees and major operations at the existing riverfront site. This policy recognizes

that the draft EWEB Master Plan, once adopted, will be the basis for future decisions relating to the development of EWEB's land and operational facilities. It also recognizes that EWEB is an important employer and service provider in the Riverfront Study Area and is especially important because of its proximity to downtown Eugene. The recently adopted Downtown Plan similarly recognizes EWEB's continued presence in the study area and anticipates continuing improvements in river access in concert with the implementation of the EWEB Master Plan.

2. The City of Eugene shall work with EWEB and the University of Oregon to investigate actions which could be taken to implement improvements in the efficiency of the steam plants operated by both organizations in the Riverfront Study area.

This policy commits the City of Eugene to work with both the University of Oregon and EWEB to attempt to identify ways to increase efficiencies in steam plant operations of both organizations. Increasing steam facility efficiencies has potential impact on future users, e.g., those in the Riverfront Park area, as well as existing steam customers, and consequently is an important community-wide economic diversification issue.

3. Property owned by the University of Oregon, and currently leased by EWEB for its pole yard, shall be included in the property available for redevelopment for new facilities in the Riverfront Park.

This policy recognizes that the current pole storage is an interim use, and that the University may implement redevelopment plans in its role as property owner.

F. AGRIPAC

Agripac is a major employer in the community and is important to Eugene's continued economic diversification efforts. The following policy provides direction for public action pertaining to Agripac.

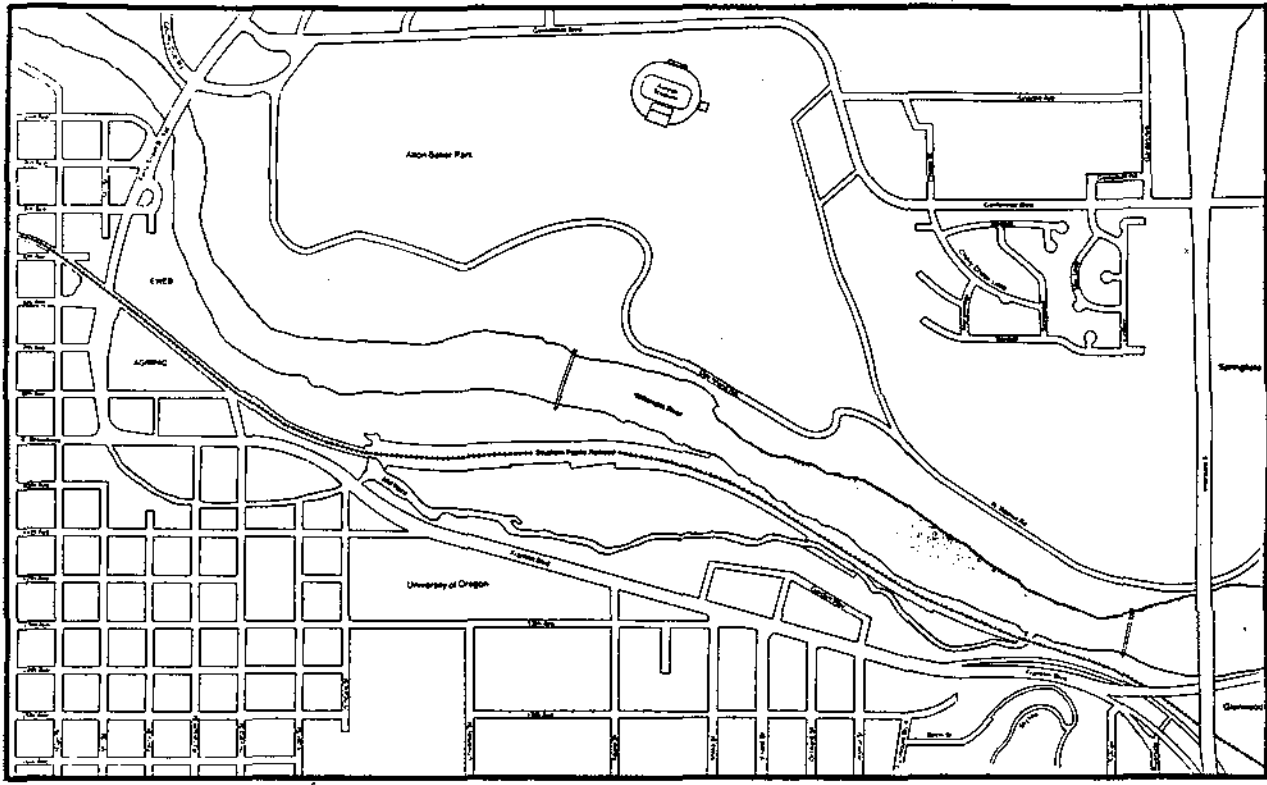
1. The City of Eugene shall work with Agripac to identify and, if appropriate, implement mechanisms which are most effective in maintaining the cCompany's operation within the community.

This policy applies to efforts to assist Agripac to expand on its present site on Ferry Street and along 8th Avenue as well as on other locations in the community. At the present time, Agripac does not plan to relocate its downtown facility. If Agripac decides to move from its present facility, the actual relocation could occur over a period of one-and-a-half years. The intent of this policy is to assist Agripac's decision to remain in the community--either at the present Ferry Street location or at a new site within the community. The City's participation could include activities such as: 1) assisting Agripac to improve/expand at its present site; 2) assisting Agripac in gaining Economic Development Administration (EDA) assistance; 3) obtaining local assistance regarding assessments affecting a new facility; and 4) obtaining local or State industrial revenue bonds.

2. In cooperation with Agripac, the City of Eugene shall investigate options regarding closure of 8th Avenue to through traffic at the Agripac site, or other public actions to improve functional use of the plant.

This policy recognizes that conflicts in uses of 8th Avenue exist at this point as long as Agripac operates at its present site. Providing parking space to accommodate a seasonal work force that can peak at over 1,000 employees contributes to the traffic problem along 8th Avenue. Closure of the street could mitigate against the problems created by through traffic on the street and assist Agripac in increasing the efficiency of its operation. This policy also recognizes that 8th Avenue is a designated bicycle facility at this location and that the needs and safety of bicyclists are a component of the decision-making process regarding 8th Avenue.

Existing Conditions



SCALE IN FEET



SECTION III EXISTING CONDITIONS

As noted earlier, the primary impetus for the Riverfront Park Study has come from the University of Oregon's desire to investigate the potential for development of a portion of property under its ownership north of Franklin Boulevard and south of the Willamette River. About 60% of the property within the study area is owned by the University of Oregon (about 71 acres), Agripac (about 10 acres), and EWEB (about 19 acres).

The potential for development is constrained by several factors:

1. Existing land use.
2. Public service capabilities (primarily transportation).
3. Environmental conditions.
4. Eugene Water & Electric Board's (EWEB's) operating conditions.
5. Steam plant operations.
6. Agripac operating conditions.

A. Existing Land Use

The westerly portion of the study area was part of the original incorporated Eugene City (1800's), while the eastern portion was annexed to Eugene in the 1920's. The Millrace, the Agripac facility, and the EWEB facilities are features which have been in the study area for at least 75 years. A portion of the property now under the ownership of the University of Oregon was the site of Eugene Sand & Gravel's operation until the University's acquisition of this property in the late 1960's. The Southern Pacific Railroad lines, which pass through the study area, were originally along an alignment which followed the right-of-way for Franklin Boulevard (as recently as 1936).

Map B shows the existing major land use activities within the study area. Table 1 outlines more specific land use categories by acres within the study area.

TABLE 1
 ACRES BY GENERALIZED LAND USE
 (EXISTING)
 RIVERFRONT PARK AREA
 JANUARY 1, 1983, DATA
 L-COG RESEARCH SECTION

<u>Generalized Land Use</u>	<u>Acres</u>
Duplex	.3
Education	21.6
Government	51.6
Industrial	10.6
Multi-Family	2.4
Retail Trade	8.6
Private Parking	5.0
Services	14.0
Single Family	4.3
Trans-Comm-Util	19.1
Vacant	10.0
<hr/>	
TOTAL	147.5

Data for 1983 from the L-COG Research Section shows the study area contains about 118 dwelling units (4 in duplex structures, 94 in multiple family structures, and 20 in single-family structures). These are primarily located in the vicinity of Garden Avenue.

The Metropolitan Area General Plan designates the study area for commercial, industrial, and open-space land use activities. The following zoning districts have been applied in the study area: 1) PL, Public Land; 2) C-2, Community Commercial; 3) I-2, Light-Medium Industrial District; and 4) I-3, Heavy Industrial District. Map C shows the configuration of those zoning districts within the study area and Table 2 shows existing acreage by zoning district.

**TABLE 2
ZONING IN ACRES
RIVERFRONT PARK AREA
JANUARY 1, 1983, DATA
L-COG RESEARCH SECTION**

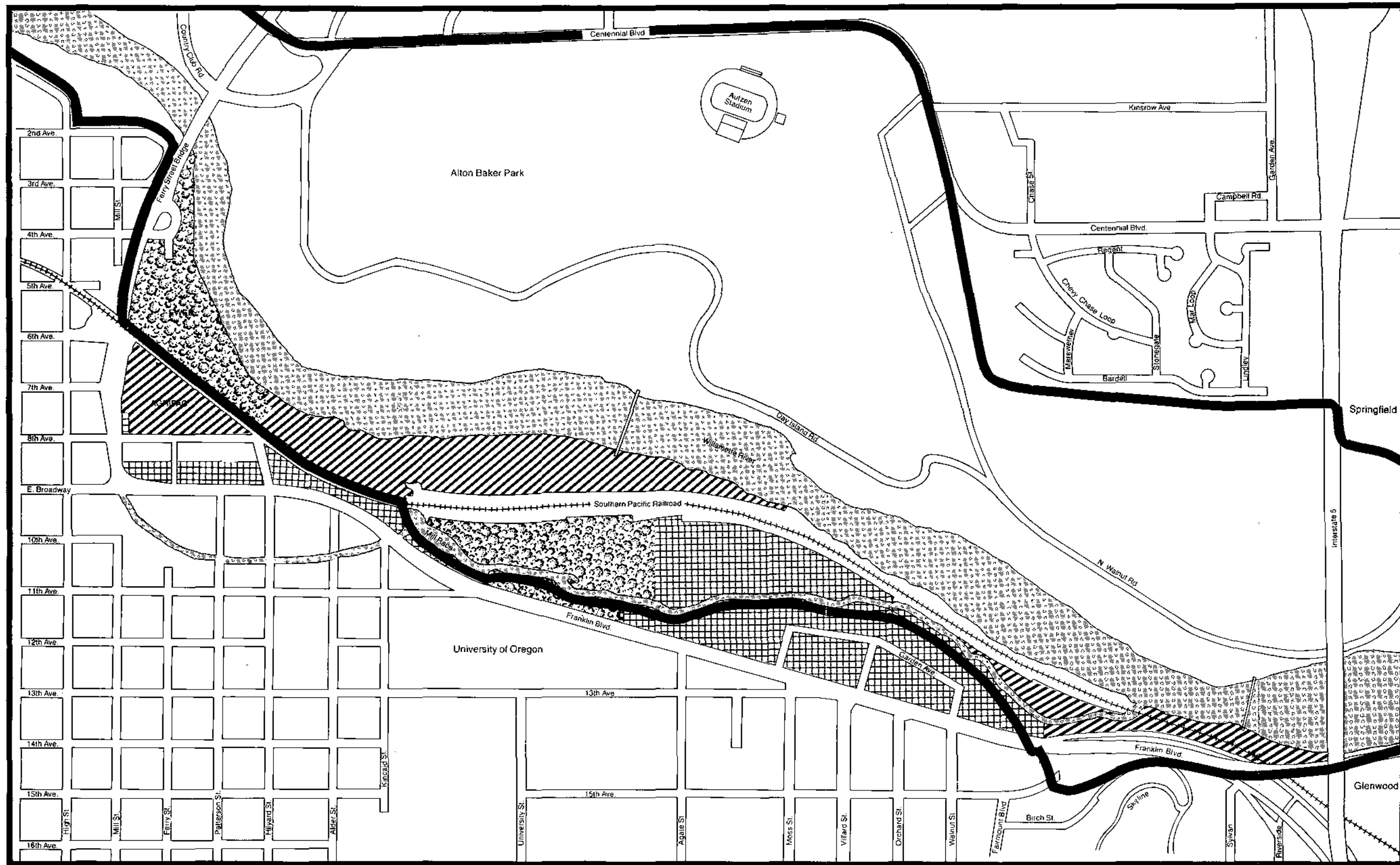
<u>Zoning</u>	<u>Acres</u>	<u>% Of Total</u>
C-2	58	39%
I-2	3	2
I-3	48	32
PL	39	26
TOTAL	148	100%

Table 3 shows anticipated gross floor area for private office uses in downtown (based on a midpoint capture of the regional market for the period 1980-2000). This information illustrates the share of the metropolitan office market that downtown can reasonably expect to capture.

TABLE 3
Floor Area Retail/Service and
Private Office Use
Downtown Eugene Area
1980-2000
(000s Square Feet)
(Midpoint Capture)

<u>Year</u>	<u>Retail/Service</u>	<u>Private Office</u>
1980/83	1,042	1,658
1985	1,217	1,924
1990	1,435	2,295
1995	1,683	2,665
2000	2,000	3,100

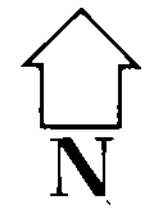
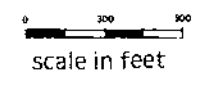
Source: "Markets & Services in Downtown Eugene", LeBlanc & Co., 1983



Zoning Map

-  Public Land
-  Community Commercial District
-  Heavy Industrial District
-  Light-Medium Industrial District
-  Willamette Greenway Boundary

Riverfront Park Study



The Metropolitan General Plan made land allocations for various land use categories for the entire Eugene-Springfield area. Table 4 shows land allocations, by five-year increments, based on employment projections for the land use categories of Office-Based Commercial and Other Commercial. Table 4 also shows a total land allocation for the land use category of Special Light Industrial which anticipated an employee-per-gross-acre ratio of 35.

TABLE 4
Metropolitan-Wide
Commercial Land
Employment
Five-Year Increments

<u>Use</u>	76	80	85	90	95	2000
Office-Based (Change)	15,535 ---	18,240 (+2,705)	21,720 (+3,480)	25,110 (+3,390)	28,550 (+3,440)	31,880 (+3,330)
Other Comm. (Change)	22,399 ---	27,280 (+4,881)	33,510 (+6,230)	39,700 (+6,190)	46,020 (+6,320)	51,930 (+5,910)
Special Light Ind*	NA	NA	NA	NA	NA	35,000

Source: Metropolitan Plan Working Paper, Land Use Need (Demand), Lane Council of Governments, 1976

*Special Light Industrial projections were not made, and the land allocation/employment allocations were made on a policy basis.

CONCLUSION: The study area is zoned and developed in a mixed-use fashion. About 60% of the study area is owned by three major property owners--the University of Oregon, Agripac, and EWEB. Properties owned by these three bodies are all within the western two-thirds of the study area. The area contains a substantial number of housing units, the majority of which are multiple-family structure types, located within the eastern one-third of the study area. Downtown Eugene and the entire metropolitan area are anticipated to develop with retail/service and private office-related activities during the next 15 years. Similar activities occurring in the Riverfront Park area would represent a portion of that potential future development.

An amendment to the Metropolitan Plan will be required to designate land in the study area to accommodate the type of development anticipated in the Riverfront Park. At appropriate times, such as future updates of the Eugene-Springfield Metropolitan Plan, the City of Eugene may request that additional sites be considered for "University/Research" designation.

B. Public Service Capabilities

Existing and potential public facilities will partially guide the level of development which ultimately occurs within the study area.

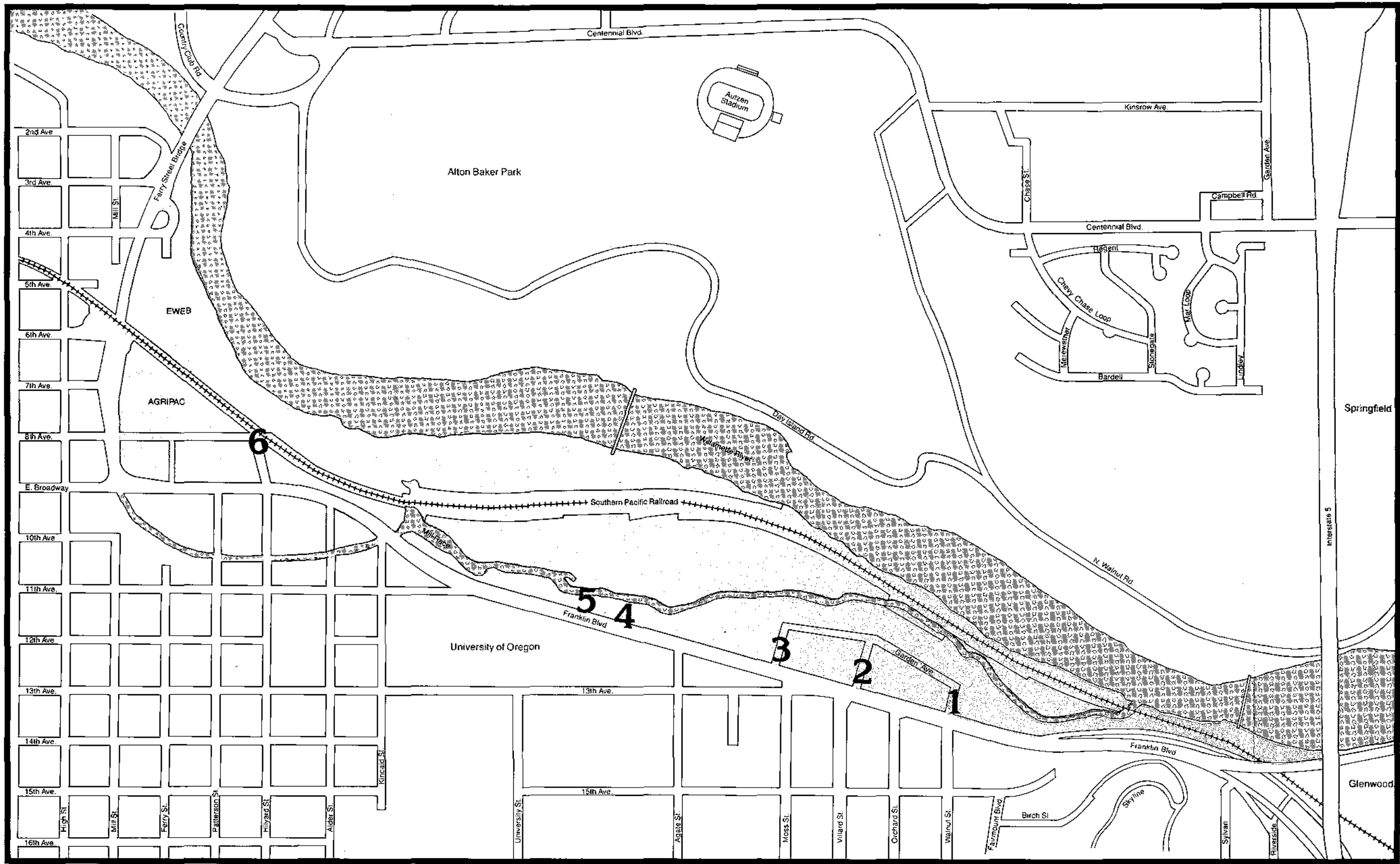
1. Access and Circulation

The Eugene-Springfield Area 2000 Transportation Plan (T-2000) is the primary policy document which guides transportation-related improvements throughout the metropolitan area. The T-2000 Plan identifies major improvements to occur at the intersections of Franklin Boulevard and Broadway, Patterson Street, Hilyard, 11th Avenue, and Agate Street. These improvements to the Franklin Boulevard corridor are intended to address: 1) anticipated major overload and safety issues along that portion of Franklin Boulevard within the study area; 2) constraints on potential modifications to that part of the facility within the study area; 3) its anticipated continued function as a major traffic facility in the coming years; and 4) its function as part of the route of the anticipated Bus Rapid Transit System. In addition, the Eugene Bikeway Master Plan recommends construction of a grade-separated pedestrian/bike crossing of Franklin Boulevard in the vicinity of the University of Oregon campus.

Automobile access into the study area is currently limited. Map D shows existing access points. Significantly, three of the six access points occur in the eastern portion of the study area. Access to the western half of the study area occurs: 1) through the pedestrian/bicycle underpass of the railroad tracks connecting Franklin Boulevard with the Autzen Bicycle Bridge; 2) at the entrance/exit drive for the University Physical Plant (this does not provide direct automobile access for property north of the railroad tracks); and 3) 8th Avenue, extending northeast from the intersection of 8th Avenue and Hilyard Streets, providing access to property north of the railroad tracks through an at-grade crossing.

New intersections with Franklin Boulevard would be controlled through the State Department of Transportation (ODOT). Currently Franklin Boulevard has 13 intersections along its length in the study area, seven of which are signalized. In evaluating the appropriateness of a new intersection(s), the ODOT would include analysis of the impact of construction or reconstruction on the capacity of Franklin and on safety. This recognizes that street capacity and safety are partially dependent upon the number and design of intersections and curb-cuts which cross or take access from a street.

The State Public Utility Commission (PUC) controls permitted crossings of the Southern Pacific Railroad. These tracks which pass through the study area are part of Southern Pacific's main line. Currently, there are two railroad crossings within the study area: 1) one below-grade crossing allows bicycle-pedestrian connecton between Franklin Boulevard and the Autzen Bike Bridge; and 2) one at-grade crossing just east of the intersection of Hilyard and 8th Avenue, providing access to the EWEB storage yard area. Modifications to either existing crossing, or additional crossings, will require permission from the PUC. Conditions



Existing Access Points

1. Walnut St.
2. Villard St.
3. Moss St.
4. Pedestrian Link
5. Physical Plant Access
6. 8th & Hilyard

Riverfront Park Study

0 300 600
scale in feet



which would affect a PUC decision related to a new or modified crossing include: 1) the potential for a train to block multiple intersections serving the area; 2) sufficient sight-distance from the street; and 3) the potential for trains to block crossings for more than the ten minutes, designated in the PUC's regulations.

A computer analysis was conducted in order to identify the level of improvements which would be required to accommodate the University's concept development proposal within the study area. The analysis, detailed in Appendix C of this report, assumed that: 1) the development would occur in a phased manner from west to east; 2) that each phase of the development would contain 50% Light Industrial, 28% Research Facility/Office, 13% Low-Rise Multiple-Family Housing, 6% Specialty Retail, and 3% Research Library Facility; 3) Level of Service "E" was to be prevented; 4) traffic volumes projected in T-2000 would occur on Franklin Boulevard; and 5) alternative modes of transportation will be important to trip-making characteristics and resultant capital improvements (ultimately the modal split would range between 25%-30%). These assumptions were not intended to dictate land use mix or the manner in which future development might be phased.

Based on the analysis outlined in Appendix C, the following assessments of impact were made:

1. About 335,000 square feet could be accommodated in an early phase of development assuming: 1) no increase in the current level of traffic on Franklin Boulevard; 2) a west-to-east phasing program; 3) a 10% modal split; 4) the use of the existing intersection at 8th Avenue and Hilyard Street; 5) the installation of a signal at Broadway and Patterson Street; and 6) the extension of Patterson north of Franklin to provide additional access to the development site. With a 25% modal split, about 405,000 square feet could be accommodated. The total estimated capital costs of these improvements is about \$678,000. These improvements could represent a logical first phase of development.
2. About 475,000 to 510,000 square feet could be accommodated assuming: 1) the improvements outlined above; 2) the extension of Onyx Street (with an underpass of the Southern Pacific lines) into the site; 3) improvements and realignment of the intersection of Onyx and Franklin; 4) 25% to 30% modal split; and 5) traffic volumes on Franklin equal to those anticipated in T-2000. The Onyx Street-related improvements would range between \$900,000 and \$1.2 million.
3. About 1.0 to 1.3 million square feet could be accommodated assuming: 1) all of the improvements noted above; 2) the extension of Agate Street (with an underpass of the Southern Pacific lines) into the site; 3) improvements to the intersection of Agate Street and Franklin Boulevard; 4) 25% to 30% modal split; and 5) traffic volumes on Franklin Boulevard equal to those anticipated in T-2000. The total estimated costs for these improvements range between \$1.3 million and \$1.65 million.

4. About 1.25 to 1.4 million square feet could be accommodated, assuming: 1) all of the improvements noted above; 2) the extension of Broadway northeast of Franklin into the site (with an underpass of the Southern Pacific lines); 3) improvements to the intersection of Broadway and Franklin Boulevard; 4) a 25% modal split; and 5) traffic volumes on Franklin Boulevard equal to those anticipated in T-2000. The total estimated costs for the improvements associated with the extension of Broadway are between \$1,295,000 and \$1,545,000.

5. Estimated capital costs associated with transit and a pedestrian crossing of Franklin Boulevard range between \$1.1 million and \$1.25 million.

6. Annual estimated transit operating costs range between \$60,000 and \$125,000.

2. Sanitary and Storm Sewers

Storm and sanitary sewers are available to the Riverfront Park Study Area and are adequate to handle a development of the size and type anticipated in the University of Oregon's concept proposal.

Storm water runoff would be channeled directly into the Willamette River for portions of the site located north of the railroad tracks, or into the Millrace for development located south of the tracks. Storm sewers serving the development would be part of the developer's costs.

Sanitary sewer lines serving this area are well under capacity. Their size was increased substantially during improvements to the downtown area's sewer facilities during the 1960's. At that time, sewer capacity was built into the line to handle projected needs for Agripac. As a result of the pressure line built in 1983 to handle Agripac's waste, there is sufficient capacity in the sanitary facilities to handle almost any development contemplated in the area. The main sanitary sewer line serving the area is located at 8th and Ferry. An existing eight-inch feeder line at 8th and Hilyard would be sufficient to handle early phases of the development if development begins at the west end. If early phases are located at the east end of the site, additional study will be done to determine how sewage will be carried to the 8th and Ferry line. At any rate, additional connections would need to be brought to the site from 8th and Ferry to serve the bulk of the site. Cost estimates to bring additional sanitary sewer connections to the site range from \$20,000 to \$30,000 for development beginning at the west end.

3. Fire and Police Protection

The Riverfront Park area would receive the same level of police service as is provided to any other area within the city. That level of service is dependent on the city's growth, size, and development patterns, as well as the community's ability and willingness to finance police services. The Police Department is at a point where the addition of a Riverfront Park would degrade somewhat the city's general police service level. In other words, the Riverfront Park Development would place no

special requirements upon the Police Department, but it would contribute to the need to expand the agency in order to sustain the current level of police service throughout the city.

Adequate fire protection is predicated upon the ability of emergency vehicles to gain access to the developed property at various times of the day. It also depends on the enhancement of current staffing and equipment level operating from the existing station which provides fire protection to the area. The current staffing and equipment level is adequate for the addition of largely residential or undeveloped areas. With the Riverfront project, a full-sized engine company would be needed, necessitating an increase from the existing two-person crew to a three-person crew (a net increase of 3.0 FTE). No capital expenditures would be required.

Adequate fire protection also depends on providing for timely access to the site for emergency vehicles. Because of the potential blockage caused by the railroad tracks, development on the site should occur concurrent with development of at least one separated-grade railroad crossing. This will ensure continuous emergency vehicle access to the northern portion of the site, regardless of railroad traffic in the area.

4. Financing of Public Facilities

Because the City of Eugene is a general-purpose government, a variety of financing mechanisms are available to support construction of required capital improvements. Of the several mechanisms which have been identified to date, the use of tax increment financing appears to provide the best opportunity for funding capital improvements in the Riverfront Park area.

The concept of tax increment financing is based on the premise that general improvement of an area is the result of a public/private partnership and that in order to accomplish this objective, new taxes generated by new private development can appropriately be dedicated to finance the required public improvements. Public improvements, in turn, stimulate additional private investment. The purpose of establishing a tax increment district in all or part of the study area would be to prevent or remove blight and its causes, provide impetus for redevelopment of the area, and stimulate general economic activity. Blight, as defined by ORS 457.010(1), includes inadequate access, streets, and utilities; existence of property subject to inundation by water; and inadequate or improper facilities. In forming a tax increment district, the City Council must: define the district's boundaries; adopt findings describing blighted conditions within the proposed district; estimate the tax increment to be generated that could be used to pay for public improvements; and adopt a statement of the project's financial feasibility.

CONCLUSION: The Eugene-Springfield Metropolitan Plan directs that public services be provided by a city when an area is within the city's limits. The study area has been part of the city of Eugene since the 1870's. Currently, a full range of urban services is available to the study area and is provided to developed portions of the study area. A full range of

urban services can be provided to undeveloped parts of the study area (basically land north of the railroad tracks).

Location and design of new or modified railroad crossings is one of the critical elements which will shape access to the site and consequently design and land use of new development within the study area. Efforts to construct grade-separated crossings will alleviate railroad/automobile conflicts.

In order to accommodate new development on vacant land within the study area, efforts will be required to encourage use of alternate modes of transportation, and new access points will need to be constructed. The estimated costs of all transportation-related capital construction projects needed to accommodate the University's proposal for development on vacant property ranges between \$6.1 million and \$7.5 million. Estimated annual operating costs related to transit service for the new development ranges between \$60,000 and \$125,000--required to achieve modal split objectives.

Adequate capacity exists to accommodate the demands for sanitary and storm sewer facilities which would occur as a result of dense development occurring on the University-owned portion of the study area.

Police and fire service for additional development within the Riverfront Park area will not require additional capital expenditures. The level of fire protection is dependent upon the ability to gain efficient access to the site, while the level of police protection is related to the general growth of the community and its ability to finance additional police services commensurate with that growth.

C. Environmental Conditions

The Willamette River is the northern boundary of the study area. The River's presence creates a special set of environmental conditions. The following outlines areas of environmental concern, identified as part of potential development within the study area:

1. Willamette Greenway

Goal 15, Willamette Greenway, of the Statewide Goals provides direction for guiding development within areas identified to be within the Willamette Greenway boundary. Goal 15 states that the Greenway is intended to "protect, conserve, enhance, and maintain the natural, scenic, historical, agricultural, economic, and recreational qualities of lands along the Willamette River." Map C shows the boundary of the Willamette Greenway within the study area. Section 9.260 of Eugene's Code provides local interpretation of Goal 15 direction. The code requires that a development, to the greatest possible degree, will provide:

- a. the maximum possible landscaped area, open space, or vegetation between the activity and the river; and

- b. public access to and along the river by appropriate legal means.

Basically, both the Greenway Goal and the City Code recognize the River and property immediately adjacent as an important public resource and set forth criteria to protect or improve vegetative cover, wildlife habitat, and appropriate public access.

2. Vegetation/Habitat

The "Vegetation/Wildlife Working Paper" prepared for the Eugene-Springfield Metropolitan Area General Plan provides a broad inventory of vegetative/wildlife habitat within the study area. That Working Paper shows that the study area is: 1) the location of the Clouded Salamander, Oregon red Salamander, and the Western Racer; 2) comprised of wetland-type soils; and 3) is the site of riparian vegetation.

In order to confirm this analysis, the City of Eugene requested David H. Wagner, Curator of the University of Oregon's Herbarium, to prepare an assessment of environmental considerations regarding the Riverfront Park Study area. Mr. Wagner determined that the study area could be divided into two areas: 1) the floodplain area behind the edge of the Willamette River; and 2) the riparian strip along the river itself.

- a. The floodplain area is dominated by "disturbance" vegetation. However, a few stands of trees do exist within the floodplain area. With the exception of cottonwood trees, efforts should be made to maintain these trees because they present important natural landscape opportunities for the site, and in some cases are somewhat unique to Eugene. There is an interrupted row of cottonwood trees along the railroad tracks, which act as a noise and visual buffer. These cottonwoods could be interplanted with evergreens which could eventually assume the buffer function. Under this approach, the cottonwoods would not be cut until the evergreens have matured.

- b. The riparian strip along the river serves three functions: 1) preservation of valuable natural environment elements; 2) riverbank stabilization; and 3) protection of the project area from debris during major floods (a rare occurrence). This riparian strip is the most important natural feature within the study area, and its preservation should involve an active management program. A management program should include control or removal of the Himalayan blackberry plants which cover much of the understory of the riparian strip.

3. Public Use/Open Space

The City of Eugene has established an interim (it will complete its work in early 1985) Willamette Greenway Committee charged with the responsibility of reviewing development and management proposals (both private and public) occurring along the Willamette River's course through Eugene. This 11-member committee reviewed the concept proposal prepared by the University of Oregon and has developed the following comments:

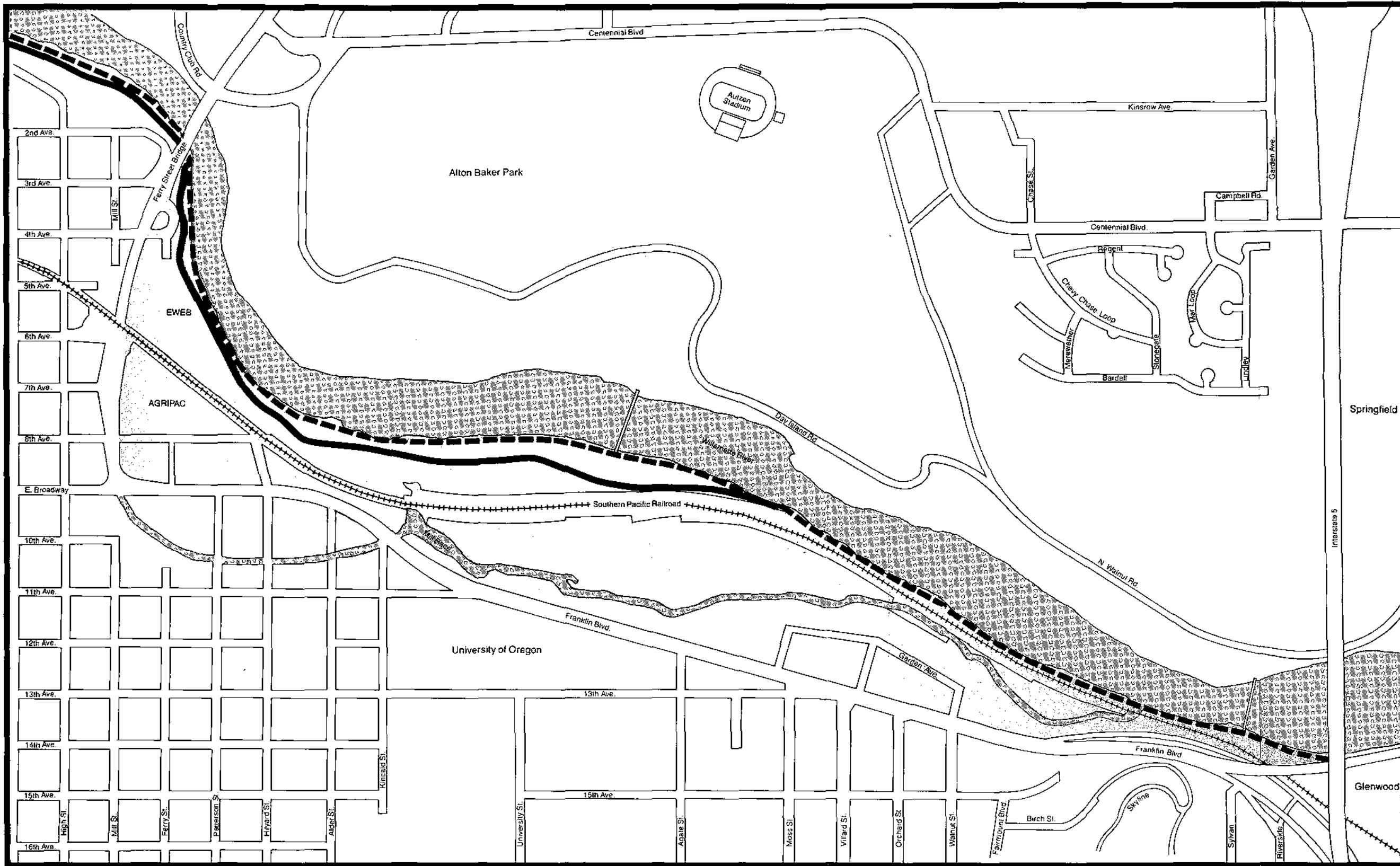
1. The Riverfront Park should be buffered from the river bank area by plantings that will eventually screen it as much as possible from the view of persons standing on the north bank of the river.
2. The bike path should be retained and relocated as necessary so as to run between the top of the river bank and the north edge of the development and its buffer.
3. Public access to the river should be preserved in the location of the Riverfront Park. However, provision for a "plaza" with direct access to the river...would be inconsistent with both LCDC Goal 15 and with policies the Willamette Greenway Study Committee will recommend to the Joint Parks Committee.
4. The creek running between the acreage leased to EWEB (Tax Lot 5300) retained under University of Oregon control should be given special treatment to protect its scenic and recreational values as much as possible.
5. Development densities within the Riverfront Park should be appropriate to the site's location in a transition area between the largely natural river bank area and the intensive commercial, industrial, and institutional uses south of the Riverfront Park area.

These comments contributed to the development of policies in this report and have also been forwarded to Eugene's Joint Parks Committee for further consideration.



Table 1 of the Parks and Recreation Working Paper, "Existing Supply of Park and Recreation Facilities", shows that the metropolitan area has 5,020 acres of Regional/Metropolitan Park and Open Space. Land which is currently used as open space or is vacant in the study area comprises only about .9 percent of that inventory. However, the Working Paper inventory included only those lands used for park purposes or owned by a governmental entity for future park and open space purposes. Because lands in the study area were primarily owned by the University of Oregon for unspecified future purposes, they were not included in the inventory. However, the playing fields currently located immediately west of the Autzen Bicycle Bridge, while not of regional significance, are a University facility which might be affected by further development within the study area.

4. Floodplain

Map E shows the extent of the 100-year floodplain as determined by the Federal Emergency Management Administration (FEMA). Map F demonstrates that some of the area lies within the floodplain area. Those portions of the study area which are within the 100-year floodplain could be: 1) raised above critical elevations; 2) built upon if appropriate measures were taken to raise the building above the 100-year floodplain; or 3) used as areas of landscaping and open space.



Flood Plain Map

-  Floodway
-  Zone A (100 year flood boundary)

Riverfront Park Study

0 100 200
scale in feet



Map E

5. Millrace

The Willamette Greenway Boundaries for Eugene include all portions of the Millrace located north of Franklin Boulevard, in order to protect this historical and recreational resource. Originally built to encourage industrial development in the riverfront area, the Millrace has always had another role as a recreational resource near downtown and the University. When water power was replaced by electricity, that recreational role became its main function. Boathouses were built along its banks in 1906 and 1911, followed by the beginning of an annual canoe fete in 1915. The University of Oregon purchased land on the north bank of the Millrace in 1940, intending to develop an outdoor amphitheatre and landscaped park land.

In 1947, the city purchased the Millrace, including some adjacent parcels, in order to build the Ferry Street Bridge near the lower end of the Millrace and again with the intention that the remainder of the area be used for recreational purposes. In 1952, the culverting of portions of the Millrace to build portions of Highway 99 (Franklin Boulevard) were discovered to have reduced the flow of water into the Millrace from 250 cfs to 25 cfs. This problem was partially addressed through adding pumps at the east end near the intake dam on the Willamette River to increase the flow. Culverting portions of the Millrace was common during the 50's and 60's and several adjacent property owners were allowed to build parking lots and other development over the culverted sections.

With renewed interest in the Millrace as an historical and recreational asset during the 1970's, additional culverts have been rejected. In particular, since the adoption of the Willamette Greenway, public access to the Millrace has been protected by State and local ordinances. As development occurs in the Riverfront area, the conditional use process required for development within the Greenway will address maintaining landscaping and public access along the Millrace. In addition, for development located south of the Southern Pacific Railroad tracks, the Millrace will serve as the primary storm drainage channel.

Finally, during the development of the Downtown Plan, interest was expressed in investigating the potential for restoring those portions of the Millrace that have been channeled into underground culverts. That suggestion is included in the Downtown Plan for further research.

6. Soils

In order to analyze the soil conditions in the undeveloped portion of the Riverfront Park Study area, the City of Eugene and University of Oregon jointly contracted with Pittsburgh Testing Laboratory. The "University of Oregon, Riverside Project" Report, dated October 22, 1984, is a detailed analysis of the soil condition and capability.

The analysis is the result of 10 exploratory borings throughout the area by Pittsburgh Testing Laboratory. By studying aerial photographs from 1936, it was determined that the undeveloped land was the site of a sand and gravel operation. The test borings confirmed this, as well as

the fact that over period of time the excavation site(s) had been refilled. The testing suggests the depth to bedrock (the Eugene Formation) varies from 16-1/2 feet to over 24-1/2 feet, depending upon the location within the area. Testing revealed considerable difference in depth to water level, even in closely spaced test borings.

CONCLUSION: The impact of reducing the open space within the study area should not have metropolitan-wide impact on programmed open space as envisioned in the Eugene-Springfield Metropolitan Plan. However, the University of Oregon physical education, club sports, and intramural programs could be affected.

The majority of the undeveloped portion study area (including property along the river) has been the site of a variety of activities. For instance most of the vacant property owned by the University was Eugene Sand & Gravel's primary operational site, and consequently has been altered from its natural condition by mining and fill activities. However, some environmental features are important and warrant protection:

1. The riparian strip along the bank of the Willamette River.
2. The few stands of trees in the floodplain area.
3. The public's access to the river and the river bank.
4. Visual access to the river from the south.

Protection and enhancement of these particular attributes will respond to the intent of: 1) the Statewide Goals and Guidelines; 2) Eugene's ordinance intended to implement the Greenway Goal; and 3) analysis and recommendations made by the Curator of the University of Oregon's Herbarium.

These criteria do not prohibit development within the Greenway boundaries, but do provide direction for siting, landscaping, and public access requirements. Developments which have been built under these criteria include the North Bank Restaurant and Office complex and River's Edge Planned Unit Development.

Preliminary information does not indicate significant environmental issues which would affect future development within the study area. However, development within the study area should respect the riparian vegetation along the river, which is an important part of the wildlife habitat and erosion control related to the Willamette River.

D. EWEB Operating Conditions

EWEB owns about 22 acres of land within the Riverfront Park Study Area and an additional 4 acres west of the Ferry Street Bridge outside the study area. In addition, EWEB leases about 6.5 acres from the University of Oregon. The present EWEB site was the original site of the water filtration plant constructed in 1911. EWEB moved its headquarters to the

site in 1952. EWEB has made approximately 4 acres available along the riverfront for bike paths and park use.

The area owned by EWEB spans from High Street on the west to just beyond the railway crossing at Hilyard and 8th Avenue on the east. It is the site of EWEB's major operations. Office, equipment storage and maintenance facilities, warehousing and steam plant operations are located on this site. Property leased by the utility is used for outdoor storage of large equipment such as electrical transformers, utility poles, water pipes and associated equipment. In addition to the property leased for outdoor storage, EWEB also rents office space for over 80 employees off-site. In 1983, EWEB initiated a process to develop a Headquarters Area Master Plan to investigate alternatives for consolidating all of the utility's operations at one location. Data processing and meter reading functions now located off the site are provided for at the Headquarters site in the Plan. The Master Plan Draft indicates that land owned and leased by EWEB would be needed if these functions were to be consolidated and there was more than a 50% growth in customers. The Headquarters Area Master Plan Draft has been reviewed by the Eugene Downtown Commission and the Eugene Planning Department.

CONCLUSION: EWEB has concluded that it can continue to operate most efficiently by maintaining a majority of its existing operation on one site. The utility's existing facility is envisioned by the draft EWEB Master Plan as the area for consolidation and future expansion. With 316 employees currently at its main site, it represents an important component of the development plans for the Riverfront Park and Downtown areas. All of EWEB's current operations on its main site (office, warehousing, electric substation, steam plant, vehicle storage, and maintenance) are critical to the utility's efficient operation. EWEB can increase its efficiency by consolidating most other office and operational activities within one site.

E. Steam Plants

Both the University of Oregon and EWEB operate steam plant facilities in the Riverfront Park Study Area. The University's facility is located on property owned by the University of Oregon and identified on the University's proposal as land which ultimately would be converted to a more intense use as part of the Riverfront Park Development. The EWEB facility is located on EWEB-owned property. The potential combining of these two facilities represents an opportunity to add additional land for potential development as part of the Riverfront Park Development.

1. EWEB Steam Plant--EWEB began operation of its steam plant in 1931. Expansion and upgrading of the plant and supply lines has occurred periodically since then. While the steam plant facility was originally constructed as an electric generation facility, the plant began to produce steam for purposes other than electric generation in 1962. The EWEB steam plant provides steam to 155 customers, with Chase Gardens, Agripac, and Sacred Heart Hospital being the largest three. Over 150 businesses in the downtown area of Eugene, including the Eugene Hilton and Conference Center, are also EWEB steam

customers. The continued delivery of steam to current steam customers is viewed as an important economic development issue. The continued economic operation of the steam plant is largely dependent upon the stability of its customer base. The competitiveness of steam rates with alternative energy sources is an important factor in determining the stability of the steam customers. Continued efforts should be made to work with existing and potential steam customers of EWEB to assure the stability of rates, the steam customer base, and to assure the continued efficient operation of the EWEB steam plant.

2. University Steam Plant--The University of Oregon has operated a central steam and power plant to serve campus needs since 1920. The plant originally was located on the south side of Franklin Boulevard, occupying a site now used by the jewelry and metalsmithing studios of the School of Architecture and Allied Arts. It was moved to its present location in 1949 as part of the project involving relocation of Highway 99 (Franklin Boulevard) and the Southern Pacific railroad tracks. The present plant produces steam, compressed air, chilled water, and, at times, electricity for consumption on the campus. Additionally, the plant houses transformers and switching gear related to distribution of purchased electricity over University-owned lines. About half of the campus electric load is distributed in this manner; the balance is provided directly by the Eugene Water & Electric Board.

The replacement value of equipment presently in place in the plant is estimated to be between \$30 million and \$35 million.

CONCLUSION: Continued steam production serving major users such as Agripac, Sacred Heart Hospital, Chase Gardens, and the University of Oregon is an important community-wide economic issue. Affordable steam rates in the future will depend upon increased system efficiencies. Examples of ways to increase operating efficiencies include: 1) combining steam plants; or 2) adding other major users to the system(s). Through the development of this Riverfront Study, the University of Oregon and EWEB have embarked on a joint analysis to determine the most effective options open to the users, the institutions, and the community.

F. Agripac Operating Conditions

Agripac is a major west coast food processing cooperative owned and operated by 240 member growers. The current operation is the result of the 1971 merger of the Eugene Fruit Growers (originally organized in 1908, with operations at the present Ferry Street location) and Blue Lake Packers (a Salem food processing cooperative). Agripac currently operates five facilities in the state--four in Salem and one in Eugene. Currently Agripac owns 10.2 acres on seven tax lots within the study area. The majority of this property is zoned I-3, Heavy Industrial (one lot is zoned C-2, Community Commercial). Beside the property within the Riverfront Park Study area, Agripac owns a distribution facility on Seneca Road which is currently idle. Agripac has concluded that the Seneca facility will not be needed for its future requirements and is actively trying to sell or lease the property.

The Eugene facility employs 41 people on a permanent basis and 875-900 people on a seasonal basis. Annual total payroll and benefits for these employees equals about \$5.5 million. In addition, in 1984, Agripac paid about \$1.4 million in taxes and public utility fees.

Agripac's ability to operate competitively with other food processing operators is hampered by the age of the Eugene facility (about 75 years old) and the problems associated with its location on 8th Avenue. The company feels that it must eventually modernize its facility (possibly in a new location) in order to maintain a strong position in the marketplace.

Recently, the City of Eugene, with Agripac, completed construction of a wastewater disposal line intended to serve the company's Ferry Street facility. The following describes the financing and operational characteristics for the Agripac waste disposal line:

1. The wastewater disposal system uses a dedicated line to carry wastewater from Agripac's facilities to a 280-acre site located at the corner of Beacon Drive and Prairie Road.
2. The system is currently operational. However, some parts for the system are still to be delivered and additional work on completing the system continues to occur.
3. Wastewater from Agripac's canning operation is pumped to the Prairie Road/Beacon Drive site. A 10-acre lagoon (on-site) provides a "holding" facility for wastewater during peak operation periods. The wastewater is deodorized and used for spray irrigation of crops (currently a grass seed crop).
4. The line is completely separate from the City's sanitary sewer system and therefore cannot handle any human waste.
5. The entire system (including land) cost about \$8 million.
6. Of the total system cost: 1) about \$5.8 million came from a grant of the Environmental Protection Agency, and 2) about \$2.2 million came from local funds. For this reason, Agripac does not feel that the Seneca site would be feasible to accommodate the future relocation of Agripac's Eugene operation.
7. The source of the \$2.2 million local funds was a 1978 bond sale for regional sewage projects.
8. Agripac is contractually obligated to repay the \$2.2 million local match with interest over a 20-year period. The first payment was made this year.
9. Agripac has pledged corporate assets as collateral for the \$2.2 million. The company is obligated to repay the \$2.2 million even if it does not use the line.

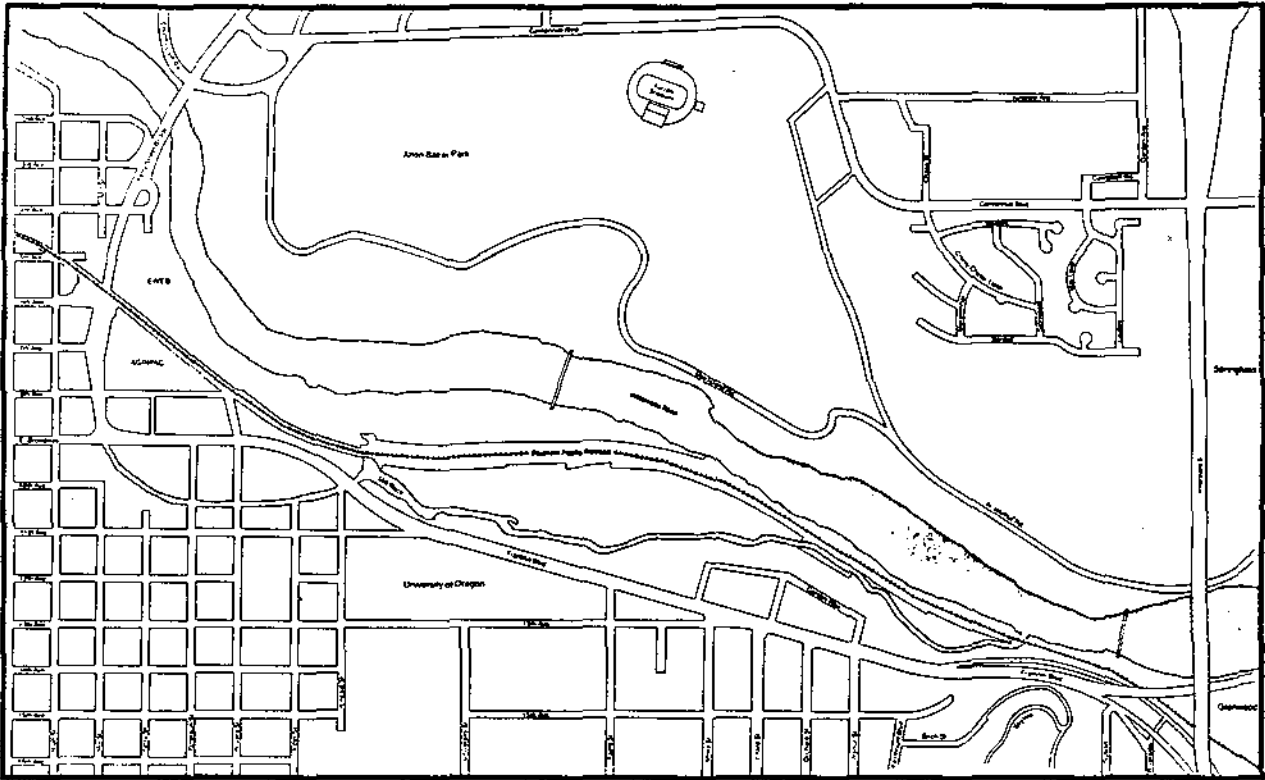
10. Agripac pays the annual operating costs of the system--estimated to be about \$100,000 annually.

11. The Eugene Public Works Department has estimated that costs involved in relocating the waste disposal system to serve the Seneca Road site would be about \$2 million. For this reason, Agripac does not feel it is feasible for the Seneca site to accomodate Agripac's Eugene operation.

CONCLUSION: Agripac is an important employer and component in Eugene's economy. Operating efficiencies could be realized though a new (or upgraded) facility. These operating efficiencies would add to Agripac's ability to contribute to the local economy. Agripac's continued operation within the study area is affected by: 1) potential zoning/land use changes on company-owned land and adjacent property; 2) the effects of reconstruction of the Ferry Street Bridge; 3) the cost and availability of steam from EWEB; 4) the company's competitive position in terms of the local employment base; and 5) the attractiveness of the site, either for the company or other potential users, for long-term development potential.

Agripac's decision to relocate would be affected by a variety of issues including: 1) the ability to finance a new facility; 2) maintenance or increase of an employment base; 3) the ability of the relocation to assist the company in strengthening its competitive position in the food processing industry; 4) continued traffic congestion at the present site, which affects operating efficiencies; 5) the ability to address wastewater disposal requirements; and 6) the implications of the lack of proximity to the EWEB steam delivery system. Several mechanisms exist for public participation in development of a new Eugene facility for Agripac. The City of Eugene has been working with Agripac to identify these mechanisms.

Conclusion



scale in feet



IV. CONCLUSION

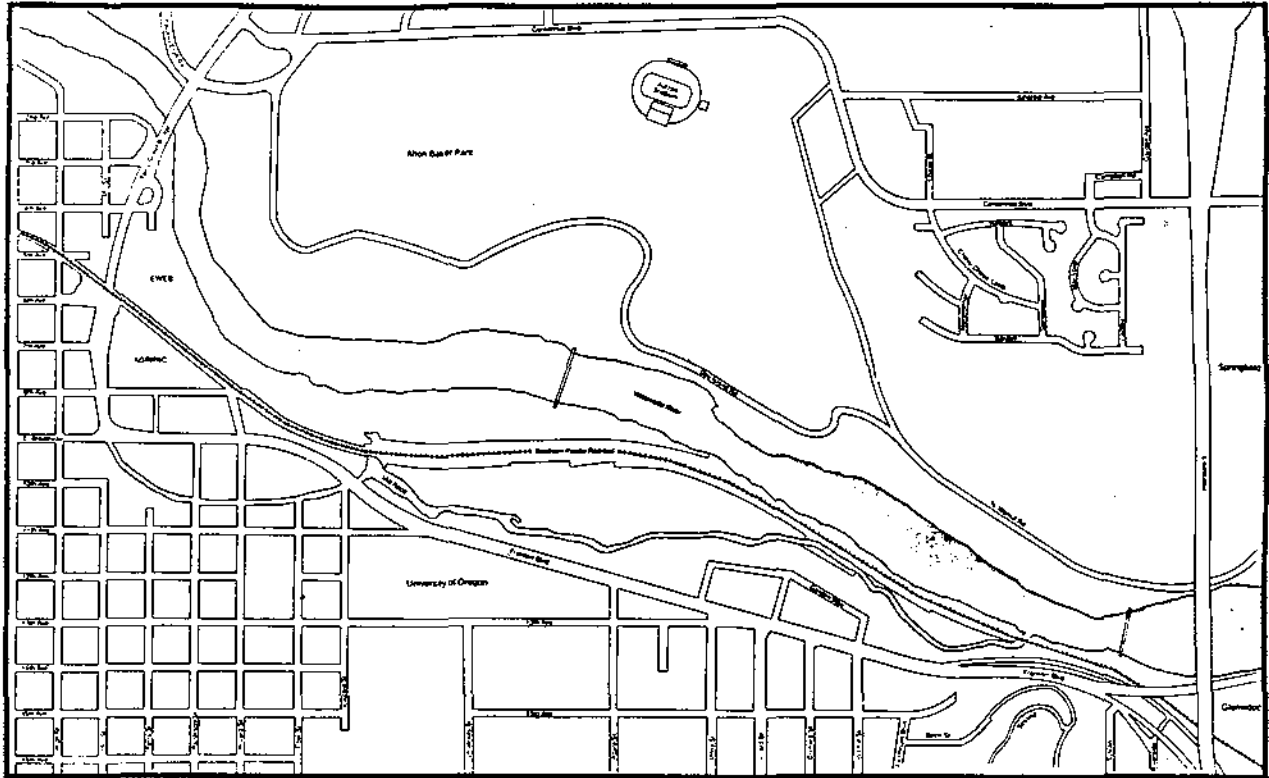
The Riverfront Park concept is consistent with a series of adopted community policies aimed at economic diversification and compact urban growth. For instance, Eugene's Six-Point Economic Diversification Program provides a strong policy basis for pursuing development plans in the Riverfront area. The project offers community opportunities to: 1) increase general economic activity; 2) strengthen the city's downtown; 3) diversify the local economy; and 4) strengthen the University of Oregon. In addition, the Eugene-Springfield Metropolitan Plan is partially predicated upon the in-fill development on land which is already provided with a range of public services. The Riverfront Park concept responds to both sets of policies.

This refinement study outlines a series of policies which can guide public decisions concerning future development of the Riverfront Park area. It anticipates that the development may occur in an incremental manner, and that the requisite public improvements should respond to development staging. The study also provides direction to balance the potential for development in the Riverfront Park area against potential impacts on other community policies, e.g., encouraging reinvestment in downtown. Finally, the study suggests policy direction to balance the impact of development in the area with environmental concerns.

Based on the analysis conducted as part of this study, it can be concluded that the Riverfront Park development: 1) is consistent with broad community policy; 2) can be accomplished in a manner which mitigates against impacts on other development efforts; and 3) will strengthen the University of Oregon--an important component of the City's economic base.

pljfmelh

Appendices



scale in feet



APPENDIX A

BACKGROUND

For some time, plans and activities of major property owners and the City have guided development in the study area. Map A-1 shows major ownership patterns in the study area.

A. University Of Oregon

The University of Oregon has owned property within the study area since 1898, although 85% of its current holdings in the area were acquired after 1950. Generally identified as the North Campus Area, property owned by the University has been the subject of several development plans and actions.

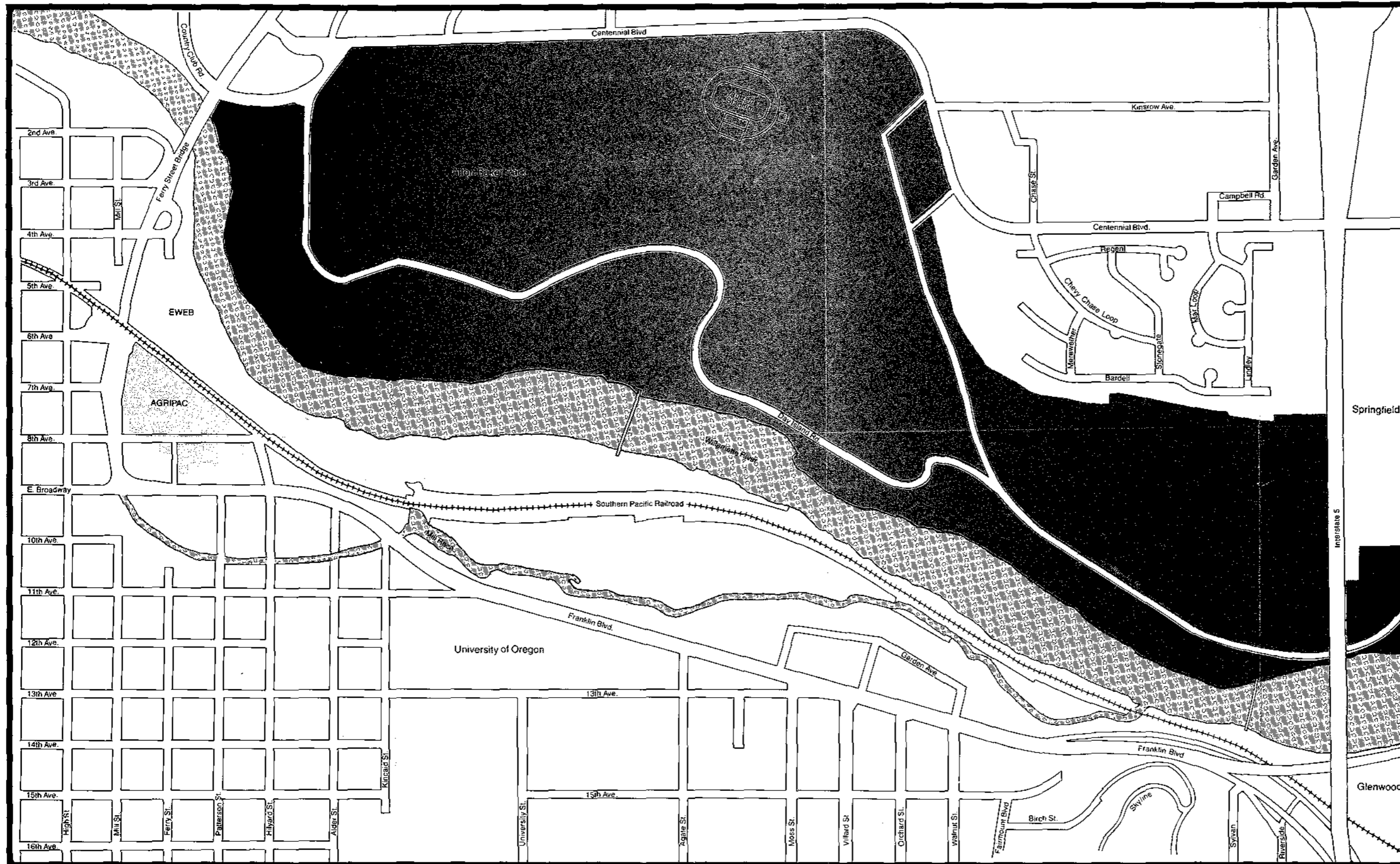
1. Lutes and Amundson Study

In April 1967, the architectural/planning firm of Lutes and Amundson completed a study of a portion of the study area. The report investigated the relationship of the Eugene Sand & Gravel property to the main campus and discussed problems of traffic and access as they existed and could occur as part of two alternative long-range development scenarios. Both scenarios called for the possibility of developing housing, academic/research facilities, student/extension center, and a faculty center. Both plans recognized that development within the north campus area was contingent upon access to Franklin Boulevard, internal circulation, parking, and crossing of the Southern Pacific Railroad tracks which run through the study area. The two plans differed (as did related costs) in addressing these issues.





While the full development plans have not been realized, certain aspects of the Lutes and Amundson proposal have been implemented. For instance, the proposal to construct a pedestrian/bicycle underpass under the Southern Pacific tracks has been implemented. In addition, the bridging of the Millrace, in the Autzen Bicycle Bridge alignment, is consistent with the Lutes and Amundson proposal for a similar span.

2. University Acquisition of Additional Land

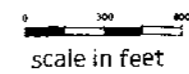
As noted above, in 1967 a portion of the study area was owned by Eugene Sand & Gravel Company. Using condemnation procedures, these properties were acquired by the State of Oregon for public use, with the final condemnation judgement dated June 26, 1968. These properties had been the site of Eugene Sand & Gravel's primary mining and asphalt operations. The condemnation action gave the University, through the State System of Higher Education, control of about 35 additional acres of useable land along the Willamette River.



Site Map

- Property Ownership:
-  University of Oregon
 -  EWEB
 -  Agripac
 -  Alton Baker Park (Public Property)

Riverfront Park Study



3. Playing Field Complex

In late 1975, a committee of University students, faculty, and staff was appointed to develop a program for improvement of outdoor fields for physical education, instruction, intramural sports, and recreation activities. This group, assisted by the University Planning Office, investigated several potential sites for those needed improvements and concluded that the development of several new natural turf fields on the old Eugene Sand & Gravel property, combined with rehabilitation of some existing fields elsewhere on the campus, would provide the most effective solution to the problem of inadequate facilities for these purposes.

In June 1977, the University retained the landscape architecture firm of McArthur/Gardner Partnership to prepare a master plan for development of the fields complex and, following review and approval of that plan, to prepare construction documents for implementation of the first phase of field construction. A Willamette Greenway conditional use permit for the project was issued by the City of Eugene in September 1980, and construction of the first phase, including realignment of the bicycle path along the south bank of the River, began the same month. The new field was placed in service in the fall of 1981.

4. North Campus Plan

In September 1980, the University began development of a planning document for the north campus area to provide an overall policy context for decisions related to the University's development of that area. This plan was developed by a planning team appointed by the Campus Planning Committee and consisted of University students, faculty and staff, representatives of private businesses in the vicinity, representatives of adjacent neighborhood organizations, and a few City staff personnel (representing the Planning Department and Historic Review Board). Staff assistance to the group was provided by the University Planning Office. The document was adopted by the Campus Planning Committee in May 1982 and was approved by the University president in August of that year.

This plan, currently in effect, recognizes the Playing Fields Master Plan as a guide for the development of the western portion of the old Eugene Sand & Gravel property and suggests that the eastern portion of that tract be preserved in a more or less natural state. With respect to the University-owned properties south of the Southern Pacific right-of-way, the North Campus Plan also recognizes the salient features of the previously approved site plan prepared as part of the planning for an addition to and alteration of facilities for the School of Architecture and Allied Arts, and incorporates previously adopted policy statements regarding preservation of the central portion of the Silva Orchard.

5. University of Oregon Planning Effort

A major impetus for the Riverfront Park Study is the University's desire to strengthen ties between the community at large, private sector research efforts, and existing or contemplated academic research. The University of Oregon Foundation has commissioned the firm of Donald B. Genasci, Urban Design and Land Planning to develop a conceptual architectural model of possible development in the Riverfront Park.

B. EWEB Master Plan

The current site of EWEB was the original site of the filtration plant in 1911. It has been the primary administrative/operational site for the utility since 1952. Over the intervening years, the utility has expanded and modified its facilities within the study area to respond to customer and community service requirements. Land within the site for EWEB's operation integrates a variety of activities including: 1) administrative functions; 2) crew facilities and support areas for the electrical and water operations; 3) maintenance shop; 4) warehouse and storage facilities; 5) steam plant serving about 155 customers; 6) a major electrical substation; and 7) central dispatching equipment. In 1978, EWEB outgrew its present complex and established the Conservation Department in rented space off-site. In 1983, the Data Processing Department was moved to rented space off-site. In 1980, EWEB purchased property at 4th and High Streets with the intent of eventually relocating all employees to the present site. EWEB currently leases Tax Lot 5300 from the State of Oregon, using the property for storage purposes. EWEB indicates that all of the property currently owned is necessary for efficient operation of the utility.

C. Downtown Plan

The City Council adopted an update of Eugene's Downtown Plan at its meeting of November 7, 1984. The boundaries of the Downtown Plan do overlap with the Riverfront Park study area, and consequently policies have been developed in the Downtown Plan which affect the Riverfront Park study area. However, because the Downtown Plan is a broad policy document, and the Riverfront Plan will develop some fairly specific recommendations, the two planning efforts are viewed as complementary to one another. Any conflicting directions were resolved, prior to adoption of either plan. In general, policies of the Downtown Plan affect the Riverfront Park area by calling for: 1) maintenance and restoration of corridors to the Willamette River; 2) strengthening ties of adjacent areas and natural features, i.e., the Willamette River and Skinner Butte to downtown; and 3) maintenance of downtown as a major employment, retail, and service center for the southern Willamette Valley.

The last section of the Downtown Plan presents some preliminary ideas on how to follow through on these policy directions. For instance, the plan suggests three ways of improving access to the river from the downtown area:

1. "Improvements along the west side of High Street from 5th Avenue north to 4th Avenue, continuing east along 4th Avenue to the point where it turns onto the Ferry Street Bridge."
2. "A connection from the east end of 4th Avenue to the river."
3. "A connection at the intersection of 8th Avenue and Hilyard Street, just north of Franklin Blvd."

The Downtown Plan also suggests a Millrace Restoration project, and discusses reopening the Millrace through the downtown area--where it presently runs in an underground pipe. This proposal includes two aspects which bear on the Riverfront Study area:

1. The potential for the Millrace to run near the landmark Mill and Elevator Building at the east end of 5th Avenue.
2. An outlet for the Millrace somewhere south of 4th Avenue.

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APPENDIX B

RIVERFRONT PARK SD, SPECIAL DEVELOPMENT DISTRICT

The following is a draft of a proposed special development district that could be applied to the riverfront park area as an implementation of the study currently underway.

The requirements for a special development district were added to the City Code in 1973. Since that time, two SD districts have been created. The most successful is the 5th Avenue District, which was the original impetus for the SD district. The second district covers the area of the Jefferson Elevator, which has not been as successful and has reverted back to mostly industrial uses such as were originally in the elevator building.

The following elements set forth the purpose and overall uses and standards for a special development district. They are meant to provide the basic framework for future development within the district.

Description and Purpose Section

The area generally known as the Riverfront Park Special Development District is situated along the Willamette River, north of Franklin Boulevard and the Southern Pacific railroad tracks. A list of properties to which the Riverfront Park SD Special Development District will be applied is attached as Exhibit A. The Riverfront Park area has been classified as an SD, Special Development District, in order to achieve the following objectives:

1. To provide long-range direction for future development within the area of the Riverfront Park.
2. To encourage a broad range of uses that would complement research activities of the University of Oregon as well as provide necessary limited commercial support services and opportunities for multiple-family housing.
3. To allow flexibility in future development of the area for University-related uses as well as limited commercial and residential uses in a supporting role.
4. To provide flexibility in standards for density, site design and bulk, and relationship to the adjacent Willamette River Greenway.

Use Section

The following uses shall be permitted. Where an interpretation is needed, the Building Official and Planning Director shall determine whether a proposed use is allowed consistent with the overall description and purpose of the Riverfront Park Special District.

1. University programs and activities.

2. Light industrial and research and development and office activities related to activities, programs, and research of the University of Oregon.
3. Limited retail and service uses as listed in Exhibit B.
4. Multiple-Family Dwellings.

Development Standards

In order to allow an overall development that is consistent with the purpose and intent of this district as well as it's unique location adjacent to the Willamette River, the following development standards shall prevail as provided below:

1. **Parking Requirements:** Parking and off-street loading areas shall be designed, laid out, and constructed in accordance with parking area design, improvements, buffering, and dimensions as specified in Chapter 9 of the Eugene Code, 1971. Required parking shall be determined for each separate occupancy within a building or on a development site. For example, in a combined industrial and office business, parking shall be required for the industrial use at a ratio of one space per 1,000 square feet and the office portion at one space per 400 square feet.

Required parking shall be provided at the following ratios, rounded up to the nearest whole number:

Multiple-Family Dwelling - One for each dwelling unit, plus one guest parking space for each three units. Guest parking requirements may be fulfilled through a joint use parking agreement meeting the following requirements:

- a. The parking facility must be within 400 feet of the use served.
- b. The parties involved must agree to the arrangement in a document approved by the City Attorney.
- c. The agreement must be filed in the office of the Lane County Recorder and a copy filed in the City's Building Division.

Industrial Uses - One for each 1,000 square feet of gross floor area.

Retail Uses - One for each 300 square feet of gross floor area.

Office Uses - One for each 400 square feet of gross floor area.

Bicycle parking - Bicycle spaces must be provided as follows:

- a. Non-residential uses - The minimum number of spaces must equal 10 percent of the number of required automobile spaces.

- b. Multiple-family dwellings - one space per unit.
 - c. Locking and cover must be provided to all required spaces.
 - d. Required spaces must be located a maximum of two times the distance between building entrances used by automobile occupants and the nearest parking spaces to those entrances.
 - e. Each required space must be at least six feet long and two feet wide, with a minimum overhead clearance of six feet.
2. Setbacks and coverage for all multiple-family dwellings shall be governed by the standards of the R-2 Limited Multiple-Family Residential District, except that there shall be no front yard setback requirement.
 3. There shall be no setback or coverage standards for industrial, research, retail or office development, or joint residential/non-residential buildings other than that required under the Review section of this ordinance.
 4. Signs shall conform to the Industrial Sign District.

Public Facilities Section

Within the special development district, the following general improvements shall be provided by the development:

1. Local streets within Riverfront Park
2. Bicycle and pedestrian paths
3. Open space
4. Other appropriate improvements.

Review Section

Through the conditional use permit process in Chapter 9 of the Eugene Code, all development proposals shall be judged against the following criteria:

1. The proposed development shall be consistent with the Metropolitan Area General Plan and with other applicable city policy documents, in particular with the Riverfront Park Special Area Study.
2. Based on technical analysis (particularly with respect to transportation facilities), planned public facilities can be shown to accommodate the requirements of the proposed development.
3. The height and bulk of the proposed development shall be designed to consider impacts on public open space, especially on the buffer strip along the Willamette River. Building setbacks shall be varied to avoid the effect of a continuous wall along the minimum setback line.

4. For those areas within the Willamette Greenway Boundary, the proposed development shall also comply with the Willamette Greenway conditional use permit criteria as specified in Chapter 9 of the Eugene Code, 1971:

- a) The intensification, change of use, and development will provide the maximum possible landscaped area, open space, or vegetation between the activity and the river.
- b) Necessary public access will be provided to and along the river by appropriate legal means.

Exhibit A

Properties to be Rezoned Riverfront Park Special Development District

The following list identifies properties to be rezoned Riverfront Park Special Development District. These properties are located within the Riverfront Park Study area and owned by the State of Oregon acting through the State Board of Higher Education:

	<u>Map</u>	<u>Lot</u>		<u>Map</u>	<u>Lot</u>
1.	17033224	5300	10.	17033323	1900
2.	17033221	300	11.	17033323	1800
3.	17033214	100	12.	17033323	1401
4.	17033214	201	13.	17033323	1300
5.	17033214	1400			
6.	17033214	1600			
7.	17033214	1800			
8.	17033214	2000			
9.	17033214	2100			

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Exhibit B

Special District Neighborhood Commercial Uses

Accessory buildings
Bakeries, retail
Barber shops
Bars, taverns
Beauty shops
Book stores
Candy stores
Collection of used goods (standards, Section 9.440(c))
Credit unions
Day care facilities (standards, Section 9.440(d))
Drafting, graphic, and copy services
Drug stores
Dry cleaners, no plant
Electrical substations
Fire stations
Florists shops
Food and dairy product stores, retail
Gift shops
Laundromats, self-service
Libraries
Locksmith shops
Magazine and newspaper stores
Non-profit organizations' offices
Parking, private and public
Parks and playgrounds
Post offices
Public buildings/facilities
Restaurants, not drive-in/up
Shoe repair shops
Stationery stores
Stenographic and secretarial services
Tailor shops
Telephone answering services
Tobacco shops

Other uses found by the Building Official and Planning Director to be similar in terms of district intent, operating characteristics, building bulk and size, parking demand, customer types, and traffic generation.

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APPENDIX C

TRANSPORTATION ANALYSIS

Transportation analysis for the Riverfront Park Study was conducted in the context of adopted regional or city-wide transportation plans. For instance, the Eugene-Springfield Area 2000 Transportation Plan (T-2000) and Eugene's Bike Master Plan provided direction for transportation-related improvements in the area.

Access to the Riverfront Study area is one of the major factors which will guide future development within the study area. The access point at the intersection of 8th Avenue and Hilyard Street is the only existing point which provides automobile access to the area which may accommodate new development, i.e., the area owned by the University of Oregon. Map C-1 identifies potential future access points which could be improved to accommodate a concept development proposal outlined below.

A transportation Trip Generation Model was employed to analyze the ability of the existing and potential transportation system to accommodate new development in the study area. The model forecasts transportation demands based on assumed: 1) land use, 2) modal split, and 3) intersection configurations.

The following assumptions were used to analyze the ability to accommodate transportation demands resulting from potential future development in the Riverfront Park study area:

1. Assume that new development will occur primarily on property owned by the University of Oregon, and other major activities, such as EWEB and Agripac, will remain at their present locations.
2. Assume a mix of land use activities for each phase as follows: 50% Light Industrial; 28% Research Facility/Office; 13% Low-Rise Multiple-Family Structures; 6% Specialty Retail; and 3% Research Library Facility.
3. Assume employee-per-square-foot ratios as follows: Light Industrial, 1/250 square feet; Research/Office, 1/250 square feet; Retail, 1/400 square feet; and Library (NA).
4. Based on the above employee/square foot ratios, assume full development as follows: General Light Industrial, 875,000 square feet (3,500 employees); Research/Office Facilities, 500,000 square feet (2,000 employees); Specialty Retail, 100,000 square feet (250 employees); Library Facility, 50,000 square feet (NA); and Low-Rise Housing, 233,800 square feet (1,400 square feet/unit). Total = 1,758,800.
5. Assume that capital improvements are meant to avoid "Level of Service 'E'", i.e. volume/capacity ratio .9 (about the traffic congestion experienced on the Ferry Street Bridge at rush hour).
6. Assume transportation demands would be accommodated through alternative modes (other than the single-occupancy automobiles) at

the following ratios: 10% in the early stages of the development and 25%-30% as the development neared completion.

7. Assume traffic volumes on Franklin Boulevard equal projected volumes in the Eugene-Springfield Area 2000 Transportation Plan (T-2000) Evaluation Report.

8. Assume phasing of the development from west to east.

9. Assume access points at 8th Avenue and Hilyard Street (existing), and Patterson Street extended (Point #1, Map C-1), Onyx street extended (Point #2, Map C-1), Agate Street extended (Point #3, Map C-1) and Broadway Street extended (Point #4, Map C-1).

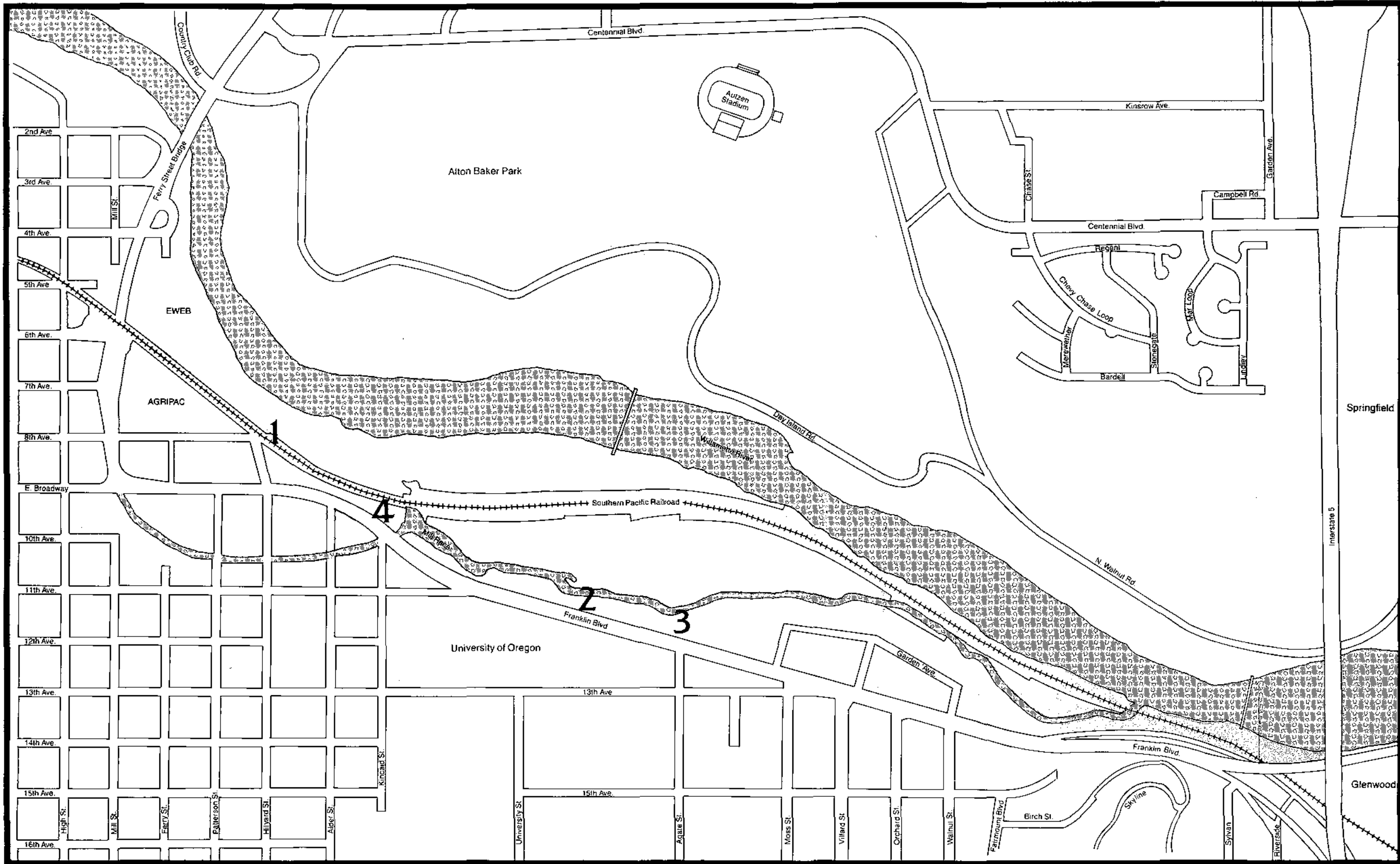
Based on these assumptions, the following analysis was conducted to determine the level of traffic which could be anticipated to be accommodated.

1. Hilyard/Patterson/Broadway (Point #1, Map C-1). This access point already exists. Improvements which would be required include upgrading of the traffic signal and controller at Hilyard and Broadway (already programmed), a signal at Broadway and Patterson, and the extension of Patterson Street to the north. With these assumptions, the Traffic Generation Model suggests the following levels of development could be accommodated:

- A. 10% modal split without improvements = 6% of total development (about 105,528 square feet).
- B. 10% modal split with signal at Patterson and Franklin = 15% of total development (about 263,820 square feet).
- C. 10% modal split with Patterson Extension and all other improvements at that intersection (assuming T-2000 volumes on Franklin) = 19% of total development (about 334,172 square feet).
- D. 25% modal split with all other improvements = 23% (about 404,524 square feet).

TABLE 1C
ESTIMATED COSTS
Access Point #1

Estimated Signal Costs -----	\$100,000
Estimated Cost Patterson Extension -----	\$ 80,000
Estimated ROW Costs -----	500,000
Estimated Controller Cost (not associated with development)-----	No Added Cost
TOTAL EST. CAPITAL COST	
HILYARD/PATTERSON/BROADWAY -----	\$680,000



Potential Future Access Points

1. Hilyard & Patterson Extension
2. Onyx Extension
3. Agate Extension
4. Broadway Extension

Riverfront Park Study

0 300 600
scale in feet



2. Onyx Extension (Point #2, Map C-1). This would involve: 1) a northern extension and a realignment of Onyx (current entrance to the physical plant facility) to gain access to property north of the Southern Pacific Railroad line; 2) construction of an underpass under the Southern Pacific Railroad line; 3) improvements to the intersection of Onyx and Franklin; and 4) the addition of a Franklin-to-Onyx turn lane on Franklin Boulevard. This access point combined with Hilyard and Broadway (above) could accommodate the following transportation demands:

- A. 25% modal split without Patterson Ext. at Access Point #1 = 10% of total development (about 175,880 square feet).
- B. 25% modal split with Patterson Ext. at Access Point #1 = 27% of total development (about 474,876 square feet).
- C. 30% modal split without Patterson Ext. at Access Point #1 = 11% of total development (about 193,468 square feet).
- D. 30% modal split with Patterson Ext. at Access Point #1 = 29% of total development (about 510,052 square feet).

TABLE 2C
Estimated Costs
Access Point #2

Estimated Cost Onyx Extension -----	\$ 350,000	
Estimated Cost Railroad Underpass -----	500,000	- 750,000
Estimated Cost Franklin-Onyx Left-Turn Lane -----	30,000	
Estimated Cost Onyx/Franklin Intersection Impr.--	150,000	- 200,000
TOTAL EST. COSTS ONYX IMPROVEMENTS-----	\$1,030,000	- 1,330,000

3. Agate Extension (Point #3, Map C-1). This improvement involves: 1) extending Agate Street north of Franklin Boulevard to provide access to property north of the Southern Pacific Railroad Tracks; 2) construction of a railroad underpass; 3) construction of Agate to a six-lane facility north of Franklin to accommodate intersection requirements; and 4) widening of Agate between Franklin and 13th Avenue. Combined with improvements outlined in Items #1 and #2 above, this improvement could accommodate transportation demand resulting from the following level of development:

1. 25% modal split with improvements at Access Points #1, #2, and #3 = 57% of total development (about 1,002,516 square feet).
2. 30% modal split with improvements at Access Points #1, #2, and #3 = 61% of total development (about 1,072,868 square feet).

TABLE 3C
Estimated Costs
Access Point #3

Estimated Cost Agate Extension -----	\$ 480,000
Estimated Cost Agate Extension Right-of-Way-----	600,000 - 1,000,000
Estimated Cost Railroad Underpass -----	500,000 - 750,000
Estimated Cost Widening Agate South of Franklin Blvd.)-----	30,000
Estimated Cost Agate/Franklin Intersection Improv.---	150,000 - 225,000
TOTAL EST. COST AGATE IMPROVEMENTS-----	\$1,760,000 - 2,485,000

4. Broadway Extension (Point #4, Map C-1). This improvement involves extending Broadway into the Riverfront Park Development site to a point just east of the existing railroad tracks. The project estimates do not include costs of extending Broadway along the north side of the Southern Pacific tracks. Combined with improvements outlined in Items 1, 2, and 3 above, this improvement could accommodate transportation demand resulting from the following level of development:

1. 25% modal split with improvements at Access Points #1, #2 and #3 = 73% of total development (about 1,283,924 square feet).
2. 30% modal split with improvements at Access Points #1, #2 and #3 = 78% of total development (about 1,371,864 square feet).

TABLE 4C
Estimated Costs
Access Point #4

Estimated Cost Broadway Extension -----	\$ 360,000
Estimated Cost Railroad Underpass -----	750,000 - 1,000,000
Estimated Cost Broadway Extension ROW -----	165,000
Estimated Cost Intersection Improvements -----	150,000
TOTAL EST. COSTS BROADWAY EXTENSION -----	1,425,000 - 1,675,000

Analysis under the Broadway Extension shows that with all improvements in place, and assuming a 30% modal split and future traffic estimates based on T-2000, about 78% (1,371,864 square feet) of the University's proposal could be accommodated. The major restriction is a result of increased traffic volumes on Franklin Boulevard, and the resulting overload of the Franklin and Agate intersection. In order to alleviate this problem area, widening of Franklin Boulevard, between about Walnut Street and West 11th Avenue would be required.

Capital costs for transportation-related facilities can be divided into three categories: 1) right-of-way; 2) construction; and 3) equipment. Table 5C shows estimated costs for specific non-transit transportation-related projects anticipated to be needed as part of the Riverfront Park Development and distinguishes between costs for right-of-way, paving, signalization and intersection improvements, structures and railroad crossings. Table 5C also provides three different alternatives for public/private cost-sharing to construct these facilities.

TABLE 5C*
Estimated Transportation Capital Costs
(By Project)
(\$000s)

Project	ROW Costs	Paving Costs	Signal & Intersect. Costs	Struct. Costs	RR Crossing Costs	TOTAL COSTS
1. Patterson/Bdwy Int.	500	80	100			680
2. Onyx Ext.		110	180- 230	240	500- 750	1030- 1330
3. Agate Ext.	600 - 1000	190	180 255	290-	500- 750	1760- 2485
4. Broadway Ext.	165	360-	150		750 1000	1425- 1675
5. Pedestrian Crossing of Franklin				890		890
6. Bicycle Path		150				150
TOTAL	1265- 1665	890	610- 735	1420	1750- 2500	5935- 7210*

*Excludes Transit Costs

There are three alternative approaches to determining the ratio of developer/public costs involved in transportation-related improvements:

<u>Alternate</u>	City Costs (\$000s)	Development Costs (\$000s)
1: City pays all costs except standard paving assessment	5275 - 6550	630
2: Developer pays assessment plus 1/2 cost of signals, intersection improvements, and bridges.	4720 - 5870	1185 - 1310
3. Developer pays Alt.#2 costs plus 1/2 of RR Underpass Costs	3845 - 4620	2060 - 2560

Table 6C shows estimated transit-related costs for three modal split alternatives involved in serving the Riverfront Park area.

TABLE 6C
TRANSIT COSTS

(\$000s)

Modal Split	Capital Costs	Annual Operating Costs
10%	170	60
25%	330	104
35%	340	125

The Lane Transit District (LTD) indicates that capital costs involved in providing transit service to the Riverfront Park development would be 80% grant-eligible.

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ORDINANCE NO. _____

AN ORDINANCE ESTABLISHING A RIVERFRONT PARK SPECIAL DEVELOPMENT DISTRICT.

The City Council of the City of Eugene finds that:

A. Under the provisions of Sections 9.484 to 9.487 of the Eugene Code, 1971, the Council has the authority to establish special development zoning districts for areas that possess unique and distinctive buildings or natural features that have significance or benefit for the entire community.

B. The proposed Riverfront Park Special Development District meets the criteria of Sections 9.484 to 9.487 of the Eugene Code, 1971 for such designation.

C. Comments and recommendations by the Riverfront Park Commission, affected neighborhood organizations, and the public to the provisions to be incorporated in the Riverfront Park Special Development District ordinance have been considered by the Planning Commission at several work sessions, and a public hearing was held thereon, with additional testimony submitted thereafter.

D. The proposed Riverfront Park Special Development District is consistent with the Riverfront Park Study, the Eugene-Springfield Metropolitan Area General Plan, and other adopted City plans and policies, and the Planning Commission has recommended its adoption by the Council.

NOW, THEREFORE,

THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:

Section 1. Based upon the above findings, which are hereby adopted, and the testimony and written submissions at the public hearings before the Planning Commission and Council, a Riverfront Park Special Development District is hereby established as hereinafter set forth.

Section 2. Description and Purpose. The Riverfront Park Special Development District (Riverfront SD District) is intended for application to property included within the boundaries of the Riverfront Study, an area generally located between the Willamette River and Franklin Boulevard. In accordance with the Riverfront Park Study, this district is intended for application to property owned by the Oregon State System of Higher Education within the designated area; it may be applied to other properties within the area at the property owner's request.

The fundamental purpose of the Riverfront SD District is to provide for activities and uses which complement the research and educational functions of the Oregon State System of Higher Education in general and the University of Oregon in particular. It is expressly intended that industrial, commercial, and general or professional office uses which have no correlation with

those research or educational functions and which could be located within other zoning districts in the city not constitute the primary form of development within the Riverfront SD District.

Within the context of this fundamental purpose, the objectives of the Riverfront SD District may be more specifically described as follows:

2.1 To carry out the policies of the Riverfront Park Study and other applicable plans.

2.2 To encourage a range of primary uses that complement the research and educational activities of the Oregon State System of Higher Education in general and the University of Oregon in particular.

2.3 To provide for supporting manufacturing and accessory uses incidental to the primary uses permitted.

2.4 To recognize the natural amenities of the site, balancing the opportunity for development to use those amenities with the public's interest in proper protection and, where appropriate, use of them.

2.5 To provide a regulatory context that allows development of a successful research and development park of benefit to both the University of Oregon and the metropolitan area.

2.6 To provide a review process that encourages a design characterized by diversity of building mass and other features which foster a sense of interest in and excitement about the development and which complement the Willamette River and the Millrace.

Section 3. Permitted Uses. The following uses shall be permitted within the Riverfront SD District:

3.1 Primary Uses. The following activities and uses are considered to be the primary types to be encouraged within this district:

a. Programs and activities carried out by institutions of the Oregon State System of Higher Education.

b. Laboratories, offices, and other non-manufacturing facilities for basic or applied research and development that complement the research and educational activities of the Oregon State System of Higher Education in general or the University of Oregon in particular.

c. Conference facilities and meeting rooms.

3.2 Manufacturing Uses. Prototype and product manufacturing or production is permitted, provided:

a. The manufacturing is directly related to a primary use located within the district.

b. The area devoted to manufacturing does not exceed 40 percent of the gross floor area devoted or applied to the primary use to which the manufacturing is related. (As used in the Riverfront SD District, the term "gross floor area" has the meaning given in Section 9.015 of the Eugene Code, 1971.)

3.3 Accessory and Supporting Uses. Accessory and supporting uses are permitted, provided that the gross floor area devoted to accessory and supporting functions does not exceed 25 percent of the gross floor area within a development site. (As used in this and subsequent sections of the Riverfront Park SD District, the term "development site" means the total land area under common control, such as the total area subject to a land lease.) Examples of accessory and supporting uses include: retail sales of goods and food service such as book stores, office supplies, delicatessen, and similar activities; service functions such as finance, day care, and similar activities; administrative and office support functions; accessory manufacturing activities such as specialized machining; indoor storage and distribution when integral to a primary use within the district; multiple-family dwellings; and recreational facilities. Recreational facilities available to the general public at no cost shall not be classified as accessory or supporting uses when computing the floor area under the 25-percent limitation stipulated above.

3.4 Interim Uses. It is anticipated that development within the Riverfront SD District will occur incrementally. At any time there may be space available for lease either as a result of construction of new facilities or relocation of tenants within a development site. Interim use of vacant space for general or professional office use is only permitted, subject to the following limitations:

a. The space to be devoted to interim use must have been vacant for at least three (3) months.

b. The gross floor area devoted to interim uses shall not exceed 40 percent of the gross floor area in a development site during the first ten (10) years following issuance of the first certificate of occupancy and shall not exceed 20 percent of the gross floor area in the development at any time thereafter.

c. The maximum term of any lease or sublease for interim space utilization permitted here shall not exceed five (5) years.

Prior to allowing occupancy of any space within a development site for interim use, the owner or developer shall obtain a certificate of occupancy for that space and submit the following data to the building official:

d. Data verifying compliance with subsections 3.4.a and 3.4.b above.

e. A copy of the lease or sublease agreement which sets forth the term of that lease or sublease.

Any structure located within the district which is constructed and used by the Oregon State System of Higher Education shall be excluded in the computation of gross floor area when calculating the percentage of the development which may be devoted to interim use.

Section 4. Required Reporting. In order to ensure that the primary purpose of the Riverfront SD District is preserved, the owner or developer of property within the district shall submit an annual report to the City Manager or designee which provides data demonstrating that:

4.1 Primary use(s) within a development site complement the research or educational activities of the Oregon State System of Higher Education.

4.2 Accessory and supporting uses do not occupy more than 25 percent of the gross floor area within a development site at any time.

4.3 Product manufacturing carried out in conjunction with a primary use does not exceed the 40-percent limitation of 3.2.b above.

4.4 Interim uses do not occupy more than the specified percentage of the gross floor area within a development site at any time.

In the event there is more than one owner or developer involved in development within the Riverfront Park SD District, the provisions concerning manufacturing, accessory and support uses, and interim uses apply to each discrete development site. Each owner or developer shall submit the required annual report verifying compliance with the provisions of this district.

Failure to submit the annual report required under this section or failure to adhere to the specifications of Sections 2, 3 and 4 above shall constitute a violation subject to the enforcement provisions of Section 9.974 et seq. of the Eugene Code, 1971. Such failure shall also constitute grounds for withholding further building permits and/or certificates of occupancy within a development site until the violation has been remedied.

Section 5. Development Standards. In order to allow an overall development that is consistent with the purpose and intent of the Riverfront SD District as well as its unique location adjacent to the Willamette River and Millrace, the following development standards shall prevail. In the event the development standards provided here conflict with the general standards of Chapter 9 of the Eugene Code, 1971, the standards provided here supersede any conflicting provisions.

5.1 Parking Requirements. The parking requirements for new construction provided here attempt to balance encouragement of use of alternative travel modes with the need for automobile storage; more parking than the minimums specified here may need to be provided. Parking and off-street loading areas shall be designed, laid out, and constructed in accordance with the parking area design, improvements, buffering, and dimensions as specified in Chapter 9 of the Eugene Code, 1971. Required parking shall be determined for each separate occupancy within a building or on a development site. For example, in a combined

industrial and office business, parking shall be required for the industrial use at a ratio of one space per 500 square feet and the office portion at one space per 400 square feet.

Required parking shall be located within 400 feet of structures to be served unless a greater separation is specifically approved through the master development plan approval process. For that portion of the special district located between the Willamette River and the railroad tracks, up to 50 percent of the required parking may be provided north of the Willamette River if approved through the master site plan approval process as outlined in the Section 7 of this Ordinance.

Required parking may be provided through joint use of parking facilities, subject to the requirements of Section 9.590 of the Eugene Code.

Required parking shall be provided at the following ratios, rounded up to the nearest whole number:

- a. Industrial uses - one for each 500 square feet of gross floor area.
- b. Retail uses - one for each 300 square feet of gross floor area.
- c. Office uses - one for each 400 square feet of gross floor area.
- d. University uses - one for each 400 square feet of gross floor area.
- e. Multiple-family dwellings - one for each dwelling unit, plus one guest parking space for each three units.

Bicycle parking: Bicycle spaces must be provided as follows:

- f. Non-residential uses - the minimum number of spaces must equal 15 percent of the number of required automobile spaces.
- g. Multiple-family dwellings - one space per unit.
- h. Locking and cover must be provided for all required spaces.
- i. Required spaces must be located a maximum of two times the distance between building entrances used by automobile occupants and the nearest parking spaces to those entrances.
- j. Each required space must be at least six feet long and two feet wide, with a minimum overhead clearance of six feet.

5.2 Setback Requirements. Development within the Riverfront SD District shall comply with the following setbacks:

a. All structures, parking areas, streets, and access drives shall maintain a minimum setback of 35 feet from the top of the south bank of the Willamette River. Exhibit "A" to this Ordinance is a map indicating the location of the top of the south bank, an enlarged copy of which map is on file with the Planning Department.

b. All structures, parking areas, streets, and access drives shall maintain a minimum setback of 15 feet from the south side of the bicycle path located (or as to be relocated) adjacent to the top of the river bank. If the setback specified here requires a greater distance than the 35 feet specified under Subsection 5.2.a, the greater distance shall be maintained.

c. Solar access shall be provided to at least 60 percent of the following designated areas:

1. The south bank of the Willamette River;
2. The bicycle path located (or as to be relocated) adjacent to the top of the river bank;
3. The Autzen Stadium footbridge protection area defined in Subsection e below; and
4. Active recreation areas defined in the master site plan.

The solar access required here shall be provided at noon from February 21st through October 21st of any year. If building setbacks necessary to ensure this solar access are greater than would otherwise be required, the greater setback shall be required.

d. The Millrace shall be maintained as an open channel through the district with the following setbacks:

1. No structure, street, access drive, or parking area shall be located adjacent to the east Millrace outfall within the area defined by the bicycle path as it existed on May 11, 1987. This area is indicated on Exhibit A hereto.
2. No structure, street, access drive, or parking area shall be located within 15 feet of the top of the banks of the Millrace in all areas within the district except for the area described under Subsection 5.2.d.1 above where a greater setback is required. Except for the east Millrace outfall area described under Subsection 5.2.d.1 above, street or access drive crossings which are needed for circulation may be approved as part of the master development plan.

e. All structures and parking areas shall maintain a setback of 50 feet on both sides of a straight line between the existing pedestrian underpass under the railroad tracks and the Autzen Stadium footbridge to provide visual linkage between the two struc-

tures. This area is indicated on Exhibit A hereto.

f. Multiple-family dwellings shall have interior yards of not less than 10 feet between buildings, without regard as to the location of the property line, or no interior yards required if the buildings abut or have a common wall, except where a utility easement is recorded adjacent to an interior lot line, in which event there shall be an interior yard of no less than the width of the easement.

g. Except as provided above, all structures other than multiple-family dwellings shall have no setback requirements.

Public improvements, including pedestrian and bicycle trails, public plazas, and similar amenities, but excluding roads and parking areas, are exempt from the setback requirements specified above.

5.3 Required Building Separation and Profile Offsets. All buildings located within 75 feet of the top of the south bank of the Willamette River shall observe the following profile and separation requirements:

a. The maximum building profile as seen from end to end of the side(s) facing the river shall not exceed 200 lineal feet in total horizontal length.

b. Any building elevation parallel to the river shall not continue along an uninterrupted, continuous plane for more than 100 feet. For the purpose of this requirement, an uninterrupted, continuous plane is a wall having no variation in exterior surface along its length of more than five (5) feet as measured at a perpendicular line from the plane of the wall.

c. Each building shall be separated by at least 50 feet from an adjoining building, measured parallel to the river.

No building shall have a total horizontal length of more than 300 feet as measured on its longest axis.

5.4. Coverage Requirements. Coverage requirements within the Riverfront SD District shall be as follows:

a. For that portion of a development site allocated for multiple-family residential use, the maximum permitted coverage by buildings and structures shall be 50 percent.

b. For that portion of a development site allocated for all uses other than multiple-family residential, at least 40 percent of that portion of the site to be developed shall be landscaped with living plant materials. Natural areas (e.g., along the Mill-race or from the top of the bank along the Willamette River south) may be included in the 40-percent computation. The amount of open space required may be reduced to 30 percent if 40 percent of the

required parking for the development or phase thereof is provided either below grade, at grade but under a structure or in a parking structure.

Public amenities such as plazas, pedestrian and bicycle trails, and similar improvements shall be considered open space when computing coverage.

When computing coverage within the Riverfront SD District, structures owned by the Oregon State System of Higher Education and in existence as of the effective date of this ordinance shall not be included.

5.5 Height Limitation. No portion of a structure located within 75 feet of the top of the south bank of the Willamette River shall exceed 45 feet in height above grade (not to exceed three stories). There is no height limitation for a structure or portion thereof outside the area described above.

5.6. Signs. Signs within the Riverfront SD District shall conform to the provisions of the Pedestrian-Auto Sign District, except for any area located within 200 feet of the centerline of Franklin Boulevard in which area the provisions of the Highway-Oriented Sign District shall apply. No signs facing the river shall be permitted within 75 feet of the top of the south bank of the Willamette River, except identity signs not exceeding 12 square feet in surface area which are not more than five (5) feet above grade if ground-mounted or 10 feet above grade if wall-mounted.

Section 6. Public Facilities. Within the Riverfront SD District, the following standards shall govern installation of improvements which are of benefit to the public and ensure public access:

6.1 A continuous, two-way (Class I) bicycle path shall be provided through the development along the river and at other locations designated in the Eugene Bikeways Master Plan.

6.2 Pedestrian-scale lighting shall be provided along the bicycle paths required above.

6.3 Street lights shall be provided along all public streets within the district.

6.4 Street trees shall be provided along all public streets within the district.

6.5 Setback sidewalks shall be provided along all public streets within the district, unless an alternative pedestrian circulation system of substantial equivalency is specifically approved as part of the master site plan approval process.

6.6 Provision shall be made for security, such as lighting, between any parking areas located outside the boundaries of the district and the development the parking is intended to serve.

6.7 All utilities shall be installed underground unless specifically exempted through the master development plan approval process.

Section 7. Review Procedures. The master site plan for developments proposed within the Riverfront SD District shall be reviewed through the conditional use permit process provided in Chapter 9 of the Eugene Code, 1971. For the purpose of this review, the following criteria shall be applied in lieu of the criteria provided in Sections 9.702 and 9.260 of the Eugene Code, 1971:

7.1 Criteria for All Development.

a. The proposed development shall be consistent with the Metropolitan Area General Plan, Riverfront Park Study, and other applicable policy documents or functional plans.

b. Based on technical analysis (particularly with respect to transportation facilities), planned public facilities shall be shown to accommodate the requirements of the proposed development.

c. The proposed development shall protect visual access from main entry points from Franklin Boulevard to the river/riparian vegetation.

7.2 Criteria for Development Within Greenway Boundaries.

a. Criteria 7.1.a, 7.1.b and 7.1.c above.

b. The height and bulk of the proposed development shall be designed to consider the impacts on public open space, especially the buffer strips along the Willamette River and Millrace, and to adhere to the height limitations specified along the Willamette River. Building setbacks shall be varied to avoid the effect of a continuous wall along the minimum setback line and to adhere to the requirements for protection of designated features (i.e., Millrace and pedestrian linkage to the Autzen Stadium footbridge).

c. To the greatest possible degree, the intensification, change of use, or development will provide the maximum possible landscaped area, open space, or vegetation between the activity and the river.

d. To the maximum extent practicable, the proposed development shall provide for protection and enhancement of the natural vegetative fringe along the Willamette River. This means protection and enhancement of trees and understory characteristic of native vegetation within the riparian strip along the Willamette River. It also means removal, and active management to prevent reintroduction of, disturbance vegetation such as Himalayan blackberries and English ivy. As used here, the riparian strip means the area between the top of the river bank and the water's edge.

e. To the greatest possible degree, necessary and adequate public access will be provided to and along the river by appropriate legal means.

As used in this section, the words "greatest possible degree" are drawn from Statewide Planning Goal 15 (F.3.b.) and are intended to require a balancing of factors so that each of the identified Greenway criteria is protected to the greatest extent possible without precluding the requested use. Goal 15 (C.3.j.) provides that "lands committed to urban uses within the Greenway shall be permitted to continue as urban uses."

7.3 Interpretation. In the event any of the terms used in the Riverfront SD District or the provisions of that district require interpretation, the building official and planning director shall be jointly responsible for such interpretation.

Passed by the City Council this
____ day of _____, 1987

City Recorder

Approved by the Mayor this
____ day of _____, 1987

Mayor