



**Eugene City Council**

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# EUGENE CITY COUNCIL AGENDA

September 11, 2013

12:00 PM CITY COUNCIL WORK SESSION

Harris Hall

125 East 8<sup>th</sup> Avenue

Eugene, Oregon 97401

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Meeting of September 11, 2013;  
Her Honor Mayor Kitty Piercy Presiding

**Councilors**

George Brown, President

Pat Farr, Vice President

Mike Clark

George Poling

Chris Pryor

Claire Syrett

Betty Taylor

Alan Zelenka

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**CITY COUNCIL WORK SESSION**

**Harris Hall**

**12:00 p.m. A. WORK SESSION:  
Riverfront Urban Renewal District**

*\*time approximate*

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

City Council meetings and work sessions are broadcast live on the City's Web site. In addition to the live broadcasts, an indexed archive of past City Council webcasts is also available. To access past and present meeting webcasts, locate the links at the bottom of the City's main Web page ([www.eugene-or.gov](http://www.eugene-or.gov)).

El Consejo de la Ciudad de Eugene aprecia su interés en estos asuntos de la agenda. El sitio de la reunión tiene acceso para sillas de ruedas. Hay accesorios disponibles para personas con afecciones del oído, o se les puede proveer un interprete avisando con 48 horas de anticipación. También se provee el servicio de interpretes en idioma español avisando con 48 horas de anticipación. Para reservar estos servicios llame a la recepcionista al 541-682-5010. Todas las reuniones del consejo estan gravados en vivo en Metro Television, canal 21 de Comcast y despues en la semana se pasan de nuevo.

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# EUGENE CITY COUNCIL

## AGENDA ITEM SUMMARY




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### Work Session: Riverfront Urban Renewal District

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Meeting Date: September 11, 2013  
 Department: Planning & Development  
[www.eugene-or.gov](http://www.eugene-or.gov)

Agenda Item Number: A  
 Staff Contacts: Denny Braud  
 Contact Telephone Number: 541-682-5536

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#### **ISSUE STATEMENT**

The council requested a work session regarding a cost-benefit analysis of the Riverfront Urban Renewal District. This is an opportunity for council to review past activity and potential future activity within the Riverfront District.

#### **BACKGROUND**

On July 22, 2013, the council approved a motion to hold a work session on September 11 regarding a cost-benefit analysis of the Riverfront District. (See Attachment A for the map). Additionally, Councilor George Brown submitted several questions regarding the District, the responses to which are included in Attachment B.

The Riverfront Urban Renewal District Plan was originally adopted on Sept. 11, 1985. The original district encompassed nearly 148 acres adjacent to and including the University of Oregon's Riverfront Research Park.

The Plan was amended on Mar. 10, 2004. (The Plan is included in Attachment E.) The 2004 amendment: a) added 30 acres, bringing the total area to approximately 178 acres; b) expanded and revised the list of project activities; c) provided new cost estimates of the projects to be undertaken; d) established a spending limit ("maximum indebtedness") of \$34.8 million, and e) provided other information about the impact of the amendments. The Riverfront District has \$28.3 million in spending authority remaining under the \$34.8 million maximum indebtedness spending limit. In accordance with the Plan, the Urban Renewal Agency Board (City Council) must approve all projects, other than loans, in excess of \$250,000. State statutes require that a financial statement be prepared and published each year. The Plan is scheduled to expire in 2024.

The goals for the Riverfront District are:

- To improve the function, condition, and appearance of the development area;
- To eliminate existing blight and blighting influences;

- To strengthen the economic and environmental conditions of the plan area and the metropolitan area;
- To stimulate development activity and amenities near the new federal courthouse;
- To stimulate appropriate redevelopment in the Riverfront area currently occupied by the Eugene Water & Electric Board (EWEB), if EWEB relocates in whole or in part from this property;
- To improve connections between the core of downtown, Riverfront, and the University of Oregon; and
- To protect or enhance the riparian area.

One key Envision Eugene goal is to accommodate all of the 20-year need for multi-family housing and commercial jobs inside of the existing Urban Growth Boundary. Through the comprehensive analysis conducted by the Envision Eugene Technical Resource Group, it was concluded that this community goal would require various forms of community investment. The Riverfront District is an existing community investment tool that could be used to stimulate multi-unit housing and commercial development within downtown. The recent adoption of the EWEB Riverfront Master Plan presents a unique opportunity for Riverfront urban renewal resources to be strategically invested to transform the former industrial and utility use into an iconic waterfront that reflects the compact urban development, economic opportunity, neighborhood livability, and enhanced natural resource values expressed in the Envision Eugene pillars.

### **Cost-Benefit**

The Riverfront District includes three distinct investment areas: 1) the Riverfront Research Park infrastructure improvements, which occurred in the early days of the District; 2) the more recent redevelopment of the Agripac industrial property for the Federal Courthouse and the Northwest Community Credit Union projects; and 3) the future of the Riverfront District which is likely to focus on the long envisioned connection of downtown to the river, with the primary focus being implementation of the EWEB Riverfront Master Plan.

For the purpose of providing a cost-benefit analysis of the Riverfront District, staff conducted a *retrospective cost-benefit analysis* (Attachment C) which includes historical activity within the Riverfront District, and a *prospective cost-benefit analysis* (Attachment D) which considers the potential use of Riverfront District financial resources to advance the vision included in the EWEB Riverfront Master Plan. Although there have been no detailed discussions regarding the use of Riverfront District financial resources to implement the EWEB Riverfront Master Plan, it is assumed that realization of the Master Plan's vision will require significant public and private investment.

The following is a summary of the Riverfront District **retrospective cost-benefit analysis**.

- Total tax assessed value of property within the District has grown from \$50 million to \$109 million.
- The annual property tax increment within the District is \$990,000 (FY14 estimate).
- Since inception, the Riverfront District has collected \$12.6 million in tax increment revenue and \$9.1 million in other revenue (sale of property, rent, interest).



- Since inception, the District has funded \$8.8 million in capital projects and \$5.8 million in other expenses (planning, administration, legal, and debt interest/issuance costs).
- District investments have leveraged five major construction projects totaling \$140 million (9:1 leverage ratio), generating \$350,000 new annual property tax revenue.
- Major projects within the Riverfront District have created approximately 250 new jobs in University-related research and technology sectors. An additional 200 jobs are expected to be located in the new Northwest Community Credit Union headquarters.
- The vacated Agripac industrial brownfield site is redeveloped in support of the community's vision to connect downtown to the Willamette River.

The following is a summary of the Riverfront District **prospective cost-benefit analysis**, based on assumptions for the build-out of the EWEB Riverfront Master Plan:

- Approximately \$15 million in Riverfront Urban Renewal funds invested to advance the EWEB Riverfront Master Plan (estimated for analysis purposes only)
- Eight acres of new public open space
- Over 300 new housing units totaling \$80 million in new construction
- 121,000 square feet of new commercial/office/retail totaling \$30 million in new construction
- Adaptive reuse of historic buildings
- \$2 million new annual property tax revenue upon completion of the Plan
- 650 construction jobs and 700 new permanent jobs
- Densely develops land within the existing Urban Growth Boundary, creating public service and public infrastructure cost efficiencies, alleviating development pressure on single-family neighborhoods, and limiting future Urban Growth Boundary expansion
- Significant cultural, educational, and health benefits from access and open space along the Willamette River
- Environmental benefits provided through enhanced storm water treatment and the riparian river edge, reduction in vehicle miles traveled
- Advances the Regional Prosperity Economic Development Plan by enhancing the regions identity with an iconic waterfront development

## **RELATED CITY POLICIES**

The Riverfront Urban Renewal District supports many goals for Eugene and downtown, including:

### *Eugene Downtown Plan*

- Incorporate the Willamette River as an integral element to downtown planning and development.
- Collaborate with EWEB to encourage relocation of their utility facilities. Create a "people place" that is active, vibrant, accessible and multi-use.
- Facilitate dense development in the courthouse area and other sites between the core of downtown and the river.
- Stimulate multi-unit housing in the downtown core and on the edges of downtown for a variety of income levels and ownership opportunities.

- Downtown development shall support the urban qualities of density, vitality, livability and diversity to create a downtown, urban environment.
- Actively pursue public/private development opportunities to achieve the vision for an active, vital, growing downtown.
- Use downtown development tools and incentives to encourage development that provides character and density downtown.
- Facilitate dense development in the courthouse area and other sites between the core of the downtown and the river.
- Promote adjacent park and open space areas as a valuable complement to downtown's urban places. Improve connections between downtown and nearby nature areas.

#### *Envision Eugene Pillars*

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

#### *Regional Prosperity Economic Development Plan*

- Strategy 5: Identify as a Place to Thrive - Priority Next Step - Urban Vitality
  - As a creative economy is fostered, dynamic urban centers are an important asset. Eugene, Springfield and many of the smaller communities in the region recognize the importance of supporting and enhancing vitality in their city centers. Building downtowns as places to live, work and play will support the retention and expansion of the existing business community and be a significant asset to attract new investment. The Cities of Eugene and Springfield will continue to enhance their efforts to promote downtown vitality through development and redevelopment.

#### *Eugene Climate & Energy Action Plan*

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

#### *City Council Goal of Sustainable Development*

- Increased downtown development

### **COUNCIL OPTIONS**

Information only. No options identified at this time.

**CITY MANAGER'S RECOMMENDATION**

Information only. No recommendation identified at this time.

**SUGGESTED MOTION**

No action required at this time.

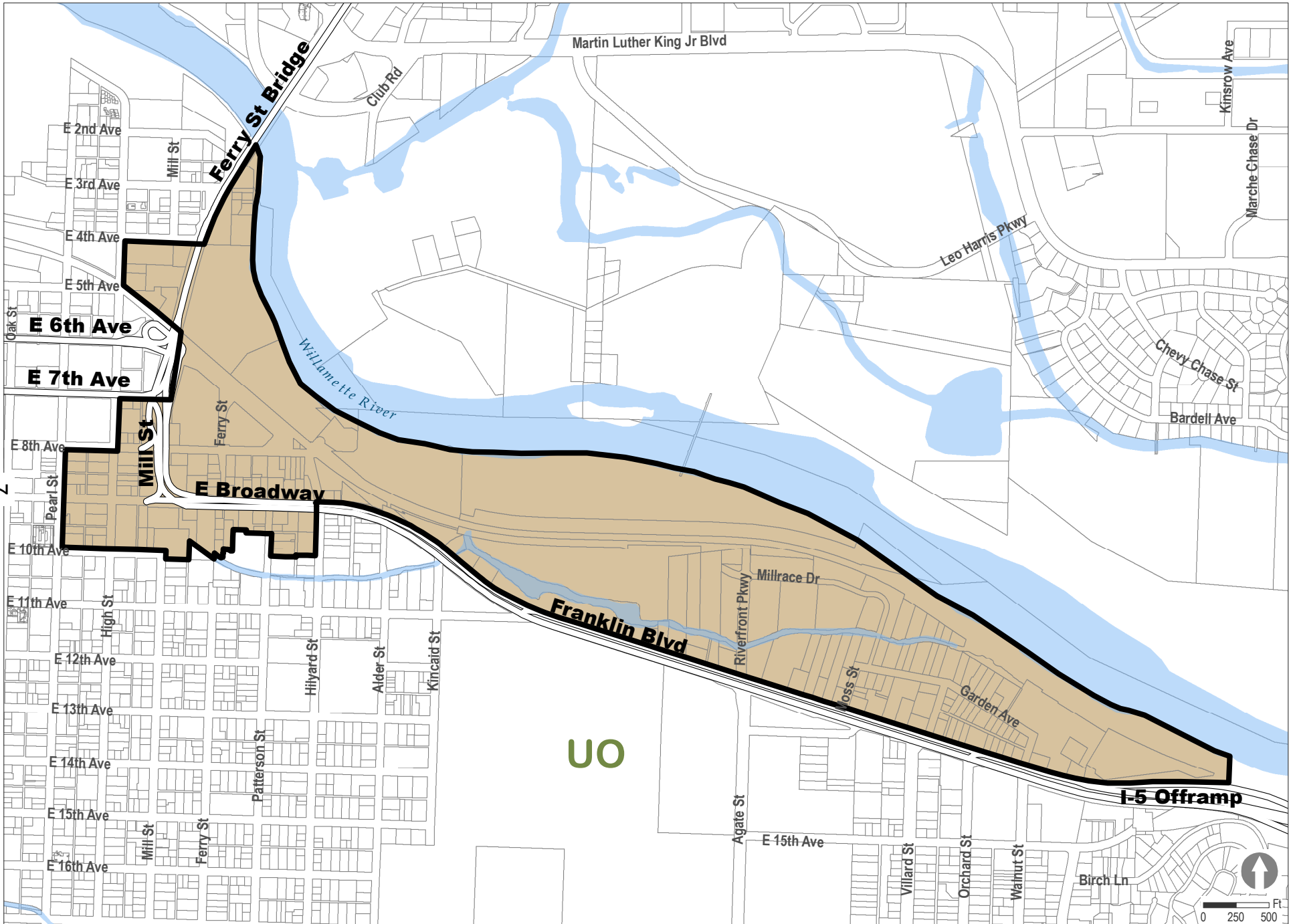
**ATTACHMENTS**

- A. Map: Riverfront Urban Renewal District
- B. Response to Councilor Brown's Questions
- C. Retrospective Cost-Benefit Analysis: Riverfront District
- D. Prospective Cost-Benefit Analysis: Riverfront District
- E. Riverfront Urban Renewal District Plan

**FOR MORE INFORMATION**

Staff Contact: Denny Braud  
Telephone: 541-682-5536  
Staff E-Mail: [denny.braud@ci.eugene.or.us](mailto:denny.braud@ci.eugene.or.us)





 Riverfront Urban Renewal District

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

City of Eugene  
 Planning and Development  
 September 4, 2013



Map: Riverfront Urban Renewal District

Attachment A



## ATTACHMENT B

## Response to Councilor Brown's Questions

**1. Please provide for Council a copy of the Riverfront Urban Renewal District (RURD) plan.**

The Plan is located at the City's website in the following location: <http://www.eugene-or.gov/DevelopmentPlans> (click on "Plan" under the "Riverfront Urban Renewal District" heading). The Plan is also Attachment E in this Agenda Item Summary.

**2. Please provide for Council a copy of the RURD report, with special emphasis, pursuant to ORS 457.085(3) on: (d) The estimated total cost of each project and the sources of money's to pay such costs; (e) The anticipated completion date for each project; (g) A financial analysis of the plan with sufficient information to determine feasibility;**

The Report is located at the City's website: <http://www.eugene-or.gov/DevelopmentPlans> (click on "Report, March 2004" under the "Riverfront Urban Renewal District" heading).

**3. Please provide financial history of all property transactions in the RURD since inception: that is, cost of each property; sold to whom @ what price; net profit/loss for all property transactions.**

Property	Purchase Price / Year	Buyer	Sales Price Year	Net Profit (Loss)
Riverfront Parkway & Franklin Blvd. vacant lot	\$166,000 / FY94	n/a	n/a	Leased to University \$63,000/year, used as parking
Chiquita/Agripac	\$4,100,786 / FY01 <sup>1</sup>	<i>West-Portion &amp; AutoCraft-North: Federal Gov't for Courthouse</i>	\$3,948,695 FY04	\$253,412
		<i>East-Portion: Northwest Community Credit Union</i>	\$1,231,504 FY13	
AutoCraft-North (of 8 <sup>th</sup> Avenue)	\$826,000 / FY03	<i>See Chiquita/Agripac "West-Portion &amp; AutoCraft-North" above</i>		<i>See Chiquita/ Agripac above</i>
AutoCraft-south (of 8 <sup>th</sup> Avenue)	\$824,000 / FY02 <sup>2</sup>	n/a	n/a	Managed by City Parking Program

<sup>1</sup> The demolition related costs and fees associated with the Chiquita/Agripac property are not included in the purchase price. These costs and fees are estimated to total \$813,000. (See Attachment C).

<sup>2</sup> The relocation cost of \$550,000 associated with the AutoCraft condemnation is not included in the AutoCraft purchase prices. (See Attachment C.)

**4. Please provide for Council a copy of the RURD budget and the RURD supplemental budget for each of the last 5 years.**

The FY14 Adopted Budget is currently on the City's website: <http://eugene-or.gov/budget>

The four previous years of budgets can be found on the City's website at: <http://eugene-or.gov/index.aspx?NID=1623>

All of the URA supplemental budgets are adopted by resolution. URA resolutions (most of which are related to the adoption of the budget and the supplemental budgets) can be found on the City's website at: URA Resolutions - Laserfiche WebLink <http://ceapps.eugene-or.gov/portal/server.pt/gateway/PTARGS 0 0 5848 319 0 43/http%3B/cesrvlf02/CMOWeblink/Browse.aspx?startid=59&&&dbid=0>

**5. Please list all Capital Improvement projects and cost of each project from the inception of the District.**

The total capital expense for the Riverfront District from FY87-FY13 is \$8,824,354. See Attachment C for the project detail.

**6. Please list projects planned for 2013 in the District and the estimated cost of each project.**

FY14 planned projects include Northwest Community Credit Union system development charges to be paid by the Riverfront Urban Renewal District, completing the Agripac Building relocation, and district administration, rent, materials, and contractual service costs (\$229,735, see answer #8-10 below for more information on district administration and planning efforts). The system development charges are estimated at \$350,000 (carried over from FY13 budget). The remaining work for Agripac Building relation is estimated to be \$40,000 (budget authority carried over from FY13 budget is \$80,000). See answer #12 for additional information on the Agripac Building relocation.

**7. Please list, with costs, all the riparian habitat improvements completed in the District since inception, and please list any such projects currently in the planning stage.**

There is no evidence in the City's financial systems to indicate that Riverfront Urban Renewal funds were used for riparian habitat improvements in the District. Other riparian habitat improvements may have been completed by the City, EWEB or others. Riparian habitat improvements are included in the EWEB Master Plan. The cost of riparian habitat improvements is reflected in the estimated cost for the park as seen in the Prospective Analysis (Attachment D).



**8-10. Please break down the costs, if charged to RURD, of the Walnut Station visioning project (consultants, facilitators, City staff time, advertising, materials, etc.). Please break down any visions costs charged to RURD in connection to the U. of O. Riverfront Research Park. Please break down any costs charged to RURD of the EWEB Master Plan visioning project.**

Ongoing project development work is routinely carried out by staff who are supported in part with funding through the Riverfront District. Over the last few years, this work has included staff participation in the Courthouse District Concept Plan, the EWEB Master Plan, the Walnut Station District visioning and code development, and Downtown code amendments. Urban renewal supported staff also carry out specific tasks related to property management and project development. Projects have included: the Federal Courthouse (including property acquisition/clearing/disposition, transportation improvements), Northwest Community Credit Union, Core Campus, and 901 Franklin redevelopment. Staff also carries out financial and administrative duties and provides support for Agency Board related processes. Costs are not specifically assigned by project and task. For, FY13, the Riverfront District supported 1.18 FTE at a staffing cost of \$137,000. City central service allocation charges, together with rent, materials and contractual service costs added \$50,000, yielding a total cost of \$187,000 for FY13.

**11. How much is currently budgeted for future planning efforts regarding the EWEB property redevelopment?**

No specific funds are budgeted for future planning efforts regarding the EWEB property redevelopment. The FY14 Adopted Budget includes staff efforts related to the Riverfront District Plan, and those efforts will likely include staff time and other expenditures related to the EWEB property redevelopment.

**12. How much is the cost, if any, to RURD to move the historic building from the NWCC Union site?**

A total of \$321,500 was budgeted in FY13. Actual spending in FY13 was \$247,000, of that \$95,000 was for abatement/demolition and \$10,000 was for consulting related to the historic nature of the structure and erosion control. Once the final relocation is completed the total cost will be available. The current estimate for FY14 spending is \$40,000 and will not exceed the remaining budgeted amount carried forward from FY13 of \$75,000.

**13. Has the principle and interest on the maximum indebtedness of the RURD plan been fully paid?**

Oregon Revised Statutes require that each urban renewal district that receives property tax revenue include a "maximum indebtedness" limit in their urban renewal plan. "Maximum indebtedness" is a required spending cap for all property tax expenditures over a period of time. "Maximum indebtedness" is not a legal debt limit. It is more like a spending limit. Within the maximum indebtedness limitation, the Agency Board has the ability to fund projects over time, either with cash or by issuing debt.

The Riverfront District has a "maximum indebtedness" limit of \$34.8 million. This \$34.8 million figure represents the amount that the Riverfront District may cumulatively spend in certain tax increment revenues starting in 2004. As of June 2013, the Riverfront District has spent or committed approximately \$6.5 million of that amount, which leaves about \$28.3 million left uncommitted and unspent. Therefore, the Riverfront District has not yet fully paid the principal and interest on the maximum indebtedness authorized in the plan.

**14. If the answer to #13 is yes, has the Lane Co. Tax Assessor been notified, pursuant to ORS457.450 (2) and (3), so that all unexpended money's in the RURD fund balance can be turned over to the Lane Co. Treasurer and prorated by the Treasurer back to the taxing districts?**

Not applicable as the answer to #13 is no.

***Outstanding Budget Committee Question: If the Riverfront Urban Renewal District were to be "sunsetting", how much of the FY14 fund balance of \$6.7 mil would be prorated back to the City by the Lane Co. Treasurer?***

The Agency would have to determine how much of the \$6.7 million came from tax increment funds. Once that determination is made, the tax increment funds would be turned over to the Lane County Treasurer and returned to the overlapping taxing districts. The City of Eugene would receive approximately 39% of the returned funds for the General Fund and 7% of the returned funds for the G.O. Bond Fund. Any non-increment funds would be retained by the City.

## ATTACHMENT C

**Retrospective Cost-Benefit Analysis:  
Riverfront Urban Renewal District**

**Overview**

The Riverfront Urban Renewal District Plan (the Plan) was originally adopted on September 11, 1985. The original district encompassed nearly 148 acres adjacent to and including the University of Oregon's Riverfront Research Park.

The Plan was amended on March 10, 2004. The 2004 amendment: a) added 30 acres, bringing the total area to approximately 178 acres, b) expanded and revised the list of project activities, c) provided new cost estimates of the projects to be undertaken, d) established a spending limit ("maximum indebtedness") of \$34.8 million, and e) provided other information about the impact of the amendments.

Major goals for the Riverfront Urban Renewal District (Riverfront District) are:

- To stimulate appropriate redevelopment in the EWEB Master Plan area.
- Promote redevelopment of public and private properties in the area around the Wayne Morse Federal Courthouse.
- Improve connections between the core of downtown, the riverfront area and the University of Oregon.

Net Revenue & Expense FY87-FY13

<b>Revenues</b>	
Property Tax	\$ 12,568,736
Other *	\$ 9,120,833
<b>Net Revenues</b>	<b>\$ 21,689,569</b>
<b>Expenses</b>	
Capital	\$ 8,824,354
Other **	\$ 5,798,113
<b>Net Expenses</b>	<b>\$ 14,622,467</b>

\* Other Revenue primarily includes sale of property, interest, and rent.

\*\* Other Expense primarily includes district administration (personnel, legal, materials/supplies), planning (initial District set-up, EWEB Master Plan, Courthouse District Concept Plan, Cultural Policy Review contribution, and Walnut Station Special Area Zone), and debt interest/issuance costs.

**Revenue**

The Riverfront District has a "frozen base" assessed value of approximately \$50.6 million. As stated in the FY14 Adopted Budget, the total estimated assessed value of property

within the district is \$109 million. Therefore, the FY14 incremental value is approximately \$58 million. For more information on urban renewal and assessed value, see the FY14 Adopted Budget: Assessed Value Information pg. 363.

Since its initial adoption in 1985, the Riverfront District has collected approximately \$12.6 million in tax increment revenue and an additional \$9.1 million from property sales, interest, and rent. The FY14 Adopted Budget estimates that the Riverfront District will collect approximately \$990,000 in property tax revenues.

**Projects and Capital Expenditures**

Projects completed within the Riverfront District can be separated into two main categories:

1. Wayne L. Morse United States Courthouse.

- a. *Chiquita property acquisition* (2001) \$4,142,000  
The URA acquired approximately 8.52 acres of industrial property formerly occupied by Chiquita Processed Foods.
- b. *AutoCraft property acquisition* (2002 & 2003) \$2,200,000  
The URA acquired approximately 0.57 acres of industrial property. Of the total cost \$550,000 is related to business relocation. The property consists of two parcels located at 8<sup>th</sup> Avenue and Mill Street (north and south of 8<sup>th</sup> Avenue).
- c. *Other capital expenditures* \$ 1,419,000  
Property redevelopment preparation including demolition (\$560,000) and demolition related fees (\$253,000 in FY02 – FY05); transportation improvements (\$359,000 in FY04 – FY08); and relocating the Agripac Building off of the Northwest Community Credit Union development site (\$247,000 in FY13).

In 2004, the URA sold the land west of Ferry Street for the courthouse project to the Federal Government for \$3.8 million. In 2013, the URA sold the land east of Ferry Street to Northwest Community Credit Union for its headquarters project for \$1.2 million. The URA retains ownership of the southern parcel formerly owned by AutoCraft, which is managed by the City Parking Program.

2. Riverfront Research Park.

- a. *Riverfront Pkwy. & Franklin Blvd. acquisition* (1994) \$166,000  
The URA acquired the former Coca Cola bottling plant site to facilitate Riverfront Research Park improvements.
- b. *Millrace Drive extension* (1997-1999) \$538,000  
Infrastructure construction contracts (\$397,000) and engineering and design services (\$84,000).

- |   |           |
|---|-----------|
| c. <i>Other capital expenditures</i>  | \$359,000 |
| Streets, bicycle paths, sidewalks; footbridge roundabout; underpass connection; sanitary sewer and other utilities; infrastructure construction costs; and property improvements. |           |

Overall, the largest capital expenditures can be contributed to property purchases, infrastructure construction, engineering, and design.

### **Summary of Benefits**

The investments that the URA has made in the Riverfront District leveraged other investments. In the Courthouse District, the URA investments leveraged the \$80 million Federal Courthouse and the \$20 million headquarters building for Northwest Community Credit Union, which is now being constructed.

Three buildings with an estimated total value of \$34 million have been constructed in the Riverfront Research Park. These buildings generate an estimated \$180,000 in property tax revenue per year and house approximately 250 jobs in University related research and technology businesses. The URA has also leveraged investments in constructing the Riverfront Research Park from ODOT (\$5.25 million from the Capital Construction Trust Fund) and the State Lottery (\$1.2 million from funds dedicated to economic development projects).



**ATTACHMENT D****Prospective Cost-Benefit Analysis:  
Riverfront District**

City Council directed staff to conduct a cost-benefit analysis of the Riverfront Urban Renewal District. Looking forward, one of the primary uses of Riverfront Urban Renewal funds is anticipated to be associated with the build-out of the EWEB Riverfront Master Plan, a community design for Eugene's downtown riverfront. Therefore, it is appropriate to consider the costs and benefits of utilizing Riverfront Urban Renewal funding to realize the vision proposed in the Master Plan.

The EWEB Riverfront project is an investment in the City's capacity to address the community's vision. The park land, plazas, green streets, historic assets, new housing and commercial space transforms a vacated utility yard into a pedestrian-oriented, balanced, green neighborhood and community asset. The implementation of the EWEB Master Plan would significantly advance the community goals of Envision Eugene, the Regional Prosperity Economic Development Plan, the Downtown Plan, and the Riverfront Urban Renewal Plan. Although some clear assumptions can be made regarding projected costs and benefits, the full influence is difficult to quantify because many public and community-wide benefits involve intrinsic values, such as access to the river and nature, communicating our history through adaptive reuse of buildings, and strengthening the community's identity as a city on the river.

The following assumptions underpin this cost-benefit analysis.

*Use of Land*

- 8 Acres of new Public Open Space
- 8 Acres of new Development
- 15 Acres for Adaptive Reuse (steam plant, operations building, admin building)
- 4 Acres of green streets and bike/pedestrian paths

*Development*

- 333 units of market-rate housing
- 85,000 square feet of new office (80% taxable uses)
- 36,000 square feet of new retail
- Renovation of existing 28,000 square foot steam plant and 49,000 square foot operations/bow-truss building for adaptive reuse

## **COSTS**

### *Riverfront Urban Renewal Potential Investment*

- Rail Road Crossing & 8<sup>th</sup> Avenue Alignment for \$1.5 million
- Park (includes riparian habitat improvements) for \$5.9 million
- Roads (25% of total estimated expenditure) for \$1.8 million
- Historic buildings and other costs (steam plant, etc.) for \$3 million
- Project Delivery Administration (over 10 years) for \$2.9 million

## **BENEFITS**

The benefits derived from the use of Riverfront District financial resources to achieve the outcomes envisioned in the Master Plan fall into the following nine areas.

### *Private Investment, Construction & Jobs*

- New construction of \$110 million
- Over 300 new housing units
- Adaptive reuse of the historic steam plant and bow-truss building
- 700 permanent jobs (\$30 million annual payroll)
- 650 construction jobs (\$27 million payroll)

### *Property Value & Tax Revenue*

- Converts some of the highest valued land within the City from tax exempt to densely improved taxable property
- \$111 million of new taxable value added to the tax base from the new development in EWEB Master Plan when completed (estimated FY25); to generate \$2 million in new annual property tax revenue ongoing into the future

### *Implementing Envision Eugene*

- Enable denser development in the downtown core area
- Encourage growth close to existing services and infrastructure, creating cost efficiencies
- Alleviate development pressure on Eugene's single-family neighborhoods
- Sensitively restore habitat and create equal access to nature for the community

By encouraging denser development in the core while improving waterfront habitat, the City would be taking actions in line with several of Envision Eugene's pillars: compact development and efficient transportation, protection of natural resources, neighborhood livability, and building resiliency to climate change. Realization of higher density on the EWEB Riverfront Master Plan is important to establishing the development pattern strategy of Envision Eugene. Intensively developing land inside the Urban Growth Boundary will be more cost effective by reducing the need for constructing new infrastructure, and creating service cost efficiencies. For example, national studies show, on average, a ten percent savings in services like police and fire for cities that develop their land more densely.



### *Implementing the Downtown Plan*

- Connects downtown and the City to the Willamette River, our heritage and our most precious natural resource
- Implements the EWEB Riverfront Master Plan, the community-developed design for Eugene's downtown riverfront
- Capitalizes on a unique opportunity to create a people place, an inviting destination where the community can live, work, visit, gather and recreate
- Creates new housing units which are essential to the vitality and character of the downtown riverfront
- Improves the function, form, and quality of surrounding streetscapes to and from the riverfront
- Creates valuable open space, and enhances bike and pedestrian infrastructure and facilities
- Enhances the economic strength of downtown so that a more dense pattern of development will become more economically feasible

The enhanced amenities along the riverfront and improved urban design connections to the rest of downtown will realize the Downtown Plan's vision for downtown as an *active, strong urban core connected to the river*. The Downtown Plan specifically acknowledges that *the EWEB property represents the best opportunity for the development of a downtown riverfront, and that a master plan for future development or reuse of the EWEB site is needed*. With the Master Plan now complete, the community's long awaited desire for a downtown riverfront can be realized. The approved Master Plan design interweaves the river and waterfront greenways into this region's premier central business district: Downtown Eugene. The synergy between waterfront, green space, public space, and new development has the potential to create a dynamic waterfront that is uniquely Eugene.

### *Implementing Regional Prosperity Economic Development Plan*

- Redevelopment of the riverfront celebrates our region's attributes and values and communicates the unique nature and potential of the region
- Meets the siting needs of business to encourage new investment, expansion, and job creation
- A downtown riverfront creates an attractive asset for employers and employees associated with the creative economy and reinforces a dynamic urban center
- Provides an environment for jobs that offer wages at or above the State average

The EWEB Master Plan carries forward several of the goals and strategies of the Regional Prosperity Economic Development Plan. The underdeveloped EWEB property provides an excellent siting opportunity for new business, business expansion, and job creation to occur in the core of Eugene's central business district and within the existing Urban Growth Boundary. Employers that are likely to tenant the riverfront area are expected to be in sectors such as professional, scientific, and technical services, which have average earnings approximately 15% greater than other industries in Lane County. Additionally, new constructions jobs, which also pay greater than the average Lane County wage, would be

created during the construction of infrastructure, open space, new buildings, and building renovations.

An iconic waterfront with qualities distinct to Eugene will aid in supporting highly mobile, highly creative businesses and people looking for quality of life locational advantages and superior urban amenities. These talented workers and entrepreneurs will bring high-tech, high-quality jobs and added revenue into our economy.

*Restoring Habitat and Protecting Water Quality – River’s Ecology*

- Enhanced habitat environment and connectivity
- Enhanced riverfront utilizing rainwater management systems such as bio-swales, pervious paving, rainwater retention basins, rainwater harvesting and storage, and water-wise plantings

In accordance with the EWEB Riverfront Master Plan, the existing riparian river edge will be enhanced, providing significant habitat and ecological connectivity for a healthier environmental balance. In addition, the existing EWEB site has a total of 16.4 million gallons of storm water runoff annually. The Master Plan anticipates that the property’s storm water runoff will be managed sustainably through code regulations that address collection, retention and cleansing. The result will reduce runoff by an estimated 19% to 65% by conserving water for human use, ground water recharge, filtration and habitat creation. These storm water enhancements would reduce the amount of impervious surface on the property and represent potential storm water management cost savings for the City.

*Implementing Climate & Energy Action Plan*

- Creates a dense, vibrant 20-minute neighborhood with easy access to biking, walking, mass transit, services, open space, recreation, culture, and education
- Greater density in the urban core reduces greenhouse gas emissions by making transit more efficient

A high priority action item within the Eugene Climate and Energy Action Plan is to *increase density around the urban core and along high-capacity transit corridors*. The Action Plan indicates that increasing the density of development around the urban center is an effective strategy for reducing fossil fuel use and greenhouse gas emissions. The mix of development envisioned in the EWEB Riverfront Master Plan would increase access to services, increase bikeability and walkability, reduce single occupancy auto trips, and take advantage of significant mass transit investments that have occurred in the downtown core. The mix of development and proximity to services, parks, cultural, education and recreation opportunities also provides an excellent opportunity to implement the Climate and Energy Action Plan’s *20-minute neighborhood* objectives.

*Enhancing Culture & Education*

- The community’s access to rich history and natural habitat is significantly enhanced
- Eugene’s civic identity as a *city on the river* is significantly enhanced

- Adaptive reuse of the historic steam plant and operations/bow-truss building preserve an important part of Eugene's past

The EWEB property is the only property within the Downtown Plan area that is immediately adjacent to the river, and can serve as the community's living classroom for local history and rich natural habitat. For over 100 years, the EWEB operations facility and the former Agripac industrial use have been an obstacle to the community's access to the river from downtown. For decades, the community's vision for the riverfront focused on creating a place where residents and visitors comes to live, work, recreate, attend cultural and educational events, and reinforce civic identity and local pride.

#### *Increasing Visitors & Tourism*

- Increased visitors and discretionary spending
- Increased opportunities for cultural and recreational tourism

The riverfront site has the potential to *promote the region's natural and cultural resources to enhance cultural tourism* as identified in the Regional Prosperity Economic Development Plan.

#### *Riverfront Access and Recreation*

- Community access to open space on the riverfront and adjacent path system

An investment in the parks and open space landscape portion of the EWEB Riverfront Master Plan should reap recreational and health benefits for the public that are both immediate and long lasting. The community places significant value on the ability to access neighborhood parks, open space and nearby nature to bicycle, walk, attend events, eat lunch, and experience the river. A newly created riverfront park is expected to attract hundreds of visitors per day, providing health, well-being, and quality of life benefits for the community.

## **CONCLUSIONS**

A cost-benefit analysis of utilizing Riverfront Urban Renewal funds to realize the vision outlined in the EWEB Master Plan highlights the significance of the potential financial and community outcomes. Public investment to implement the Master Plan can advance many of the goals identified in Envision Eugene and other community-wide planning efforts. These include compact urban development, , providing ample economic opportunities for all, climate change and energy resiliency, protection of neighborhood livability, and protection and restoration of natural resources.

The implementation of the Master Plan will face significant financial challenges, and will require substantial private investment in addition to any public funds. Similar to the transformative Urban Renewal Agency investments recently made in the Downtown District, the Riverfront District's financial resources have the capacity to invest in public infrastructure remove barriers to redevelopment as an incentive for private investment.

Item A.

With the Riverfront District financial resources already in place, and the EWEB Riverfront Master Plan approved, a unique opportunity exists to partner financially in the effort to transform a large, vacant, downtown property on the riverfront consistent with the community's Master Plan vision.

# **RIVERFRONT URBAN RENEWAL DISTRICT PLAN**

**Originally Adopted September 11, 1985  
By Eugene City Council Ordinance No. 19352**

**Amended March 10, 2004  
By Eugene City Council Ordinance No. 20313**

Prepared by the City of Eugene Planning and Development Department in  
Cooperation with the Finance Division.

RIVERFRONT URBAN RENEWAL DISTRICT PLAN

Originally Adopted September 11, 1985

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## RIVERFRONT URBAN RENEWAL DISTRICT PLAN

### Part 1.

#### Section 100--Introduction

The Riverfront Urban Renewal District, pertaining to an area of approximately 178 acres within the boundaries of the city, consists of Part 1, Text and Part 2, Exhibits. This plan has been prepared by the Planning and Development Department of the City of Eugene pursuant to the provisions found within the Oregon Revised Statutes, ORS Chapter 457, the Oregon Constitution, and all applicable laws and ordinances.

#### Section 200--Definitions

The following definitions will govern this plan unless the context otherwise requires.

Acquisition means the act or process of acquiring fee title or interest other than fee title of real property (including the acquisition of development rights of remainder interest).

Agency or Renewal Agency means the Eugene Renewal Agency which in accordance with ORS Chapter 457 is the official Urban Renewal Agency of the City of Eugene, Lane County, Oregon.

Blighted areas means areas which, by reason of deterioration, faulty planning, inadequate or improper facilities, deleterious land use, or the existence of unsafe structures, or any combination of these factors, are detrimental to the safety, health, or welfare of the community. A blighted area is characterized by the existence of one or more of the conditions as described in ORS 457.010(1).

City means the City of Eugene, Lane County, Oregon.

County means the County of Lane, State of Oregon.

District means Riverfront Urban Renewal Plan area

Exhibit means an attachment, either narrative or graphic, to the plan for the plan area .

ORS means Oregon Revised Statutes (State law). ORS Chapter 457 regulates the urban renewal process.

Plan or Development Plan means the Urban Renewal Plan for the Riverfront Urban Renewal District area. The plan consists of Part 1, text and Part 2, exhibits.

Project means any undertaking or activity within the Riverfront Urban Renewal District project area, such as a public improvement, street project, or loan program which is authorized by and implements provisions set forth in the Development Plan.

Plan area means the entire Riverfront Urban Renewal District area.

Redeveloper means any individual or group which acquires property or which receives financial assistance for the physical improvement of publicly or privately-held structures and land within the plan area .

Rehabilitation means the act or process of returning a property to a state of utility through repair or alteration which makes possible an efficient, contemporary use while preserving those portions or features of the property which are significant to its historical, architectural, and cultural values.

Report on the plan means the textual material and graphic exhibits required by ORS 457.085(3) which explains existing conditions, activities, procedures, and proposals of the plan.

Riverfront Research Park Site means the University of Oregon owned property within the Riverfront Urban Renewal District area.

State means the State of Oregon and its various agencies, divisions, and departments.

Tax increment financing means a method of financing urban renewal projects as authorized by ORS Chapter 457, which uses the tax revenues generated by the increased taxable values in a defined area to pay for improvements within that area.

Text means Part 1 of this Urban Renewal Plan for the Riverfront Research Park.

Upper Millrace means that portion of the Millrace within the plan area connecting from the Willamette River to Franklin Boulevard.

### **Section 300--Legal Boundary Description**

The following is a legal description of the boundary of the Riverfront Urban Renewal District area:

Beginning at a point which is at the intersection of the east right-of-way line of Hilyard Street with the north right-of-way line of Franklin Boulevard; thence easterly along the north right-of-way line of said Franklin Boulevard to the intersection of the west right-of-way line of Interstate I-5; thence along said west right-of-way line of I-5 in a northerly direction to the intersection of the south bank of the Willamette River; thence along said south bank of the Willamette River in a westerly direction to the east right-of-way line of County Road No. 431 also known as Ferry Street; thence along said east right-of-way line in a southerly direction to a point on the south right-of-way line of 4<sup>th</sup> Avenue (if extended east); thence along said south right-of-way line in a westerly direction to a point at the intersection of the east right-of-way line of High Street with the south right-of-way line of 4<sup>th</sup> Avenue; thence along said east right-of-way line of High Street in a southerly direction to a point at the intersection of the east right-of-way line of High Street with the north right-of-way line of Southern Pacific Railroad; thence along said north right-of-way of Southern Pacific Railroad in an easterly direction to the intersection of said north right-of-way of Southern Pacific Railroad with the east right-of-way line of County Road No. 431 also know as Ferry Street; thence along said east right-of-way line in a southerly direction to the south right-of-way line of 7<sup>th</sup> Avenue (if extended east); thence along said south right-of-way in a westerly direction to a point at the intersection of the south right-of-way line of 7<sup>th</sup> Avenue with the east right-of-way line of High Street; thence along said east right-of-way line in a southerly direction to a point at the intersection of the east right-or-way line of High Street with the south right-of-way line of 8<sup>th</sup> Avenue; thence along said south right-of-way line in a westerly direction to a point at the intersection of said south right-of-way line with the east right-of-way line of Pearl Street; thence along said east right-of-way line of Pearl Street in a southerly direction to a point at the intersection of said east right-of-way line with the north right-of-way line of 10<sup>th</sup> Avenue; thence along said north right-of-way in an easterly direction to a point at the intersection of said north right-of-way line with the east right-of-way line of Mill Street; thence along said east right-of-way



in a southerly direction to a point at the intersection of the south right-of-way line of 10<sup>th</sup> Avenue (if extended easterly) with the east right-of-way line of Mill Street; thence along said south right-of-way line (if extended easterly) to a point at the intersection of said south right-of-way line with the east margin of a north-south alley running from 11<sup>th</sup> Avenue to 10<sup>th</sup> Avenue, between Ferry Street and Mill Street, thence along said east right-of-way line of said alley in a northerly direction to a point of intersection with the south margin of the Mill Race; thence along said south margin in a southeasterly direction to a point on the east boundary of that certain tract of land described on document number 2000 WD, 00802, Lane County Oregon Deed Records; said point being the southeast corner of said parcel said point also being the southeast corner of Tax Lot 4000, Assessors Map 17-03-32-23; thence along said east boundary in a northerly direction to a point on the north margin of the Mill Race, said point being the southwest corner of that certain tract of land describe on Reel No. 1559, Instrument No. 8906959, Lane County Oregon Deed Records; thence along the south boundary of said tract of land in a southeasterly direction to the southwest corner of Tax Lot 5000, Assessors Map 17-03-32-23, said point also being the southwest corner of that certain tract of land described on Reel No. 721 Instrument No. 53549; thence along the westerly and northerly boundary of said tract of land to its intersection with the west right-of-way line of Patterson Street; thence cantoning east on said northerly line (if extended east) to the east right-of-way line of Patterson Street; thence along said east right-of-way line in a southerly direction to the southwest corner of Lot 7, Hoffman Addition To Eugene; thence along the south boundary of said Lot 7 in an easterly direction to a point on the east boundary of said Hoffman Addition To Eugene; thence in a northeasterly direction to the south west corner of that certain tract of land described on Reel No. 1873, Instrument No's. 9353770-9353772, said point also being the south west corner of Tax Lot 7300, Assessors Map 17-03-32-23, thence along the south boundary of said tract of land in an easterly direction to the east right-of-way line of Hilyard Street; thence along said east right-of-way line of Hilyard Steet in a northerly direction to the point of beginning.

#### **Section 400--Goals and Objectives for the Riverfront Urban Renewal District Area**

The goals of the Riverfront Urban Renewal District area are:

1. To improve the function, condition, and appearance of the development area;
2. To eliminate existing blight and blighting influences;
3. To strengthen the economic and environmental conditions of the plan area and the metropolitan area;
4. To stimulate development activity and amenities near the new federal courthouse;
5. To stimulate appropriate redevelopment in the Riverfront area currently occupied by EWEB, if EWEB relocates in whole or in part from this property;
6. To improve connections between the core of downtown, Riverfront, and the University of Oregon; and
7. To protect or enhance the riparian area.

The development in the Riverfront Urban Renewal District area is intended to play a critical role in the revitalization of the metropolitan area's economy by providing a unique opportunity to develop an area that connects downtown Eugene to the Willamette River, connects to University of Oregon, and will house the new federal courthouse. The area is envisioned to include retail, commercial, housing and recreation.

More specifically, the public objectives of this plan are:

#### Land Use

- Allow for a mixture of uses consistent with the Courthouse District Concept Plan
- Allow for a mixture of uses consistent with the Riverfront Park Special Development District zoning for Riverfront Research Park site property within the plan area and for other properties within the plan area at the request of affected property owners.
- Provide for development of land located within the Riverfront Research Park site area in accordance with the conditional use permit review process called for in the Special Development District.

#### Transportation/Access

- Improve access into and through the Riverfront Urban Renewal District area by transportation improvements consistent with the City of Eugene transportation policies, the City's capital improvements programming process, the Riverfront Park Study, and the Master Development Site Plan to be developed for the Riverfront Research Park site. In addressing Eugene's transportation policies, use strategies consistent with achieving the area-wide alternative modes goal of 25 to 30%.
- Plan and implement safe, direct, and attractive linkages between the Riverfront Urban Renewal District area, the University of Oregon, downtown Eugene, and the river.
- Improve and construct safe pedestrian amenities and bikeways between downtown and the plan area and throughout the plan area in a way that is consistent with adopted transportation plans and policies, addressing bicycle/pedestrian needs integral to the development to and within the plan area.
- Provide mass transit facilities and services to and within the plan area emphasizing improvements that will encourage the use of alternative modes while reducing impacts on required parking and public street improvements.
- Improve circulation to and through the district and coordinate with other transportation systems.

#### Environment

- Enhance the natural vegetation along the adjacent bank of the Willamette River by developing an active management plan to protect the riparian area.

- Maintain and improve visual and pedestrian access to and along the upper Millrace, and expand its use for public recreation.
- Maintain and enhance the public's physical access to and along the Willamette River, addressing impacts of the plan area development on public open space, in particular the east Millrace outfall and the bicycle bridges.
- Preserve significant clusters of trees such as Black Locust, English Oak, and Red Leaf Plum located along the Willamette River within the plan area :
- Support design improvements or mitigations that are needed to treat stormwater, protect water quality, or to respond to other environmental protection needs.

#### Public Facilities and Services

- Develop public amenities such as public parks, plazas, recreation facilities, pedestrian/bicycle paths, parking facilities, etc., within the plan area.
- Improve the utility and storm drainage systems in the plan area.
- Mitigate potential flooding within the plan area for those areas located within the 100 year flood plan.
- Encourage maintenance and rehabilitation of existing buildings within the plan area through financing programs.
- Encourage development of new commercial and housing uses through the assembly of land within the plan area.
- Ensure access throughout the district to the Riverfront Research Park development site through appropriate transportation connections.

#### Section 500--Land Use Plan

The use and development of all land within the Riverfront Urban Renewal District area shall comply with the regulations prescribed in the City's comprehensive plan, refinement plans, zoning ordinance, subdivision ordinance, City charter, or any other applicable local, State, or Federal laws regulating the use of property within an urban renewal area.

The Riverfront Research Park site is designated in the Metro Area General Plan as University/research. Riverfront Research Park Special Development District zoning is to be applied to that property to achieve the following objectives:

1. Provide long-range direction for future development within the plan area of the Riverfront Park.

2. 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. 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. Provide flexibility in standards for density, site design and bulk, and relationship to the adjacent Willamette River Greenway.
5. Address environmental protection and mitigation needs.

### **Section 600--Project Activities**

In order to achieve the objectives of this plan, the following activities will be undertaken on behalf of the City of Eugene by the Renewal Agency, in accordance with applicable Federal, State, County, and City laws, policies, and procedures.

#### **A. PUBLIC IMPROVEMENTS**

##### **1. Street, Curb, and Sidewalk Improvements**

Improvements within the renewal area will require the construction of new street, curb, and sidewalks within the plan area . The Renewal Agency may participate in funding sidewalk and roadway improvements including design, redesign, construction, resurfacing, repair and acquisition of right-of way for curbs, streets, and sidewalks, and pedestrian and bicycle paths. Projects to be undertaken include:

- Local street, curb, and sidewalk improvements identified in the Eugene Capital Improvements Program (CIP) and the Vision For a Greater Downtown Eugene Report and the Courthouse District Concept Plan.
- Other curb, sidewalk and street improvements identified by the Renewal Agency.

##### **2. Public Utilities**

The development proposed for the renewal area will require the replacement and construction of water, storm and sanitary sewer facilities, environmental mitigations. These improvements include:

- Sanitary sewer, water, and storm water system upgrades & replacements identified in Eugene Capital Improvements Program
- Public utility improvements necessary to assist in the development of the Federal Courthouse
- Mitigation of stormwater issues relating to the development of the EWEB property

##### **3. Streetscape Projects**

This activity will enable the Renewal Agency to participate in activities improving the visual appearance of the plan area . These improvements may include:

- Accent paving
- Decorative lighting
- Street trees, planters, and landscaping
- Furnishings, including benches, trash receptacles, bicycle racks
- Street and directional signage
- Public art and water features
- Gateway monuments and Landscape Features
- Undergrounding of overhead utilities in the renewal area

#### 4. Pedestrian, Bike, and Transit Improvements

These activities will include pedestrian, bicycle and transit connections between the renewal plan area , the river, public parks, and other areas of Eugene. Activities may include bicycle parking and storage, transit stops, covered shelters, transit pullouts, and other related activities which will promote pedestrian, bicycle, and public transportation uses in the renewal area. These improvements include:

- Provide new bike paths or lanes in the renewal area
- Provide pedestrian connections to the downtown, riverfront, and Courthouse area.
- Provide a more prominent entrance to the downtown at East Broadway
- Improve pedestrian access at the railroad
- Provide weather sheltering devices for the protection of pedestrians

#### 5. Public Parks and Open Spaces

The Renewal Agency may participate in funding the design, acquisition, construction or rehabilitation of public spaces, or parks or public facilities within the urban renewal area. Projects to be undertaken include:

- Walkways and plazas
- Millrace improvements

#### 6. Public Parking and Public Transportation Facilities

The Agency is authorized to participate in funding the acquisition and construction and enhancement of public parking and public transportation facilities within the renewal area. The precise location and type of facilities will be decided after further study.

#### 7. Other Public Facilities

The Agency is authorized to participate in development of public facilities including City Hall, police and fire facilities, libraries, recreation centers, conference facilities, and community centers. These facilities will benefit the renewal area by increasing public usage of the area, by enhancing protective services, and by stimulating additional public and private investment in the renewal area. The extent of the Agency's participation in funding such facilities will be based upon an Agency finding on the benefit of that project to the renewal area, and the importance of the project in carrying out Plan objectives.

The type and location of these public facilities will be determined by future study. Potential public facilities to be assisted include:

- New Federal Courthouse Building
- New Police Building or City Hall

#### B. OFF-SITE FACILITIES

To encourage the development or redevelopment of private property within the plan area , the Agency, may construct, install, pay for, or otherwise cause certain off-site public facilities to be installed or provided when, in the public interest, such action would benefit and further the objectives of the plan.

C. ACQUISITION AND REDEVELOPMENT

1. Intent. It is the intent of this plan to authorize the Renewal Agency to acquire property within the plan area by any legal means to achieve the objectives of this plan, and specifically, for any of the purposes listed below.
2. Method. Property acquisition, including limited interest acquisition, is hereby made a part of this plan and may be used to achieve the objectives of this plan in the presence of any of the following conditions.
  - a. Where existing conditions do not permit practical or feasible rehabilitation of a structure and it is determined that acquisition of such properties and demolition of the improvements thereon are necessary to remove substandard and blighting conditions;
  - b. Where detrimental land uses or conditions such as incompatible uses, or adverse influences from noise, smoke or fumes exist, or where there exists overcrowding, or conversions to incompatible types of uses, and it is determined that acquisition of such properties and demolition of the improvements are necessary to remove blighting influences and to achieve the objectives of this plan;
  - c. Where it is determined that the property is needed to provide public improvements and facilities as follows:
    1. Right-of-way acquisition for streets, alleys, or pedestrian ways;
    2. Property acquisition for public use; and
    3. Property acquisition for public, off-street parking facilities.
  - d. Where it is determined that the assembling of land for private development is necessary to attract new commercial and residential activity or to allow for expansion or efficient operation of current industrial activities.
3. Land Acquisition Requiring Plan Amendments. Land acquisition for any purpose other than specifically listed in 600-C-2 above, shall be accomplished only by following procedures for amending this plan as set forth in Section 1200 of this plan. If such plan amendment is approved by the Eugene Renewal Agency a map exhibit shall be prepared showing the properties to be acquired, shall be appropriately numbered, and shall be included in Part Two as an official part of this plan.

Assembling land for private development where the developer of such land is a person or group other than the owner of record of such land to be acquired, shall not be considered as a substantial amendment to this plan. Each such development and the property acquisition required shall be processed on a case-by-case basis and no such acquisition shall be undertaken until authorized by the Renewal Agency—

D. RELOCATION ACTIVITIES

If the Agency acquires property which is occupied and would cause the displacement of the occupants in the implementation of the plan, the Agency will provide assistance to persons or businesses to be displaced. Those displaced will be contacted to determine their individual

relocation needs. They will be provided information on available space and will be given assistance in moving. All relocation activities will be undertaken and payments made in accordance with the requirements of ORS 281.045 - 281.105 and any other applicable laws or regulations. Relocation payments will be made as provided in ORS 281.060. Payments made to persons displaced from dwellings will assure that they will have available to them decent, safe, and sanitary dwellings at costs or rents within their financial means.

The Agency will prepare, adopt, and maintain a Relocation Policy prior to acquiring any property which will cause displacement.

#### E. DEVELOPMENT AND REDEVELOPMENT

The Renewal Agency also is authorized to provide loans or other forms of financial assistance to property owners wishing to develop or redevelop land or buildings within the renewal area, or to persons desiring to acquire or lease buildings or land from the Agency. The Agency may make this assistance available as it deems necessary to achieve the objectives of this Plan. Projects receiving Agency assistance may include:

- Assisting in redevelopment of commercial warehouses in the Courthouse area
- Assisting the construction or expansion of job-creating developments
- Assisting in the development of housing and mixed use projects

#### F. ADMINISTRATIVE ACTIVITIES

1. The Agency may retain the services of independent professional people or organizations to provide administrative or technical services such as:
  - a. Preparation of market, feasibility, or other economic studies;
  - b. Preparation of design, architectural, engineering, landscaping architectural, planning, development, or other developmental studies;
  - c. Providing accounting or audit services;
  - d. Providing special rehabilitation, restoration, or renovation feasibility and cost analysis studies;
  - e. Assisting in preparation of the annual financial report required under Section 800 of this plan; and
  - f. Providing property acquisition appraisals.
2. The Agency may acquire, rent, or lease office space and office furniture, equipment, and facilities necessary for it to conduct its affairs in the management and implementation of this plan.
3. The Agency may invest its reserve funds in interest-bearing accounts or securities.
4. To implement this plan, the Agency may borrow money, accept advances, loans, or grants from any legal source, issue urban renewal bonds and receive tax increment proceeds as provided for in Section 700 of this plan.

G. PROPERTY DISPOSITION AND REDEVELOPER OBLIGATIONS

All real property acquired by the Agency in the plan area , if any, shall be disposed of for development for uses permitted in the plan at its fair reuse value for the specific uses to be permitted on the real property. Real property acquired by the Renewal Agency may be disposed of to any other public entity in accordance with this plan. All persons and entities obtaining property from the Agency shall use the property for the purposes designated in this plan and comply with other conditions which the Agency deems necessary to carry out the purposes of this plan.

1. Redeveloper's Obligations. Any redeveloper and his successors or assigns within the plan area , in addition to the other controls and obligations stipulated and required of him by the provisions of this plan, shall also be obligated by the following requirements:
  - a. The Redeveloper shall obtain necessary approvals of proposed developments from all Federal, State, or local agencies that may have jurisdiction on properties and facilities to be developed or redeveloped within the plan area;
  - b. The Redeveloper shall develop or redevelop such property in accordance with the adopted land use provisions;
  - c. The Redeveloper shall submit all plans and specifications for construction of improvements on the land to the Agency for review and distribution to appropriate reviewing bodies as required by the City and shall comply with all applicable requirements of existing City codes and ordinances;
  - d. The Redeveloper shall commence and complete the development of such property for the uses provided in this plan within a reasonable period of time; and
  - e. The Redeveloper shall not effect or execute any agreement, lease, conveyance, or other instrument whereby the real property or part thereof is restricted upon the basis of age, race, color, religion, sex, marital status, or national origin in the sale, lease, or occupancy thereof.

H. REHABILITATION AND CONSERVATION

1. Intent. It is the intent of this Plan to encourage conservation and rehabilitation of existing buildings which can be economically rehabilitated. Existing buildings in the plan area are considered an important asset in maintaining and improving the economic environment of the plan area.
2. Method. Rehabilitation and conservation may be achieved in two ways:
  - a. By owner and/or tenant activity, with or without financial assistance;
  - b. By the enforcement of existing City codes and ordinances.
3. Financial Building Rehabilitation Assistance. The Agency, with funds available to it, may promulgate rules, guidelines and eligibility requirements for the purpose of establishing below-market or market rate loan programs, grants, or other financial incentives to advance the goals and objectives of the Riverfront Urban Renewal District Plan. Loans, grants or incentives provided by the Agency may be used for voluntary rehabilitation of buildings, façade improvements, provision of amenities on private property in compliance with adopted design guidelines and standards, construction of new buildings, pre-development assistance,



connecting to Agency-provided underground electrical and communication systems, or other activities approved by the Agency.

I. OWNER PARTICIPATION

Property owners within the plan area proposing to improve their properties and receiving financial assistance from the Agency shall do so in accordance with all applicable provisions of this plan and with all applicable codes, ordinances, policies, plans, and procedures of the City of Eugene.

**Section 700--Methods for Financing the Projects**

The Agency may borrow money and accept advances, loans, grants, and other legal forms of financial assistance from the Federal government, the State, City, County, or other public body, or from any source, public or private, for the purposes of undertaking and carrying out this development plan, or may otherwise obtain financing as authorized by ORS Chapter 457.

Ad valorem taxes, if any, levied by a taxing body upon the taxable real and personal property situated in the Riverfront Urban Renewal District Plan area, shall be divided in accordance with and pursuant to ORS 457.420 through ORS 457.450.

The Agency shall adopt and use a fiscal year ending June 30 accounting period. Each year the agency shall develop a budget in conformance with the provisions of ORS Chapter 294 and ORS 457.460 which shall describe sources of revenue, proposed expenditures, and activities. The urban renewal agency board of directors must approve all projects, other than loans, in excess of \$250,000.

**Section 800--Annual Financial Statement Required**

- A. ORS 457.460 requires a financial statement by August 1 of each year. That statement shall provide information containing:
1. Amounts actually received during the preceding fiscal year under Subsection 4 of ORS 457.440 and from indebtedness incurred under Subsection 6 of ORS 457.440;
  2. The purposes and amounts for which any money received under Subsection 4 of ORS 457.440 and from indebtedness incurred under Subsection 6 of ORS 457.440 were expended during the preceding fiscal year;
  3. An estimate of monies to be received during current fiscal year under Subsection 4 of ORS 457.440 and from indebtedness incurred under Subsection 6 of ORS 457.440;
  4. A budget setting forth the purposes and estimated amounts for which the monies which have been or will be received under Subsection 4 of ORS 457.440 and from indebtedness incurred under Subsection 6 of ORS 457.440 are to be expended during the current fiscal year;
  5. An analysis of the impact, if any, of carrying out the urban renewal plan on the tax rate for the preceding year for all taxing bodies included under ORS 457.430.
- B. The statement shall be filed with the City Council and notice shall be published in a newspaper of general circulation within the city that a statement has been prepared and is on file with the Agency and the information contained in the statement is available to all interested persons. The notice

shall be published once a week for not less than two consecutive weeks before September 1 of the year for which a statement is required. The notice shall summarize the information required under paragraphs 1 to 4 of this section and shall set forth in full the information required in this section.

### **Section 900--Citizen Participation**

The activities and projects defined in this plan, development of subsequent plans, procedures, activities, and regulations and the adoption of amendments to this plan shall be undertaken with the participation of citizens, owners, tenants as individuals, and organizations who reside within or who have financial interest within the plan area together with the participation of general citizens of the city. An advisory committee authorized by the renewal agency board of directors, will advise on the activities of this urban renewal district.

### **Section 1000--Non-Discrimination**

In the preparation, adoption, and implementation of this plan no public official or private party shall take any action to cause any person, group or organization to be discriminated against on the basis of age, race, color, religion, sex, marital status, or national origin.

### **Section 1100--Recording of This Plan**

A copy of the City Council's ordinance approving this plan under ORS 457.095 shall be recorded with the recording officer of Lane County.

### **Section 1200--Procedures for Changes or Amendments in the Approved Riverfront Urban Renewal District Plan**

The plan will be reviewed and analyzed periodically and will continue to evolve during the course of project execution and ongoing planning. It is anticipated that this plan will be changed or modified from time to time or amended as development potential and conditions warrant, as planning studies are completed, as financing becomes available, or as local needs dictate. Types of Plan Amendments are:

#### **A. Type One Amendment– Substantial Change Requiring Special Notice**

Type One amendments shall require approval per ORS 457.095, and notice as provided in ORS 457.120.

Type One plan changes will consist of:

1. Increases in the urban renewal area boundary in excess of one percent (1%) of the existing area of the renewal plan.
2. Increases in the maximum indebtedness that can be issued or incurred under this plan.

B. Type Two Amendment – Substantial Change Not Requiring Special Notice

Type Two amendments shall require approval per ORS 457.095, but will not require notice as provided in ORS 457.120. Type Two amendments will consist of:

1. The addition of improvements or activities which represent a substantial change in the purpose and objectives of this Plan, and which cost more than \$500,000. The \$500,000 amount will be adjusted annually from the year 2003 according to the "Engineering News Record" construction cost index for the Northwest area.
2. Any change or provision of this Plan which would modify the goals and objectives or the basic planning principles of this plan.

C. Type Three Amendment – Minor Amendment

Minor amendments may be approved by the Renewal Agency in resolution form. Such amendments are defined as:

1. Amendments to clarify language, add graphic exhibits, make minor modifications in the scope or location of improvements authorized by this Plan, or other such modifications which do not change the basic planning or engineering principles of the Plan.
2. Acquisition of property for purposes specified in Section 600C3 of this plan.
3. Addition of a project substantially different from those identified in Sections 600 of the Plan or substantial modification of a project identified in Section 600 if the addition or modification of the project costs less than \$500,000 in 2003 dollars.
4. Increases in the urban renewal area boundary not in excess of one percent (1%).

D. Amendment to the City's Comprehensive Plan or any of its Implementing Ordinances

Should the City Council amend the City's comprehensive plan or any of its implementing ordinances and should such amendment cause a minor or substantial change to this plan, the City Council amending action shall automatically amend this plan without the Planning Commission or City Council initiating a formal plan amendment procedure pursuant to this section. In the event of such amendment, the text and/or exhibits of this plan, if applicable to this plan, shall be changed accordingly by duly recorded resolution.

**Section 1300—Maximum Indebtedness of Plan**

The First Amendment to the Riverfront Renewal Plan establishes a maximum indebtedness for the Plan. The maximum indebtedness that may be incurred following the adoption of the First Amendment to this plan is \$34,800,000 (Thirty-four million eight hundred thousand dollars). This amount is the principal amount of such indebtedness and does not include interest or indebtedness incurred to refund or refinancing existing obligations. In addition, any projects completed with "program revenues" (i.e., non-tax increment funds) are not included in the maximum indebtedness limit. The Urban Renewal Agency has a prior indebtedness to the City of Eugene in the principal amount of \$3,030,000 as of the date of the First Amendment. This amount is also excluded from the maximum indebtedness limit. Changes to the maximum indebtedness will require a Type One Plan Amendment.

**Section 1400--Duration and Validity of Approved Plan**

A. Duration of Urban Renewal Plan

The tax increment provisions of Section 700 of this plan shall remain in full force and effect until June 30, 2024.

B. Validity

Should a court of competent jurisdiction find any word, clause, sentence, section, or part of this plan to be invalid, the remaining words, clauses, sentences, sections, or parts shall be unaffected by any such finding and shall remain in full force and affect for the duration of the plan.

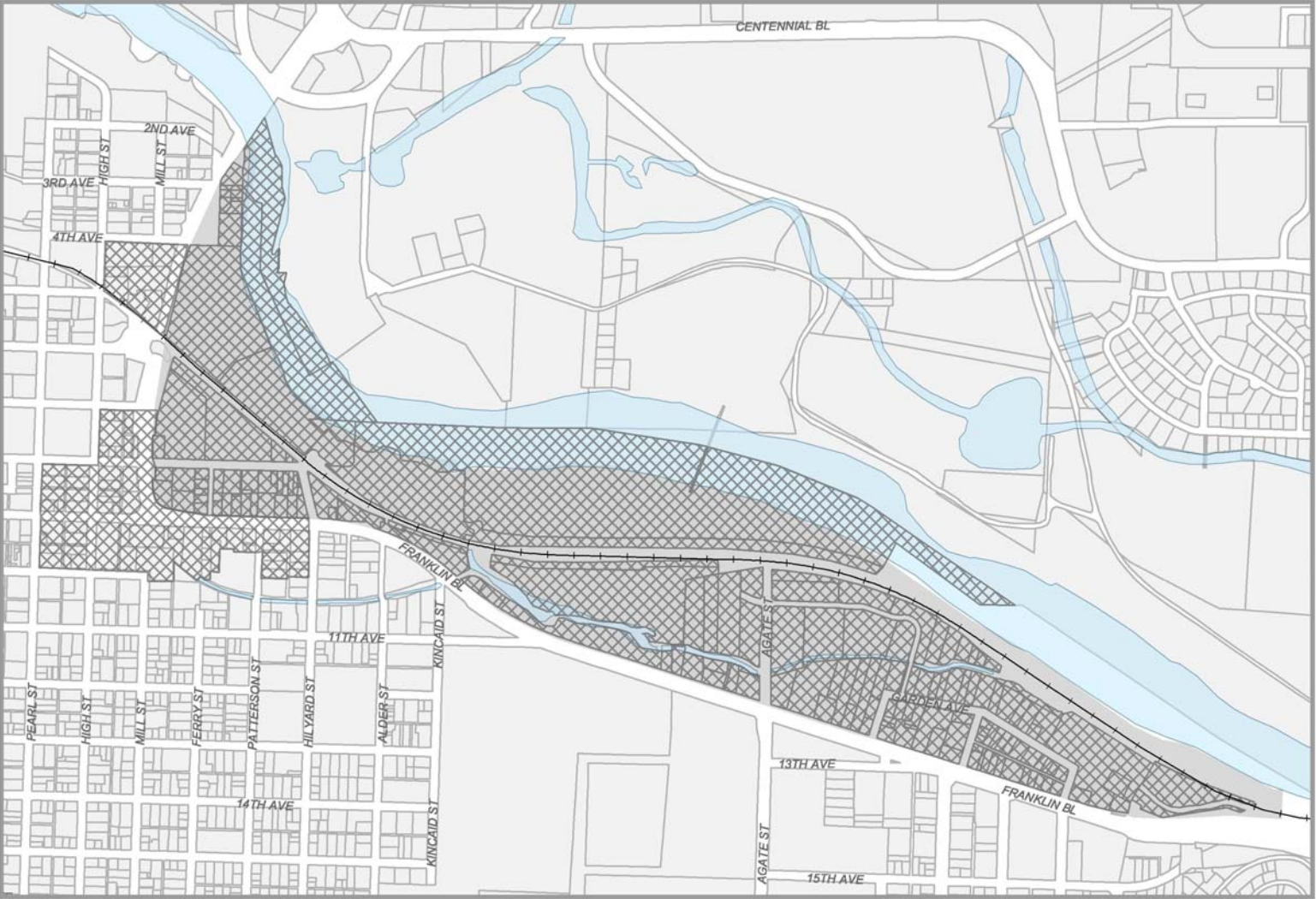
Section

**Part 2--Exhibits**

Exhibit A. Development Plan Boundary

The Riverfront Urban Renewal District Plan

Exhibit A



 Riverfront Urban Renewal District





# Riverfront Urban Renewal



September 11, 2013

# Riverfront Urban Renewal District

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## District Overview

## Cost-Benefit Analysis

- Retrospective
  - Riverfront Research Park
  - Agripac/Courthouse
- Prospective
  - EWEB Riverfront



# Riverfront Urban Renewal District



-43-

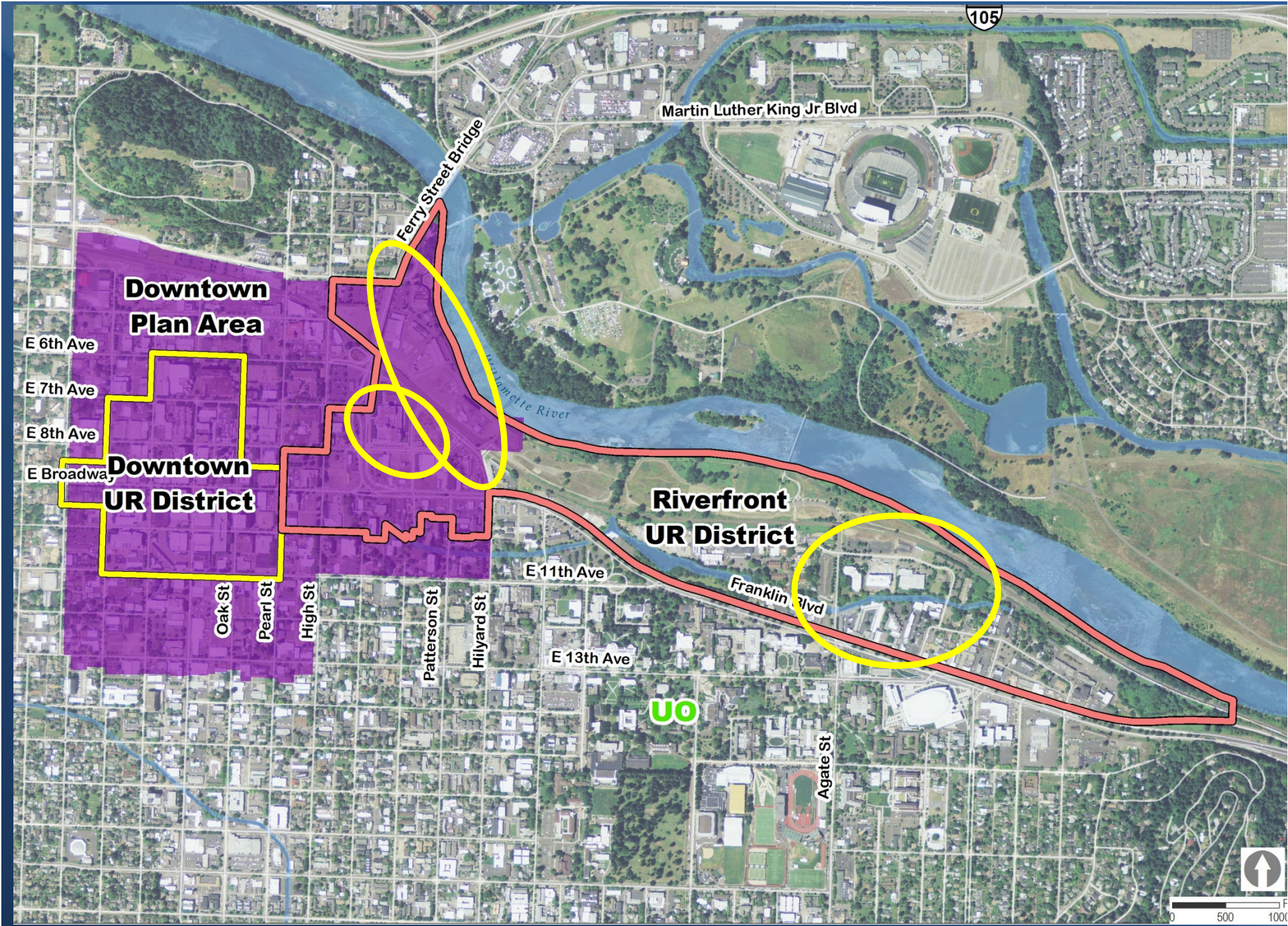


# Riverfront Urban Renewal District

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- Plan established – 1985
- Plan amended – 2004
- Plan expiration – 2024
- Spending Limit – \$34.8 million
  - \$28.3 million remaining
- Assessed value \$109 million
  - Frozen base \$50.6 million
- District to collect est. \$990,000 in FY14







# Retrospective Summary: FY87 – FY13

## Revenues

Property Tax

\$ 12.6 M

Other

9.1 M

Total

\$ 21.7 M

## Expenses

Capital Projects

\$ 8.8 M

Other

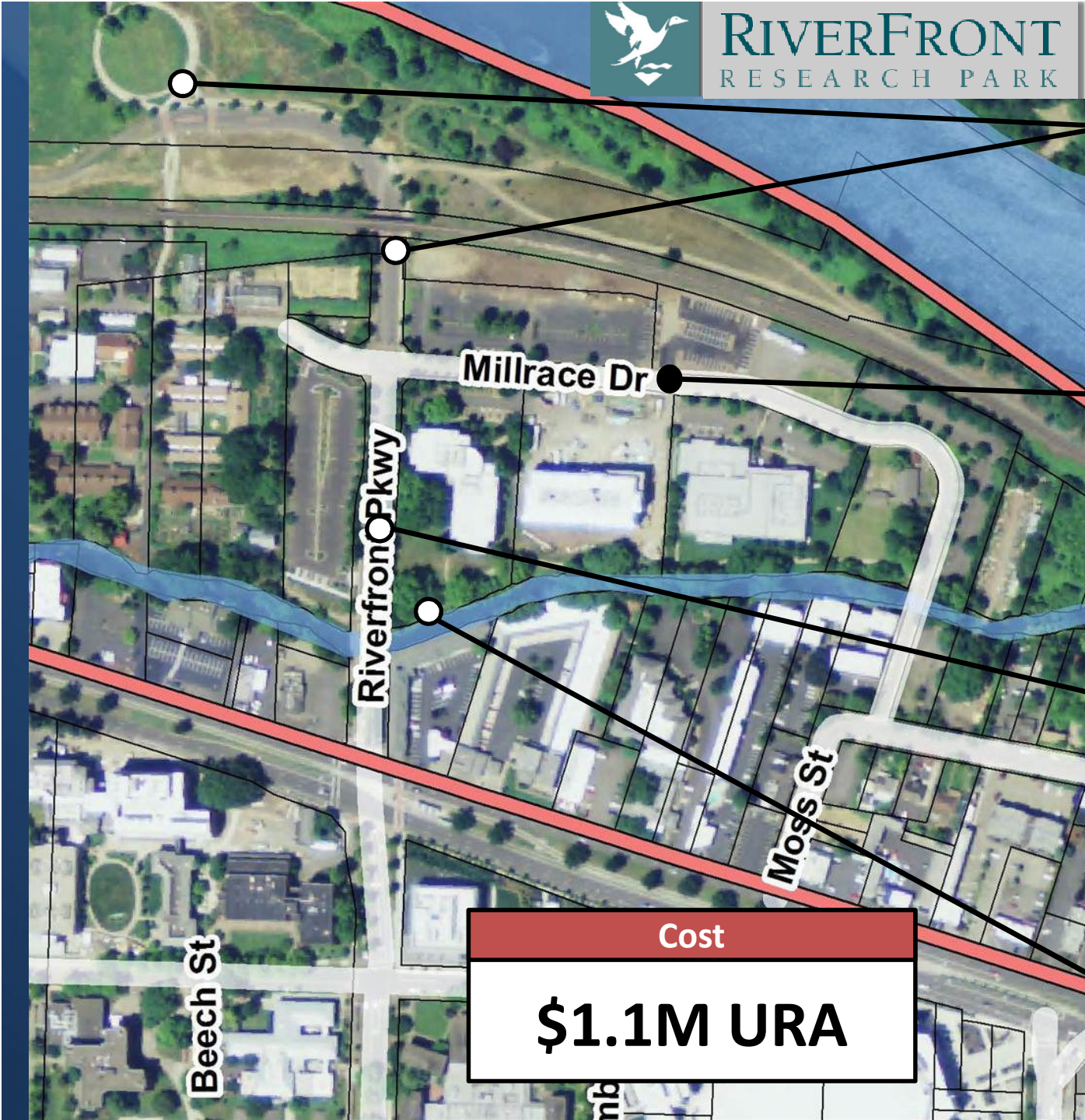
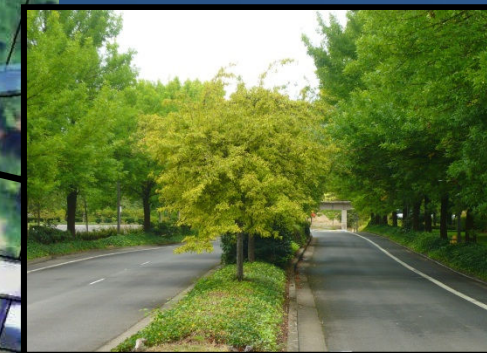
5.8 M

Total

\$ 14.6 M



RIVERFRONT  
RESEARCH PARK

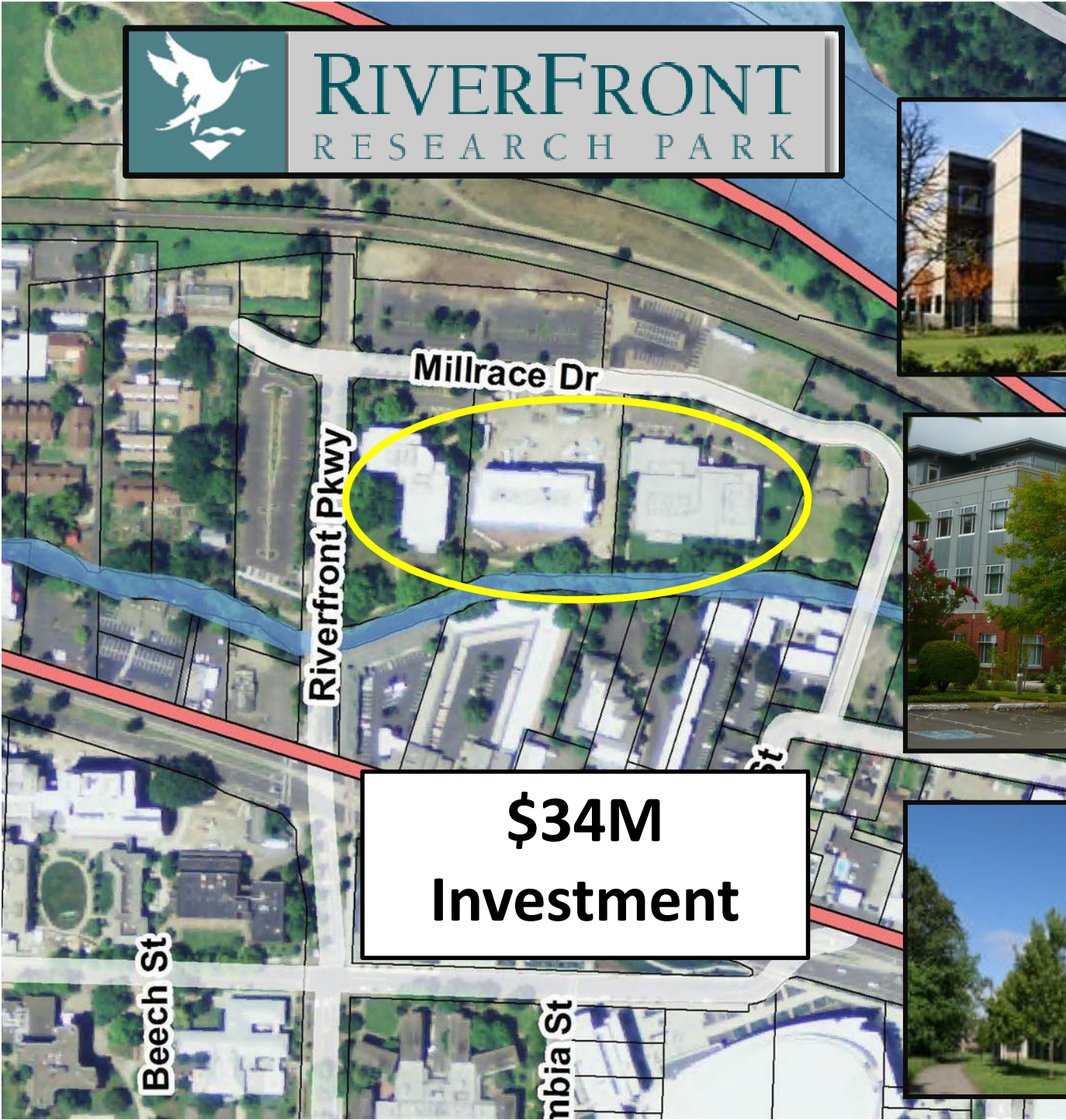


Cost  
**\$1.1M URA**





# RIVERFRONT RESEARCH PARK



**\$34M  
Investment**





## Major Employment Center

- |  |  |
|--|--|
| <ul style="list-style-type: none"><li>• Agate Resources</li><li>• Apropos</li><li>• Center on Teaching and Learning</li><li>• Cerebral Data Systems</li><li>• Dune Sciences</li><li>• Electrical Geodesics</li><li>• EPIC</li><li>• Health Policy Research Northwest</li><li>• Independent Professional Services</li><li>• Lane Individual Practice Association</li><li>• Marker Gene Technologies</li></ul> | <ul style="list-style-type: none"><li>• MitoSciences</li><li>• Neurometrica</li><li>• Oregon PDF in Health Performance</li><li>• Oregon Research Institute</li><li>• University of Oregon System</li><li>• Paratools</li><li>• Preventive Science Institute</li><li>• Child and Family Center</li><li>• Technical Assistance and Consulting</li><li>• Trillium Community Health Plan</li><li>• Zebrafish Model Organism Database</li></ul> |
|--|--|



# Public Benefits

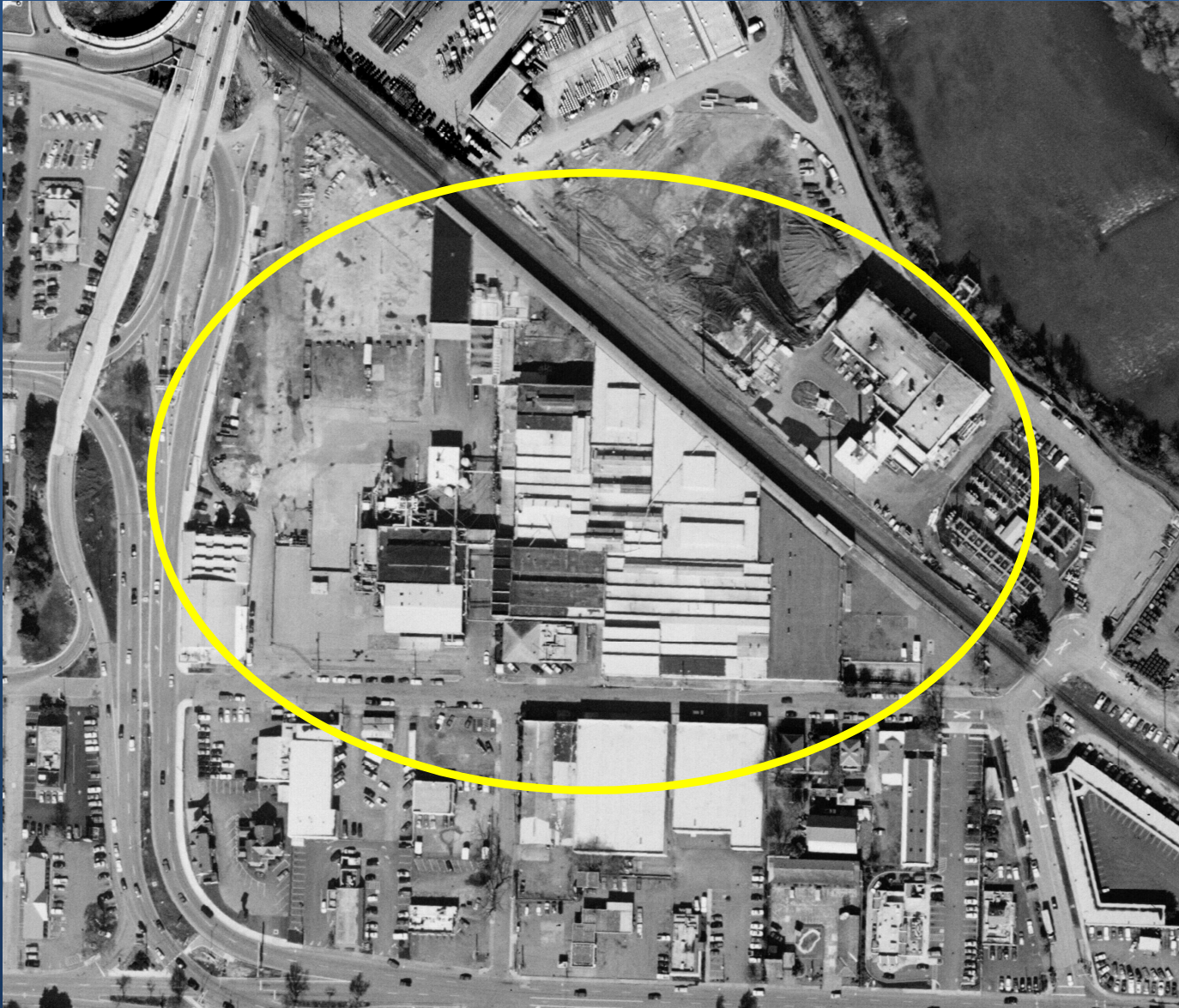
- **\$40 million** leveraged
- **Over 700 jobs**
- **\$180,000** annual property tax revenue
- Infrastructure investments – access to the River
- *Regional Prosperity Economic Development Plan:*
  - Jobs and wages
  - UO tech transfer
  - Business incubation
  - Regional identity



# Agripac/Courthouse Redevelopment



# Agripac/Courthouse Redevelopment





# Agripac/Courthouse Redevelopment



# Agripac/Courthouse Redevelopment

## Cost

Acquisition:  
Chiquita \$4.1M

## Cost

Acquisition:  
AutoCraft \$1.65M

## Cost

Relocation:  
AutoCraft \$550K

## Cost

Demolition:  
Chiquita \$813K





# Agripac/Courthouse Redevelopment

## Revenue

Sold to GSA:  
\$3.9M

## Cost

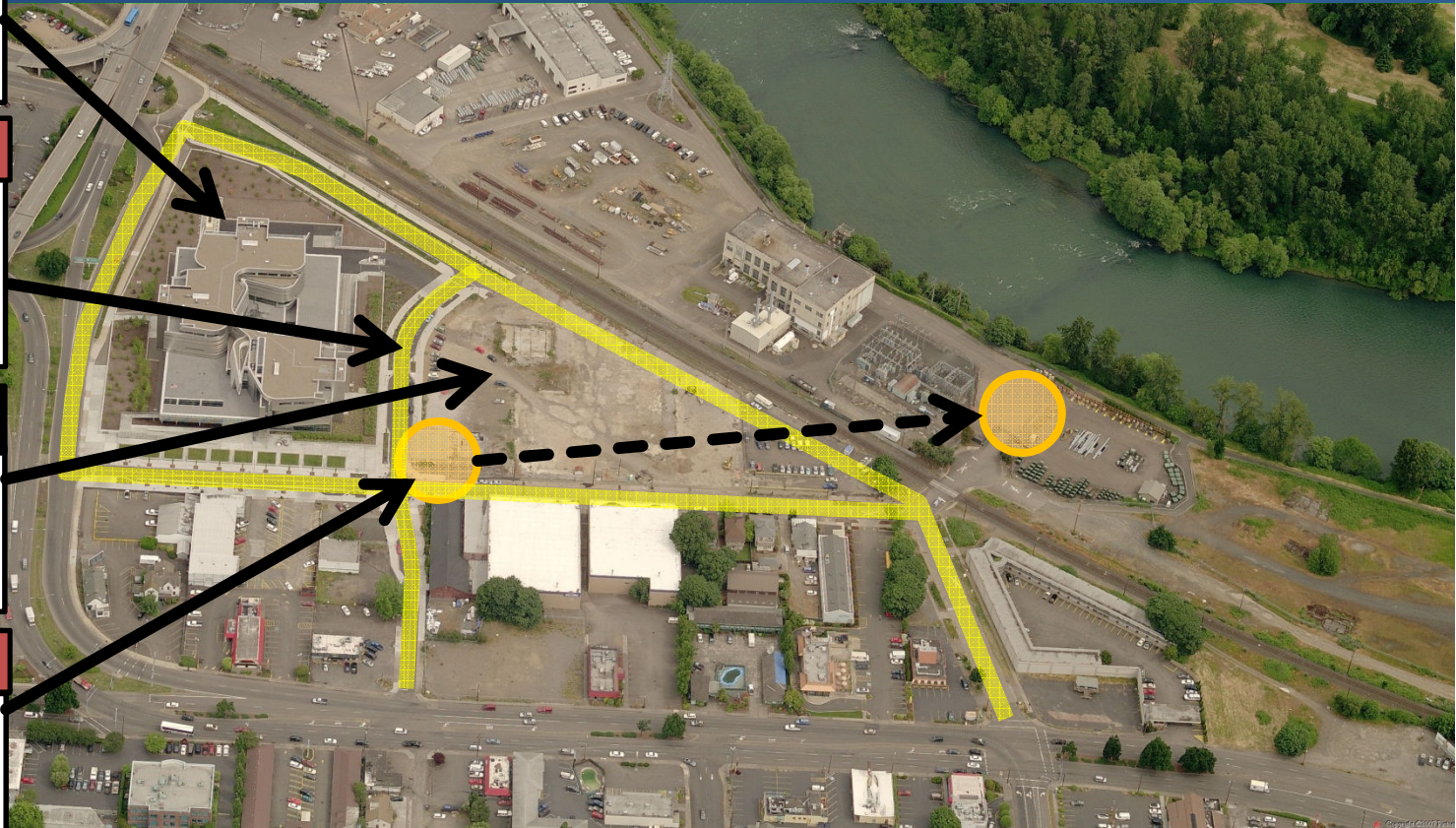
Road Related  
Improvements:  
\$359K

## Revenue

Sold to NWCCU:  
\$1.2M

## Cost

Agripac Relocation:  
\$247K















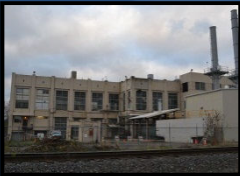


# Agripac/Courthouse Redevelopment: Public Benefits

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- **\$100 million** leveraged
- **200** permanent jobs + construction jobs
- **\$170,000** new annual property tax revenue
- Redevelopment of industrial brownfield site
- Architectural landmark
- Increased redevelopment potential of adjacent properties
- Major step – downtown connection to the River

# Prospective Cost-Benefit Analysis EWEB Riverfront Master Plan



**Historic Buildings, Other:**  
**\$3M**



**Roads:**  
**\$1.8M**



**Parks and Open Space:**  
**\$5.9M**



**Railroad Crossing at 8<sup>th</sup> Ave:**  
**\$1.5M**

**Project Delivery, Admin:**  
**\$2.9M**



# EWEB Riverfront Master Plan: Public Benefits

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- Private investment, construction, and jobs
- Property value and tax revenue
- Implementing Envision Eugene
- Implementing the Downtown Plan
- Implementing the Regional Prosperity Economic Development Plan
- Restoring habitat and protecting water quality
- Implementing the Climate & Energy Action Plan
- Enhancing culture and education
- Increasing visitors and tourism
- Riverfront Access and Recreation

# EWEB Riverfront Master Plan: Public Benefits

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## Private investment, construction, and jobs

- \$110 million new construction
- 300+ new housing units
- Adaptive reuse of historic buildings
- Est. 700 jobs (\$30 million payroll)
- 650 construction jobs (\$27 million payroll)

## Property value and tax revenue

- \$111 million added to the tax base
- \$2 million new annual property tax revenue

# EWEB Riverfront Master Plan: Public Benefits

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## Implementing Envision Eugene

- Density in the core
  - service cost efficiencies
  - efficient transportation
- New multi-family housing units
- Alleviate development pressure on neighborhoods

# EWEB Riverfront Master Plan: Public Benefits

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## Implementing the Downtown Plan

- Connects Downtown to the River
- Creates a people place – live, work, visit, recreate
- Creates valuable open spaces
- Enhances economic strength of downtown

# EWEB Riverfront Master Plan: Public Benefits

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## Implementing the Regional Prosperity Economic Development Plan

- Jobs and wages
- Regional economic identity
- Attractive asset for downtown employers



# EWEB Riverfront Master Plan: Public Benefits

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## Restoring habitat and protecting water quality

- Enhanced storm water management
- Enhanced river ecology

## Implementing Climate & Energy Action Plan

- 20-minute neighborhood
- Efficient transportation – reduced emissions



# EWEB Riverfront Master Plan: Public Benefits

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## Enhancing Culture & Education

- Access to river history and habitat
- Adaptive reuse of historic buildings

## Increasing visitors & tourism

- Cultural, recreational tourism
- Discretionary spending

## Riverfront access and recreation

- Community access to open space

# Riverfront Urban Renewal



September 11, 2013











# EWEB Riverfront Master Plan

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## Urban Renewal Costs Assumptions:

➤ Railroad crossing at 8 <sup>th</sup> Ave.	\$ 1.5 M
➤ Park/Open Space	\$ 5.9 M
➤ Roads	\$ 1.8 M
➤ Historic Buildings, Other	\$ 3.0 M
➤ Project Delivery / Admin	\$ 2.9 M