

# Eugene City Hall Complex Master Plan



## Implementation Plan Phase Report Summer 2008

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# CITY HALL COMPLEX MASTER PLAN IMPLEMENTATION PLAN PHASE REPORT

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## **IMPLEMENTATION PLAN PHASE EXECUTIVE SUMMARY**

### **BACKGROUND**

In 2005, the Eugene City Council approved a comprehensive process to master plan a future City Hall in three phases:

- a Policy Advisement Phase (Phase 1), to identify and explore strategic issues that would guide the project,
- a Development Plan Phase (Phase 2), to perform technical studies and effective public involvement that would ultimately inform a concept design and cost model, and
- an Implementation Plan Phase (Phase 3), to identify the steps required to implement the Development Plan including specific recommendations relative to timing, phasing, financing, and other implementation issues.

This document summarizes the process and findings for the Implementation Plan Phase (Phase 3). For a comprehensive report on Phases 1 and 2, refer to the Development Plan Phase Report, dated Spring 2007.

### **IMPLEMENTATION PLAN INTENT**

The intent of this phase was to develop an implementation plan to be adopted by City Council. Building on the work and policy decisions from previous phases, the consultant team continued certain efforts such as concept design and public involvement, and gained necessary project knowledge through new perspectives such as public opinion research and analysis of financing options. Major efforts of the Implementation Plan Phase included:

- Continuing a thorough Public Involvement process to inform the concept design and the Council's decision-making, with special focus on topics relevant to the phase such as sustainability, accessibility, and Police facility planning.
- Refining the City Hall concept design on the selected site. This included organizing public spaces and City divisions in greater detail, developing the site design, establishing parking access and layouts, and incorporating the principles of universal design and sustainable design.
- Selecting a site for the Police Patrol Facility and developing a concept design.
- Performing an Eco-Charrette to identify and take best advantage of sustainable opportunities.
- Producing a more accurate cost model to accompany more developed designs.
- Studying consolidation options that would allow for building the master plan over time.
- Studying financing mechanisms to fund the project.
- Performing Public Opinion research to verify and quantify the thoughts and priorities of the community.

## PUBLIC INVOLVEMENT

Multiple methods of involving Eugene residents were employed and people experienced their influence on the public process itself, policies set by city council, and the architectural concept design as it evolved. During the Implementation Plan Phase the process included two Community Forums coordinated with the council meetings on City Hall concept design and Police Patrol site selection and design, which allowed participants to understand trade-offs and give input on both policy and concept design options; and smaller Specialized Input Group meetings (SIGs) were conducted with local experts to focus on particular aspects of master planning such as accessibility, Police Patrol planning, sustainability, landscape design, and art.

Efforts to reach beyond the meeting format included outreach with informational displays at community events, libraries and neighborhood parks resulting in direct contact with thousands of residents. In addition, the design team presented to local organizations, reaching another 1,000 residents and maintaining contact with them through their organizations' newsletters. Resources were successfully dedicated to reach out to and involve under-represented populations of youth, communities of color (particularly Latinos), and people with physical disabilities. Significant efforts were made to involve all Eugene neighborhoods; after zip-code analysis of Community Forum participation, additional effort was invested in outreach at neighborhood-based events in Bethel and North Eugene. The project established an Interested Parties List of 1,000 people, who signed up to receive information about the project on a regular basis.

The Public Involvement process assisted the council in their decision-making, established and strengthened community relationships and public participation, and shaped the concept design to be deeply infused with community input.

Refer to Appendix 1 for the Public Involvement Report.



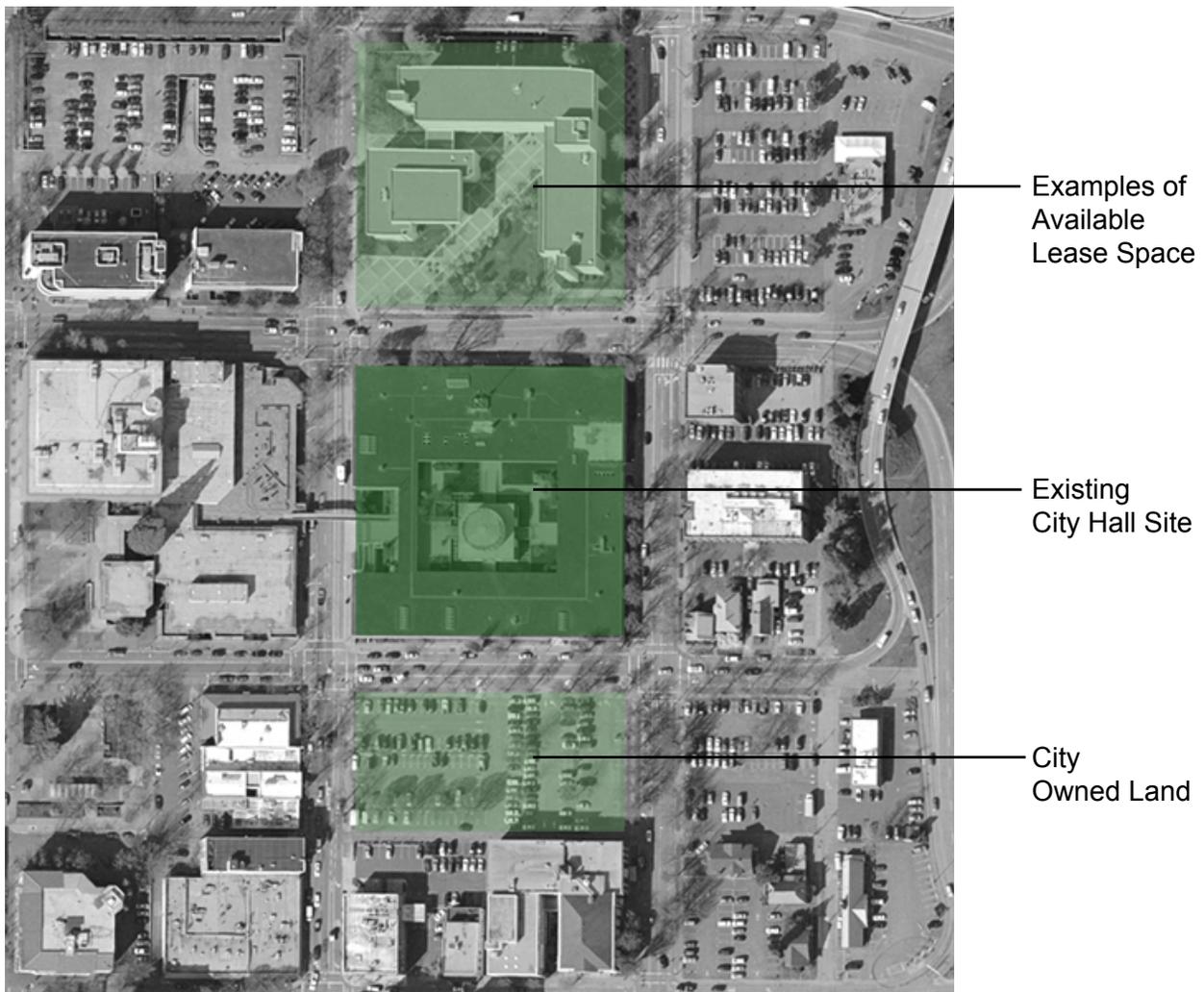
*Public Outreach*



*Community Forum*

## REVISITING THE CITY HALL SITE SELECTION

During the Development Plan Phase the council considered 25 sites in the downtown area, and identified two sites for use in developing concept designs – the Rock ‘N Rodeo/ Butterfly Lot site and the existing City Hall site – and ultimately chose the RNR/Butterfly Lot site as the preferred site. Early in the Implementation Plan Phase, new considerations arose relative to both sites, and the council revisited their previous decision. New complications relative to using the RNR/Butterfly lot site included ownership opposition, more informed cost estimates, and potential deed restriction conflicts. New benefits relative to using the existing City Hall site included a strong public preference for using a site the City already owned, adjacent potential lease space, adjacent City-owned open space, and flexibility for future design and planning. Given these considerations, the council chose the existing City Hall site for use in developing concept designs and the related Implementation Plan work.



*Existing City Hall Site and Adjacent Sites*

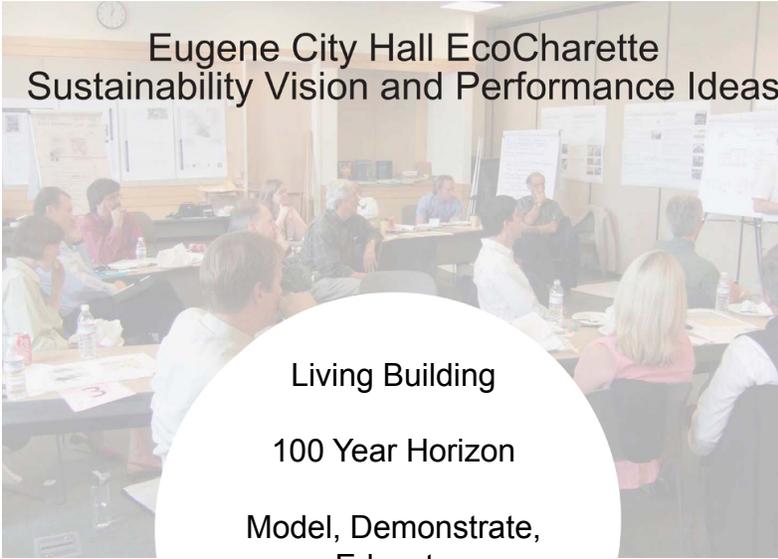
**ECO-CHARRETTE**

The team hosted an Eco-Charrette workshop to establish a sustainability vision, guiding principles, performance goals, and preliminary design strategies relative to sustainability. Three ideas emerged as City Hall’s sustainable design vision:

- A living building, that integrates flora into indoor and outdoor spaces, employs concepts of bio-mimicry to clean air and water, and is restorative to its environment and occupants.
- A 100 year horizon, for a building constructed to last a minimum of a century. This warrants special focus on the future, anticipating a wide range of possibilities associated with societal and environmental change.
- A building that models, demonstrates, and educates. City Hall should inspire its occupants and visitors toward sustainable methods and the building will demonstrate those methods in a variety of ways.

The eco-charrette facilitated the incorporation of many sustainable strategies into the concept and identified dozens of specific project goals and performance targets.

Refer to Appendix 2 for the full Eco-Charrette Report.



- |  |   |
|--|---|
| <p><b>Resource Efficiency</b></p> <ul style="list-style-type: none"> <li>• Carbon neutral energy performance (building &amp; transportation)</li> <li>• Innovation water &amp; wastewater systems</li> <li>• Materials that close the resource loop</li> <li>• Maintenance resource conservation</li> <li>• Adaptable systems</li> </ul> | <p><b>Eugene Sense of Place</b></p> <ul style="list-style-type: none"> <li>• Public space</li> <li>• Celebrate rainwater</li> <li>• Indoor and outdoor greenway</li> <li>• Use of natural materials</li> <li>• Art reflecting diversity</li> <li>• Corridors to nature</li> </ul>                 |
| <p><b>Exceptional Occupied Spaces</b></p> <ul style="list-style-type: none"> <li>• Sophisticated comfort criteria</li> <li>• Daylight for all</li> <li>• Natural ventilation</li> <li>• Clean air and water</li> <li>• Acoustical excellence</li> </ul>  | <p><b>Community Connectedness</b></p> <ul style="list-style-type: none"> <li>• Art integrated into architecture</li> <li>• Local carbon offset investment</li> <li>• Connect within the urban context</li> <li>• Welcoming entrance</li> <li>• Respond to the sustainability community</li> </ul> |

*Eco-Charrette Vision*

## REFINED CONCEPT DESIGNS

New concept options for the existing City Hall site were generated and developed in greater detail to obtain more accurate cost models. All options were driven by community input through the Public Involvement process, by the space and system needs of the city divisions to be housed, and by sustainable building strategies. Primary design drivers for City Hall included:

- safety, relative to Essential Service areas for Police functions
- sustainability, addressing environmental, social, and fiscal issues
- a sense of welcome, including a highly accessible building that embraces the principles of universal design, and
- flexibility, to accommodate changes in technology, delivery of services, energy resources, and similar considerations when planning for the future.

Several options were explored to determine which concept best addressed the design drivers. Some issues are described here, relative to the major design drivers noted above.

The concept for Eugene's new City Hall is a full-block design with three wings along the east, west, and north sides surrounding a central three-story multi-use atrium. The main entry is from the south on 8<sup>th</sup> Avenue, with secondary entries through each of the three wings. City divisions are housed in the wings open to the atrium on the lower floors, providing a sense of welcome and facilitating wayfinding to a visitor's destination.



*Site and First Floor Plan*



*Exterior Rendering of Main Entry Along 8th Avenue*

As required by the building code, all police functions must be in an Essential Services structure, which is intended to allow the building to be occupied with functioning systems during and after a significant seismic event. While the council decided that the Police Patrol would be in a separate facility, the majority of Police is still slated to be in the new City Hall. To provide the heavier structure for Police functions while minimizing the increased costs to the entire building, the design locates all Police functions in one wing, along with some other non-essential city functions.

An aggressively sustainable building had nearly universal appeal to the community, city leaders, and staff. The consultant team hosted an eco-charrette with city staff and specialized input groups with community experts to discuss potential sustainable strategies. Many strategies were incorporated into the final concept including proper building orientation, enhanced energy efficiency, access to natural light and ventilation, movable interior walls (for future reconfiguring with minimal cost, energy, and waste), transit friendly accommodations such as bike shelters and shower facilities, and many other considerations. Refer to Appendix 2 for more detailed information on the Eco-Charrette report.

Several meetings with members of the accessibility community facilitated a better understanding of how the design could be universally welcoming and accommodate multiple accessibility challenges including mobility, sight, hearing, and cognitive impairments. Early accessibility discussions led to explorations for an internal ramp to connect the lower three floors (which housed functions most used by the public). However, floor-to-floor height requirements of uses on the lower levels translated into long ramps that some members of the accessibility Special



*Interior Rendering of Atrium*

Input Group deemed challenging or impractical as the primary mode of access for most users including those with mobility challenges, and other members thought it worthy to continue exploring. While the concept design phase did not resolve the design enough to include a ramp, an option for a potential ramp is illustrated in the appendix. When the project continues into schematic design, discussions with the accessibility community should continue to determine the best methods of access for all users.

With “Planning for the Future” as one of the guiding project values, flexibility within the building is a top priority. Relative to renovations, each of the three wings are open floor plans with vertical circulation cores and moveable interior partition walls to facilitate future reconfiguring. Relative to technology and energy resources, the building can incorporate an underfloor duct system to access technology wiring and potentially integrate with the natural ventilation system. All building roofs are green roofs, rainwater collection areas, and/or platforms for renewable energy devices.

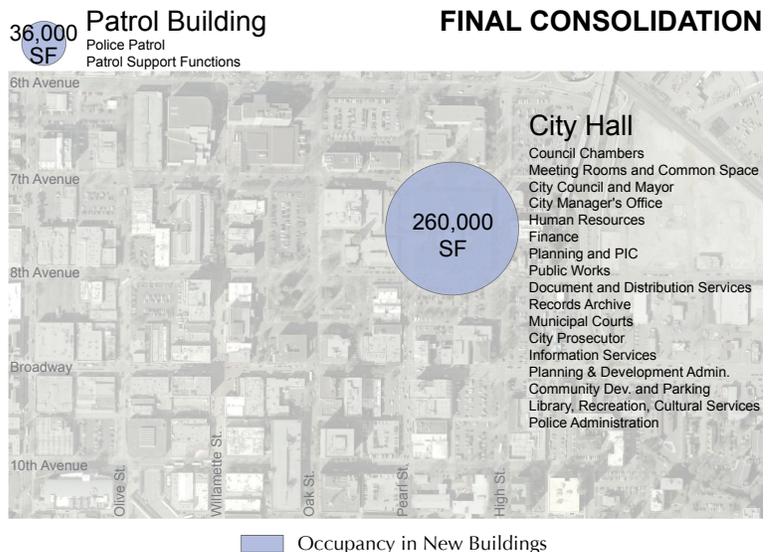
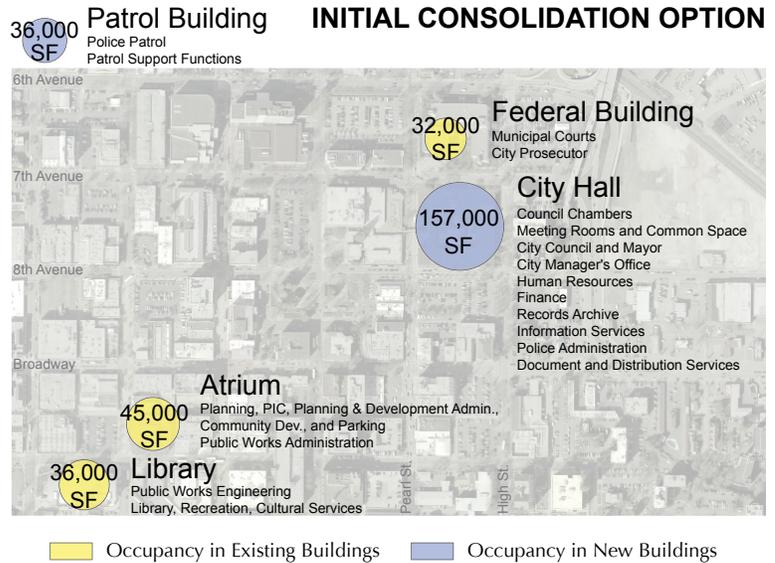
Refer to Appendix 3 for more detail on the Refined Concept Design.

## CONSOLIDATION OPTIONS

To accommodate a range of potential funding levels, the master plan considered variations on two methods of achieving consolidation for City Hall: all at once or incrementally over time. If the City could not raise the funds to construct the complete City Hall design solution, it could choose to construct portions of the building over time. The possibility for incremental consolidation was enhanced by the council's decision to use the existing City Hall site because of the City's ownership of a half-block property immediately south of City Hall, and the presence of other nearby properties that could be leased or purchased in the future (e.g. the Federal Building) to facilitate temporary occupancy during construction and/or permanent occupancy which would reduce the initial amount of new construction needed for a comprehensive City Hall Complex.

The consultant team studied several options for incremental consolidation. Variables considered in the options included cost (the combined cost of acquiring existing buildings and new construction), the level of consolidation achieved, and working adjacencies for how city divisions were organized. One option for incremental consolidation emerged that met the considerations and created two working nodes, one at City Hall with the adjacent Federal Building occupied by Municipal Courts and office functions, and one at the Atrium with the adjacent fourth floor of the Library. (Include graphic of incremental option)

Understanding where city divisions would be housed in an incremental building strategy shaped the concept design. As a result, the refined concept designs for City Hall allowed for one of three wings to be constructed later, which would house Municipal Courts on the ground level and office functions above.



## **Federal Building Analysis**

The Federal Building was analyzed and cost modeled to determine its suitability for housing Municipal Court operations for either a short-term solution (while a complete City Hall is under construction) or a long-term solution (for incrementally completing City Hall over time). Ultimately it was deemed that the Federal Building was a good candidate to accommodate Municipal Courts' needs, but during the analysis the Veteran's Administration decided to lease the building. The Federal Building, or portions of it, may become available in the future. This and similar nearby buildings should be considered for possible City occupancy to accommodate an incremental and/or multi-block solution.

Refer to Appendix 3 for more detail on the Federal Building Analysis.

## **POLICE PATROL FACILITY PLANNING**

### **Police Patrol Facility Space Needs**

The City has been incrementally moving emergency services (such as the Fire Department and 911 Call Center) out of City Hall due to the building's seismic deficiencies and the need for emergency services to be housed in Essential Service structures. During Phase 2, the Development Plan Phase, the council indicated a preference for the majority of Police functions to be located in the new City Hall, and for the Police Patrol functions to be housed in a separate facility. The consultant team established a Specialized Input Group (SIG) comprised of Police Commission members and City staff to refine the Police Patrol facility's space needs and develop site options for the council's consideration.

Because the City is working toward fuller implementation of community policing, the Eugene Police Department anticipates the need for two precincts in geographically separate areas (one on the south side of the river and one on the north) once the City's population and police patrol staff warrant it. To align with the Eugene Police Department's anticipated need for a second precinct after 20 years, the Police Patrol Facility's planning horizon is 20 years, to the year 2025. When a second precinct is built, the Police Patrol Facility may also transition into a precinct, rather than for Police Patrol only.

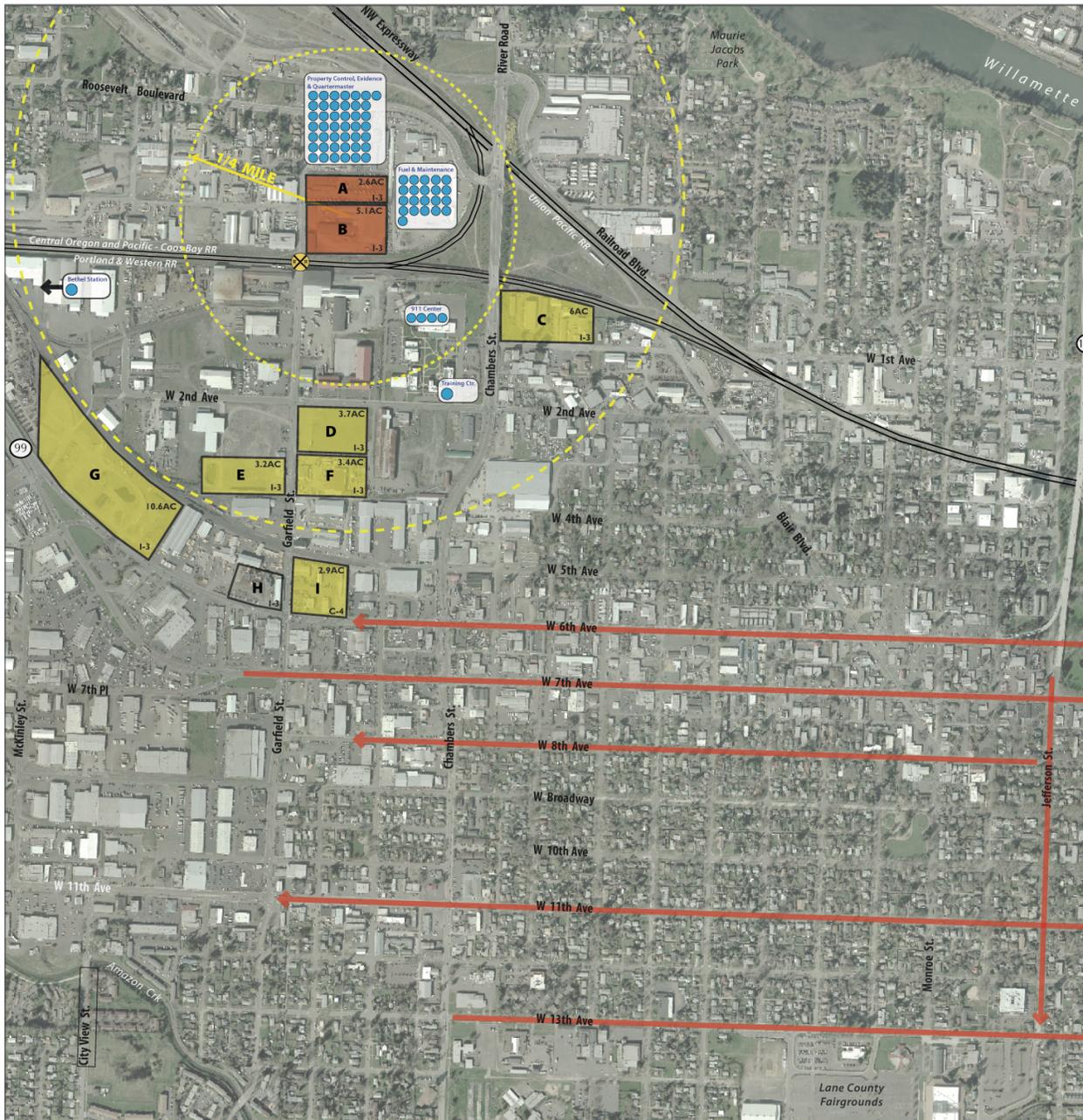
Functions to be housed in the Patrol facility include the Patrol Division and Patrol Support. The projected space need in 2025 is approximately 36,000 square feet plus parking for 80 fleet vehicles. Because police patrol operates on a 24/7 basis, shifts overlap, and the majority of sites were not well served by public transit options after hours, the parking requirement for Police employees is 180 personally owned vehicles (POVs).



*Police Patrol Facility Concept Rendering*

## Police Patrol Site Selection

The consultant team, together with the Police Patrol Specialized Input Group (SIG), proposed site selection criteria for the council's consideration highlighting issues such as location and configuration, security and access, and cost. The group analyzed 22 sites both downtown and outside of downtown, focusing on two areas with beneficial proximity to relevant City or police-oriented activities (the existing City Hall site downtown, and near the existing Property & Forensics building and refueling station outside of downtown). Preferring a site near 2<sup>nd</sup> and Garfield as the best candidate, the council selected a portion of the nearby RideSource site as the basis for developing a Patrol Facility concept design.



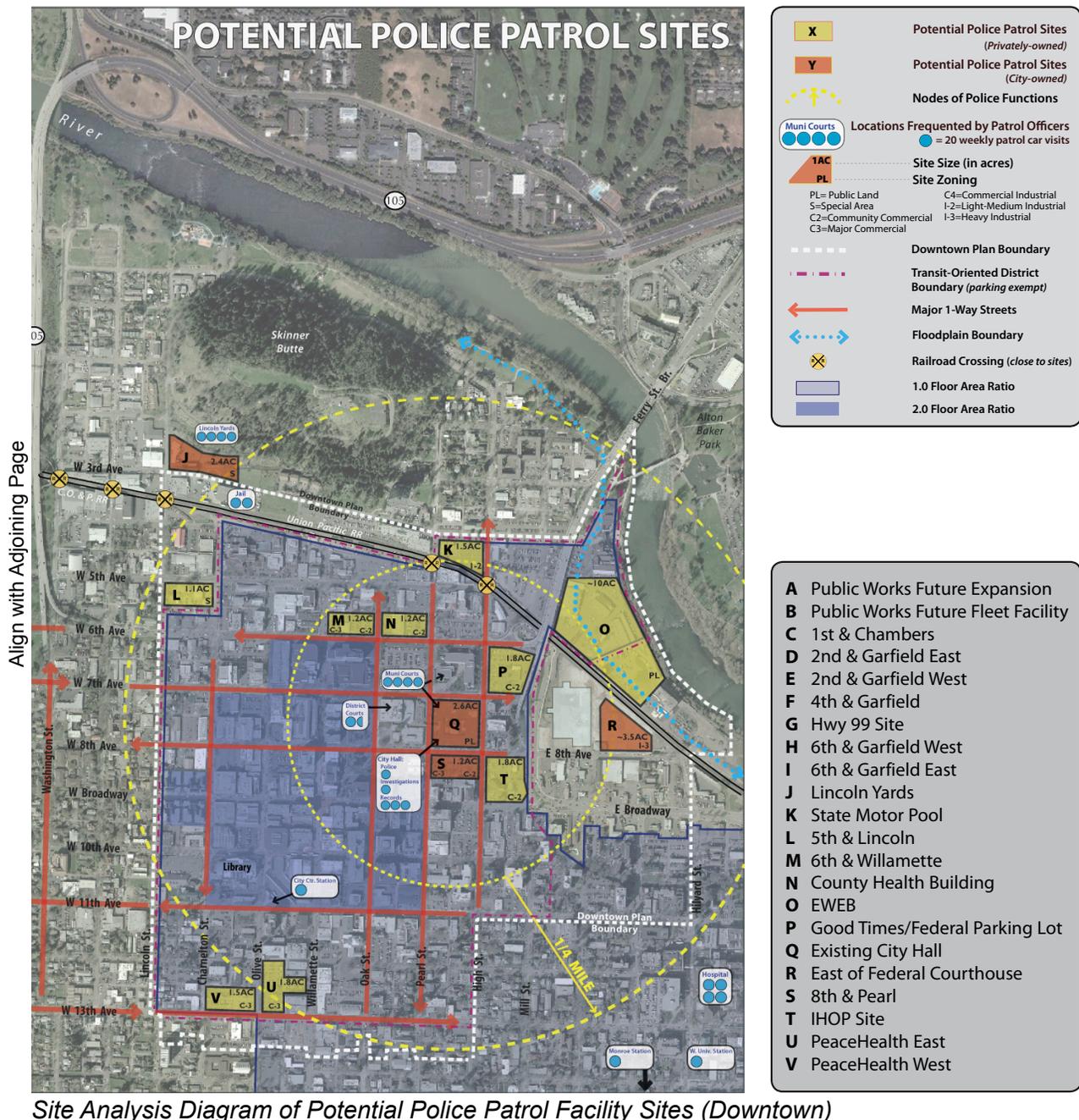
Site Analysis Diagram of Potential Police Patrol Facility Sites (Out of Downtown)

Align with Adjoining Page

## Police Patrol Facility Design

After testing several configurations on the selected site for optimal functionality with the lowest cost, the final concept was a two-story patrol building with a small parking area at the entrance for visitors and a secure parking lot behind the building for fleet vehicles and POVs. The building layout is dominated by security and operational efficiency needs, and the building's position on the site allows for a very modest expansion if a future precinct model requires a small addition or reconfiguration. Complying with the City's sustainability goals, the Patrol Facility is planned to receive at least a LEED Silver certification under the USGBC's Green Building Rating System.

Refer to Appendix 4 for more detail on the Police Patrol Facility site selection process and Concept Design.



## **COST AND FINANCING**

### **Cost Models**

The team developed cost models for the City Hall and the Police Patrol Facility. The models represent total project costs, which include construction costs and soft costs (non-construction items such as permits, furnishings, design fees, escalation, contingencies, etc.). For a construction start in the summer of 2010, the project cost for City Hall totaled \$167 million, the project cost for the Police Patrol Facility totaled \$19.5 million, and the sum of both projects equaled \$186.5 million.

### **Financing**

The City has been addressing the issue of downtown City space planning for nearly a decade, and established a Facility Reserve Fund in 2001 to help fund related capital projects. To responsibly develop a new City Hall that consolidates staff, incorporates sustainable and energy saving measures, and allows for some future growth, it was assumed that a major bond measure would be needed in addition to existing funding sources and that the project would test the feasibility of a bond measure. Working in collaboration with the consultant team, city staff identified other potential funding mechanisms—such as Telecom funds, future contributions to the Facility Reserve, and internal bonds—to consider in combination with Facility Reserve funds and a potential bond measure, to help fund the design and construction of a new Eugene City Hall and Police Patrol Facility.

Over the course of the Master Planning effort, the economy took a downturn and continued to worsen, making the economic piece an even greater challenge especially relative to when and how the Master Plan is implemented. While funding and implementation has not been fully resolved, the Master Plan can be realized incrementally, and many of the planning studies may assist the City in solving their growth needs through intermediate steps such as occupancy in leased space or reconfiguring divisions within the existing City Hall.

## **PUBLIC OPINION RESEARCH**

To understand the thoughts and feelings of the community about the existing City Hall, as well as proposals for replacing it and building a facility for Police Patrol, the team performed public opinion research to provide statistically reliable data. Initial research was conducted in May of 2007 with follow-up research conducted in November of 2007. Separate focus groups of men and women provided qualitative background that then informed a telephone poll that provided quantitative data.

Research participants placed the highest level of importance (in order of priority) on keeping First Responders safe by moving them into a seismically safe facility, building a new City Hall that could be a model of sustainability and green building practices, ensuring that the City was contributing toward the overall cost of the project, consolidating staff out of the current 10 buildings throughout downtown into one facility, and making sure there was ample parking for visitors. Overall support for the project was lukewarm. While participants wanted to see the problem solved—either building a new city hall *and* Police Patrol facility (50%) or just building a new facility for Patrol (41%)—they had higher priorities for the Council to address, and wanted to see the Council do a better job tackling those problems. Topping the list of priorities were fixing Eugene’s roads and streets, and redeveloping and revitalizing downtown Eugene. In general, support for the proposal never topped the 50% mark and support dropped dramatically

if the cost to an average household were to exceed \$100 annually (which translated into approximately \$100 million in cost to the public). In November of 2007, Council voted not to refer a City Hall bond measure to voters during the 2008 general election while reserving the option to reassess the viability of a bond measure in either 2010 or 2012.

Refer to Appendix 5 for more detail on the Public Opinion Research Report.

## **CONCLUSION AND RECOMMENDATIONS**

### **Conclusion**

Significant changes in the economy required a shift in the City's problem-solving and spending priorities. As a result, the council decided to postpone referring a City Hall bond measure to the voters until at least 2010 or 2012 and have not yet adopted a formal Implementation Plan. In the interim, the knowledge gained through the master planning work allows the City to be nimble in keeping planning opportunities open and solving City Hall's facility and space needs incrementally. The technical analyses documented within this report and the previous Development Plan Phase Report should be considered when planning interim solutions and moving forward with City Hall and Police Patrol needs incrementally.

### **Interim Use Recommendations**

To assist City leaders in addressing City Hall's facility and space needs, the consultant team recommends the following steps:

- Build the Police Patrol Facility, completing the relocation of all primary emergency response functions out of City Hall and into Essential Service structures.
- Move Human Resources into leased space and expand Municipal Courts; remodel vacated Patrol spaces on the plaza level of City Hall for Police Investigations and Records
- Continue to invest minimally in City Hall repairs prior to the decision point on a bond measure by early 2012
- Retain ownership of the half-block immediately south of City Hall to retain flexibility for future City Hall planning and implementation, to accommodate an incremental approach, temporary occupancy during construction, and City Hall needs beyond 2030.
- Engage in public involvement activities to share progress and communicate the reasons to move forward with the patrol facility as the first logical step in implementing the Master Plan
- Continue with some level of public participation to inform the community about council decisions related to City Hall and utilize public opinion research to gauge support for a potential bond measure in 2010 and/or 2012, prior to making a final decision on whether and when to refer a measure to voters
- Develop Plan B alternatives in case a bond measure proves infeasible
- Protect the facility reserve fund as much as possible for use on City Hall related projects
- Strategically and successfully address other high priority issues in the coming years

## **APPENDIX DESCRIPTIONS**

### **Appendix 1: Public Involvement**

- Final Report, summarizing the Public Involvement process for all project phases.
- Community Forum Summaries from the two forums in the Implementation Plan phase. Each summary includes a synopsis of the topics and issues introduced, verbatim comments from large group discussions, and written comments on cards and worksheets.
- Summaries from four Specialized Input Groups on Sustainability, Accessibility, Landscaping, and Art, to gain insights and inform the concept design.
- Leadership Training report, to familiarize youth and People of Color on project issues and support their future participation in City Hall Master Planning Forums.

### **Appendix 2: Eco-Charrette**

- Report, summarizing the project's sustainable vision, guiding principles, project goals and performance targets.

### **Appendix 3: City Hall Concept Design**

- Refined concept design showing all site, parking, and building plans.
- Lower level ramp floor plans, showing one ramp option to be considered when design continues.
- Perspective Renderings of Concept Design.
- Perspective rendering highlighting key sustainable goals.
- Federal Building analysis, showing plan layouts for how Municipal Courts could be configured in the adjacent Federal Building.
- City Hall cost model.

### **Appendix 4: Police Patrol Site Selection and Concept Design**

- Specialized Input Group summary on Police Patrol.
- Space needs density models, to compare massing options on different site sizes.
- Map of current Police Department facility locations, to understand the location and beneficial proximity of patrol-related functions relative to the future Patrol Facility.
- Map of potential Patrol Facility sites, both downtown and outside of downtown.
- Site suitability criteria matrix, to compare potential sites with selection criteria.
- Initial concept design showing site, parking, and building plans, and perspective renderings.
- Police Patrol Facility cost model.

### **Appendix 5: Public Opinion Research Results**

- Report and summary conclusions from spring 800 person Benchmark Poll, outlining voter impressions and opinions for City Hall and other city priorities.
- Report and summary conclusions from fall 2007 400 person Follow-up Poll, surveying changes in voter's impressions relative to City Hall, the Police Patrol facility, and other city priorities.
- Summary of spring 2008 Focus Group comments.