

Eugene City Hall Complex Master Plan



Development Plan Phase Report Executive Summary Spring 2007

City of Eugene
777 Pearl Street
Eugene OR 97401



Thomas Hacker Architects Inc
733 SW Oak St. Suite 100
Portland OR 97205
T: 503.227.1254
F: 503.227.7818



CITY HALL COMPLEX MASTER PLAN DEVELOPMENT PLAN PHASE REPORT

Acknowledgements

City Council

Mayor Kitty Piercy
City Councilor Bonny Bettman, Ward 1
City Councilor Betty Taylor, Ward 2
City Councilor David Kelly, Ward 3
City Councilor George Poling, Ward 4
City Councilor Gary Pape, Ward 5
City Councilor Jennifer Solomon, Ward 6
City Councilor Andrea Ortiz, Ward 7
City Councilor Chris Pryor, Ward 8

City Manager's Office

Dennis Taylor, City Manager
Jim Carlson, Assistant City Manager

City Participants

Bob Lehner, Police
Mike Penwell, Facility Management
Rick Siel, Police
Mike Sullivan, Planning and Development
Glen Svendsen, Facility Management

Consultant Team

Thom Hacker, Thomas Hacker Architects
Jonah Cohen, Thomas Hacker Architects
Dana Ing Crawford, Thomas Hacker Architects
Steven Simpson, Thomas Hacker Architects
Ellen Teninty, T'NT Consultants
Christian Watchie, T'NT Consultants
Judith Castro, T'NT Consultants
Gary Moye, Gary Moye Architect
Doug Macy, Walker Macy
Ken Pirie, Walker Macy
Mike Hatten, Solarc
Mic Steinmann, The SGS Group
Jack Rainey, The SGS Group
David Wilson, McClaren Wilson & Lawrie Architects
Rick Rehfeldt, McClaren Wilson & Lawrie Architects
Steve Gunn, Construction Focus
Jok Ang, AE Group

Table of Contents

Executive Summary

Background	5
Approach	8
Policy Advisement Phase Summary	9
Development Plan Phase Intent	9
Decision-Making Process	10
Public Involvement	10
Project Schedule	15
Policy Issue Summaries	16
Concept Design	21
Appendix Descriptions	21

Appendix 1 – Policy Advisement Phase Report

Appendix 2 – Public Involvement

Appendix 3 – Space Needs

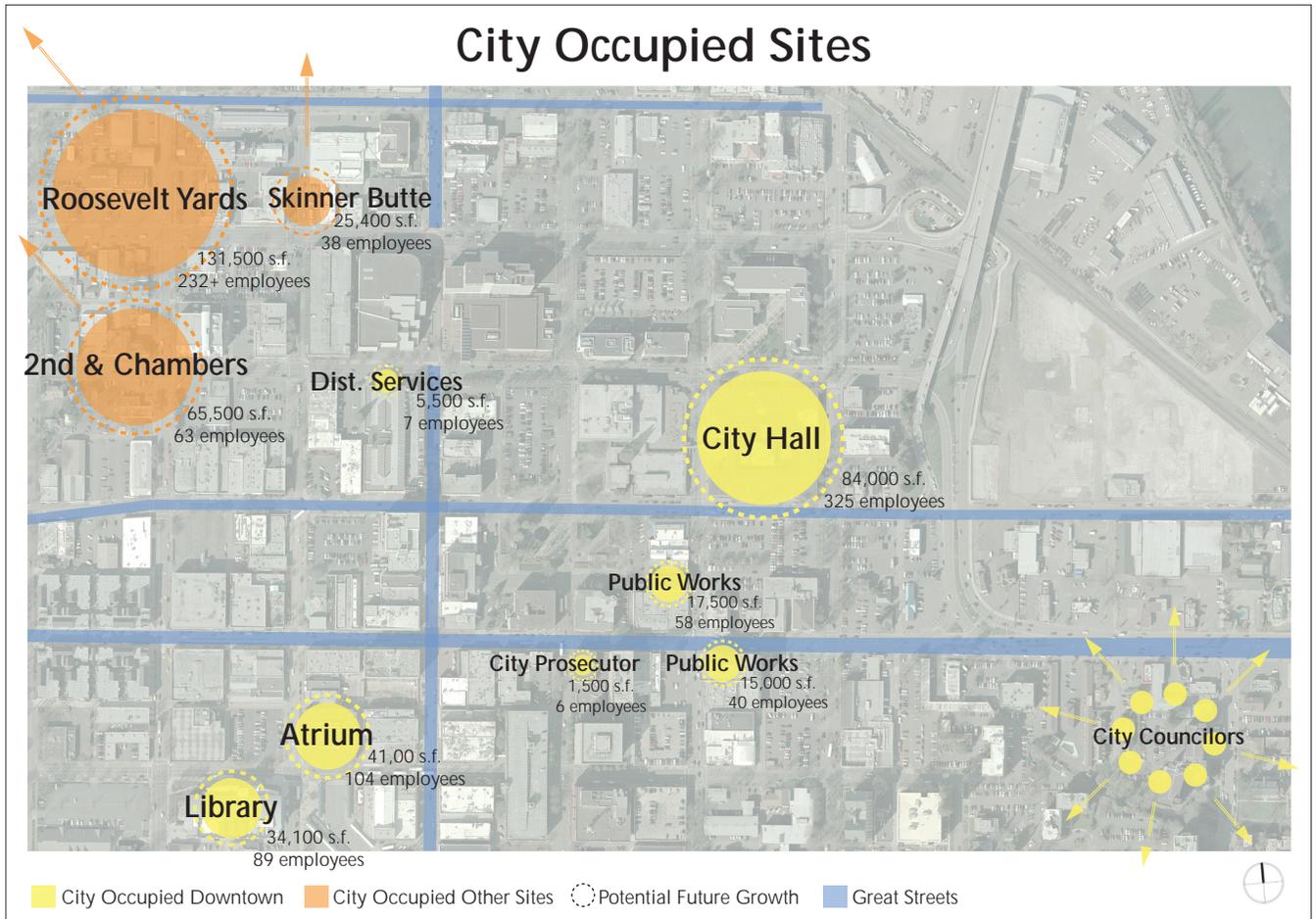
Appendix 4 – Policy Issues and Concept Design

DEVELOPMENT PLAN PHASE EXECUTIVE SUMMARY

BACKGROUND

The Eugene City Council has been discussing how to renovate or replace the existing city hall building for several years, and in 2005 initiated a City Hall Complex Master Planning process to study the topic in detail. The following background describes the primary elements that led to the Master Planning process.

The existing Eugene City Hall was designed by local architects Stafford, Morin, and Longwood who won a national design competition with their purposefully anti-monumental city hall. Completed in 1964, the 84,000 square foot building reached full capacity shortly after completion, consolidating all of the City's downtown administrative functions under one roof as well as the Police and Fire departments. Since that time, City staff has grown steadily to keep pace with the City's growing population, and many divisions have had to acquire space elsewhere downtown. Currently, City divisions that would potentially be consolidated in a new city hall occupy more space away from the existing building than within, and are dispersed in eight buildings throughout the downtown area. At the same time, most of these facilities—including City Hall—have insufficient space to meet the City's current functional needs.



Current locations of city services



Eugene City Hall Council Chambers

The existing city hall building has significant condition deficiencies as well. Between 1995 and 2005, the City commissioned or performed several studies to understand the condition of the building. The building is a high energy user, the structural system needs significant upgrades, and even with responsible preservation and maintenance over the years, many of the original building components and systems are in need of replacement. In 1995, the City of Eugene commissioned an evaluation of selected City-occupied facilities to understand the seismic hazard potential and possible rehabilitation measures. The evaluation of the Eugene City Hall revealed “the absence of a reliable structural system specifically intended to resist the forces generated by earthquakes” and recommended strengthening the building structure and relocating “Essential Service” functions such as Police, Fire and the 911 Call Center into more seismically resistive structures. In 2004, the City of Eugene’s Facility Condition Report noted that City Hall’s existing and emerging deficiencies totaled half the value of all deficiencies within the City’s building portfolio.

In 1999, the General Services Administration (GSA) contacted the City of Eugene regarding the possibility of acquiring the Eugene City Hall as the future site for a new Federal Courthouse. In response to this inquiry, the City convened the “Council Committee on City Hall Alternatives” to

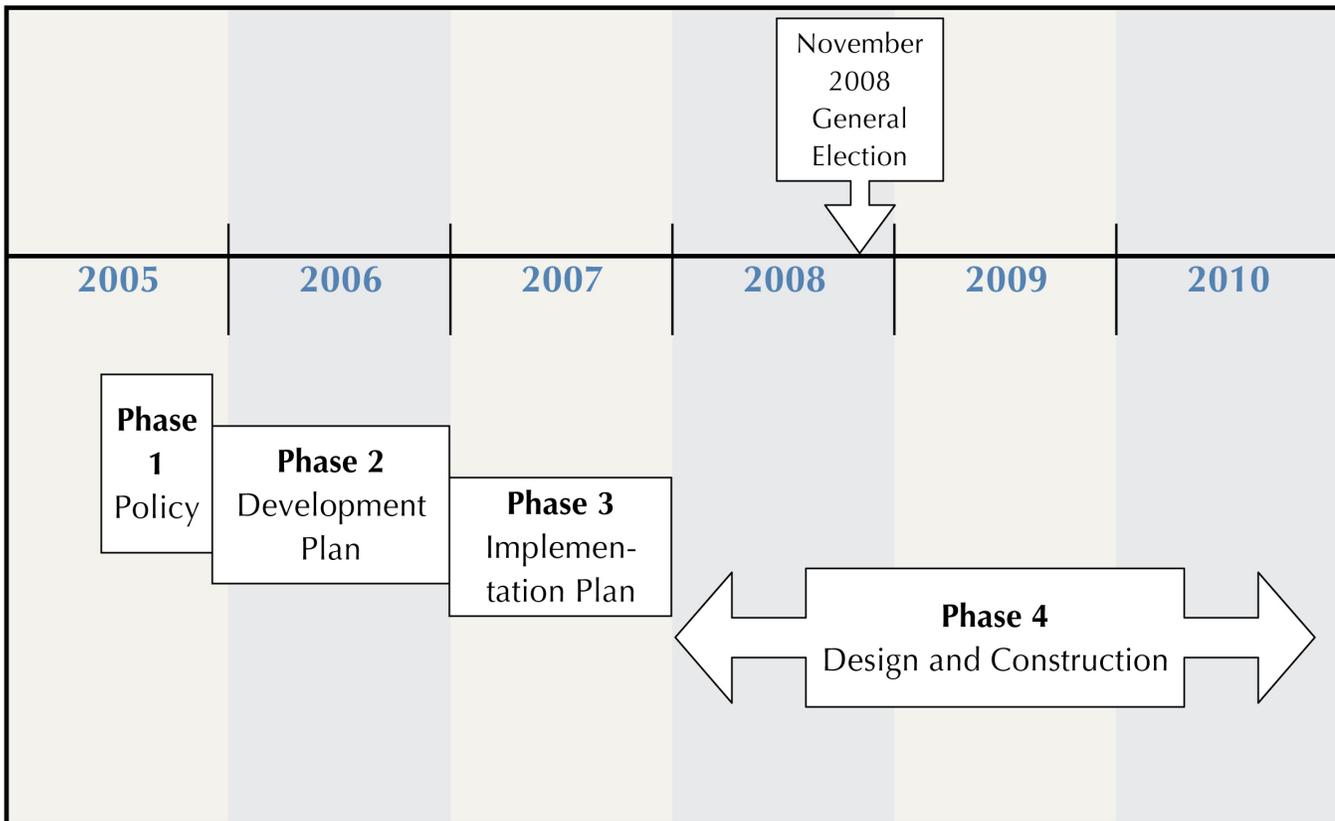
study plans for relocating city hall functions if the current city hall site was chosen. While the GSA ultimately chose a different site, the process resulted in an increasing awareness of the deficiencies of the existing city hall building, the costs of remaining at City Hall versus other alternatives, and the need to relocate public safety services such as Police, Fire and the 911 Call Center into alternate facilities as soon as possible.

In response to the increasing awareness to relocate public safety services, in 2000 the Mayor appointed a task force to develop recommendations to City Council on providing safe and adequate facilities for the Police and Fire departments. The task force recommendations formed the basis of two bond measures—one in May 2000 and the other in November 2000—to fund both a new downtown fire station and a new police facility. Both measures failed, but the need to relocate public safety services remained. In 2001, the 911 Call Center was relocated to a new facility at 2nd & Chambers, and Police patrol personnel were relocated from the basement of City Hall to the vacated 911 space on the main floor of City Hall. Then in 2004, the police Property and Forensics units were moved from the basement of City Hall to a new facility on North Garfield. In 2005, the downtown fire station was relocated to a new facility at 13th & Willamette.

During an October 2003 work session focused on the need for police facilities and a plan for replacing or investing in City Hall, the Council directed staff to provide conceptual information on how the City and other agencies could form a downtown civic center and how a police building would fit into a civic center concept. In January 2004, the City's Facility Management Division sponsored a Civic Center Design Charrette hosted by the Southwest Oregon chapter of the American Institute of Architects to quickly explore many possible design solutions. The outcome of the charrette was general agreement among the charrette teams that the Civic Center would be phased over time, located in the central downtown area, and—coupled with improvements to existing public buildings—could create a heart for Eugene and bring vitality to Eugene's downtown. Most design solutions provided a police facility separate from the Civic Center but within the downtown area.

In 2004, the Mayor appointed a citizens' "Civic Facilities Visioning Committee" to develop a coordinated vision of civic building and infrastructure needs downtown. Major recommendations from that committee included consolidating civic functions in the downtown area, reinforcing 8th Avenue as a backbone for civic buildings, enhancing open space, developing agency partnerships (including public, private and non-profit), applying community policing goals by integrating public safety services, providing adequate parking and employing cost-effective development approaches.

Based on the information gathered through the committees, visioning efforts, and reports, the City Council decided in 2004 to fund a new police building from the Facility Replacement Reserve and place a bond measure on the November 2004 ballot to fund additional space in the building and selected civic center improvements. Following the failure of the bond measure, the council recognized the need to initiate a broader public involvement process to provide input on whether to make a significant capital investment in the existing city hall building or house the current functions in a new Eugene City Hall. At the 2005 Council planning retreat, the City Council identified the City Hall/Police Facility issue as a council priority issue, prompting the council to initiate a City Hall Complex Master Plan with a substantial public involvement process to gain community feedback throughout the life of the project.



City Hall/Police Building action timeline

APPROACH

In May of 2005, the Eugene City Council approved a City Hall/Police Building Action Plan with a four-phased approach as summarized below.

- Policy Advisement Phase (Phase 1): a facilitated workshop with City Council to identify and resolve as many major policy issues as possible at the front end of the process (completed).
- Development Plan Phase (Phase 2): a combination of technical and public involvement efforts to research and resolve the remaining policy issues and explore concept designs (completed).
- Implementation Plan Phase (Phase 3): addressing the elements necessary to implement the Development Plan including issues such as phasing, financing, property acquisition, and project delivery methods and explore a schematic design (to be completed).
- Design and Construction Phase (Phase 4): to design and build a City Hall Complex/Police Building that meets the City's needs both now and into the future (to be completed).

The complete City Hall Complex Action Plan is available on the City's website (www.ci.eugene.or.us) for viewing, as well as all Council Agenda Item Summaries related to the City Hall Complex Master Plan.

POLICY ADVISEMENT PHASE (PHASE 1) SUMMARY

In September 2005, the City of Eugene selected Thomas Hacker Architects to commence the City Hall Complex Master Planning process. In October 2005, the consultant team facilitated a half-day workshop with the mayor and Eugene City Council which represented the primary milestone of the Policy Advisement phase. The goals of the workshop were to explore strategic issues that would guide the project and understand the Council's preliminary leanings on major policy issues of the City Hall project prior to development of the Public Involvement Process.

At the workshop, the Council considered many issues related to the City Hall Complex. The Council reached a high level of consensus on four issues and adopted four position statements related to policy issues:

- Incorporate meaningful sustainable design goals
- Utilize a long-term planning horizon of 25 years (from 2005 to the year 2030)
- Consolidate City services to the greatest practical extent, and
- Develop the project in consideration of the Downtown Plan while not limiting location choices to 8th Avenue

At the same workshop, the Council decided:

- To locate the City Hall project within the Downtown Plan boundary
- To incorporate parking for fleet and police vehicles into the project, and
- User-friendly parking for the public and staff should be available nearby, but should not be considered part of the project

Policy issues identified for resolution in the Development Plan Phase (Phase 2) included:

- Establishing appropriate space needs
- Determining which police functions should be consolidated into the City Hall Complex
- Whether to renovate the existing City Hall, build new, or combine some renovation and some new construction into a hybrid solution, and
- Site selection

The Council also supported the following draft set of project values:

- Exercise fiscal responsibility
- Produce government efficiency
- Be user-friendly
- Embody environmental stewardship
- Enhance downtown
- Inspire civic pride

Refer to Appendix 1 for the complete Phase 1 report.

DEVELOPMENT PLAN PHASE (PHASE 2) INTENT

The desired outcome of the Development Plan Phase was to adopt a Development Plan that resolved all the policy level issues and identified a concept design scheme prior to the December 2006 Council break while all current council members were still in office. Furthermore, the intent of the Development Plan Phase was to facilitate a significant public involvement process that informed the Council's decision-making process and built community support.

DECISION-MAKING PROCESS

City Council Process

The City employed a values-based decision-making (VBDM) approach that promoted exploring a wide range of alternatives to illuminate and respect different viewpoints, and developing specific criteria for each major issue and decision. VBDM can be a valuable tool for building community support and commitment and promoting consensus within the City Council. As an overarching guide for the project, consistent with VBDM, the Council refined the Project Values developed in Phase 1 and used them as the project conscience. The values are listed here, and are not intended to have an order of priority:

- Exercise fiscal responsibility
- Embody environmental stewardship
- Plan for the future
- Produce government efficiency
- Be user-friendly
- Enhance downtown
- Maximize use of City Hall public spaces by the public and access to the government and its representatives
- Inspire pride
- Strive for simplicity

As needed for each major policy decision, a set of criteria specific to each issue was developed with and approved by the City Council prior to each council workshop that addressed a particular issue. These criteria were used to guide research and discussion of the issue, and considered when making decisions.

Integrating Public Input

The Council requested and received public input on the identified major policy issues. Many methods were used to gather and report public input to Council prior to a council decision (refer to the Public Involvement section below for more details). For most issues, the design team utilized a three part cycle consisting of a council workshop followed by a community forum and finally a council work session. A facilitated council workshop was used to introduce and explore an issue, and the Council identified issues on which they wanted public feedback. Then a community forum was held to inform and query the community. Other methods of outreach were also conducted to collect input. Finally, the public's responses were relayed to council verbatim and in summary form prior to making decisions on each issue in a regular council work session.

PUBLIC INVOLVEMENT

Introduction

The City Hall Complex Master Planning process was designed to facilitate public involvement based on the International Association for Public Participation (IAP2) Core Values for Public Participation. Above all, the process aimed to conduct a fair, transparent and inclusive public process.

These are not easy times for successful public involvement. Nationwide, there are high levels of apathy, cynicism and wide-spread distrust of the institutions that are the pillars of society, including government, in all political camps for a variety of reasons. Local governments across

Public Participation Core Values

- 1 The public should have a voice in decisions about actions that could affect their lives.
- 2 Public participation includes the promise that the public's contribution will influence the decision.
- 3 Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision-makers.
- 4 Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.
- 5 Public participation seeks input from participants in designing how they participate.
- 6 Public participation provides participants with the information they need to participate in a meaningful way.
- 7 Public participation communicates to participants how their input affected the decision.

Above all, the process must be inclusive and fair.

IAP2 Core Values for Public Participation

the country are also saddled with budgets too small to address the needs of their communities, creating an environment where constituents are wary of anything that could possibly undermine their own priorities.

Due to this larger context, the consultant team worked carefully to:

- build trust in the integrity of the information provided to the public
- be clear how public input would be used, and
- report back, using multiple methods, on what decisions were made and why.

The main elements of the public participation plan were:

- citizen interviews to gain insight on how the community initially viewed the project and the process of public involvement
- community forums timed to deliver specific input to Council decision-making
- specialized input groups (or focus groups) for underrepresented groups
- outreach to and ongoing communication with Neighborhood Associations and other established civic groups
- outreach at major community events and festivals
- a website (www.eugencityhall.com)
- a comment line
- tours of the existing City Hall, and
- consistent effort to engage print and electronic media.

Enacting the IAP2 Public Involvement Spectrum, the approach included techniques that informed people about the project, involved people in the decision-making and consulted and collaborated with the public to envision inspiring and functional architecture.



*Top: Obtaining feedback at a community forum
Above: Outreach at Earth Day*

Overview

To get started, the consultant team collected ten names from each councilor and the mayor to provide input to the plans for public involvement, and build a representative foundation for participation. Eighty-eight people were interviewed in small groups throughout February. The complete Citizen Interview Report is included in Appendix 2 and available on the project website.

Four community forums were held between March and November. The community forum model is considered to be a more open, fair and transparent format for gathering input than the traditional “blue ribbon committee” model frequently employed. This part of the process was crafted so that at four times in the year:

- relevant material was presented to City Council in a workshop format
- Council identified the public input needed
- a forum was held presenting the material and asking the questions from Council
- data collected from the community forum was reported to Council
- Council met in a voting work session on the issues
- a report was issued to forum participants, including Council action.

The community forums had an overall attendance of 207 people, 30 of whom came from recommendations by the Council and Mayor. The consultant team made a concerted effort to recruit forum participants from Neighborhood Associations. City staff and consultant team members were on the agenda of every Neighborhood Association in January and February, prior to the first Forum. The result was that 30 forum participants identified their affiliation as Neighborhood Association. The consultant team analyzed the participant data by zip code and affiliation to inform our outreach efforts in the coming year. To further collaboration, the consultant team asked forum participants for their suggestions for future public involvement to help shape future efforts.

The consultant team worked to make the community forums as accessible as possible. To that end, there was excellent childcare provided, food served, assisted listening devices available, American Sign and Spanish language translators, and Braille materials provided on request. All of these services were used and appreciated in at least one public involvement activity, demonstrating their importance to making a fair and inclusive process.

Community events proved to be productive venues for outreach and dialogue. The consultant team worked at six events over the year in varied geographic locations in Eugene. This expanded the database to 545 Eugene residents requesting ongoing information and contact.

The Human Rights Commission generously allowed the consultant team to base operations from their space at various events. The events used for outreach venues were:

- Asian Festival
- Home and Garden Show
- We Are Bethel
- Whiteaker River Festival
- Sheldon Multicultural Festival
- Eugene Celebration

As the process turned the corner into concept design, the consultant team organized three specialized input groups to ensure that perspectives that have been chronically neglected were brought to the foreground. These groups—Youth, Communities of Color, and Accessibility—were influential in the architectural process, and these constituencies will continue to engage in the process in the future.

Throughout the year, the project maintained a website, www.eugencityhall.com, which shows more than 7,100 hits to date. All documents presented to Council and at public forums are available on the website. The background documents, which name assumptions and how costs were developed, are also posted to ensure transparency. How to get involved, the ability to submit comments, the next public and council meetings dates, TV broadcast times, a page in Spanish and ways to contact the consultant team are always available through the website.

The consultant team also maintained a public comment line and a TTY line for the hearing impaired. Phone lines are important because not everyone uses computers, but it was called only seven times in the year. Additionally, materials, video tapes and DVDs of the community forums are available in all three branches of the Eugene Public Library.

The City's project staff and the consultant team made an effort to respond personally to all comments received through the website and comment line. "Thank you for your thoughtful response" and "Thank you for the most forthcoming and direct response I have ever received" were among the rewarding rejoinders.

The consultant team arranged Editorial Board meetings with the Register Guard and the Eugene Weekly early in the year to introduce themselves and explain the issues that the Master Planning process would address. With the help of the City's Community Relations office, press advisories and a day of interviews took place in advance of each of the four community forums. This afforded consistent coverage of the process and issues on three TV and five radio stations throughout the year. In addition, there was news coverage of the Council workshops and actions on the issues, and a 30-minute interview on a public affairs TV show. Four opinion pieces, one editorial and 29 news articles appeared in print on the Master Planning process during 2006.

In addition to the media, throughout the year the project developed access to websites and newsletters of some constituent-based organizations. Updates and notices were given to twenty-



Outreach at We Are Bethel

six networks including the Chamber of Commerce, City of Eugene Neighborhood Associations, Craig's List, KLCC Community Calendar, architecture and planning associations, City unions, All City Employee e-mail and environmental, youth and disability networks. We will continue to develop and systematize this infrastructure and will give our list to the City at the end of master planning for future use.

Challenges

The RFP and resulting Scope of Work were designed to get public input to inform policy decisions during the Development Plan Phase. However, it became clear during the first quarter of the year that the public was unaware of the reasons why City Council made City Hall master planning a priority, and how it related to other City or constituent priorities. It was a challenge to communicate the issues that drove the City to take on master planning without appearing to be "selling" it, and to do this simultaneously with getting input for the decision-making process of the Development Plan Phase.

In the fall of 2006, the consultant team began a "See for Yourself" tour of the Eugene City Hall, which was open to all. In 2007, a virtual tour will be on the website, shown at community venues and promoted in the media.

The first community forum was the day after the Council vote for a public parking garage in conjunction with the Whole Foods development. This attracted some participants who used their turn at the microphone and in their small groups to vent feelings about that issue, and the consultant team received a slew of written comments from participants saying they were turned off by the "off-topic and negative" participation. This experience, though unfortunate because many thoughtful participants were lost, helped the consultant team to be more skillful in enforcing the meeting rules and creating a constructive environment for participants.

Working with Neighborhood Associations was an important element in the spectrum of public involvement strategies employed. Nevertheless, neighborhood meeting agendas are packed with relevant local issues and usually can spare only 5-15 minutes for this issue. In that time frame the consultant team cannot do more than say that master planning is occurring, and with 19 Neighborhood Associations—many with small numbers at their meetings—it became a questionable use of resources to attend meetings throughout the year. Instead, we used the Friday mailing to neighborhood leaders as a method of updating neighborhood leaders, relied on the high level of Neighborhood Association members participating in the community forums and organized a special joint meeting of the Downtown Neighborhood Association and Downtown Eugene, Inc. to devote a full 90 minutes to City Hall Complex Master Planning.

The consultant team aspires to conduct a fair and inclusive public involvement process. However, like all communities, Eugene has uneven levels of organization. Segments of the community are well organized and others are not organized at all. Those constituents with organization become "more important" because they have more ability to influence the outcome of political initiatives and because they are more coherent and easier to reach. There is no quick fix for this, but the consultant team is conscious of this dynamic and is considering how to contribute to the development of a broader community-based infrastructure. To that end, the consultant team dedicated staff time to work with the Latino and youth communities in Eugene. That choice may have resulted in less time available for some of those organized groups most often engaged. The consultant team will work to get access to those agendas early in 2007.

Finally, there is an underlying assumption that a bond will be required for at least a portion of the financing. Best quality public involvement does not try to sell the public anything, while the desired outcome of the project is a completed, community-supported City Hall Complex that lives up to the project's guiding values. The public involvement work done during master planning can provide healthy potential for a future campaign led by members of the Eugene community and the City Council by being fair, inclusive and transparent.

Refer to Appendix 2 for more detail on the Public Involvement process.

PROJECT SCHEDULE

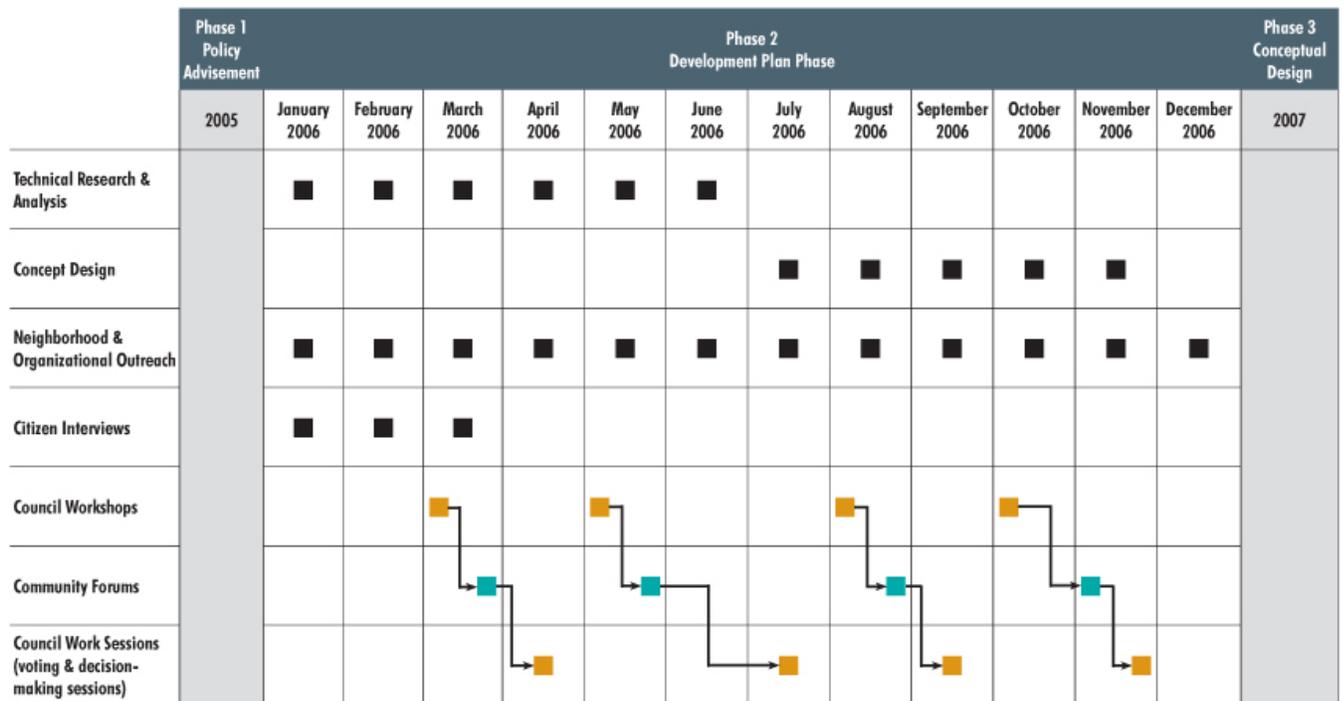
Overall Schedule

The overall project schedule was approached in four phases. The Development Plan Phase was timed to begin and conclude within one calendar year to complete the work in a comprehensive but timely fashion, and coincide with the terms of the Council to resolve project phase objectives with consistent Council members. The overall project schedule is:

- Policy Advisement Phase (Phase 1): Fall 2005 (completed)
- Development Plan Phase (Phase 2): January – December 2006 (completed)
- Implementation Plan Phase (Phase 3): January 2007 – spring 2008 (to be completed)
- Design and Construction Phase (Phase 4): To be determined by results of Phases 1-3 (to be completed)

Development Plan Schedule

The Development Plan Phase schedule over the 2006 calendar year was structured to explore and resolve four major policy issues in four cycles of council meetings and public input including



Development Plan Phase schedule showing four cycles of decision making

forums. Each cycle explored an issue through a Council workshop, gathered public input through a public forum and other methods and narrowed the options through a voting Council work session. The order in which issues were considered was meaningful because the decision for one issue influenced the parameters for future issues. In some cases, such as police consolidation and site selection, narrowing occurred at work sessions but final decisions were postponed for additional research. The schedule of policy issue decision-making cycles was:

- Cycle 1: Project Values and Police Consolidation (March/April 2006)
- Cycle 2: Renovation, New Construction, Hybrid (May/July 2006)
- Cycle 3: Site Analysis (August/September 2006)
- Cycle 4: Concept Design Direction (October/November 2006)

POLICY ISSUE SUMMARIES

Space Needs

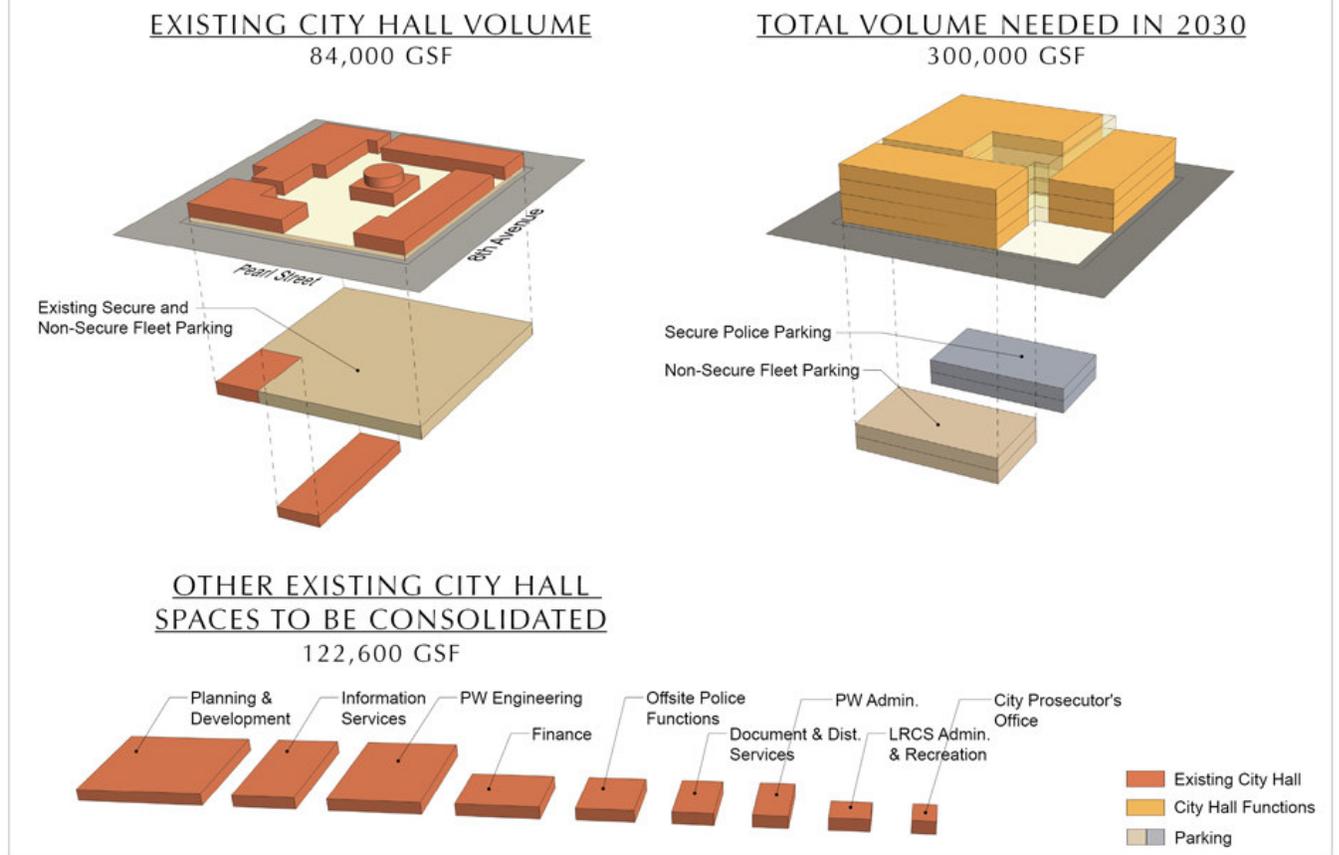
The Space Needs study identified the staff and space needs to be consolidated in a City Hall Complex for the greatest city efficiency and public convenience. The results of the study will guide future planning efforts in building organization, size, and division adjacencies.

While the building will be constructed to last 100 years or more, the space planning was performed with multiple planning milestones to accommodate up to 25 years of expected growth (from 2005 to 2030). If all divisions planned for consolidation are built to accommodate 25 years of growth, the building will be approximately 300,000 square feet, plus parking. Divisions currently planned for potential consolidation include:

- City Council and Mayor
- City Manager
- Central Services Administration
- City Prosecutor
- Finance
- Human Resources and Risk Services
- Information Services
- Municipal Courts
- Fire and EMS to support Planning and Development
- Library, Recreation & Cultural Services
- Planning and Development Administration
- Building & Permit Services
- Community Development
- Planning
- Parking Services
- Public Works Administration
- Public Works Engineering
- Police Department excepting the Patrol Division

To foster communication and unified leadership within the Executive Management group, the Council decided to consolidate all Executive Managers into the City Hall Complex, including the police chief and most of the associated police divisions. The location of the police patrol function, which has more stringent requirements for security and access, was explored with variables such as operational functionality, parking access and associated costs, and public input was gathered from community forums and other sources. At a community forum in March,

CONSOLIDATED SPACE NEEDS



Existing and projected space needs

the majority of participants indicated a preference for a more thorough implementation of community policing and were unsure how the location of patrol facilities related to accomplishing that objective. After seeing concept designs at a community forum in November, the majority of the participants preferred the Police Patrol be located separate from the City Hall Complex to promote an open, welcoming civic building. On November 20, 2006, the City Council voted 7-1 in support of separating the patrol function from City Hall.

Given the preference toward a community policing model, which would result in multiple precincts over time, the Police Patrol Facility may be built with a shorter planning horizon (15 years of future growth in lieu of 25) in anticipation of future expansion at other precincts to be constructed as growth demands.

The Space Needs Study identified parking needs for fleet and police vehicles only through the 25-year planning horizon. With Patrol separate from City Hall, the parking needs for fleet vehicles (124 standard stalls) and police vehicles (61 wide stalls) total approximately 71,000 square feet to be incorporated in an underground parking structure below the City Hall Complex.

Refer to Appendix 3 for the complete Space Needs Study.

Renovate, New Construction or Hybrid

The project explored whether to renovate the existing Eugene City Hall and build a companion building nearby to accommodate the additional space needs; consolidate all the City's spaces into a new building on the existing site or another site; or build a hybrid solution that included some renovation and some new construction on the existing City Hall site.

The Council developed the following criteria to assist their decision-making process:

- **Sustainable Design**
Incorporate green building features
- **Accommodation of Employee Needs**
Includes ergonomics, good lighting, security, parking and structural integrity
- **User-Friendly**
Physically, visually and symbolically receptive and accessible; well lit and secure; ability to transact business in one location and with one visit; easy and close access to parking and multiple transportation modes and flexible space for a variety of uses
- **Plan for the Future**
Capacity for future expansion, structural integrity, flexibility and longevity of design
- **Accommodation of Space Needs and Overall Efficiency**
Appropriate allocation of space and flexibility for the public, staff and council; efficiencies related to consolidation; and building organization and design
- **Architectural Significance**
Includes architectural preservation, architectural value and aesthetics
- **Impact on Overall Project Financing**
Capacity to result in a passing bond measure; capacity to receive other funding through revenues or grants
- **Cost**
Initial construction, life-cycle, project-related costs, savings from consolidation (both staff efficiencies and energy/maintenance costs of multiple buildings)

The design team developed two options for renovation, two options for new construction and two options for a hybrid solution for the public and Council to review. At the second community forum, a majority of participants indicated a preference for new construction options, and at the July 19, 2006, work session the Council voted to adopt new construction options for use in future planning studies until the Council is prepared to adopt a single option in relation to an overall Development Plan.

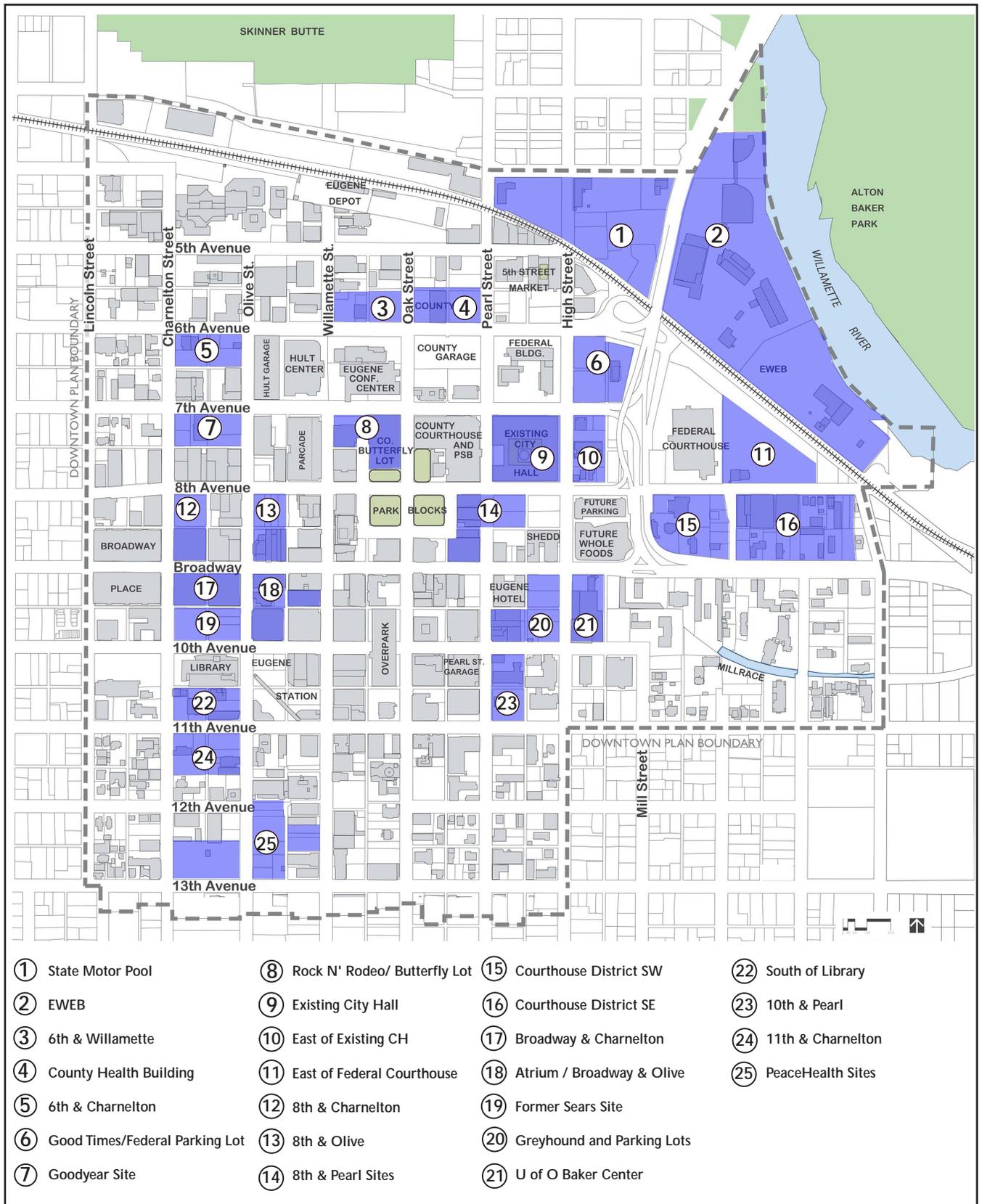
Refer to Appendix 4 for more detail on the Renovation, New Construction and Hybrid Study.

Site Selection

The Council considered 25 sites that were located within the Downtown Plan boundary, and did not have a high building-to-land ratio. To further narrow the site options, the Council requested public input and developed the following criteria to assist their decision-making:

Site Configuration - suitable sites for a new Eugene City Hall should feature:

- Appropriate site size to accommodate space needs
- Ability to accommodate future expansion space
- High potential to integrate sustainable design



Potential City Hall Complex sites



Two examples of options explored for the Eugene City Hall

Site Location & Access - suitable sites for a new Eugene City Hall should feature:

- Proximity to and beneficial relationship with other governmental services
- Compatibility with adjacent land use
- Easy accessibility via multiple modes of transportation: auto, walking, transit, bicycle
- Easy access to transportation corridors for public safety vehicles

Site Cost - suitable sites for a new Eugene City Hall should consider:

- Costs related to existing improvements and site preparation
- Site availability and willing seller/s

Downtown Vitality - suitable sites for a new Eugene City Hall should:

- Contribute to civic pride and vitality downtown
- Support downtown planning efforts
- Consider impact of displacing prime private development opportunities

At the third community forum, participants reviewed the options and indicated a clear preference for three sites to carry forward into concept design: the Rock N Rodeo / Butterfly Lot site north of the park blocks, the existing City Hall site and the former Sears site north of the library. Because the former Sears site was actively being considered for development, at the September 20, 2006, work session, the Council voted to narrow the site options to the two remaining sites preferred by the public for use in developing concept designs: the Rock N Rodeo / Butterfly Lot site and the existing City Hall site.

After concept design options and cost models were developed on the two sites, the Council requested additional public input and information regarding property acquisition costs for the Rock N Rodeo / Butterfly Lot site. At the fourth community forum, the public indicated a preference for the Rock N Rodeo / Butterfly Lot site by nearly two to one, and revised cost models indicated the cost difference between building on the two sites would be less than 10 percent. At the December 11, 2006, work session, the Council voted to use the Rock N Rodeo / Butterfly Lot site for use in future studies during the Implementation Plan Phase.

Refer to Appendix 4 for more detail on the Site Selection Study.

CONCEPT DESIGN

The design team developed three concept options for the Rock N Rodeo / Butterfly Lot site and three for the existing City Hall site. At an October 18, 2006, Council workshop, the Council reviewed the options and requested public input, cost models to compare the cost of the options and a rearrangement of police functions to open the ground floor to more publicly accessed functions.

Public input from the fourth community forum indicated a preference for options on the Rock N Rodeo / Butterfly Lot site, and options that separated police patrol functions from City Hall. Cost models indicated a cost difference of less than 10 percent between all options, and options were refined to study a reduced police footprint on the ground floor.

This information assisted the Council in making decisions related to concept design (e.g. site selection and the extent of police consolidation), and no specific concept option was requested or chosen. The Council discussed the concept options to communicate successful features, site connections and community benefits, and design exploration will continue in Schematic Design during the Implementation Plan Phase.

Refer to Appendix 4 for more detail on the Concept Design Study.

APPENDIX DESCRIPTIONS

Appendix 1: Policy Advisement Phase 1 Report

- Summary of the workshop facilitated with Council to identify and resolve as many project-related policy issues as possible.

Appendix 2: Public Involvement

- Citizen Interview Summary, a composite of interviews with eighty-eight (88) community members to identify initial opinions about the project, obtain feedback on proposed project values, identify ways to communicate with various constituencies and provide input on research assumptions and technical questions.
- Community Forum Summaries from each of the four forums. Each summary includes a synopsis of the topics and issues introduced, results from the participants' indication of preferences, verbatim comments from large group discussions and written comments on cards and worksheets.
- Summaries from three Specialized Input Groups of Youth, Accessibility and Communities of Color, to gain insights and inform the concept design exploration.

Appendix 3: Space Needs

- Volume 1: City Hall, and Volume 2: City Hall Police Department. Each volume describes the divisions to be consolidated into City Hall and a potentially separate facility for patrol functions, the nature of each division's services and their staff and space needs for multiple planning milestones (from 2010 to 2030), adjacency diagrams within and between each division, growth projections, parking requirements, comparative benchmarking for similar-sized cities and general planning guidelines.

Appendix 4: Policy Issues and Concept Design

- Diagrammatic massing options for the Renovate, Hybrid and New options, and comparative cost model data for each option. Also refer to Community Forum #2 Summary for more information on the Renovate, Hybrid and New topic.
- Map of 25 potential City Hall sites. Refer to Community Forum #3 Summary for more information on Site Selection.
- Multiple concept design options on each of the two sites (Options 1, 2 and 3 for the Existing City Hall site, and Options 4, 5 and 6 for the Rock N Roll / Butterfly Lot site) and with multiple police consolidation models (option B for all six options illustrating full police consolidation into City Hall, and option C/D for all six options separating the police Patrol Division from City Hall).
- Refined concept design options of the above showing underground parking, parking access and reconfigured police areas to allow a sense of welcome and openness on the first and second levels.
- Cost models for the concept design options.