Request for Qualifications
Steam Plant Redevelopment

Urban Renewal Agency of the
City of Eugene, Oregon
May 3, 2018
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Introduction

The Urban Renewal Agency of the City of Eugene, Oregon (Agency) is requesting qualifications from visionary teams for the redevelopment of the Steam Plant, located on a former industrial utility site on the Willamette River in downtown Eugene.

Located prominently along the banks of the Willamette River, the Steam Plant is an iconic piece of Eugene’s history and is ripe with potential. (See Appendix A for maps.) The industrial aesthetic, tall, multi-story windows, and art deco influenced design draws one in and captures the eye and imagination of anyone who sees it. A key feature of the future Downtown Riverfront redevelopment and park, the Steam Plant will be a draw for people from all corners of our community, the broader region, and beyond. Its impact will span across generations and for years to come.

The redevelopment of the Steam Plant is a once-in-a-lifetime opportunity to honor the historic significance of the Downtown Riverfront site while embracing its potential to be a place of community pride. However, there are real challenges to the adaptive reuse of the building. The renovation of the building is ambitious. It will require significant financial investment to make it safe and functional and we will need the right mix of experience, creativity, vision, and financial capacity to make it work.

The Agency is seeking visionaries who have the capacity to bring the Steam Plant into the next phase of its life – becoming a showcase of community pride that connects the city to the river. To realize the community’s vision and maximize the building’s potential, we need creative, out of the box ideas driven by collaboration, innovation, excellent design, and careful renovation.

Through this Request for Qualifications (RFQ), the Agency is looking for the right team of community-minded people who can help to reveal the layers of history embedded in this site, revitalize a defining piece of Eugene’s urban fabric, and create a special place for people to enjoy the Downtown Riverfront. Additional information on Eugene and the building’s community context is in Appendix B.
Property Information

The Steam Plant is the oldest standing structure on the Downtown Riverfront property that formerly housed utility operations and is a significant structure at the southern end of the Downtown Riverfront property. Constructed in 1931, this 28,000 square foot multi-story masonry and steel structure was built to house three steam boilers and turbines. The industrial deco-style building is historically significant for its original use in generating standby electrical power to the pumps bringing river water in to the city’s original water treatment plant, and beginning in 1962, to supply district heating to downtown businesses. Steam Plant operations ceased in 2012, and the building is currently vacant. The Agency purchased the building from EWEB in mid-April 2018. Its unique position as an icon of Eugene’s industrial past and location within 50 feet of the top of the riverbank calls for the Steam Plant to be preserved and repurposed as an important historic feature at the southern end of the planned riverfront park.

Land Use and Code Requirements

The EWEB Riverfront Master Plan provides thorough details on land use and design requirements for the Steam Plant site (Appendix C). The Steam Plant property is zoned as Special Area-Downtown Riverfront (S-DR) zone with a water resources overlay. The Steam Plant site is in the Mixed Use sub-district with the active overlay for this zone. Eugene Code 9.3130-9.3190 addresses site development specifics for permitted and prohibited uses, adaptive reuse of existing buildings, lot standards, general development standards, height regulations, transportation system standards, parking requirements, landscape and open space requirements, and development standards for the sub-districts and overlays within the S-DR zone. The parking requirements state that residential uses shall have a minimum of 0.75 and a maximum of 2.25 off-street parking spaces per dwelling unit. Non-residential uses shall have no minimum and a maximum of 1 off-street parking space per every 250 square feet of gross floor area. The water resources overlay and applicability of the Willamette River Greenway requirements serve to protect the adjacent riparian area. More information on the zoning specifics can be found here: www.eugene-or.gov/DocumentCenter/View/2704
Additionally, staff have identified that the most recent addition to the Steam Plant, which was built in the 1950s, is not historically significant and does not need to be preserved during redevelopment. The Riverfront Master Plan, and Williams & Dame’s current concept for the Downtown Riverfront property assumes this portion of the building will likely be demolished, and proposes the creation of a road to the south of the Steam Plant for better overall site circulation and access to the river. Respondents can consider removal, replacement, or re-use of the southern addition.

Considerations

As redevelopment of the Steam Plant moves forward, there are a number of factors that may have an impact on re-use efforts. This section provides an overview of these considerations which should be taken into account as interested parties explore their vision and ideas for the Steam Plant’s re-use.

State Historic Preservation Office

The Steam Plant is eligible to be listed on the City Landmark or National Register of Historic Places. Because of this, ORS 358.653 applies; this statute obligates cities to consult with the State Historic Preservation Office (SHPO) to avoid inadvertent impacts to historic properties for which they are responsible. Due to its historic significance, as any redevelopment of the Steam Plant moves forward, but before plans are finalized, the Agency will work with the development team to solicit SHPO’s review of the proposed project. The SHPO process includes an assessment of adverse effects from proposed changes to the building, if any. Examples of adverse impacts include destruction, alteration, and sale out of public ownership. When a property is restored or repaired in accordance with the Interior’s Standards for the Treatment of Historic Properties, then it is not considered an adverse effect. More information about the SHPO requirements can be found on our website: www.eugene-or.gov/SteamPlant.
Riverfront Master Plan
In 2010, a majority of EWEB’s operations staff relocated to west Eugene leaving much of the Downtown Riverfront property vacant. In anticipation of making the property available for redevelopment, EWEB partnered with the City of Eugene to create the Riverfront Master Plan. The site’s high profile location, the connection between the river and Downtown Eugene, and the opportunity to envision Eugene’s identity in a new way captured the imagination of hundreds of community members.

EWEB’s board unanimously approved the plan in 2010, and the City subsequently approved associated land use code updates in 2013 to support redevelopment efforts per the Master Plan. The Steam Plant is highlighted in the Plan as an important piece to retain and embrace. The Master Plan identifies the following guiding principles for the Steam Plant’s redevelopment:

- The building’s structure can be significantly altered and/or upgraded, but the original character of the building should remain.
- The Steam Plant is one of the 2004 Downtown Plan’s designated “special places.” As part of the Downtown Riverfront redevelopment, the Master Plan emphasizes the wish to reveal the “layers of history” imbedded in the site to create this special, historically significant site.
- The Steam Plant is 55 feet tall. Any additions to the building outside the existing footprint are limited to 55 feet. Additions on top of the existing structure (or otherwise within the existing footprint) can extend to 75 feet, with a minimum of a 5 foot stepback at the roof of the existing structure.

More information on the Riverfront Master Plan, including Steam Plant Design Guidelines, can be found in Appendix C and on our website: [www.eugene-or.gov/SteamPlant](http://www.eugene-or.gov/SteamPlant).

Riverfront Park
The City of Eugene’s Parks and Open Space Division is in the process of designing the future 3-acre riverfront park identified in the Riverfront Master Plan, and recently selected a design consultant team led by Walker Macy. The conceptual design phase is expected to be completed in fall 2018, including public input over the next several months. Project permitting and construction documentation will follow, with park construction expected to begin in 2020. Given its neighboring prominence, it is expected that the Steam Plant redevelopment and the future Riverfront Park will complement and enhance the experience of both community assets. For more information on the Riverfront Park, please visit [www.eugene-or.gov/Riverfront](http://www.eugene-or.gov/Riverfront).
Downtown Riverfront Redevelopment

The Agency entered into an Exclusive Negotiating Agreement with Williams & Dame in August 2017 for the future development of the Downtown Riverfront property in line with the Riverfront Master Plan; the Steam Plant is not covered by the agreement with Williams & Dame. The Agency finalized the purchase of the Downtown Riverfront property from EWEB, including the Steam Plant, in mid-April. The Agency is in negotiations with Williams & Dame for the sale and development of the property north of the Steam Plant.

Williams & Dame, and its design partner, SERA Architects of Portland, have collaborated to create a refined site plan and overall design concept that is consistent with the City’s long-term goals, particularly those articulated in the Riverfront Master Plan. Williams & Dame presented their initial concepts to City Council on January 31, 2018. Their concept for the redevelopment is designed to complement the new riverfront park with connections to the regional trail system; a riverfront plaza with destination restaurant; and a variety of market rate and affordable apartments, condos, and townhomes. More info about their initial concept can be found on our website: www.eugene-or.gov/Riverfront and by watching the City Council webcast: youtu.be/nE2XrFc_6R0.

Environmental

Over the past few years, EWEB did a considerable amount of work to address environmental and human health concerns to prepare the Steam Plant for redevelopment. Activities included removal of an underground storage tank, asbestos abatement and demolition activities on three boilers, and remediation of petroleum-contaminated soil from areas surrounding the Steam Plant. The Oregon Department of Environmental Quality issued a No Further Action (NFA) determination on the entire Downtown Riverfront site in December 2017. Future excavation and construction work at the Steam Plant would need to implement a Contaminated Media Management Plan. More information about the environmental remediation, including documents available by request, can be found on our website: www.eugene-or.gov/SteamPlant.
Parking
The City of Eugene supports active transportation options throughout the community, but recognizes that automobile use and parking will require consideration in development. The parking requirements state that residential uses shall have a minimum of 0.75 and a maximum of 2.25 off-street parking spaces per dwelling unit. Non-residential uses shall have no minimum and a maximum of 1 off-street parking space per every 250 square feet of gross floor area. In addition to the Land Use Code parking requirements, the future use of the Steam Plant may depend on a reasonable number of parking spaces. Respondent should consider three potential sources for parking supply: 1) on-site, within the boundary of the Steam Plant site; 2) off-site, through partnership with a neighboring property owner; 3) shared on-street parking.

Anticipating 2021
In the summer of 2021, Eugene will host the International Association of Athletics Federations (IAAF) World Championships. This is the first time the IAAF Championships will be held in the U.S., and it will be the largest sporting event in the world in 2021. The Championships will bring in over 2,000 athletes representing as many as 214 countries, providing Eugene an opportunity to welcome and inspire the world. The event is a defining opportunity for our region and is expected to bring in more than 45,000 people who will spend a week and a half traveling, eating, shopping, and staying in our community. The impact extends beyond those who attend the event, when London hosted the Championships in 2017 over 400 million around the world tuned in to watch the events.

Given its prominence on the riverfront and its unique characteristics and the proposed expansion of Hayward Field, the riverfront park and Steam Plant have the possibility of being an ideal community location for an international fan festival and venue for activities associated with the event. The City of Eugene is actively working as part of the Oregon 21 Steering Committee and is looking for a creative approach to enhancing the public experience for 2021. A willingness to work collaboratively with the City on the possibilities for Oregon 21 is strongly encouraged. More information about the 2021 Track and Field Championships can be found at www.gotracktownusa.com/events/oregon21/.

EUGNet – High Speed Fiber
The City of Eugene, EWEB, and the Lane Council of Governments have partnered to construct EUGNet, a municipally owned fiber network in downtown Eugene. EUGNet is owned by EWEB, and private Internet Service Providers (ISPs) lease the fiber strands and provide service to individual businesses and residences within the service area. Any qualified ISP is able to lease the fiber—it is an open-access network. The network has increased competition for internet service, leading to faster service and lower prices for customers in the service area. Connecting the Steam Plant and the rest of the Downtown Riverfront site to EUGNet is a priority for the Agency for future phases of the project. For more information about EUGNet, please go to www.eugnet.org.
Opportunity Zones
The 2017 federal tax reform package created a new incentive to encourage investments in certain low-income communities, to be designated as “Opportunity Zones”. Opportunity Zones offer favorable tax treatment for taxpayers who invest in designated high-poverty neighborhoods. Investors are eligible to receive certain tax benefits on unrealized capital gains reinvested in Opportunity Zones through pooled Opportunity Funds. Opportunity Funds are a new class of investment vehicles (organized as a corporation or a partnership) that specialize in aggregating private investment and deploying that capital in Opportunity Zones. The intent of the program is to channel pooled capital into equity investments in small businesses and real estate development in distressed communities. In April 2018, Business Oregon announced that census tract #37, which includes the Downtown Riverfront site, was one of the tracts nominated for the Opportunity Zone designation. For more information on Opportunity Zones please visit www.oregon4biz.com/Opportunity-Zones.
Criteria for RFQ

The Agency seeks responses from interested parties who have a unique vision for the creative, sustainable, and adaptive re-use of the site and building. The following criteria will be used to evaluate responses. Preferred applicants or teams will have:

- A proven track record of completing successful, high quality redevelopment projects (including information about project costs);
- Demonstrated experience with redevelopment and adaptive re-use projects in urban settings (experience with historic redevelopment is preferred);
- Demonstrated experience with community-oriented projects with clear benefit to the broader public;
- Demonstrated preference for use of local contractors and/or Minority and Women-owned businesses enterprises;
- Evidence of financial capacity; and
- A preliminary vision for the adaptive re-use of the Steam Plant including ideas about possible proposed use(s).

In addition to the above criteria, the Agency Board approved criteria that will be used to evaluate proposals during the selection phase. These criteria are listed in Appendix D.

Submission and Evaluation Process

The Agency invites responses from prospective redevelopment teams setting forth details regarding the applicant’s experience and capacity to undertake the redevelopment of the Steam Plant.

The deadline for submitting proposals is **5:00pm (PST) on Monday, June 11, 2018**

Please submit one original proposal using 8 ½” x 11” size paper and an electronic copy. Responses should be addressed to:

Urban Renewal Agency of the City of Eugene  
Attn: Amanda D'Souza  
99 West 10th Avenue  
Eugene, OR 97401  
Amanda.m.dsouza@ci.eugene.or.us
Submission Requirements
Please provide a succinct response to the areas listed below. The submittal should provide the following:

1. Development team
   Identify the developer(s) and describe their role(s). If possible, include potential joint venture partners, or others who would be significant to the project. Provide summary biographies for the identified developer(s) that describe their relevant project experience.

2. Financial capacity
   Include a statement regarding capability of the interested party to secure the financing necessary to purchase/lease and redevelop the Steam Plant. Also include:
   - Description of ownership and operating model
   - Conceptual sources and uses of financing

3. Comparable Development Experience
   Describe development team qualifications and experience in development of no more than five high-quality, successful development projects. Please provide:
   - Project name and location
   - Description of project
   - Total development cost
   - Total building area by use
   - Development team’s role in project, or team member’s role in project
   - Financing structure
   - Development partners
   - Demonstration of the use of local contractors and/or Minority and Women-owned business enterprises, if any
   - Project timeline from site control to occupancy of the initial building and the final building, including timing of any phasing
   - Images of project

Include experience with properties that had characteristics similar to the Steam Plant, especially redevelopment, adaptive re-use in urban settings, historic redevelopment, and community-oriented projects.

4. Vision
   Provide a concise preliminary description of your vision for the adaptive re-use of the Steam Plant. The preliminary vision submitted at this time will not be evaluated during the RFQ process, however it should be noted that proposed uses will be evaluated at a later stage using the criteria listed in Appendix D. Respondents selected for the next phase will be able to update the preliminary visions submitted with the RFQ responses. More details about subsequent phases is in the next section.
Selection Process
The Agency will facilitate a fair and impartial evaluation of the responses submitted to the RFQ. Responses to the RFQ will be evaluated by the River Guides, the Riverfront Urban Renewal District advisory committee. The River Guides will use the criteria listed above (page 9) and the submission requirements to evaluate the responses and make a recommendation for next steps to the Agency Director (the City Manager). This is anticipated to occur in late June.

The RFQ may lead to one of the following outcomes:

- Request for additional information from one or more respondents;
- Issuance of a Request for Proposals (RFP) to one or more responders chosen as part of this RFQ;
- If no responses are deemed qualified, the Agency may choose to not move forward with any respondents, reopen the RFQ, amend the RFQ, or move forward with another process at the direction of the Agency Board. See Appendix E for more information on the process.

Terms of this Request
This Request is not a request for competitive proposals and in no way obligates the Agency to enter into a relationship with any entity that responds, or limits or restricts the Agency’s right to enter into a relationship with an entity that does not respond. In its sole discretion, the Agency may pursue discussion with one or more entities responding to this Request or none at all.

Information provided to the Agency will become the property of the Agency and will be subject to public inspection after completion of evaluation in accordance with the Oregon Public Records Law, ORS 192.410. If an entity responding to this Request believes that a specific portion of its response constitutes a “trade secret” under Oregon Public Records Law (ORS 192.501(2) and is therefore, exempt from public disclosure, the entity must clearly identify that specific information as a “trade secret.” Identification of information as a “trade secret” does not necessarily mean that the information will be exempt from disclosure. The Agency will make that determination based on the nature of the information and the requirements of the Oregon Public Records Law.

Designated Contacts
The following City of Eugene staff are the designated contacts for information or questions related to this RFQ:

Will Dowdy, Urban Development Manager
541-682-5340, will.g.dowdy@ci.eugene.or.us

Amanda D’Souza, Business Development Analyst
541-682-5540 amanda.m.dsozza@ci.eugene.or.us

For general information, please visit the City of Eugene website at www.eugene-or.gov
For information on the Steam Plant redevelopment, please visit www.eugene-or.gov/SteamPlant
For information on Downtown Riverfront, please visit the www.eugene-or.gov/Riverfront
City Policies and Initiatives

Riverfront Master Plan
The Riverfront Master Plan is the result of a master planning and public involvement process for 27-acres of riverfront property. The Master Plan reflects the community’s vision and models sustainable, mixed-use redevelopment in a variety of ways, incorporating open space, residential uses, public access, and educational components. The plan gives form and specificity to the Downtown Plan goals and principles, and also includes design guidelines and descriptions of design intent. The Master Plan can be found here: www.eugene-or.gov/documentcenter/view/28890.

Riverfront Urban Renewal Plan
The Riverfront Urban Renewal Plan contains goals and objectives for projects within the Riverfront Urban Renewal District. The Plan can be found here: www.eugene-or.gov/DocumentCenter/View/4831. The Steam Plant is within the District. The Plan outlines a number of goals and objectives for relevant projects including:

- 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 Wayne Morse Federal Courthouse
- To improve connections between the core of downtown, Riverfront, and the University of Oregon

Downtown Plan
As one of Eugene’s special places, the Downtown Plan encourages the adaptive re-use of the Steam Plant. The central themes in the Plan are 1) reinforce downtown Eugene as a strong regional center, and 2) strengthen downtown as a cultural center and the center of community life. The Plan calls for development of downtown as an urban center with unique qualities, character, vitality, intensity, and diversity of uses. The Agency encourages proposals that are creative and consistent with the policies and strategies identified in the Plan. The Downtown Plan can be found here: www.eugene-or.gov/DocumentCenter/View/24900.

Envision Eugene
Envision Eugene (www.eugene-or.gov/envisioneugene) outlines goals and land use policies to manage growth over the next 20 years in a way that protects and enhance the quality of life and reflects our shared values and addresses the future of Eugene through goals and regulatory policies regarding land use. The seven pillars of Envision Eugene are the foundation for policies, guidelines, and actions of Envision Eugene: Vision to Action. The redevelopment of the Steam Plant is encompassed in two Envision Eugene pillars:

- Provide ample economic opportunities for all community members.
  - Recognize and enhance special areas of strengths and local assets
- 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.
**Willamette to Willamette Initiative**

The Willamette to Willamette Initiative aims to link the heart of our evolving city to the river that has shaped our identity via improvements and development along 8th Avenue. The initiative will provide a critical connection between the natural and urban, two complementary components of our community’s identity. In order to create this connection, projects along the Willamette to Willamette path will focus on four key elements: art, history, materials, and street. More information can be found at [www.eugene-or.gov/w2w](http://www.eugene-or.gov/w2w).

**Regional Economic Prosperity Plan**

In February 2010, the elected officials of Lane County, and the Cities of Eugene and Springfield jointly adopted the Regional Prosperity Economic Development Plan. The plan includes a set of ambitious goals and specific tactics for the region, and identifies seven targeted areas for collaboration to achieve economic prosperity. Redevelopment of the Steam Plant is aligned with the Plan’s goal to “continue to work with property and business owners to expand, upgrade, and construct state-of-the-art facilities.” Information on the plan, including updates, can be found here: [www.eugene-or.gov/815/Regional-Economic-Development-Plan](http://www.eugene-or.gov/815/Regional-Economic-Development-Plan).
Appendices

A. Downtown Riverfront Maps
B. Community Context
C. Riverfront Master Plan - Land Use and Design Requirements
D. Criteria for proposal evaluation
E. Steam Plant Disposition Process
Appendix A: Downtown Riverfront Maps

Steam Plant Context Map
Downtown Riverfront Redevelopment and Riverfront Park Concept

EUGENE RIVERFRONT PARK

Proposed Master Plan
Project Kick-Off Meeting
April 6, 2016
Appendix B: Community Context

The Eugene-Springfield metropolitan region is rich with authentic qualities and potential that support an outstanding quality of life and make the region an attractive place to live and do business. The Steam Plant lies in the heart of Eugene, the third-largest city in Oregon with a population of over 166,000. It is the largest city in the Eugene-Springfield metropolitan area, which has a population of over 340,000. Eugene lies between the coast and the Cascades and is known for its recreational opportunities and natural beauty.

Eugene’s Economy

Eugene’s natural beauty, cultural attractions, and other desirable attributes attract people and businesses to the area. It is the economic center for the southern Willamette Valley. Eugene’s economy is supported by a number of industries and businesses of all sizes. At the heart of the Eugene economy are homegrown small- and medium-sized businesses, many with national and international markets. Most of Eugene’s businesses employ fewer than 20 workers. Including sole proprietorships and limited partnerships, there are more than 10,000 businesses in and around Eugene.

The Eugene area is home to a large number of small and mid-sized technology companies. Over the last 20 years, businesses related to software development and educational research have been forming unique partnerships and creating a burgeoning industry. The University of Oregon, Oregon State University, and Lane Community College provide these firms with a steady stream of talented professionals. Currently, there are over 400 tech companies in Lane County, employing over 5,000 people in the region. More information about our region’s growing tech sector can be found at: http://www.techoregon.org/

In addition to the concentration of technology companies, the area has an above-average number of businesses in food production. The area has a reputation for quality food and beverage production. The wine industry includes well known producers such as King Estate winery, which regularly produces award-winning wines that are served globally. The area also developed a reputation for its craft beer, with over 15 breweries located in the Eugene-Springfield area, a number of which are award-winning. A variety of food producers are also centered in the area, including So Delicious Dairy Free, Yogi Tea, and Glory Bee Foods.

History of the Downtown Riverfront Property

EWEB, Oregon’s largest customer-owned utility, providing both water and electricity service, owned the Downtown Riverfront property for decades, acquiring the first parcel in 1908. The site served as the location of for EWEB’s primary operations including equipment repairs, materials storage, and industrial activities including steam generation and water treatment facilities, and administrative uses. Before EWEB occupied the site, most of Eugene’s first industries were located at the site, including canneries, planing mills, a flour mill, door and sash manufacturing and other industrial activities common in the late 19th and early 20th centuries.

In 2010, the majority of EWEB’s operations staff and equipment relocated to west Eugene, where its industrial activities are more compatible with neighboring uses, leaving much of the riverfront property vacant. The Agency purchased the 16-acre redevelopment property in mid-April, including the Steam Plant. EWEB continues to occupy office space in its Headquarters Building overlooking the river, and leases a portion of this building to a private firm.
Surrounding Activity
The Steam Plant is ideally located, within walking distance to downtown, the University of Oregon and its athletic venues, and other vital commercial areas. Although located in the center of the community, it lies next to high quality open space with spectacular riverfront views, including Alton Baker Park, Cuthbert Amphitheater, and the future riverfront park. From the building, one can see people fishing from drift boats on the Willamette River and bald eagles flying overhead. Most of the community’s other undeveloped areas along the Willamette River are preserved open space and parkland.

Downtown Eugene
Downtown Eugene is a dense employment center for commercial and government office development. It also offers multiple entertainment venues and restaurants. Over the last decade, the center of Eugene has seen substantial new investment in residential and commercial space.

Downtown has been a destination for entertainment for many years. Eugene hosts the annual Bach Festival and the Oregon Festival of American Music and it has its own opera and ballet companies. The Hult Center for Performing Arts provides two theatrical spaces for its ballet, opera, symphony, and other performances. Other venues also offer live performances, including the Shedd, the McDonald Theater, the WOW Hall, and Cuthbert Amphitheater. New additions to the entertainment venues including the Broadway Metro cinema, the Oregon Contemporary Theatre, and Hi-Fi Music Hall.

Downtown Eugene continues to grow as a dynamic regional destination to live, work, and play. Guided by the Downtown Urban Renewal Plan and the Downtown Plan, the Agency and City have worked with the private sector to facilitate a number of redevelopment projects. Additions include the Broadway Commerce Center, the Woolworth Building, Whole Foods, new hotels, new residential development, and new retail. Since 2010, over $200 million has been invested in Eugene’s downtown, creating a dynamic commercial/office space environment and a vibrant after-hours dining and entertainment destination.

The 5th Street Market District
The 5th Street Market is a long-standing destination retail center lying directly west of the Downtown Riverfront site and includes over 60,000 square feet of retail space. It was extensively remodeled in 2012 to include a 57,000 square foot boutique hotel. The Public Market offers a mix of locally owned retail stores and nationally recognized retail names, including Title 9 and Pendleton. The Market also has a mix of locally owned restaurants, including the acclaimed Marche restaurant. Most recently, the owner of 5th Street Market announced plans to expand the upscale shopping and hotel complex. The $60 million concept across the Pearl Street will bring new apartments, commercial space, and a hotel to the Downtown Eugene area. In addition, Homes for Good, Eugene's local housing authority, is building 50 units of affordable housing across the street from the expansion.

Federal Courthouse District
At East 8th Avenue and Mill Street, adjacent to the Downtown Riverfront property, the Wayne Morse U.S. Courthouse is an architectural landmark. Designed by architect Thom Mayne, the building won a Progressive Architecture Award from Architecture magazine. To the east, Northwest Community Credit Union Support Center was completed in 2014. The 68,000 square foot, LEED Gold building serves as the headquarters for the Credit Union and houses 150 employees, with the capacity to expand to 300. The building also has retail
space located on the ground floor. Across East 8th Avenue is a local brewpub and the Hub, which was completed in 2015 and provides housing to over 500 students. In addition, just south of the Federal Courthouse, a local development team is exploring the redevelopment potential the properties located at 8th Avenue and Mill Street. A project of G Group, LLC, and deChase Miksis Development, LLC, the team intends on developing a project consistent with the City’s goals of creating great streets, a vibrant, urban core and an inviting gateway to the downtown riverfront.

**University of Oregon**
The 295-acre campus lies east of the site. The UO offers over 300 degrees and certificate programs and has over 23,000 students and 2,000 teaching and research faculty. The academic activity at the UO brings talented researchers and students from across the globe to Eugene. Most recently, the UO just broke ground on the Knight Campus for Accelerating Scientific Impact. The Campus is an ambitious $1 billion initiative to fast-track scientific discoveries into innovations that improve the quality of life for the community. The first phase of the Knight Campus is expected to be completed by 2020. In addition to this, the UO has begun the process of master planning for the development of North Campus to accommodate essential future growth and change.

In addition to its academic offerings, the UO’s athletic program includes football, baseball, and basketball at facilities near the Downtown Riverfront site. The Oregon Ducks play football at Autzen Stadium and baseball at PK Park, on the eastern edge of Alton Baker Park, and basketball at the Matthew Knight Arena on the northeastern side of campus. The UO’s athletic department brings tourists to a variety of sporting events, and Hayward Field attracts international-caliber athletes to its track and field events.
Appendix C: Riverfront Master Plan – Land Use & Design
Requirements
Overview
The Steam Plant provides an ideal anchor among the adjacent Cultural Landscape and public open space. Design guidelines are set to both protect the architectural character of the original Steam Plant structure and its concrete-frame addition, and to allow for its adaptive reuse and the construction of an addition.

Recommendations
Uses
Commercial, institutional, multi-family residential mixed-use, community services and hospitality.

Ground level and roof outdoor terraces allowed.
Cantilevered or suspended balconies of 12 ft. minimum depth above existing main level.

Blocks
12 (Steam Plant Building)

Requirements

Height Maximums
- 55 ft. for new construction
- Vertical additions within footprint of existing building can reach 75 ft.

Build-to Lines
Required along Riverfront Street and public open space

Setbacks
As shown on Build-to Lines diagram

Step-Backs
5 ft. minimum required above 55 ft. with addition to existing structure

Uses + Construction Requirements
Refer to Use Guidelines. LEED-NC certification standard.

Ground Level
Canopies, awnings or other overhead elements required to identify use and mark entries.

Architectural Character
Maintain architectural character of the original Steam Plant and concrete-frame addition with adaptive reuse and retrofit. Cantilevered or suspended balconies allowed.

With new construction, facade articulation of 5 ft. minimum at intervals of 80 ft. maximum.
Land Use + Zoning
Allowable Uses
Restaurant Row Allowable Uses
Uses Not Allowed
The vision for the riverfront property (above) includes a vibrant mix of uses, public amenities, and public and private spaces that support the Riverfront Criteria.
Land Use + Zoning

The EWEB riverfront property currently provides administrative and operations services for Eugene’s publicly owned utility. The existing property is zoned Public Land, Light Industrial, Heavy Industrial, and as a Special District (the Whiteaker Area Plan). Site Review, Transit District and Water Resources overlays apply.

The master plan recommends the rezoning of the property to meet the vision of this master plan and public engagement process. Design guidelines give direction to the form-based aspects of redevelopment. Allowable Uses, Restaurant Row Uses, and Uses Not Allowed are identified on the following pages.

The C-2 zone designation in the Eugene Development Code Table 9.2160 Commercial Zone Land Uses provided the basis for discussions with the CAT and public regarding allowable uses and uses not allowed on the riverfront site. This zone offers a possible base zone for the Riverfront site, though the design team recommends that a special area zone be developed for the riverfront site to deal with the complexity of the context. This zone would then be applied as an overlay of standards required on the riverfront site. The Water Resource (WR) overlay and the Willamette Greenway requirements will continue to apply.

Although the MOU states that the approval of the Master Plan can proceed as a Type II application in terms of the City review and approval process, the recommended changes to the Land Use Code or to the Downtown Plan will most likely require City Council approval through a Type IV or V land use application and public hearing process.

Existing zoning and overlays for the EWEB riverfront property (above) address its current use as a utility operations yard and industrial site adjacent to the Willamette River, Whiteaker Area and Downtown Eugene.
Riverfront Property: Allowable Uses

The following uses are allowed on the riverfront property, except at Restaurant Row and the 5th and High parcel where a more limited set of allowable uses applies (see pages 168 and 92). These uses were obtained from the C-2 zone designation in the Eugene Development Code Table 9.2160 Commercial Zone Land Uses. A asterisk (*) denotes uses that requires a conditional use permit.

Agricultural
Horticultural use: field crops, orchards, berries and nursery or flower stock*

Eating and Drinking Establishments
Bar and Tavern
Delicatessen
Restaurant
Specialty Food and Beverage

Education, Cultural, Religious, Social and Fraternal
Artist Gallery/Studio
Ballet, Dance, Martial Arts and Gymnastic School/Academy/Studio
Church, Synagogue and Temple
Club and Lodge of State or National Organization
Community and Neighborhood Center
Library
Museum
School, Business or Specialized Educational Training
School, Driving
School, Elementary through High School
University or College

Entertainment and Recreation
Amusement Center (Arcade, pool tables, etc.)
Athletic Facility and Sports Club
Bowling Alley
Golf Course, Miniature Indoor
Golf Course, Miniature Outdoor
Park and Non-Publicly Owned open Space Use
Theater, Live
Theater, Motion Picture

Financial Services
Automated Teller Machine (ATM)
Bank, Savings and Loan Office, Credit Union
Continued: Allowable Uses on Riverfront Property

Government
Government services such as Fire Station or City Hall

Information Technology Services
Computer Networking (includes services and technical support center)
E-commerce (includes on-site shipping via truck)
E-commerce (excludes on-site shipping via truck)
Healthcare informatics (includes biotechnology, bioinformatics, and medical informatics)
Internet and Web Site (includes services and technical support center)
Software Developments (includes services and technical support center)

Lodging
Bed and Breakfast Facility
Hotel, Motel and similar business providing overnight accommodations

Manufacturing
Light Manufacturing
Recycling, reverse vending machine
Recycling, small collection facility

Medical, Health and Correctional Services
Blood Bank
Clinic or other Medical Health Treatment Facility
Drug Treatment Clinic – Non residential
Hospital*
Laboratory, medical, dental, X-ray
Meal service, Non-Profit
Nursing Home
Plasma Center
Residential Treatment Center

Motor Vehicle Related Uses
Car Wash
Motorcycle Sales/Rental/Service
Parts Store
Structured Parking, three or more levels not directly related to a primary use on the same development site*
Transit, Neighborhood Improvement
Transit Station, Major
Transit Station, Minor
Continued: Allowable Uses on Riverfront Property

Office Uses
Administrative, General and Professional Office
Scientific and Educational Research Center

Personal Services
Barber, Beauty, Nail, Tanning Shop
Day Care Facility (Not associated with a residence)
Dry Cleaner
Film, Drop-off/Pick-up
Locksmith Shop
Laundromat, Self Service
Mailing and Package Service
Shoe Repair Shop
Tailor Shop

Residential
Rowhouse (One Family on Own Lot Attached to Adjacent Residence on Separate Lot with Garage or Carport Access to the Rear of the Lot)
Four-Plex (Four-Family attached on the Same Lot)
Multiple-Family (3 or More Dwellings on Same Lot)

Assisted Care & Day Care
Assisted Care (5 or fewer people living in facility and 3 or fewer outside employees on site at any one time)
Assisted Care (6 or more people living in facility)
Day Care (3 to 12 people served)
Day Care (13 or more people served)

Room for Rent situations
Boarding or Rooming House
Campus Living Organization, including Fraternities and Sororities
Single Room Occupancy (SRO)
University and College Dormitories

Trade (Retail and Wholesale)
Appliance Sales/Service
Bicycle Rental/Sales/Service
Boat Rental/Sales/Service
Book Store
Computer Store
Convenience Store
Drug Store
Continued: Allowable Uses on Riverfront Property

Electrical Appliances and Supplies
Equipment, Light, Rental/Sales/Service
Fabric Store
Floor Covering Store
Furniture and Home Furnishings Store
Garden Supply/Nursery
General Merchandise (includes supermarket and department stores)
Hardware/Home Improvement Store
Healthcare Equipment and Supplies
Liquor Store
Office Equipment and Supplies
Plumbing Supplies
Retail trade when secondary, directly related and limited to products manufactured, repaired or assembled on the development site
Storage Facility, Household/Consumer Goods, enclosed
Specialty Store (e.g. gift store)
Toy and Hobby Store
Video Store

Utilities and Communication
Amateur Radio Antenna Structure
Broadcasting Studio, Commercial and Public Education
Electrical Substation
Fiber Optic Station
Pump Station
Telecommunications Tower or Facility
Water Reservoir, elevated above ground

Other Commercial Services
Building Maintenance Services
Catering Service
Home Occupation
Mortuary
Photographers Studio
Picture Framing or Glazing
Printing, Blueprinting and Duplicating
Publishing Service
Temporary Activity
Train Station*
Upholstery Shop
Veterinarian Service
Allowable Uses: Restaurant Row / 5th and High Parcel

The allowable uses at Restaurant Row and facing Train Whistle Plaza near the corner of 5th Avenue and High Street are more limited. The focus in these locations is on uses that support the development of an “active, people place.” The list of uses below was developed from the allowable uses in the C-2 zone designation, according to the Eugene Development Code Table 9.2160 Commercial Zone Land Uses.

**Restaurant Row: Ground Floor**

- **Eating and Drinking Establishments**
  - Restaurant
  - Specialty Food and Beverage
  - Bar and Tavern
  - Delicatessen

- **Education, Cultural, Religious, Social and Fraternal**
  - Artist Gallery/Studio
  - Community and Neighborhood Center
  - Park and Non-Publicly Owned open Space Use
  - Museum

- **Trade (Retail and Wholesale)**
  - Bicycle Rental/Sales/Service
  - Book Store
  - Specialty Store (e.g. gift store)
  - Toy and Hobby Store
  - Computer Store
  - General Merchandise (includes supermarket and department stores)

- **Personal Services**
  - Barber, Beauty, Nail, Tanning Shop
  - Locksmith Shop
  - Shoe Repair Shop
  - Tailor Shop

**Restaurant Row: Above Ground Floor**

- **Office**
  - Administrative, General and Professional Office
  - Scientific and Educational Research Center

- **Residential**
  - Dwellings
  - Rowhouse
  - Four-Plex (Four-Family attached on the same lot)
  - Multiple-Family (3 or More Dwellings on same lot)

- **Lodging**
  - Bed and Breakfast Facility
  - Hotel, Motel and similar business providing overnight accommodations
Riverfront Property: Uses Not Allowed

The following uses are not allowed on the riverfront property. This list was developed using the allowable uses in the C-2 zone designation, according to the Eugene Development Code Table 9.2160 Commercial Zone Land Uses. Based on the C-2 zone designation, uses considered incompatible with the vision for the downtown riverfront were excluded.

Entertainment and Recreation
- Arena, Indoors
- Golf Driving Range

Lodging
- Recreational Vehicle Park

Medical, Health and Correctional Services
- Correctional Facility, Excluding Residential Treatment Center

Motor Vehicle Related Uses
- Motor Vehicle Sales/Rental/Service excluding recreational vehicles and heavy trucks
- Parking Area not directly related to a primary use on the same development site
- Recreational Vehicles and Heavy Truck, Sales/Rental/Service
- Repair, includes paint and body shop
- Service Stations, includes quick servicing
- Structured Parking, up to two levels not directly related to a primary use on the same development site
- Tires, Sales/Service
- Transit Park and Ride, Major
- Transit Park and Ride, Minor

Residential
- One-Family Dwelling
- Duplex (Two-Family Attached on the Same Lot)

Trade (Retail and Wholesale)
- Agricultural Machinery Rental/Sales/Service
- Equipment, Heavy, Rental/Sales/Service –includes truck and tractor sales
- Manufactured Dwelling Sales/Service/Repair

Other Commercial Services
- Collection Center, Collection of used goods
Appendix D: Criteria for Evaluation of Proposals

This criteria will be used to evaluate proposals during the selection phase. The criteria listed below are meant to express preferences – projects will not be required to demonstrate all the criteria to be considered for selection.

Use.
The end use should maximize the Steam Plant’s potential and serve as a key destination in the Downtown Riverfront area. The preferred project will redevelop the building to:

- Provide a use or uses that are aligned with the EWEB Riverfront Master Plan’s vision of an active and vibrant downtown riverfront that reflects the Eugene community;
- Serve as an anchor in the Downtown Riverfront, attracting people to the area and generating economic, social, and cultural vibrancy;
- Support inclusive uses that will benefit the broader community;
- Incorporate elements that contribute to an inviting and safe pedestrian environment;
- Incorporate a use compatible with adjacent developments and park, urban, and riparian contexts; and
- Provide a parking assessment and a plan to accommodate the parking and transportation needs of the proposed uses.

Timeliness & Feasibility.
Preferred concepts will include:

- Reasonable timeline;
- Demonstrated understanding of market potential for the proposed concept(s); and
- Reasonable project budget that minimizes need for public assistance.

Additional Public Benefits.
Preference will be given to projects that:

- Present a holistic vision for the parcel that is compatible with existing, recent, and anticipated development nearby;
- Honor historic and architectural significance of the building, including coordination with the State Historical Preservation Office (when and if needed), and incorporate elements that help tell the story of the building’s history;
- Include some indoor and/or outdoor public space accessible to the broader community;
- Positively impact and protect the surrounding environment and riparian areas;
- Integrate art or opportunities for public creativity;
- Incorporate uses which further Eugene as a creative and entrepreneurial hub;
- Include a plan to re-use or salvage materials at all stages of the redevelopment process;
- Complement riverfront park and downtown riverfront development;
- Serve as an iconic link between University of Oregon and Downtown; and
- Demonstrate intention or plan to solicit services from local contractors and/or Minority and Women-owned business enterprises; and
• Description of interest and willingness to work collaboratively with the Agency and City on potential use of site as temporary venue for community activities and engagement associated with Oregon 21 (IAAF World Championships).

**Consistency with City Policies and Goals.**

The Riverfront Urban Renewal Plan, Downtown Plan, and the EWEB Riverfront Master Plan are the primary policy documents that guide public and private redevelopment in the Downtown Riverfront area. Other plans and policy documents also provide guidance including Envision Eugene and the Community Climate and Energy Action Plan. Any proposed development concept must be consistent with the policies and goals for the downtown riverfront as reflected in these documents.
Appendix E: Steam Plant Disposition Process

Agency Board Action 3/14: *Move to direct the Agency Director to work with the River Guides and others to prepare a draft RFP for the disposal of the steam plant and to schedule a work session with the Agency Board to discuss the draft RFP’s criteria and process.*

- Staff solicits feedback on draft criteria and process from:
  - Downtown Neighborhood Association
  - Historic Review Board
  - Sustainability Commission
  - Williams and Dame
  - Obie Companies
  - Cultural Services Department.
- River Guides reviewed draft criteria and process; they agreed that the primary goal of this process should be the adaptive re-use of the building and supported the draft process and criteria. Their recommendations are reflected in the Agency Board materials. (4/17)

Agency Board 4/23: *Action on draft RFQ/RFP Criteria and Process*

**Qualifications Phase**
- Agency issues RFQ May 3
- **Qualification Responses due June 11 at 5pm**
- River Guides review responses and recommend next steps to Agency Director for the proposals phase.

**Proposals Phase**
Depending on the type and number of responses to the RFQ, proposals could be solicited through options such as: a formal competitive RFP, a limited RFP, interviews, or presentations.

**Selection Phase**
- Community Outreach
  - Riverfront Park Outreach Events
  - Cultural Services Events
  - Online
  - Other events
- River Guides evaluate responses and community comments and make recommendation to Agency Director and Board – target: Summer/Fall

Agency Board TBD: *Review responses; select team; take action authorizing Agency Director to negotiate deal points (target: Fall)*

Agency Board TBD: *Action on deal points with selected team (target: Fall/Winter)*