



# EUGENE DOWNTOWN PLAN



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Adopted April 12, 2004

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Public participation was a critical element in the framing of this plan. Special thanks to the hundreds of citizens who participated in public workshops and discussions for the Downtown Vision, the Courthouse District Concept Plan, North End Scoping Project and other downtown planning activities. For more information or additional copies of this plan, please contact the City of Eugene Planning Division, at 541-682-5481.

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# INTRODUCTION

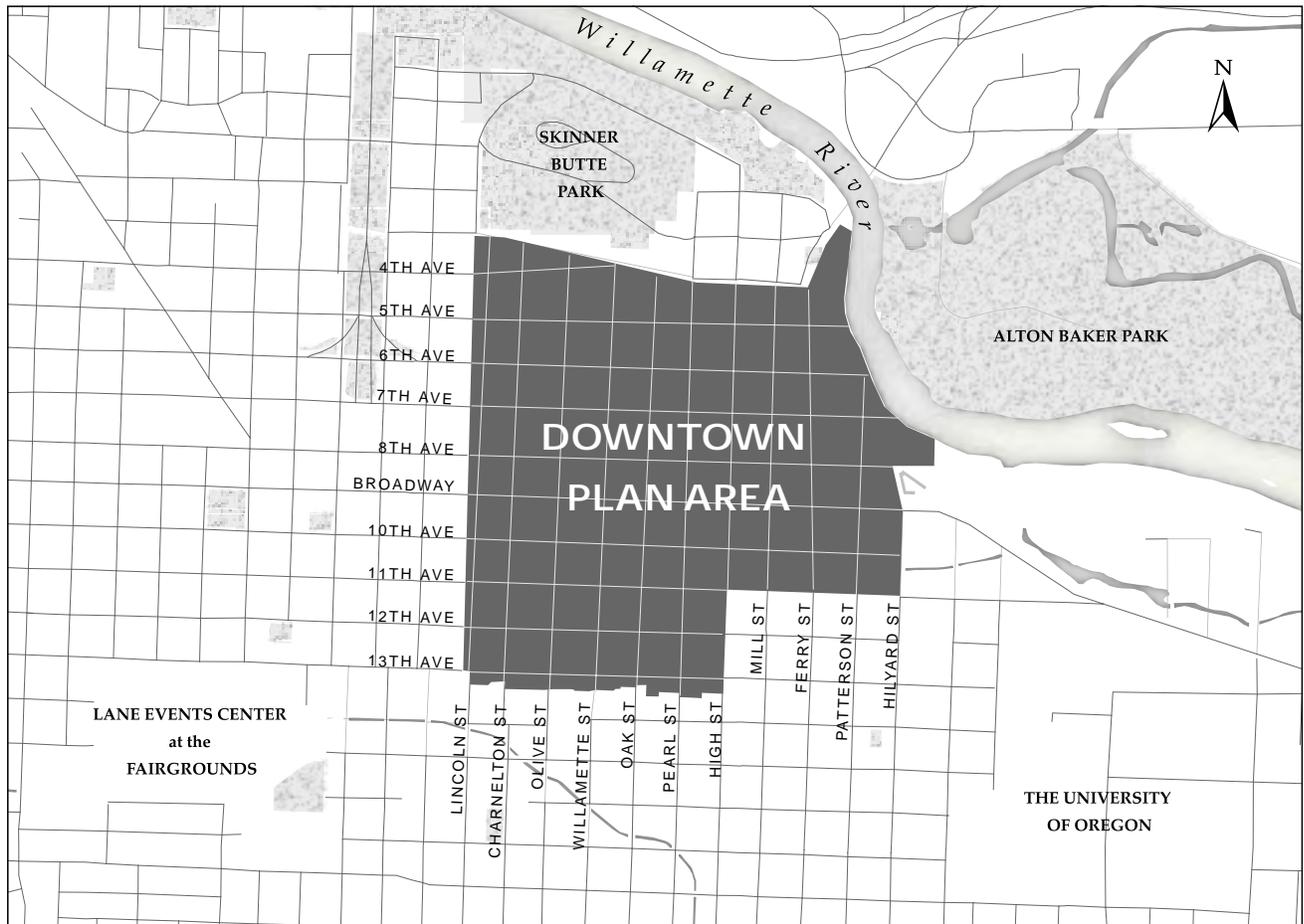
***Downtown Eugene is the heartbeat of activity in Lane County.*** Downtown is our civic center and the economic, cultural and governmental focus of the region. Downtown is the place where a wide range of people come for work, celebration, commerce, entertainment, and living. This combination of economic and social activity creates the vitality of downtown, the identity of our city, and the strength of our regional economy.

This plan focuses on the character of our downtown as a special place, and presents ideas and policies regarding current conditions and desired changes. This plan renews our vision for downtown, and builds on momentum and enthusiastic community support for a strong and active urban center.

Downtown Eugene is bounded by neighborhoods, parks, and the Willamette River.

Two central themes run throughout this document. First, the City will **reinforce downtown Eugene as a strong regional center.** City officials will work closely with property owners, developers and community members to bring about a diverse, dense and economically strong urban center. The City will encourage the transformation of vacant and underutilized sites and support the development of commercial, residential, and cultural activities.

Second, the City will **strengthen downtown as a cultural center and the center of community life.** The City will coordinate with public and private developers to create special places downtown. The City will establish a network of great streets downtown that links parks and plazas, cultural and commercial activity areas. The City will create **a walkable and memorable downtown, a downtown of short distances and inviting destinations.**



## Background

The previous Eugene Downtown Plan was adopted in 1984 and reflected the issues and challenges of that time. Since then, numerous plans and studies focused on downtown, calling for significant public and private investment. Some of this energy and focus was reactive, a response to the changes in downtown shifting from a retail-based market to an employment-based market. Much of the work has also been strategic, a concentrated effort to strengthen downtown by introducing more housing and capitalizing on key development opportunities, such as Broadway Place, the new Eugene Public Library and the new Federal Courthouse.

In 2000, the Eugene City Council appointed a Committee for Greater Downtown Visioning to develop a vision for downtown. The vision that emerged promoted downtown as a thriving, active urban center with ties to our rich natural heritage, a variety of intermingled activities, and safe, inviting streets. In 2001, City Council accepted the *Vision for Greater Downtown Eugene* and directed staff to use it as the basis for an updated Downtown Plan.

This current plan for downtown incorporates the Vision into a framework for public and private decisions affecting downtown in the future. The plan builds on previous plans and studies. A list of this previous work is included in the Appendix.

## Downtown Plan Study Area

The Downtown Plan study area includes the downtown core and immediate adjacent areas. The study area overlaps with three neighborhood refinement plan areas, the Whiteaker Plan, the West University Refinement Plan, and Jefferson/Far West Refinement Plan. Where the policies of this plan conflict with adopted policies in previous plans, this most recent plan prevails.

## Organization of this Plan

The plan includes nine related elements, each a fundamental aspect of downtown urban vitality and economic strength:

- I. Strong Regional Center
- II. Building a Downtown
- III. Great Streets
- IV. Special Places
- V. Living Downtown
- VI. Downtown Riverfront
- VII. Cultural Center
- VIII. Safe Civic Center
- IX. Getting Around Downtown

The discussion of each element includes policies, implementation strategies, and examples of possible projects. Only policies are adopted by the City Council.

**POLICIES** are statements to articulate and move the community towards its goals. With the exception of Policy IV 3, relating to EWEB's riverfront property, the policies in the Downtown Plan are aspirational, and cannot be the basis for denial of public or private proposals regarding change in the downtown.

**IMPLEMENTATION STRATEGIES** are tactics to address the policies. Implementation strategies often require coordination between city departments or divisions.

**PROJECTS** are examples of specific actions that the City may choose to undertake or participate in. The list in this plan is neither definitive nor comprehensive; projects are often contingent on public funding and development opportunities.

## Use of this Plan

The policies, implementation strategies and projects in the plan comprise the basis of a Downtown Work Plan, including short- and longer-term coordinated work activities to be implemented over time based on City priorities and available funding.

In addition, this plan will be used to guide public and private decisions regarding change in downtown, including:

- Administration, creation and prioritization of City programs and services impacting downtown;
- Review of City regulations or ordinances to support desired development downtown;
- Review of other plans and policies that affect downtown;
- Preparation of the City's Capital Improvement Program; and
- Response to public and private development proposals.

This plan will help the community make choices about the future of downtown, since the entire community has a role in revitalizing our downtown. It is the intent of the plan to inspire investor confidence, not only in terms of financial capital, but also through time, talent, and commitment to a thriving urban center. The plan reinforces our vision for the heart of our city, our ever-changing, ever-evolving downtown.



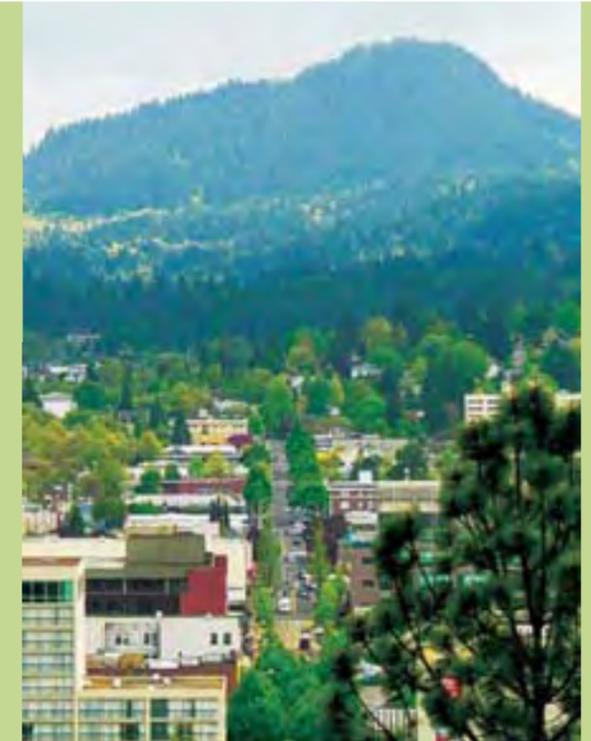
An early view of downtown Eugene, looking south along Willamette Street from Skinner Butte.



PHOTO BY JURETA NEDRER  
REPRODUCED WITH PERMISSION BY OPANI



The policies and ideas in the Downtown Plan promote a vision for a **strong, active, distinctive urban center.**



## Concept Plan for **DOWNTOWN EUGENE**

# Great Streets, Special Places!

The plan will help the City make **choices for the future.**

The plan commits the City to a **strategic, collaborative approach** to strengthening downtown by:

- Creating partnerships.
- Working with private developers.
- Using economic tools to leverage desired development.

And reinforcing the **character and culture** of downtown by:

- Encouraging public art.
- Promoting nearby nature areas.
- Planning for a downtown riverfront.
- Giving priority to **great streets and special places.**

4TH AVE  
5TH AVE  
6TH AVE  
7TH AVE  
8TH AVE  
BROADWAY  
10TH AVE  
11TH AVE  
12TH AVE  
13TH AVE

LINCOLN ST  
CHARNELTON ST  
OLIVE ST  
WILLAMETTE ST  
OAK ST  
PEARL ST  
HIGH ST  
MILL ST  
FERRY ST  
PATTERSON ST  
HILYARD ST



# STRONG REGIONAL CENTER

*Downtown is the premier location for major commercial, governmental and cultural activities for Eugene, Lane County and the southern Willamette Valley.* Downtown has the largest concentration of employment in the region, with thousands of employees in the city center five days a week. Downtown Eugene is home to municipal, county, state, federal and other professional offices patronized by citizens from all corners of the metropolitan area. Most of the region's financial institutions are headquartered downtown, with branches located throughout the city. Major activity centers are located just outside of the downtown core, including the University of Oregon and the Lane Events Center at the Fairgrounds. Both are easily accessible by foot, bike, public transit or car from downtown. Land use policies, as well as technology, transportation infrastructure and other critical services are in place to strengthen and expand the role of downtown Eugene as the regional center.

## Commercial Activities

Downtown Eugene has historically served as the business center in the Eugene-Springfield metropolitan area. Like many other cities, downtown Eugene has evolved from an economic center of industrial uses and anchor retail stores to a center for professional and government services. Approximately 15,000 people work in the



The Citizen's Building, a ten-story office building in the commercial core of downtown.



Originally a strong retail center, downtown has become the employment center for the region. Photo circa 1950.

downtown area. Over the past twenty years, downtown employment and the volume of downtown office space has increased dramatically. The majority of all office space in Eugene is currently located downtown.

Commercially zoned properties in downtown Eugene have some of the highest land values in the metro area. Commercial activities benefit from the central location and the concentration of other business and government activities in the downtown core. Downtown office buildings in particular are among the highest value development in the region, strengthening the economic base for downtown. Dense commercial office development generates significant employment opportunities and pedestrian activity, which in turn supports retail, restaurants, cultural and entertainment venues.



The Eugene Public Library – the pride of the entire community.

## Cultural Center

Downtown is the location for major cultural events. Regional attractions such as the Oregon Bach Festival, the Oregon Festival of American Music, local opera, symphony and ballet companies perform downtown at the Hult Center and the Shedd Institute for the Arts. Smaller theatres, art galleries and related arts activities are also centered downtown. Downtown has significant examples of public art, including sculptures, fountains, decorative paving and building ornamentation. These creative activities and works of art reinforce downtown's character and economy.

## Civic Center

Downtown is both a regional center, and the civic center of our community. Public offices belong downtown, including state, federal and local institutions, as well as non-profit organizations. The new library, relocated to the downtown core from its previous location south of 13th Avenue, receives over 1,000,000 visitors per year. City Hall, the Lane County Courthouse, and the new Federal Courthouse are all located on 8th Avenue. Other uses such as existing and future downtown fire stations, the downtown LTD Eugene Station and numerous state and federal offices support the multi-faceted civic character of downtown. The Eugene Convention Center draws people downtown from the city and the region for a multitude of conferences and events, both public and private.



An illustrative view of the new Federal Courthouse, which will serve all of Oregon outside the Portland area.



Jennifer Choi performing at the Shedd Concert Hall at OFAM's 2003 Zorn Fest.

Photo by Kent Peterson

## Educational Activities

Located east of downtown, the University of Oregon is home to 20,000 students. The U of O is a strong component of the identity of downtown as well as the entire community. Other education facilities, such as Northwest Christian College, Pacific University, Lane Community College's downtown campus, and the U of O's Baker Center are in or near downtown. The large number of students contributes diversity and vitality to downtown and supports businesses and employers. The City encourages downtown development that is compatible with this educational community.

## Policies

1. Build upon downtown's role as the center for government, commerce, education and culture in the city and the region.
2. Downtown development shall support the urban qualities of density, vitality, livability and diversity to create a downtown, urban environment.

## Implementation Strategies

- A. Help employers locate, remain and expand downtown by targeted use of economic tools and incentives.
- B. Work with individuals, service and advocacy groups such as the Chamber of Commerce, the Convention and Visitor's Association of Lane County (CVALCO), leasing agents, builders, and Downtown Eugene, Inc. to attract high density commercial and residential development downtown.
- C. Promote multi-story, mixed use structures downtown through financial incentives or code amendments.
- D. Work with local, state and federal offices to locate, remain or expand in downtown.
- E. Promote visitor and convention use of existing facilities in or near downtown, including exhibit and meeting spaces, lodging and restaurants.
- F. Work with major medical providers to locate their facilities in and near downtown.
- G. Encourage education-related development downtown, such as student housing and support services.

## Projects

Examples of possible projects that address the implementation strategies:

- Locate a headquarters or regional office facility downtown.
- Expand the square footage of convention facilities downtown.
- Provide incentives for the location of medical facilities downtown.
- Provide incentives for the redevelopment of the Sears site for a multi-story office building.
- Coordinate with the U of O to locate university offices downtown.



A view from Butte to Butte, an image of downtown taken from Skinner Butte with Spencer Butte in the distance.



# BUILDING A DOWNTOWN

*Downtown Eugene operates in a regional economy.* In order to maintain the economic strength of downtown, the City will take a proactive role in promoting the desired dense, high quality development and targeted investment downtown. The City will prioritize public actions that support downtown development by working closely with developers, leveraging economic tools and City-owned property to achieve desired results. The City will be poised to act on opportunities and challenges as they arise.



The office building at 10th and Mill includes high quality materials, a prominent entry, and use of public art.

## Capitalize on Development Opportunities

The City's ability to capitalize on development opportunities represents the best prospect for bringing the vision expressed in this plan to reality. This plan provides the policy framework that supports appropriate development in downtown. This plan also emphasizes the flexibility and commitment to respond to unanticipated opportunities.

As change occurs with business relocation and expansion, new development opportunities arise. The City will be responsive to the needs and opportunities that these changes represent. Many of the strongest downtown developments in the last twenty years were not predetermined in the previous plan for downtown. Examples include Broadway Place, the Shedd Institute for the Arts, LTD's Downtown Station, and the location of the new library. But the City has worked to be prepared for such opportunities, to facilitate and expand desired development downtown. **The Dozen Downtown Development Opportunity Areas map on page 45** indicates the location of some of these potential sites.

## Building Partnerships

The City cannot be a passive or isolated player in building our downtown; a proactive, collaborative, strategic focus is essential. The City will work with developers and landowners to facilitate projects that build an active, inviting, economically strong downtown. Partnerships and a collaborative work ethic are necessary within the City workforce as well. The City will strive to ensure that every level of the City organization involved in public projects or project review downtown works together in support of the vision for downtown.

The financing for High Street Terrace, a residential high-rise with ground floor commercial uses, included a Multiple Unit Property Tax Exemption (MUPTE).





Parking remains a key economic tool in encouraging and guiding development. The Pearl Street garage includes a commercial use on the ground floor.

## Financial Tools

The targeted use of economic development tools is a key part of the City's commitment to a vital downtown. Market conditions often result in higher costs for downtown development, due to a variety of financial constraints and barriers such as assembling smaller parcels for larger projects, higher land costs, vertical and mixed-use construction costs and parking needs. However, development in the core area of the city places less impact on infrastructure and transportation systems, which is ultimately less expensive and more sustainable over the long run. Yet the viability of each individual development project is primarily driven by project cost and risk. Therefore, when the cost and complications of development downtown is greater, development will inevitably occur outside of the downtown area.

The City will strategically use collaborative and financial tools to counter these market conditions and influence the location, character and density of development. Collaborative tools focus on technical development assistance such as reviewing projects or working to promote a more favorable lending environment. These tools often have timing and cost implications, such as fast tracking permits or providing fee assistance.

Financial tools include revenue for development projects or incentives from a variety of sources, as listed below. **The Downtown Financial Tools map shown on page 46** indicates the location of those tools that are geographically based, including the urban renewal districts.

Typically, the purpose of economic tools is to close the gap between the development costs in the downtown core and development costs outside of downtown. Incentives can be used to encourage retail activity and improve the architectural

character of new or redeveloped properties. The focused use of these tools materially impacts the location and quality of development, and the image of downtown Eugene as a place to do business and to live.

### • Urban Renewal Districts

Tax increment revenue generated through the two urban renewal districts in downtown is the primary financial tool for downtown projects. This revenue can be used for a wide range of development purposes within each district, from land acquisition to renovation and façade improvements. The City's Urban Renewal District Plans include the requirements of the districts and list examples of downtown-related projects.

### • Commercial Revitalization Loans

Urban renewal revenue can be used to make loans for building rehabilitation, renovation, facade improvements, historic preservation, tenant improvements, accessibility and general property improvements within the Downtown Urban Renewal District.

### • Multi-Unit Property Tax Exemption (MUPTTE)

The program offers a ten-year property tax exemption for the construction of new multi-unit rental or ownership housing within an eligible boundary.

### • Vertical Housing Development Zone

The program offers a ten-year tax exemption on mixed-use projects within an eligible boundary that include housing above ground floor commercial.

### • New Markets Tax Credits

This is a federal program that uses funds generated from tax credit sales for economic development.

### • Community Development Block Grant (CDBG)

Funds received from the federal government each year can be used for activities such as job creation, elimination of slums and blight, and accessibility improvements.



The former industrial landscape of the Agripac Cannery will be transformed by new uses.

- **HUD 108 Loan Guarantee**

This federal program allows communities to borrow up to five times their annual CDBG allocation in order to fund eligible CDBG projects.

- **Fee Assistance and Permit Fast-Tracking**

Waiving or reducing the cost of permit fees or System Development Charges (SDCs), or fast-tracking the permit process, can be used to offset the higher cost of developing downtown.

- **Revenue Bonds**

An existing revenue source (i.e. urban renewal tax increment) can be used to generate larger amounts of up-front funding that is paid back over time.

- **General Obligation Bonds**

A voter approved property tax levy is used to generate up-front funding for specific capital improvement projects.

- **Local Improvement Districts**

Infrastructure improvements such as streets and sidewalks are paid through property owner assessments.

- **Parking**

New and existing public parking can be used to assist private development downtown. Easily available parking encourages downtown business and cultural activities, and creates a positive experience and perception of downtown.

## Facilitating Development

The City's role in facilitating development is multifaceted. Planning activities, such as insuring that appropriate zoning are in place downtown, set the stage for desired development. Currently, a number of base zones and overlay zones are in place downtown, including two commercial zones, the Transit Overlay District, and the Broadway Design Standards. All zoning regulations for downtown should be reviewed to look for ways to simplify

and expedite development downtown. In addition, there are underused and vacant sites throughout downtown. Some of these parcels are not designated for commercial use in the Metro Plan, or are designated commercial but not commercially zoned. These sites, which include surface parking lots downtown, need to be redesignated or rezoned to allow for the commercial redevelopment envisioned in this plan.

## Design Quality

Well designed projects create an inviting urban experience and strengthen the overall desirability of downtown in the regional marketplace. Design quality is not dependent on a particular architectural style. It requires an understanding of the elements of buildings necessary to create public spaces that contribute to urban vitality and civic life. Successful project designs typically demonstrate the following principles:

- Use high quality materials, particularly on the first floor;
- Incorporate works of public art;
- Promote active first floor uses;
- Provide prominent entries facing public streets;
- Place buildings close to the sidewalk;
- Respect the context and character of adjacent historic buildings.

Design standards are currently in place in the Land Use Code for commercial and multi-family residential projects. Incentives may be needed to assist high quality development in downtown. Examples include a loan fund for awnings, outdoor seating, historic renovation, or additional streetscape amenities.

## Policies

1. Actively pursue public/private development opportunities to achieve the vision for an active, vital, growing downtown.
2. Use downtown development tools and incentives to encourage development that provides character and density downtown.
3. Facilitate downtown development by re-designating and rezoning underutilized properties, such as surface parking lots, to a commercial land use designation and a commercial zone such as C-2 or C-3.

## Implementation Strategies

- A. Facilitate desired development by providing financial incentives and resources.
- B. Amend the Riverfront Research Park Urban Renewal Plan to expand the boundaries and extend the district's life. Use it to facilitate desired development, particularly in the courthouse and riverfront areas.
- C. Expand the use of revenues in the Downtown Urban Renewal District in order to provide financial tools and incentives for desired development within the district.
- D. Establish a new Downtown Urban Renewal District to better capitalize on commercial and housing development opportunities in the areas immediately outside of the existing core-area downtown urban renewal district, and between the downtown core and the emerging courthouse development area.
- E. Develop a differential city fee structure or subsidy of fees for downtown development.
- F. Perform a regulatory audit to identify impediments to achieving higher density, mixed-use development and redevelopment downtown.
- G. Identify and facilitate infrastructure improvements as a public incentive for private development.

- H. Create a single zone to unify the downtown core, including the new Federal Courthouse and riverfront areas. Consider amendments to an existing commercial zone, such as C-2 or C-3, and overlay zones such as/TD, /ND, and the Broadway Overlay Zone.

## Projects

Examples of possible projects that address the implementation strategies:

- Provide incentives for the redevelopment of the vacant Bon Marche/Symantec building and vacant Centre Court building.
- Promote dense, mixed-use developments on the surface parking lots located at Broadway and High Street and Broadway and Pearl Street.
- Issue request for proposals for purchase and development of the City-owned property adjacent to the new Federal Courthouse site.
- Provide incentives for façade improvements and redevelopment of retail spaces on Broadway between Willamette Street and Charnelton Street.
- Work with private property owners towards the redevelopment of the commercial warehouses on 8th Avenue in the courthouse area.



The Federal Courthouse on 8th Avenue will be a catalyst for redevelopment of this area of downtown.

# GREAT STREETS

*Great Streets connect special places with safe, convenient and interesting routes.* They are pedestrian-oriented in design and appearance, with retail and other active ground floor uses. They accommodate bicycles, slow-moving automobile traffic, on-street parking and emergency vehicles. Great Streets are places people choose to walk along and return to.

The concept of Great Streets was one of the most strongly supported ideas in the *Vision for Greater Downtown Eugene* as a way to characterize downtown and focus public attention and funding. These Great Streets will be the basis of a walkable downtown network that encourages pedestrians and retail activity.

Historically, Broadway and Willamette were the important commercial streets downtown. Both 5th and 8th Avenues were key streets, one for market activities and one for civic uses. Part of what makes these streets great is their connection to places that are important in the history of our community, reinforced by building design and the location of public art. All four of these streets need to be designed as urban open space, to transcend the function of moving traffic and flourish as pedestrian routes and destinations.

A public improvement strategy will be created to reinforce the special character of each Great Street. Improvements will include elements such as special paving, street trees, and street furniture. Design guidelines are already in place for buildings that front Broadway between Oak and Charnelton. Similar guidelines should be extended to all the Great Streets to promote high quality, pedestrian orientated design. Commercial signs or signs for information, direction, or public safety need to be well designed and placed along these streets to add to the sense of purpose and activity but not increase the visual clutter.

## Willamette Street

Willamette Street is the historic main street of Eugene. Although the historic buildings clustered at Broadway and Willamette are gone, the street remains the significant commercial street in downtown. Several blocks along Willamette have been improved with the removal of the

pedestrian mall, but a unifying concept for the portion of this street between 5th and 13th Avenues still needs to be developed and implemented.

Willamette Street opens onto the plaza at Broadway and Willamette and the Hult Center Plaza. The City should consider changes to the Hult Center Plaza to enhance the visual connection between

Skinner Butte and Spencer Butte, and if possible, allow access for transit and emergency vehicles. The north end of Willamette Street terminates at the train depot. A pedestrian connection across the railroad tracks to Skinner Butte Park has been desired for many years and should be vigorously pursued.



Looking north on Willamette Street, the original "Great Street" of Eugene.



Well designed storefronts enhance pedestrian places, such as along 8th Avenue.

## Broadway

The pedestrian ambience along parts of Broadway is among the best downtown. It is consistently ranked as a favorite retail location for window shopping and dining. Ground floor retail, restaurants, and sidewalk activities such as outdoor cafés are specifically encouraged along this street.

In 2002, Broadway was reopened to accommodate automobiles, with enhanced public spaces and pedestrian amenities. The redesign honors the unique role of this street as a public venue for such events as the Eugene Celebration and First Night. Improved pedestrian crossings at Broadway and Mill are included in the planned transportation improvements for the Courthouse District. These improvements are opportunities to create a gateway into downtown from State Highway 99 (Franklin Boulevard).



The design of Broadway accommodates slow moving vehicles, and provides comfortable space for pedestrians.



Eugene City Council Chambers in the courtyard of City Hall on 8th Avenue at Pearl.

## 8th Avenue

Historically, 8th Avenue has functioned as a “Civic Street.” It is the location of the Park Blocks, originally including all four corners of 8th and Oak. The 1875 City Hall, which included a jail and firehouse, and the Lane County Courthouse were all located on 8th Avenue. This avenue is still the location of major public buildings, including City Hall and the County Courthouse. The new Federal Courthouse will continue this tradition, with its location on 8th Avenue east of Mill.

The civic character of 8th Avenue should be reinforced through a linked series of existing and planned open spaces. These include the Park Blocks, Cannery Square in front of the new Federal Courthouse, the Millrace, and a proposed riverfront plaza. The City has begun the process of creating a concept for a civic center, including a new City Hall and police headquarters, possibly with other local government agencies. The preferred location for the new civic center is on 8th Avenue, between the Park Blocks and Mill Street, either on the existing City Hall site, or on a block facing 8th Avenue in the immediate vicinity.

## 5th Avenue

Eugene’s 5th Avenue was an early market street. Today, the downtown urban quality of 5th Avenue stretches from Charnelton Street to High Street. A variety of uses and unique building types are located on this street, ranging from trendy shops and restaurants to the Lane County jail. Existing historic buildings along 5th Avenue have been adapted for modern uses, including the Farmers’ Union Building, the Lane Hotel, the Granary, the Oregon Electric Station, and the 5th Street Public Market.

This avenue has its own retail character and historical identity, different from the other Great Streets, due to the varied building types, setbacks and activities. Design guidelines for 5th Avenue need to respond to the quirky and fragmentary quality of the avenue, the historic context, and the development potential that exists along its length.

These guidelines need to stress filling in the gaps along the street and encouraging buildings with minimal setbacks and parking in the rear.

Currently, 5th Avenue ends at the railroad tracks at High Street, with pedestrian access to the riverfront only through a small path in EWEB's parking lot. An improved connection is needed to provide visual and physical access to the Willamette River and the riverfront path system.

## Downtown Gateways

All four Great Streets provide major entrances into, not just through, downtown. These entrances should be distinct to signify these streets and to reinforce the identity of downtown. A creative solution including public improvements such as landscaping and artful direction and information signs should be crafted for each key location.



Broadway Market, on Broadway at Olive Street. Great streets are great people places.

## Policies

1. Emphasize Broadway, Willamette Street, 5th and 8th Avenues as Great Streets through public improvements and development guidelines. Include portions of these streets as follows:
  - Willamette between 5th and 13th Avenues
  - Broadway between Lincoln and Hilyard
  - 5th Avenue between Lincoln and High Street (with potential extension to the Willamette River)
  - 8th Avenue between Willamette Street and the Willamette River
2. Strongly encourage the location of significant municipal, county, state and federal buildings along 8th Avenue.

## Implementation Strategies

- A. Develop a separate design strategy for each Great Street. Include street improvement elements such as: public art, special planting schemes, center medians, street lamps, benches and kiosks, banners and street, information and building signs.
- B. Develop design guidelines for buildings along the Great Streets. Include elements such as setback, quality of materials, design of first floor, and treatment of parking.
- C. Link Great Streets to important public places, including urban plazas and open spaces.
- D. Seek funding and develop a plan for a new City Hall and police station along East 8th Avenue.

## Projects

Examples of possible projects that address the implementation strategies:

- Implement street improvements for 8th Avenue, with public art elements, special light standards, signs and street furniture.
- Implement a design study and possible acquisition of land to make a stronger pedestrian connection from 5th Avenue to the riverfront.
- Create a pedestrian connection across the railroad tracks between the end of Willamette Street and Skinner Butte.
- Provide a loan fund for façade improvements along West Broadway.
- Include signs, public art and landscaping at the gateways to downtown along Broadway and Willamette.
- Begin site analysis of possible locations along East 8th Avenue for a new City Hall and police station.



Great Streets accommodate pedestrians and slow moving traffic – and the occasional duck.

# SPECIAL PLACES

*Special places for economic and social interactions create the vitality needed for a true downtown environment.* Downtown is a collection of special places, including buildings, plazas and parks. These special places are a fundamental component of urban vitality. They draw people downtown for their unique character, intensity and variety of activities.

These special places for commerce or recreation reinforce downtown's unique character, based on local history and civic traditions. Not coincidentally, these places are generally located along the Great Streets of Eugene and feature works of public art. These places must be inviting and easily accessible throughout downtown, for planned and serendipitous encounters, for special times and for every day.

## Special Places Downtown

### The Park Blocks

The Park Blocks are the heart of downtown Eugene, the city's stage for celebration and commerce. They are used on a daily basis as an urban oasis, and they are filled with people during times such as the Saturday Market and Farmers' Market. Strategies



The Park Blocks – downtown's gathering place.



Members of The American Music Institute's Song and Dance Camp performing at 5th Street Public Market.

Photo by Sandra Dominguez

to maintain the Park Blocks as the ceremonial center of the city should include consideration of areas that were historically part of the original park, including all four corners of 8th Avenue and Oak Street. Buildings surrounding the Park Blocks are encouraged to maintain or develop street level active uses to contribute to the activity and safety of the Park Blocks.

### Broadway Plaza

Located at the historic crossroads of Willamette and Broadway, Broadway Plaza was designed to provide a special place in downtown. It is used on a regular basis for sitting, eating and talking with friends. It is transformed on special occasions into an outdoor theatre for large public events. It showcases public art, including special paving, the Four Seasons sculptures, and carefully crafted ceramic tiles. An enhanced connection between Broadway Plaza and the Park Blocks is needed to create a prominent pedestrian path between these two downtown destinations.

### Hult Center and Shedd Institute for the Arts

The Hult Center and the Shedd are significant cultural destinations. Performances at both locations bring citizens and visitors to downtown from all over the community and region. The Hult Center Plaza is packed with people during events such as the Eugene Celebration or free performance previews. The Shedd is a recent and wonderful addition to downtown, housed in the former First Baptist Church. This architecturally significant structure is located on Broadway, close to restaurants and shops. In addition to concerts and performances, the Shedd offers instruction and workshops in the arts.

The original Carnegie Library in downtown Eugene, which opened in 1906.



### Eugene Public Library

Our new downtown public library has become a very special place for the community. The library includes both indoor and outdoor public plazas, children's activity area, public meeting rooms, a café and a used bookstore. Public art is located throughout the building and exterior spaces. The library draws people of all ages downtown, for events and activities and the simple pleasure of finding a book to read.

### The River

The Willamette River is a treasured recreational and environmental asset, and should be a fundamental aspect of the identity and vitality of our city. The EWEB fountain and riverfront plaza is one of the few points of access to the river in downtown. Access to the riverfront from downtown will be enhanced as neighboring areas develop and 5th and 8th Avenues are improved as Great Streets. The plan supports the creation of a carefully designed at-grade crossing of the railroad tracks at 8th Avenue, with an inviting civic destination where 8th Avenue leads to the river's edge. Development and activities along the riverfront should support the use of this special area as an urban recreational resource. Views of the river from adjacent developed areas should be emphasized.

### The Millrace and Cannery Square

The Millrace is a visible reminder of the city's industrial beginnings. Only a portion of the Millrace is an exposed waterway; the remainder is in a culvert at the end of Ferry Lane, west of Patterson Street until it reaches the Willamette River through the EWEB property. Recent planning efforts around the new Courthouse reinvigorated ideas for the Millrace to provide an above-ground pedestrian path to the river. Design concepts and

cost estimates for Millrace improvements vary widely. This plan supports the concept for full daylighting of the Millrace, between the existing surface waterway ending at Ferry Lane and the outfall on the EWEB property.

Cannery Square is the name proposed for the public space envisioned near the corner of Ferry Street and 8th Avenue, in front of the new Federal Courthouse. This space will be designed as part of the improvements to the courthouse area and may include Millrace improvements. Cannery Square is envisioned as part of the sequence of public spaces along 8th Avenue leading from the Park Blocks to the river.

### Nearby Open Spaces

Downtown is bordered by a wealth of extraordinary open spaces - Skinner Butte Park, Alton Baker Park, and the extended Willamette River Greenway park system. These places provide great views of the city or the river, and opportunities for outdoor recreation. Activities such as biking, canoeing, kayaking, even rock climbing and bird watching take place directly next to Eugene's commercial core.

Eugene's unique community identity and quality of life are intricately bound to these nearby nature areas. These areas complement the urban experience downtown. They become even more critical as density and intensity of uses increase in the downtown core. These areas must be easily visible and accessible from many points downtown. They should be promoted as a key element in the marketability, economic viability and livability of downtown.



Downtown is bordered by wonderful parks, close enough for a lunchtime stroll.



5th Street Market – located on 5th Avenue –was originally a poultry processing plant. Now it is a key downtown destination for dining and shopping.

### 5th Avenue Area

The 5th Street Market is one of the best loved and most successful places downtown. It is a downtown destination for workers, residents and visitors. A number of other popular places are located along 5th Avenue, including shops and restaurants. Rehabilitation of the train depot at the north terminus of Willamette Street just north of 5th Avenue is underway. Future improvements may include a railway overpass, a vehicular and pedestrian loop and a public plaza. Much of the train depot area is designated and zoned for industrial uses. This area will be redesignated and rezoned to allow commercial development compatible with the adjacent downtown area. Projects that help to “fill in” the missing pieces between activity areas are especially encouraged.

### Historic Properties

Historic properties are special places downtown. Not coincidentally, many historic structures are located along the Great Streets. These structures remind us of the history of our community and the architectural heritage that characterizes Eugene. They deserve recognition through informational plaques and walking tour brochures. Some of the historic crown jewels include the WPA-era post office and the McDonald Theater on Willamette Street, the Oregon Electric Station on 5th Avenue, and the Tiffany Building on 8th Avenue. **The Historic Places map on page 47 indicates properties of historic interest downtown.** Some of these properties have been designated as City of Eugene Historic Landmarks or as National Register properties; the remainder are older structures that reinforce the sense of history and the walkable character of downtown.

New development needs to respect the quality of historic structures. It is not typically necessary to duplicate older buildings in terms of details or styles. Instead, new design must be sensitive to historic

context and character, such as maintaining the same street orientation, setback or quality of materials. New buildings must preserve and capitalize on the value of historic structures.

The City encourages listing of significant structures in the National Register of Historic Places or as City Landmarks. Historic preservation planning identifies resources that are traditionally over 50 years of age, so many modern era (1935-1965) resources are coming into their own for consideration as landmarks. Properties listed as historic are eligible for financial incentives and special consideration for flexibility with the land use code. Listing of historic structures increases our understanding of local history, people and places and helps preserve these properties for the future. Listing of historic structures as city landmarks requires consent of the property owner, public or private.



The First Christian Church, constructed in 1911, is one of the crown jewels of existing historic properties downtown.

## Policies

1. Enhance public places throughout downtown through the careful design of civic buildings, streetscapes, parks and plazas. Include public art and other elements to create special places for all ages.
2. Connect special places downtown with enhanced street designs, public art, directional signs, transit routes, and historic markers to create an inviting and memorable route through downtown.
3. Promote adjacent park and open space areas as a valuable complement to downtown's urban places. Improve connections between downtown and nearby nature areas.
4. Encourage listing of appropriate structures and sites of historic importance in the National Register of Historic Places or as City of Eugene Historic Landmarks.

## Implementation Strategies

- A. Encourage the creation of new special places especially along the Great Streets.
- B. Amend the Eugene-Springfield Metropolitan Area General Plan to redesignate the train station from industrial to commercial land use, and rezone to a commercial zone such as C-2 or C-3.
- C. Create an artful directory sign program throughout downtown that directs people from special place to special place.
- D. Prepare an open space plan for downtown that includes the Park Blocks, parks adjacent to downtown and the riverfront path system.
- E. Provide places downtown that appeal to children and families. Consider places to play or learn about the city. Design places with kids in mind.
- F. Identify areas along streets that can be enhanced by landscaping, art or pedestrian amenities.
- G. Support programming for music, art and other events in the special places downtown.
- H. Maintain views and access from downtown to nearby open space areas. Include signs and sidewalk improvements.

- I. Create a "civic design" review board to assist in and approve the designs for all civic facilities, particularly in our downtown core.
- J. Reinforce the continued use of the Park Blocks for the Saturday Market and Farmers' Market.

## Projects

Examples of possible projects that address the implementation strategies:

- Install graphics for downtown information and directions at the Park Blocks.
- Develop a funding strategy to daylight the Millrace from Ferry Lane to the Willamette River.
- Locate a play structure for kids near the Park Blocks.
- Work with Lane County to develop a mixed use or civic structure in place of the butterfly parking lot on Oak Street between 7th and 8th Avenues, to better integrate this site with the Park Blocks.
- Implement a historic plaque program and walking tour.



The historic train depot, photo circa 1910. A high-speed rail will link Eugene and Vancouver, British Columbia.

# LIVING DOWNTOWN

*Housing is essential to the vitality and the character of the downtown core.* Housing transforms downtown from an institutional and employment center to a neighborhood. People who live downtown, particularly homeowners and long-term renters, become stakeholders for the health of downtown. They enhance the customer base for shops and restaurants, and provide an after-hours vitality to the area. As patrons for these businesses increase, the downtown becomes more attractive to local and regional investors.

## Downtown Housing

Downtown housing is increasingly seen as convenient and prestigious. Demographic projections indicate growing interest in smaller urban dwellings close to work and services downtown. Cultural activities and public transit are attractive to potential urban dwellers, who are beginning to imagine a future without the expense of an automobile. Live/work units are convenient and efficient, add to the liveliness of downtown, and help reduce transportation needs in the city.

A variety of housing densities and types exists within and along the edges of downtown. Approximately 2,500 residential units are located within two blocks of the downtown plan area, including single family houses, mixed-use structures, and residential high-rises. **The Downtown Area Housing map on page 48** indicates the location and density of residential units in and around downtown.

This plan encourages additional housing units within downtown and on the edge of downtown. Both rental and ownership housing at a variety of densities and prices are desired and should be supported with economic tools available to the City. Design and construction of new residential

structures should be sensitive to the character of existing historic properties and neighborhoods. Design review for new structures is needed to help ensure compatibility of scale, setback and orientation, and maintain livability of these areas.



Broadway Place, the result of a public/private partnership, is a successful mixed use project. Restaurants, shops and parking are on the ground floor, with apartments and gardens on upper floors.

## Market Conditions

Market conditions, specifically the higher cost of building housing downtown rather than elsewhere in the city, have been a deterrent to downtown housing without some level of public sector financial support. Currently there are approximately 1,000 residential units in the downtown plan study area. The majority of these units were built in the past 25 years and relied on public financial subsidies.

While housing is desirable and encouraged, there are many obstacles associated with the development of housing downtown. These include higher land costs, higher construction costs associated with taller



St. Vincent de Paul built the Aurora Building, a mix of affordable dwellings and ground floor commercial uses.



The Tiffany building, constructed in 1913, was rehabilitated for a mix of uses, including residential above and ground floor retail.

structures, the need for secure parking, and market rents that are not high enough to support the cost of development. For mixed-use housing projects, the obstacles and costs are even greater due to the complexity associated with financing, construction, compatibility of uses, parking, and market demand.

Recent economic studies conclude that demand in downtown's current real estate market is not sufficient to overcome the obstacles and related costs. Therefore, the public sector must take an active role in facilitating downtown housing projects. Tools that can play an important role in stimulating downtown housing include the Multi-Unit Property Tax Exemption program (MUPTE), a Vertical Housing Development Zone, revenue from urban renewal districts, public lending, parking, land assembly, Federal Low-Income Housing Tax Credits and bonding.

## Neighborhood Preservation

Neighborhoods on the periphery of downtown provide a relatively high residential density bordering the commercial core. Residents in these areas take advantage of the proximity of downtown activities and nearby open space. These neighborhoods have a high concentration of historic properties, with walkable, tree-lined streets. The Downtown Plan recognizes the value of these neighborhoods to the community and to downtown.



The neighborhoods surrounding downtown are Eugene's oldest residential areas.

## Policies

1. Stimulate multi-unit housing in the downtown core and on the edges of downtown for a variety of income levels and ownership opportunities.
2. Reinforce residential use in neighborhoods abutting the downtown commercial core to help contain commercial activity in downtown and maintain the historic character and livability of adjacent neighborhoods.

## Implementation Strategies

- A. Expand the MUPTE program boundary to encourage housing on the edges of downtown. Periodically review boundaries and expand to include areas where additional housing is appropriate.
- B. Establish a vertical housing tax exemption zone in order to encourage residential density and mixed-use development.
- C. Develop additional financial tools to assist with the development of housing, including the use of bonds, tax increment financing, land assembly and parking.
- D. Remove regulatory barriers to the development of housing in commercially zoned areas downtown, while ensuring compatibility of uses and design.
- E. Reinforce opportunities for home ownership downtown.
- F. Seek opportunities to equalize the costs of building housing in and near downtown compared with locations elsewhere in the city.
- G. Support the continued residential use of structures in neighborhoods bordering downtown.

## Projects

Examples of possible projects that address the implementation strategies:

- Build an affordable or mixed income housing development on the 8th Avenue “land bank” site east of the WOW Hall.

- Develop a residential mixed-use project on Willamette Street incorporating the former Woolworth site and Centre Court building.
- Encourage rehabilitation of older multi-story rental housing south and east of the downtown core.
- Seek new opportunities for owner-occupied housing in or near downtown through incentives such as MUPTE, CDBG, and Urban Renewal.
- Assess and mitigate the impact of infill development in the neighborhood areas immediately adjacent to downtown.
- Conduct a downtown area housing policy analysis to assess the impact of policies affecting neighborhoods on the periphery of downtown and recommend policy amendments to promote housing preservation.



Downtown living – at home in the heart of the city.



# DOWNTOWN RIVERFRONT

*The vision for downtown is an active, strong urban core connected to the river.* Bringing downtown development near the banks of the river, and expanding elements of the river environment into downtown, reconnect the city to our heritage and our most precious natural resource. Development near the river creates an experience that is both urban and wild, and provides economic development opportunities that are uniquely Eugene. Bringing the river environment into developed areas creates a sense of place based on our great river, and draws people back to the river itself.

Eugeneans have long envisioned a reconnection between downtown and the Willamette River. In Eugene's earlier days, the river was the center of activity and industry. Over the years, the city has grown away from the river. The river, too, has changed, and the once plentiful Chinook salmon is now federally listed as a threatened species. This plan promotes the development of an environmentally sensitive, "fish friendly" urban waterfront to bring people from downtown to the river. A combination of public and private actions will be required, both in the near and long term, to realize this vision.

The DeFazio Footbridge connects downtown to Alton Baker Park.



## EWEB Property

EWEB's riverfront property represents the best opportunity for the development of a downtown riverfront. This property, approximately 27 acres, is currently used for EWEB's utility operations and administration offices. If EWEB succeeds in its efforts for a phased relocation from this site, much of this land will become available for redevelopment. Buildings remaining on the site should be evaluated for reuse and historic significance, such as the Steam Plant. A timeline is not identified for EWEB to leave the site, nor has any redevelopment scenario been proposed or approved. **The Eugene Water and Electric Board Aerial Photo on page 49** depicts the EWEB riverfront and adjacent areas downtown.

The redevelopment of EWEB's property requires a strong concept to bring Eugeneans and visitors to the river's edge. A master plan for future development or reuse of the EWEB site is needed, so that short-term actions do not preclude a comprehensive, thoughtfully designed plan for the property in the future. This master plan will emphasize a "people place" on the river, balancing the development potential of the site with an environmental strategy to ultimately benefit the river environment. Ample open space with nearby dense development will provide opportunities to enjoy this special area in all seasons, and strengthen the connection between downtown and the river.

## Courthouse District

The Courthouse district is an emerging downtown area, centered around the Federal Courthouse on the former Agripac property on East 8th Avenue. This area lies directly between the core of downtown and the river. With the projected transportation improvements to 6th Avenue, 8th Avenue will connect across Mill Street, providing improved pedestrian and vehicular connections. Much of this area is zoned industrial. Rezoning will be required to encourage a mix of uses through private redevelopment. A variety of commercial and residential uses will create the activity consistent with the character of the core of downtown, while allowing the unique character of this area to emerge.

## 5th Avenue

A 5th Avenue connection to the riverfront has been a part of the vision for downtown for decades. The east end of 5th Avenue ends at an at-grade railroad crossing at High Street. This area of 5th Avenue is already a popular downtown destination. An inviting pedestrian route from the terminus of 5th Avenue would allow some of the eclectic energy and character of this street to extend to the river. A full street extension would allow more intensive reuse of EWEB's properties, including areas currently used for surface parking.



EWEB's riverfront property includes the headquarters building, utility operations, maintenance and storage buildings, as well as parking and a day care center – in all, about 27 acres at the eastern end of downtown.



EWEB's plaza provides a vista of the Willamette River and Alton Baker Park on the opposite shore.

## Additional River Connections

Other connections to the riverfront from downtown currently exist and should be enhanced. These include Lincoln Street and High Street, providing access to the river from Skinner Butte Park. These existing connections lie just outside the borders of this plan but within easy walking distance from downtown. Multiple points of access will strengthen the river as a key element in the character of our downtown and the heritage of our community. The City should support all practical means of establishing or enhancing existing connections to the public waterfront. Connections from downtown to the river need to be well-marked, with carefully designed signs for information and direction.

## Policies

1. Incorporate the Willamette River as an integral element to downtown planning and development.
2. Collaborate with EWEB to encourage relocation of their utility facilities.
3. A master plan for the EWEB riverfront property must be approved by the City before any redevelopment, land use application, rezoning, Metro Plan or refinement plan diagram amendments are approved for uses not associated with EWEB functions. The master plan shall be evaluated based on the master plan's consistency with principles A through D below:
  - A. Create a "people place" that is active, vibrant, accessible and multi-use.
  - B. Provide appropriate setbacks, deeper where environmental or habitat issues are more critical, shallower in other areas.
  - C. Incorporate appropriate building and site design techniques that address environmental concerns.
  - D. Incorporate an educational aspect, so that the riverfront improvements teach us about our river, our history and our city.

The master plan shall be considered using the City's Type II application procedures, unless the applicant elects to have the master plan reviewed concurrently with a Type III, Type IV or Type V application.

4. Facilitate dense development in the courthouse area and other sites between the core of downtown and the river.

## Implementation Strategies

- A. Create inviting physical and visual access to the riverfront from 8th and 5th Avenues, and explore opportunities for additional access between these two points.
- B. Rezone the Courthouse area from Light-Medium Industrial I-2 to a commercial zone compatible with downtown.
- C. Reinforce the relationship between downtown and the river through landscaping, art, signs, street furniture, historic plaques and markers.

- D. Conduct a study of riparian habitat values and restoration opportunities within the Willamette River riparian zone to guide protection and restoration activities in that area, and to identify those areas of lower habitat value.
- E. Enhance existing points of access from downtown to the river so that convenient connections are visible both from the riverfront to downtown, and from downtown to the river.
- F. Explore possibilities for parks or public open space along the riverfront.

## Projects

Examples of possible projects that address the implementation strategies:

- Partner with EWEB to develop a master plan for the EWEB site.
- Assess and provide mitigation for stormwater issues related to the potential development of riverfront properties.
- Introduce pedestrian-related improvements along all paths leading to the river.
- Develop an adaptive use concept for EWEB's Steam Plant.
- Daylight the Millrace to connect downtown to the river and capitalize on this historic waterway.



Fish mosaic benches at the library reinforce the theme of downtown and the river.



# CULTURAL CENTER

*Cultural and entertainment activities bring people together downtown and fuel the imagination and creative soul of our city.*

Downtown Eugene is rich in cultural and entertainment events. Programs at the Hult Center attract visitors from all over the region. The Saturday Market and Farmers' Market bring residents and visitors to the Park Blocks, and tens of thousands of people attend yearly events such as the Eugene Celebration and Eugene First Night. Other events and locations include downtown theaters, restaurants, and art exhibits.

These activities are as much a part of downtown Eugene's identity and character as the local weather. Ours is a creative, unique community, a city that takes itself seriously...but not too seriously. To maintain this identity, attitude and market caché, the City will encourage and accommodate an inviting variety of creative activities and venues. The City will reinforce downtown as a destination for all ages, from January to December.

## Visual and Performing Arts

The arts community in Eugene is creative and enthusiastic, visible and vocal. Numerous arts activities are downtown, including local arts at the Saturday Market, gallery exhibits, monthly First Friday art walks and theatre performances. Special events such as the Mayor's Art Show, the Salon des Refuses, and the occasional tuba concert complement ongoing work of artists, writers, even



The Eugene Celebration is a yearly affair of pure fun and entertainment, with much of the community coming downtown to be a part of the event.

instrument makers. These activities reinforce downtown as a creative, distinctive place, with people coming together to exchange ideas and share results.

Downtown needs to be a place for the production and display of artistic endeavors. An art museum, an idea still in its conceptual stages, could be a key cultural venue for Eugene's center. Studio spaces and places for live performances are encouraged, as are live/work units in and near downtown. This plan also promotes arts activities in the special places downtown.



The McDonald Theatre has been a popular place for films, plays and civic events for decades.

## Local History

History is an important part of the cultural heritage and identity of downtown. Many buildings of historic importance are located within the traditional grid of downtown streets. Many older structures are key downtown locations, such as the former Ax Billy Building, now the Downtown Athletic Club, and Swift Company Poultry Plant, now the 5th Street Market.



Piedmont blues artists Cephas and Wiggins at Oregon Festival of American Music 2001.

Photo by Juretta Nidever



The Shelton McMurphey Johnson House, the “Belle on the Butte”, is owned by the City. It is located at the north end of Willamette Street.

Many of the open space areas adjacent to downtown provide active and passive educational opportunities related to our local cultural and natural history. Skinner Butte Park, for example, includes the land once claimed by Eugene and Mary Skinner. This park has been used for decades as a living classroom for local history and plant diversity. The rich Native American history of this area is illustrated by the Kalapuya Talking Stones, in the Whilamut Natural Area of Alton Baker Park.

Historic markers are important to recall the original names and uses of places and buildings, so that the layers of history can enrich the present. Plaques and signs are important to mark important buildings now lost, as well as events and people significant to the history of our community. Places such as the Wayne Morse Free Speech Plaza, in front of the County Courthouse, or Cannery Square, envisioned in front of the new Federal Courthouse, teach us about what we value and want to remember.

The Lane County Historical Museum, currently located at the Fairgrounds, is considering relocation. A downtown location would enrich the cultural opportunities available in the city center and is highly encouraged.

## Restaurants

Eugene is well known for a variety of restaurants located throughout downtown, bringing residents into the heart of the city. Restaurants and cultural events are synergistic; dinner before a show or dessert after is routine for many concert and theater-goers. Restaurants round out the activities downtown, supporting other uses in the daytime, catering to residents, or drawing people downtown in the evenings.

## Adjacent Activity Centers

Numerous entertainment, sporting events and festivals take place at the Lane Events Center at the Fairgrounds, southwest of downtown. These activities and events dovetail with downtown restaurants, lodging and retail opportunities. These activities and other exhibit and convention events are encouraged to remain in and near downtown.

The U of O provides opportunities for speakers of local, national and international reputation on a wide variety of topics, and numerous music and theatre performances. Sporting events at the U of O, specifically track, football and basketball, draw tens of thousands from all over Eugene and further. The U of O’s historic art museum is being restored and expanded, and will continue to provide a cultural resource for the community.

Nearby open space areas and park facilities provide a venue for cultural activities that complement events and programs downtown. The Cuthbert Amphitheater hosts nationally known musicians in a wonderful outdoor setting. The annual Art in the Vineyard festival showcases local and regional artists in Alton Baker Park. Cultural and recreational events in these areas should be promoted as part of downtown’s cultural attractions.



Great restaurants and coffee houses are located throughout downtown – special places on a small scale.

## Policies

1. Provide and promote development and community events that reinforce downtown's role as the cultural center for the city and region.
2. Reinforce the creative, distinctive culture of downtown as the arts and entertainment center of the city.

## Implementation Strategies

- A. Collaborate with adjacent activity resources, including the U of O and the Lane Events Center at the Fairgrounds to enrich the cultural and entertainment opportunities available in and near downtown.
- B. Promote visitor and convention use of existing facilities in and near downtown, including exhibit and meeting spaces, lodging and restaurants.
- C. Encourage and support a stable arts community downtown. Review existing zoning provisions and modify if necessary to remove obstacles to creative arts activities downtown including live performance venues, artist live/work spaces and galleries.
- D. Seek new public art opportunities. Include public art into building design, street design, signs, and public open spaces throughout downtown.
- E. Recognize the importance of Eugene's historic buildings and places with signs, plaques and pedestrian connections. Promote buildings, landmarks or events that have distinct historical value or special assets that contribute to the character of the downtown.
- F. Promote continued success of the Farmers' Market, Saturday Market, and Eugene Celebration and other downtown events by supporting public/private partnerships such as Eugene in Common.
- G. Collaborate with the Lane County Historical Museum to encourage a downtown location.
- H. Research market potential and available incentives for major new cultural or recreational venues, such as a new art museum downtown.

- I. Provide opportunities, programming and financial tools to encourage activities along the Great Streets and in the special places downtown, including performers, art events and street vendors. Include plans for rainy days.
- J. Collaborate with Lane Arts Council to encourage and market art activities downtown.
- K. Promote cultural and entertainment activities in parks and open space areas adjacent to downtown, including Skinner Butte Park and West Alton Baker Park.
- L. Enhance the 13th Avenue corridor between the Lane Events Center at the Fairgrounds, downtown and the U of O.

## Projects

Examples of possible projects that address the implementation strategies:

- Help locate a multiplex cinema downtown.
- Partner with DEI for programming events at Broadway Plaza.
- Work with Downtown Initiative for the Visual Arts to find a suitable location for an art museum downtown.
- Install creative banners as marketing tools and directional signs.
- Create an annual political speakers forum for the Wayne Morse Free Speech Plaza.



The Farmers' Market in the Park Blocks – a weekly summer event in one of Eugene's most special places.



# SAFE CIVIC CENTER

## *The City will provide for the safety and security of downtown residents and visitors.*

Public safety is an essential municipal responsibility, and is a key factor in maintaining downtown's economic strength and appeal. Actual safety as well as perception of safety is paramount. People come downtown for many reasons, but they are less likely to come if they don't feel secure and respected. In turn, a vibrant, active, artful, engaging downtown, with people out and about, increases "eyes on the street" and the sense of urban well-being.

### Police

Police activities address deterrence of criminal activity through surveillance, police presence and apprehension of individuals engaged in criminal activity. Police officers assist with safety issues and provide information about downtown. Partnering with DEI's downtown guides has increased surveillance and assistance downtown and enhanced the efficiency of the Police Department's limited resources. Community policing downtown is a major component of the Eugene Police Department's Strategic Plan. Public support is necessary to maintain a downtown Community Police Station, currently at the downtown LTD Eugene Station. A new downtown police station will be required in the near future, due to major seismic concerns and space constraints in its existing location at City Hall. An 8th Avenue address is highly desirable, but will have to be considered in light of a number of functional factors influencing its location.

### Fire and Emergency Medical Services

Fire and EMS will soon be located in a new facility at Willamette Street and 13th Avenue for efficient access to downtown, mid-town and the West University neighborhood. Buildings downtown need to accommodate emergency vehicular access and provide adequate staging areas. This need is particularly critical adjacent to high use facilities, i.e., convention, entertainment, and multi-story structures. Space for fire fighting or EMS access needs to be considered in the design of new developments, and existing buildings may require retrofitting.



The original fire station, here showing Hook and Ladder #1, on the Park Blocks. The upstairs was the original City Hall.

### Transportation

Streets downtown need to be designed to favor pedestrians but also to facilitate effective emergency vehicle access through the downtown area. Traffic calming measures need to be balanced with ease of access for emergency vehicles and equipment. As many downtown streets as possible should be converted to two-way access. As noted in the Great Streets section, Willamette Street should be opened through the Hult Plaza, between 6th and 7th Avenues, for emergency vehicles as well as public transit.

### Design for Safety

Crime Prevention through Environmental Design (CPTED) looks for ways to make an environment work better and to encourage desired behaviors. CPTED concepts are applicable to public and private developments. CPTED principles focus on creating environments where people feel safe, and should be encouraged for all new development downtown. Examples of CPTED measures include placement of doors for greater visibility and interaction and lighting that illuminates faces.



Police presence downtown is a critical public safety element for crime deterrence and public assistance.

## Policies

1. Support public safety activities that increase visibility, access, actual and perceived safety for individuals and property downtown.
2. Consider design measures to enhance public safety and emergency vehicle access as an integral component of public projects, including street improvements and building construction.
3. Develop and maintain a community policing plan for the downtown area.

## Implementation Strategies

- A. Improve the safety of pedestrian routes between existing clusters of nighttime activity.
- B. Provide access for emergency vehicles along Willamette between 6th and 7th Avenues.
- C. Support public/private partnerships such as DEI and downtown guides to maintain additional surveillance and provide public assistance downtown.
- D. Maintain police presence downtown, through a community police station and bicycle and foot patrols.
- E. Consider design measures to enhance public safety and emergency vehicle access as an integral component of public projects, including street improvements and building construction.
- F. Work with property owners, residents and developers to address the principles of CPTED.

## Projects

Examples of possible projects that address the implementation strategies:

- Build a new Community Police Station downtown, preferably on East 8th Avenue.
- Improve downtown lighting between centers of nighttime pedestrian activity.
- Develop an educational brochure focusing on CPTED principles.
- Include CPTED design standards for Great Streets.



Downtown needs to be a place where people feel invited, secure, and respected.

# GETTING AROUND DOWNTOWN

*A well functioning transportation system is a key component of a well designed, economically healthy, livable city.* Transportation goals are intricately connected to urban design and land use goals. In downtown Eugene, the transportation system needs to address issues of access and safety and also less quantifiable issues of improving downtown character, economic strength, and the quality of urban places. Streets, parking structures, sidewalks all of these are opportunities for thoughtful, interesting designs. With careful choice of paving materials, light standards, sidewalk and street alignments, these public works projects become public art opportunities. The streets that result encourage walking and increase the perception of safety.

A well designed, functional street system requires a balance of priorities. Efficient flow of traffic, on-street parking, narrower travel lanes, wide sidewalks, bike lanes, and landscaping are elements that often represent competing issues. In downtown, especially along the Great Streets, priority will be given to pedestrians.

## CATS

The Central Area Transportation Study (CATS) provides analysis and recommendations for transportation issues affecting greater downtown Eugene. CATS includes a detailed examination of traffic circulation, on- and off-street parking, and alternative transportation modes for an area including downtown, mid-town and the West University neighborhood. The discussion in this plan focuses on the relationship of transportation issues to the economic vitality and livability of the downtown core. Recommendations for transportation system improvements in downtown will be implemented through CATS.

## Great Streets

Great Streets are a design issue, a marketing issue, and a transportation issue. In Eugene, our Great Streets, Willamette, Broadway, 8th and 5th Avenues, are special because of their history and development patterns. These streets need a public improvement strategy and coordinated design to reinforce their character and their role of connecting special places, including downtown to the river. These streets must also serve as streets that work. They need to allow diverse modes of transport for residents, workers, shoppers, businesses and property owners. These streets need to be designed so that downtown functions well as a regional and civic center.

## Access and Gateways

The entrances to downtown Eugene are important opportunities to improve the character and identity of downtown. Entrance beautification projects can also provide information and directions for visitors to key destinations or special events. The most direct and attractive routes into downtown should be identified with appropriate signs, so that the quality of the entrance experience along these routes can be creatively enhanced.

Access to the river from numerous locations downtown is critical to the success of this Downtown Plan. River connections need to be designed to minimize the impact on the riparian edge, and to connect with existing routes and pathways. These connections need to be well-marked, easily visible and identifiable from downtown.



The paving and maintaining of public roads has long been a city responsibility. This photo depicts the city's street crew around 1910 on West Eighth Avenue.



For decades a pedestrian mall, Broadway was converted to two-way traffic and designed to open onto Broadway Plaza.

## Two-way Streets

Many of the streets downtown function as one-way couplets, including 6th and 7th Avenues, Pearl and Oak, Lincoln and Lawrence Streets. Other streets are one-way for a portion, such as 10th Avenue or Charnelton Street. A one-way street typically can carry more traffic volume than a street that has traffic in two directions. While one-way streets simplify traffic operations, especially with a signalized system, the pattern may induce extra travel, force more traffic on some routes, and limit access to and from businesses. A two-way traffic operation enhances local access for all vehicles, including emergency vehicles. Two-way streets also provide better access to local shops or other destinations, making it easier to get around downtown, not just through downtown. This plan supports the conversion of one-way to two-way operation for as many downtown streets as practical.

## Pedestrian System

A high quality pedestrian system creates a walkable downtown, enhancing the experience of downtown at a very tangible level. Sidewalks that are safe, accessible, and aesthetically pleasing invite pedestrian traffic, and support other goals such as downtown livability. Increased pedestrian traffic provides very real benefits to downtown, supporting retail, reducing automobile traffic and increasing safety. Well-designed sidewalks become places for people to be, to stroll or to chat in a comfortable urban space.

For our downtown to function well, a network of well-designed and maintained sidewalks is essential. Planned transportation improvements will connect the new Federal Courthouse area to the downtown commercial core with a pedestrian crossing at 8th Avenue and Mill Street. These improvements will provide a safe, convenient route along 8th Avenue from downtown east to the river.

The pedestrian system needs thoughtfully placed urban design elements to create a comfortable walking environment. These elements include pedestrian amenities such as mid crossing sanctuaries, benches, bus shelters, trash receptacles, and lights, as well as inclusion of public art. Sometimes it is the smallest details, a well-placed bench, an historic plaque, or special plantings that provide a degree of refuge, comfort or interest that makes walking in downtown a pleasure.

The sidewalks on the Great Streets need a cohesive urban design scheme to set these streets apart as special places in downtown. The improvements to Broadway between Lincoln Street and Pearl Street are a good example of a well-designed pedestrian environment. Each of the other Great Streets, Willamette, 8th Avenue and 5th Avenue needs a public improvement design to enhance its unique history, identity and character.

## Accessibility

Eugene has a well-deserved reputation for accommodating individuals with disabilities. These accommodations include improvements such as textured sidewalk edges and ramps at curbs. These make downtown more welcoming and accessible for all individuals, regardless of ability. The City should continue to invest in improvements that maintain and improve accessibility downtown, and encourage developers of downtown projects to do the same.



Eugene has a walkable downtown, comfortable, interesting and accessible.

## Bicycle System

Bicycle riders throughout Eugene are a hallmark of our city's environmentally conscious character, and a product of local topography and climate. The number of bicycle riders increases as the practical elements required for safe and pleasurable riding are more routinely incorporated into new development and street improvements. Many of the suggested improvements for bicycles in the 1993 CATS have been accomplished. Bicycle lanes and routes have been added on several streets in the CATS area, providing improved access and increased safety for cyclists on these streets. Bicycle parking has been included with recent street improvements, and is now a required element for new buildings.



Eugene has been ranked one of the leading cities in the nation for bicycle friendly streets and the promotion of non-vehicular transportation.

Some long-term bicycle access projects remain, including improvements to Lincoln Street between 11th and 13th Avenues, and 10th Avenue between Oak and High, in conjunction with construction of the Bus Rapid Transit project on 10th Avenue. A new bikeway along 6th Avenue, planned in conjunction with the transportation improvements for the courthouse area, will connect the university area to downtown, from east along Franklin and south along Hilyard.

## Transit System

Our existing transit system facilitates travel to, through and around downtown. In addition to fixed-route service, the downtown shuttle will continue to operate at fifteen-minute intervals, with frequency increasing as ridership grows. The first Bus Rapid



The portion of 10th Avenue in front of the library was converted to two-way traffic, with on-street parking. The wide sidewalk includes spaces for bicycle parking.



Public art enlivens the stops for the Breeze, the LTD downtown shuttle running between the University, downtown and Valley River Center.

Transit (BRT) route is scheduled to begin operating in late 2006, and will provide a higher level of transit service from downtown Eugene to the University of Oregon and downtown Springfield. Fixed-route service will be adjusted to accommodate the addition of the BRT to the system, and coordinate with emergency vehicle access needs. Both the BRT and fixed-route service will use downtown as a transportation hub, connecting downtown to other areas of the city. A fixed-rail circulating/loop streetcar could be a potential transit and economic development strategy to link downtown, the U of O and the Courthouse district.

## Parking

Parking is a significant tool available to the City in guiding and supporting development in the downtown area. A key strategy is to foresee, plan, and direct developments where parking is available, or provide parking where current demand and planned developments are likely to occur. In downtown, development around the new Federal Courthouse, train depot and the 5th Street Public Market area will likely create additional parking demand at the north end of downtown, where supply is barely meeting the present demand.

The number of surface parking lots downtown continues to diminish as development occurs, adding greater intensity of uses. In the past, the use of financial tools to assist with providing downtown parking has often been critical to the success of redevelopment for projects such as Broadway Place. The City will continue to refine the parking

program in the downtown area and collaborate with property owners and developers to address parking demand.

The location and design of parking downtown is critical. Parking areas need to be easily available near downtown destinations. On-street parking should be provided wherever practical. Entrances to parking structures and lots should be located for pedestrian safety and to maximize pedestrian activity at street level.

## Multi-Modal Connections

Easily accessible links among different modes of transportation, as well as parking, make getting around downtown smoother. This plan supports enhanced and well marked connections between bus and shuttle routes, the train depot, and the eventual relocation of intercity and interstate bus service proximate to the train depot area.



Parking structures are a public necessity downtown.

## Policies

1. Develop a transportation system that supports the vision of a vital downtown and provides for the safe and efficient movement of automobiles, pedestrians, bicycles, and emergency and transit vehicles.
2. Promote and support alternative modes and accessibility through strategic planning and public investment.
3. Enhance functional designs for streets, sidewalks and related public improvements with carefully chosen design elements, including materials, alignments, plantings and streetscape elements.

## Implementation Strategies

- A. Develop specific designs and public improvement plans to convert portions of Willamette, Broadway, 5th Avenue and 8th Avenue to "Great Streets."
- B. Implement the policies and strategies of CATS, including two-way street conversions, structured parking, pedestrian and bike system improvements.
- C. Facilitate increased residential and commercial densities within the downtown area to support increased transit, pedestrian and bicycle activity in the area. Require new developments to follow transit and pedestrian-oriented development design guidelines.
- D. Focus continued transportation and streetscape improvements for the entire right-of-way area, from building face to building face, to improve accessibility and reduce reliance on automobile travel.
- E. Continue to improve existing pedestrian, bicycle and automobile connections to public riverfront areas.
- F. Consider a fixed rail transit or trolley system within downtown.
- G. Identify primary "gateway" entrances to downtown and take necessary steps to enhance the sense of entry, with particular attention to maintaining significant views.

H. Create a visual directory for downtown to assist visitors and citizens in finding their destinations.

I. Continue to improve and simplify parking lot directory signs, cost information and methods of payment.

## Projects

Examples of possible projects that address the implementation strategies:

- Create a grade-level pedestrian crossing at the intersection of 8th Avenue and Mill Street.
- Convert 10th Avenue to a two-way street.
- Conduct a "walkability" assessment to determine needed pedestrian improvements in downtown.
- Construct a bicycle path along the new 6th Avenue extension between Franklin Boulevard and Hilyard Street and 6th Avenue and High Street.
- Provide a prominent entrance to downtown from East Broadway near Mill Street.
- Construct a new parking garage to support the east side of downtown and the new Courthouse district.



In a bicycle friendly city, the journey can be as pleasant as the destination.



# EPILOGUE: MAKING IT HAPPEN

*Our downtown is a regional center, and a walkable collection of special places and special times.* It is also everybody's neighborhood, with events and services for the entire city. Downtown is what is "Eugene" about Eugene – a synergistic, creative, accessible place, a downtown of short distances and friendly faces. The character of downtown has changed over the past twenty years, as Eugene has grown in population and area. Downtown is and will remain the center of Eugene, giving an identity and character to the city and a coming together place for the entire community.



Mayor Jim Torrey speaking at the unveiling of "The Storyteller," a memorial to Ken Kesity in Broadway Plaza.

The policies and ideas in the Downtown Plan promote a vision for a strong, active, distinctive urban center. For this plan to be meaningful, it has to result in actions and investment that bring about the desired transformation of downtown that this community envisions. The plan reinforces our commitment to a strategic, proactive, collaborative approach, creating partnerships, working with private developers, and using the financial resources available to the City.

The plan will help the City make choices for the future. The plan is specific in terms of outcomes,

promoting the use of economic tools to leverage desired development, and giving priority to Great Streets and special places. The plan encourages additional housing in and around downtown, but

notes the primacy of commercial office space downtown to provide jobs and to support housing and retail opportunities. The plan requires a master plan for the EWEB waterfront property and lays out principles for that effort. The plan is flexible to provide direction for decisions without overly prescribing actions or projects.

In the future, new opportunities and priorities will

emerge. The construction of a new hospital or Federal courthouse was not anticipated even a few years ago. The city will change and grow in ways that cannot be predicted. But our vision for downtown as the center of our community will hold true.

Based on the framework of the plan, and a little serendipity, we will strengthen the economic vitality and the special character of our downtown. We will recognize and create opportunities to bring our collective vision for downtown to life.

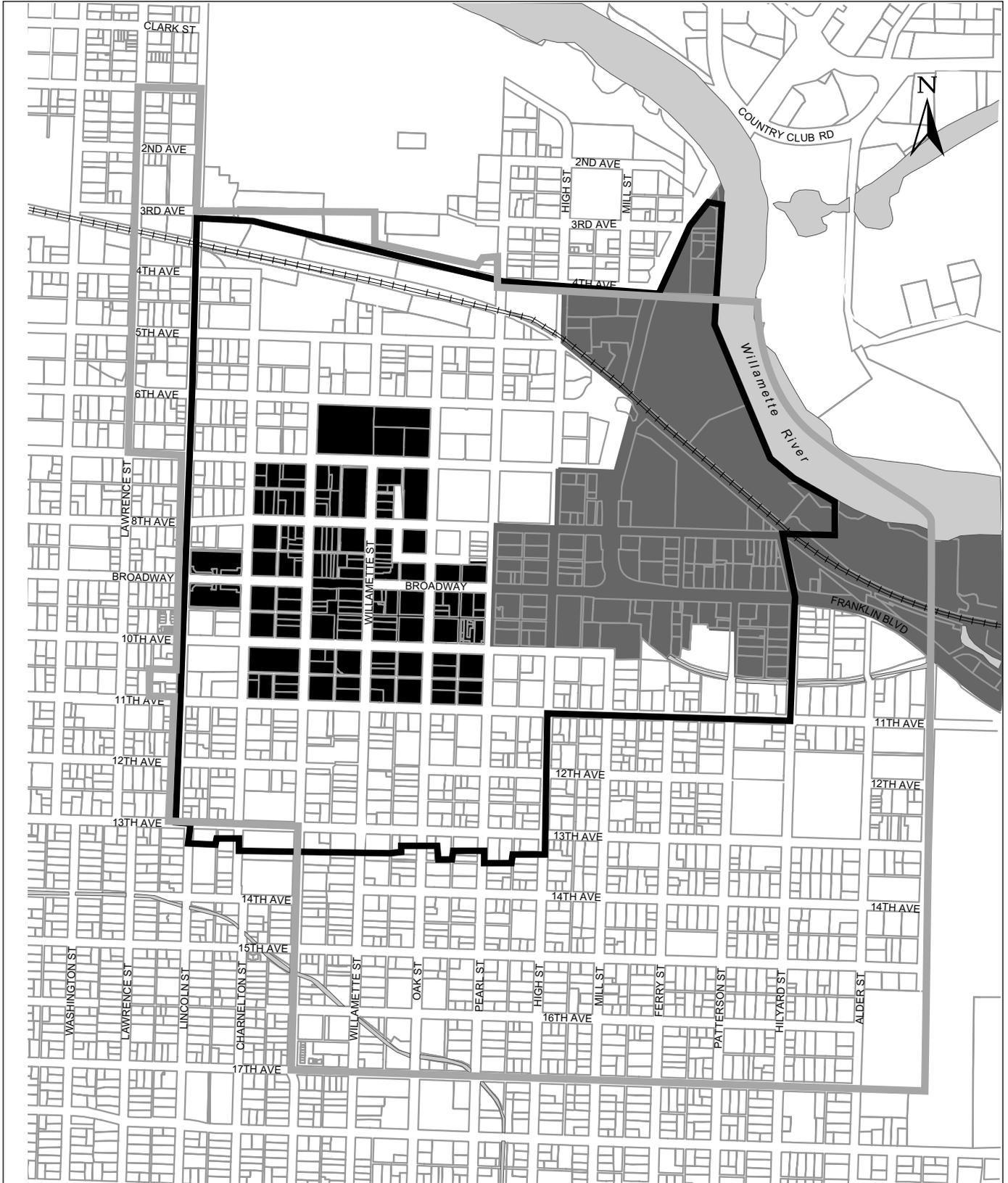




## A Dozen Downtown DEVELOPMENT OPPORTUNITY AREAS

- |                        |   |                        |   |                              |    |
|------------------------|---|------------------------|---|------------------------------|----|
| County Elections block | 1 | Courthouse district    | 5 | Willamette and Broadway area | 9  |
| Train depot area       | 2 | 8th and Pearl site     | 6 | Sears site                   | 10 |
| State Motor Pool site  | 3 | Broadway and High area | 7 | Bon Marche site              | 11 |
| Midgely's block        | 4 | Eugene Clinic site     | 8 | Ridenour site                | 12 |

As of 4/12/04



## Downtown FINANCIAL TOOLS

- MULTI-UNIT PROPERTY TAX EXEMPTION AREA BOUNDARY
- DOWNTOWN URBAN RENEWAL
- VERTICAL HOUSING ZONE AREA  
 (same as Downtown Plan Area boundary)
- RIVERFRONT URBAN RENEWAL

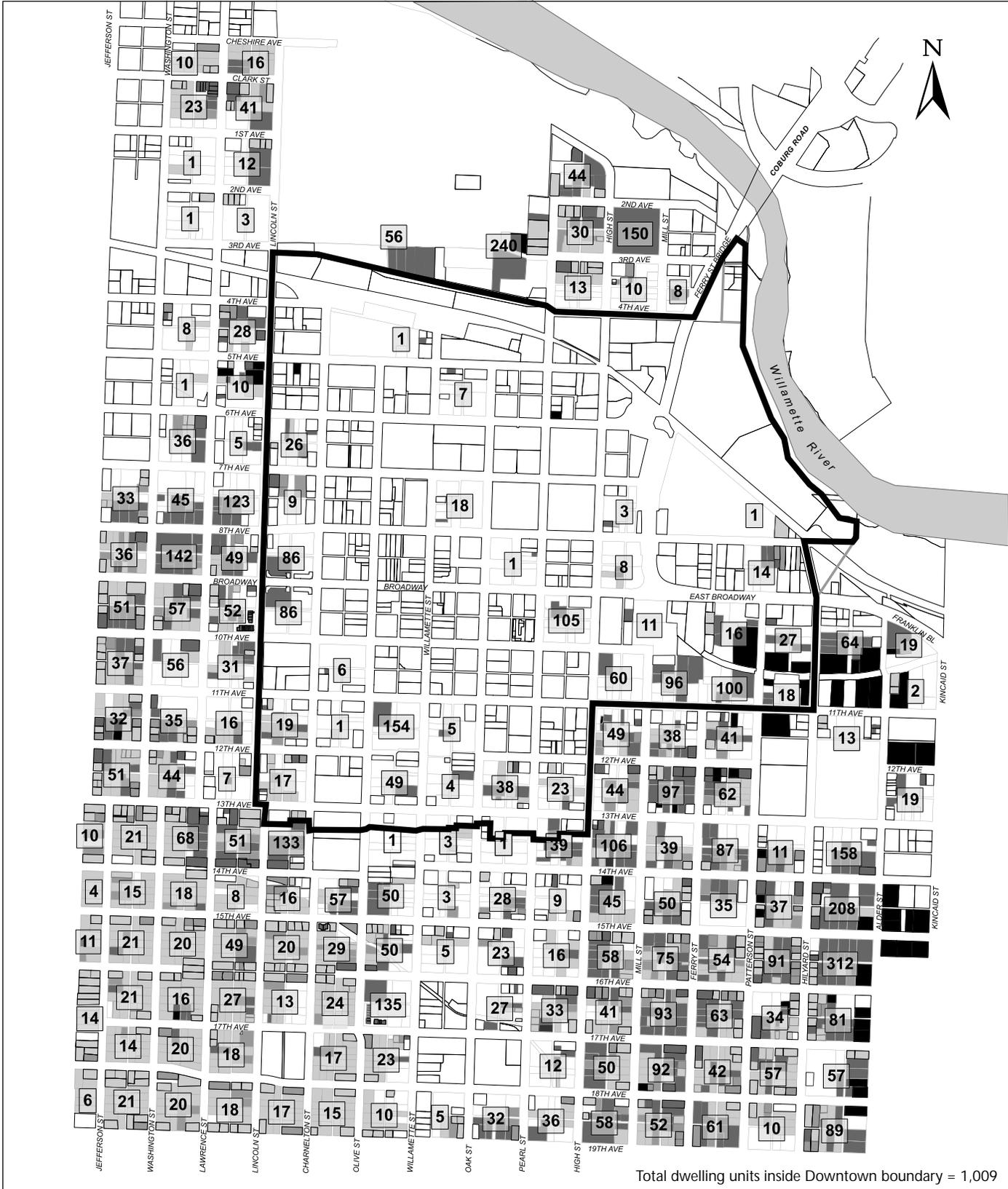
As of 4/12/04



## Downtown HISTORIC PLACES

HISTORICALLY IMPORTANT STREETS
  PROPERTIES OF POTENTIAL HISTORIC INTEREST
  DOWNTOWN BUILDINGS

As of 4/12/04



### Downtown Area HOUSING

- SINGLE FAMILY
  - MULTI-FAMILY
  - GROUP QUARTERS (not included in totals)
  - DUPLEX
  - MOBILE/MANUFACTURED
  - NON-RESIDENTIAL USES
- 6 Numbers indicate total dwelling units in each block

As of 11/24/03



## Eugene Water & Electric Board AERIAL PHOTO

 EWEB RIVERFRONT PROPERTY

As of 4/12/04



# APPENDIX

## Summary of Policies

### I. Regional Center

1. Build upon downtown's role as the center for government, commerce, education and culture in the city and the region.
2. Downtown development shall support the urban qualities of density, vitality, livability and diversity to create a downtown, urban environment.

### II. Building a Downtown

1. Actively pursue public/private development opportunities to achieve the vision for an active, vital, growing downtown.
2. Use downtown development tools and incentives to encourage development that provides character and density downtown.
3. Facilitate downtown development by re-designating and rezoning underutilized properties, such as surface parking lots, to a commercial land use designation and a commercial zone such as C-2 or C-3.

### III. Great Streets

1. Emphasize Broadway, Willamette Street, 5th and 8th Avenues as Great Streets through public improvements and development guidelines. Include portions of these streets as follows:
  - Willamette between 5th and 13th Avenues
  - Broadway between Lincoln and Hilyard
  - 5th Avenue between Lincoln and High Street (with potential extension to the Willamette River)
  - 8th Avenue between Willamette Street and the Willamette River.
2. Strongly encourage the location of significant municipal, county, state and federal buildings along 8th Avenue.

### IV. Special Places

1. Enhance public places throughout downtown through the careful design of civic buildings, streetscapes, parks and plazas. Include public art and other elements to create special places for all ages.
2. Connect special places downtown with enhanced street designs, public art, directional signs, transit routes and historic markers to create an inviting and memorable route through downtown.
3. Promote adjacent park and open space areas as a valuable complement to downtown's urban places. Improve connections between downtown and nearby nature areas.

### V. Living Downtown

1. Stimulate multi-unit housing in the downtown core and on the edges of downtown for a variety of income levels and ownership opportunities.
2. Reinforce residential use in neighborhoods abutting the downtown commercial core to help contain commercial activity in downtown and maintain the historic character and livability of adjacent neighborhoods.

## **VI. Downtown to the River**

1. Incorporate the Willamette River as an integral element to downtown planning and development.
2. Collaborate with EWEB to encourage relocation of their utility facilities.
3. A master plan for the EWEB riverfront property must be approved by the City before any redevelopment, land use application, rezoning, Metro Plan or refinement plan diagram amendments are approved for uses not associated with EWEB functions. The master plan shall be evaluated based on the master plan's consistency with principles A through D below:
  - A. Create a “people place” that is active, vibrant, accessible and multi-use.
  - B. Provide appropriate setbacks, deeper where environmental or habitat issues are more critical, shallower in other areas.
  - C. Incorporate appropriate building and site design techniques that address environmental concerns.
  - D. Incorporate an educational aspect, so that the riverfront improvements teach us about our river, our history and our city.

The master plan shall be considered using the City's Type II application procedures, unless the applicant elects to have the master plan reviewed concurrently with a Type III, Type IV or Type V application.

4. Facilitate dense development in the Courthouse area and other sites between the core of downtown and the river.

## **VII. Cultural Center**

1. Provide and promote development and community events that reinforce downtown's role as the cultural center for the city and region.
2. Reinforce the creative, distinctive culture of downtown as the arts and entertainment center of the city.

## **VIII. Safe Civic Center**

1. Support public safety activities that increase visibility, access, actual and perceived safety for individuals and property downtown.
2. Consider design measures to enhance public safety and emergency vehicle access as an integral component of public projects, including street improvements and building construction.

## **IX. Getting Around Downtown**

1. Develop a transportation system that supports the vision of a vital downtown and provides for the safe and efficient movement of automobiles, pedestrians, bicycles, and emergency and transit vehicles.
2. Promote and support alternative modes and accessibility through strategic planning and public investment.
3. Enhance functional designs for streets, sidewalks and related public improvements with carefully chosen design elements, including materials, alignments, plantings, and streetscape elements.

## Community Partnerships

Members of the community have been very involved in this plan – concern and commitment for a healthy downtown is very strong. The community involvement has been extensive and multifaceted, ranging from city initiated events such as design workshops for the Downtown Vision and Courthouse District Concept Plan, to citizen initiated discussions, such as the City Club series on downtown planning. Citizens have been involved in both long term vision discussions and specific design decisions. A list of relevant projects and planning documents is included below.

Numerous organizations and agencies have partnered with the City in the development and review of the updated Downtown Plan. These include EWEB, University of Oregon, Lane Transit District and the Oregon Department of Transportation. These organizations have overlapping interests and commitment, and all have a stake in a healthy downtown.

## Related Plans and Policy Documents

This plan updates and replaces the Eugene Downtown Plan, approved in 1984. This plan is a refinement to the Eugene Springfield Metropolitan Area General Plan (Metro Plan). The plan is generally based on the Downtown Vision, which was approved in 2000. The policies included in this plan will direct future actions, including land use decisions and public and private investment in downtown. The Downtown Plan is not the only document guiding actions and decisions in downtown. Other adopted refinement or functional plans, such as the Central Area Transportation Study and the Skinner Butte Master Plan, also apply downtown, in addition to city-wide documents such as the Growth Management Policies and the Stormwater Basin Master Plans.

As appropriate, policies and policy direction from other recent plans and studies are reflected in the policies in this plan. A list of those planning documents is provided below; adopted policy documents are shown in bold. These documents provide a finer level of information and detail about particular areas or project downtown and are available through the City of Eugene Planning and Development Department. Where the policies of this plan conflict with adopted policies in previous plans, this most recent plan prevails.

1. **Central Area Transportation Study, 2004**
2. **Skinner Butte Park Master Plan, 2002**
3. **Stormwater Basin Master Plan, 2002**
4. Courthouse District Concept Plan, July, 2002
5. A Vision for Greater Downtown Eugene, November, 2000
6. Eugene Parks Blocks Placemaking Final Report, July, 2000
7. **Eugene-Springfield Metropolitan Area Residential Land and Housing Study Policy Recommendations Report, August 1999**
8. North End Scoping Group, June 1999
9. **Growth Management Study, February 1998**
10. **Ferry Street Corridor Conceptual Study, June 1995**
11. Vision for Downtown Eugene 2015, February 1995
12. South Bank Conceptual Study, September 1994
13. **Whiteaker Plan, August 1994**
14. **Central Area Transportation Study, 1993**
15. **Eugene Commercial Lands Study, October 1992**
16. Downtown Core Area Historic Context Statement, November 1991
17. University of Oregon Long Range Campus Development Plan, June 1991

18. Partnerships for Public Safety Long-range Plan, April 1991
19. Site Development Guidelines for Downtown Eugene, January 1991
20. Retail Task Force Urban Renewal Plan, Central Eugene Project, June 1990
- 21. Eugene Parks and Recreation Plan, July 1989**
22. City of Eugene Economic Development Strategic Plan, May 1988
- 23. Eugene/Springfield Metropolitan Area General Plan, 1987 Update**
24. Urban Renewal Plan for Central Eugene Project, June 1987
- 25. Entrance Beautification Study, April 1987**
26. Downtown Development Strategy for the Urban Renewal Plan Update, January 1987
27. Eugene Downtown Public Spaces, April 1986
- 28. Riverfront Park Study, January 1986**
- 29. Eugene Downtown Plan, October 1984**



Ken Kesey, a Eugene icon, memorialized in bronze in Broadway Plaza.

**ORDINANCE NO. 20316**

**AN ORDINANCE ADOPTING A NEW EUGENE DOWNTOWN PLAN AS A REFINEMENT OF THE EUGENE-SPRINGFIELD METROPOLITAN AREA GENERAL PLAN; REPEALING RESOLUTION NO. 3882 AND THE EUGENE DOWNTOWN PLAN ADOPTED THEREIN; AMENDING SECTION 9.9540 OF THE EUGENE CODE, 1971; ADOPTING A SEVERABILITY CLAUSE; AND PROVIDING AN EFFECTIVE DATE.**

**The City Council of the City of Eugene finds that:**

**A.** The current Eugene Downtown Plan was adopted by Resolution No. 3882 on October 31, 1984 as a refinement to the Eugene-Springfield Metropolitan Area General Plan (Metro Plan).

**B.** In 2000 a Committee for Greater Downtown Visioning was appointed by the City Council and charged with developing a vision for downtown. The Vision for Greater Downtown Eugene that emerged from this Committee was approved by the City Council in 2001, and City staff was directed to use that as the basis for developing an updated Eugene Downtown Plan.

**C.** In January 2002, Mayor Torrey appointed Councilors Bettman, Meisner and Nathanson to join with the City Planning Commission to form the Downtown Plan Update Committee. Since that time the Committee has held a series of work sessions on key elements of the updated Eugene Downtown Plan, including land use, the future courthouse area, and economic tools and incentives. A preliminary draft of the updated Eugene Downtown Plan was reviewed by the Committee and released for public review on May 6, 2003.

**D.** The updated Eugene Downtown Plan will provide long-range direction for future development, improvements, and activities in the downtown area, and will replace the 1984 Eugene Downtown Plan as a refinement to the Eugene-Springfield Metropolitan Area General Plan.

**E.** On May 14, 2003 the updated Eugene Downtown Plan was referred to the City of Springfield, Lane County, all neighborhood groups, and other interested parties. Notice of the proposed Plan adoption was delivered by the City to the Land Conservation and Development Commission on May 16, 2003, and on May 30, 2003 notice was mailed to all owners and occupants of property within the Eugene Downtown Plan area and within 300 feet of the Eugene Downtown Plan area. The draft Plan was also presented at the Eugene City Club on May 30, 2003. Notice of the Planning Commission public hearing was published in the Register Guard on June 11, 2003.

**F.** In addition to the above, City Planning Division staff presented the draft Plan to the Historic Review Board on April 24, 2003, and met with the Board again on May 22, 2003 to hear comments on the proposed Plan. Two public open houses on the Eugene Downtown Plan and downtown financial tools were held, one on June 30, 2003 and one on December 6, 2003. The draft Eugene Downtown Plan and related materials have been made available on the internet through the City's web site.

**G.** Based on the public testimony received, and the recommendations of the City's Planning Commission, Planning Division staff, and Historic Review Board, the City Council finds that the 2003 Eugene Downtown Plan is consistent with the Eugene-Springfield Metropolitan Area General Plan, other adopted City policies, and the Statewide Planning Goals. Resolution No. 3882, and the Eugene Downtown Plan adopted therein should be repealed, and the Eugene Downtown Plan Policies set forth in Section 9.9540 of the Eugene Code, 1971 should be amended as hereinafter set forth.

**THE CITY OF EUGENE DOES ORDAIN AS FOLLOWS:**

**Section 1.** Resolution No. 3882, and the Eugene Downtown Plan adopted therein, is hereby repealed, as of the effective date of this Ordinance.

**Section 2.** Based on the above findings, and the legislative findings attached hereto as Exhibit A, which are adopted in support of this Ordinance, the Policies set forth in the textual version of the Eugene Downtown Plan a copy of which is attached hereto as Exhibit B are hereby adopted as a refinement of the Eugene-Springfield Metropolitan Area General Plan for the Downtown Plan Area. A final copy of the complete Eugene Downtown Plan shall be attached to this Ordinance.

**Section 3.** The implementation strategies in the Eugene Downtown Plan are recognized as ways in which to implement the policies, but they are not adopted as City policy.

**Section 4.** Section 9.9540 of the Eugene Code, 1971, is amended to provide:

- 9.9540 Eugene Downtown Plan Policies.** A master plan for the EWEB riverfront property must be approved by the city before any redevelopment, land use application, rezoning, Metro Plan or refinement plan diagram amendments are approved for uses not associated with EWEB functions. The master plan shall be evaluated based on the master plan's consistency with principles (1) through (4) below:
- (1) Create a "people place" that is active, vibrant, accessible and multi-use.
  - (2) Provide appropriate setbacks, deeper where environmental or habitat issues are more critical, shallower in other areas.
  - (3) Incorporate appropriate building and site design techniques that address environmental concerns.

- (4) Incorporate an educational aspect, so that the riverfront improvements teach us about our river, our history and our city. The master plan shall be considered using the City's Type II application procedures, unless the applicant elects to have the master plan reviewed concurrently with a Type III, Type IV or Type V application. (Policy 3)

**Section 5.** The City Recorder, at the request of, or with the concurrence of the City Attorney, is authorized to administratively correct any reference errors contained herein or in other provisions of the Eugene Code, 1971, to the provisions added, amended or repealed herein.

**Section 6.** If any section, subsection, sentence, clause, phrase or portion of this Ordinance is for any reason held invalid or unconstitutional by a court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such holding shall not affect the validity of the remaining portions hereof.

**Section 7.** Notwithstanding the effective date of ordinances as provided in the Eugene Charter of 2002, this Ordinance shall become effective 30 days from the date of its passage by the City Council and approval by the Mayor, or upon the date of its acknowledgment as provided by ORS 197.625, whichever date is later.

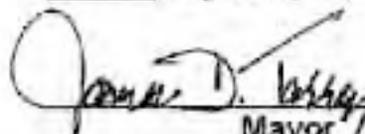
Passed by the City Council this

12<sup>th</sup> day of April, 2004

  
\_\_\_\_\_  
City Recorder

Approved by the Mayor this

15<sup>th</sup> day of April, 2004

  
\_\_\_\_\_  
Mayor