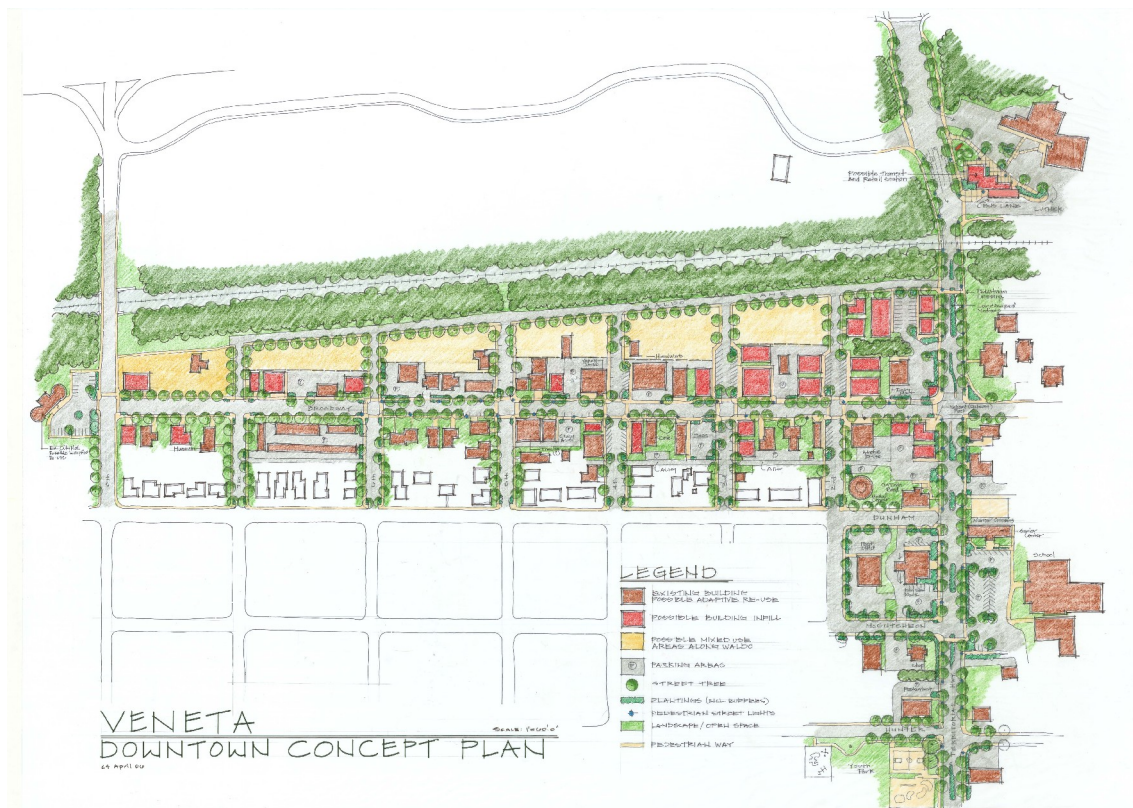


# DOWNTOWN MASTER PLAN

A 4-PHASE, 10-YEAR PLAN FOR THE  
CITY OF VENETA, OREGON



- DOWNTOWN MASTER PLAN ▪ MARKET READINESS ANALYSIS & REPORT ▪
- CODE AUDIT & PROPOSED UPDATES ▪

City of Veneta



JUNE 2006

# DOWNTOWN MASTER PLAN

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VENETA, OREGON

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## **ACKNOWLEDGEMENTS**

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For their participation in the process to develop this plan

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# VENETA 'S DOWNTOWN MASTER PLAN

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## PROJECT BACKGROUND

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Community-based visioning and planning are critical components in revitalizing a downtown commercial district. Many communities develop Master Plans that define their downtown's vision and serve as roadmaps for redevelopment efforts. Veneta, Oregon is such a community.

In 1984, the City of Veneta put together a Taskforce to study the need for, and potential of, an Urban Renewal District to help eliminate blight and serve as a catalyst for redevelopment. A planning grant was secured to assist the Taskforce in their study. The ensuing report/plan formed the framework for Veneta's Urban Renewal District and included a list of prioritized projects. The public improvements priority list for 1985 – 2004 included:

1. Highway 26 Intersection
2. Downtown Street Improvements (Territorial – 3rd)
3. Downtown Street Improvements ( 3<sup>rd</sup> – 5<sup>th</sup>)
4. Fire Station
5. City Hall Remodeling
6. Water Source Expansion
7. Highway 126 – East Water Main
8. Sewer Lagoon
9. Tanglewood Sewer Pump Station
10. Jeans Road Construction
11. Park Development
12. Territorial Road (Hunter – Bolton)
13. Downtown Street Improvements (Dunham – 6<sup>th</sup>)
14. Downtown Street Improvements (5<sup>th</sup> – 8<sup>th</sup>)

In 1998, Veneta's Urban Renewal Agency hired Spencer & Kupper to amend the Urban Renewal Plan. This update set the maximum indebtedness that may be incurred under the Veneta Urban Renewal Plan at \$13,613,603. The amendment also revised the Agency's share of costs for the following projects: City Hall construction (\$200,000), water system development (\$5.5m), parks development (\$1.0m) and sewer system development (\$1.4m) – setting the total project costs (including the \$1.2m administration fee) of \$9,355,000. – The other projects from the original list remained in the updated plan, but did not have a funding allocation. The revised plan also authorized the Agency to pay 100% of the project costs on all but the sewer system improvements, which was set at 24%. Out of the maximum indebtedness of \$13,613,603, just over \$9.35m was allocated to projects and administration, leaving \$4,258,603 in unallocated funding for projects.

The City and Urban Renewal Agency actively implemented the amended plan including construction of a new City Hall, street improvements, park development and infrastructure improvements. However, Veneta's downtown commercial district continued to languish even though the community was experiencing strong growth - - and is currently the fastest growing community in Lane County.

In 2005, the City of Veneta sought direction to accomplish two tasks: 1) develop a Downtown Master Plan to help guide downtown redevelopment and guide Urban Renewal's next-step efforts; and 2) develop a Market Readiness Analysis to identify opportunities for helping capture more resident and visitor spending to complement Urban Renewal efforts.

The Oregon Downtown Development Association was selected to lead the project and fielded a specialized team to help create the Downtown Master Plan and Market Readiness Report. Each of these products was designed to stand alone, yet complement and support each other. The Downtown Master Plan includes an analysis and recommendations for streetscape/ public space improvements. The Code Audit and Proposed Updates section addresses which components of the existing code need to be updated in order to support the vision for downtown (along Broadway, from Territorial to 8<sup>th</sup>; and Territorial, from the Hwy. 126 intersection to Hunter; and the commercial/residential area south of Broadway to Hunter and west of Territorial to 8<sup>th</sup>). The recommendations in the Code Update/Proposed Updates illustrate how appropriately upgrading storefronts will help improve the look, functionality and pedestrian friendliness of the business district. The Master Plan summarizes street, streetscape and public space improvements needed to help create a more inviting and vital commercial area. The Market Readiness Report provides important next steps for business development and the rationale behind them.

This multi-faceted downtown planning project brings together all the components of next steps for downtown redevelopment. It goes beyond the original and amended Urban Renewal Plan in that it recommends new projects, initiatives, policies and allocation formula for Urban Renewal relevant to the

current needs of the community - - in addition to updating the list of proposed capital improvements. It provides a broader perspective on the different roles that the City, the Urban Renewal Agency, the Chamber, and community stakeholders play in the redevelopment of downtown Veneta. The plan is intended to be used by both public and private stakeholders as they move forward with a variety of (complementary) redevelopment initiatives.

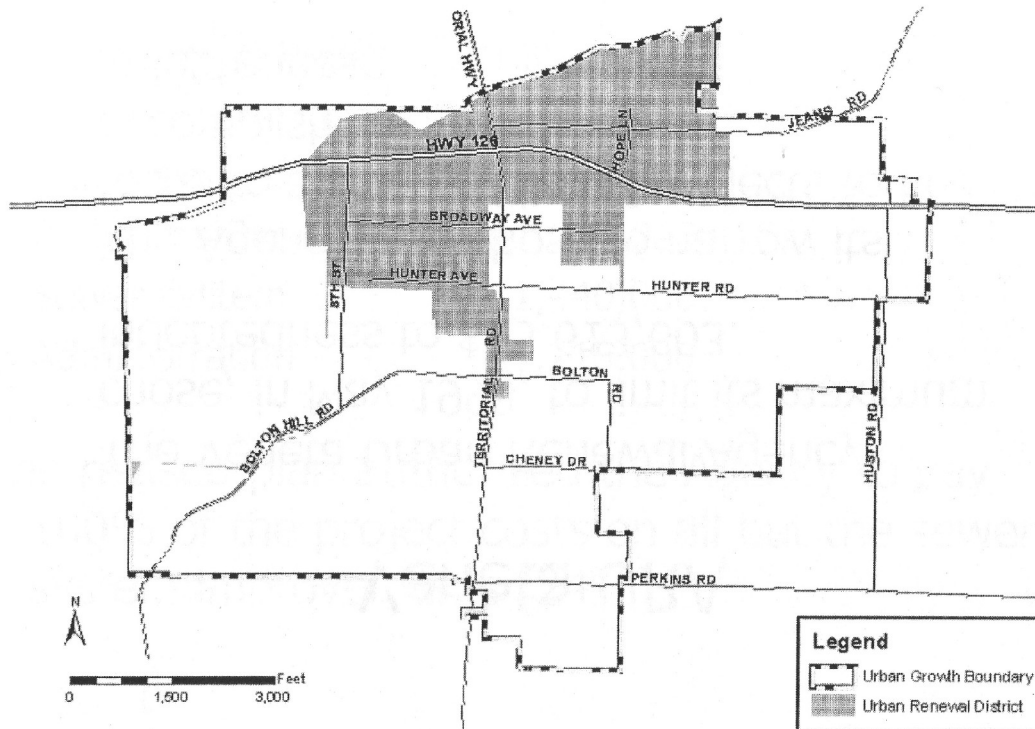
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## PROJECT AREA

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Veneta's Urban Renewal area encompasses a total of 354 acres located within Veneta's city limits. It includes Veneta's commercial areas and industrial land. The map, below, indicates the boundaries of the Urban Renewal district.

### Veneta Urban Renewal District



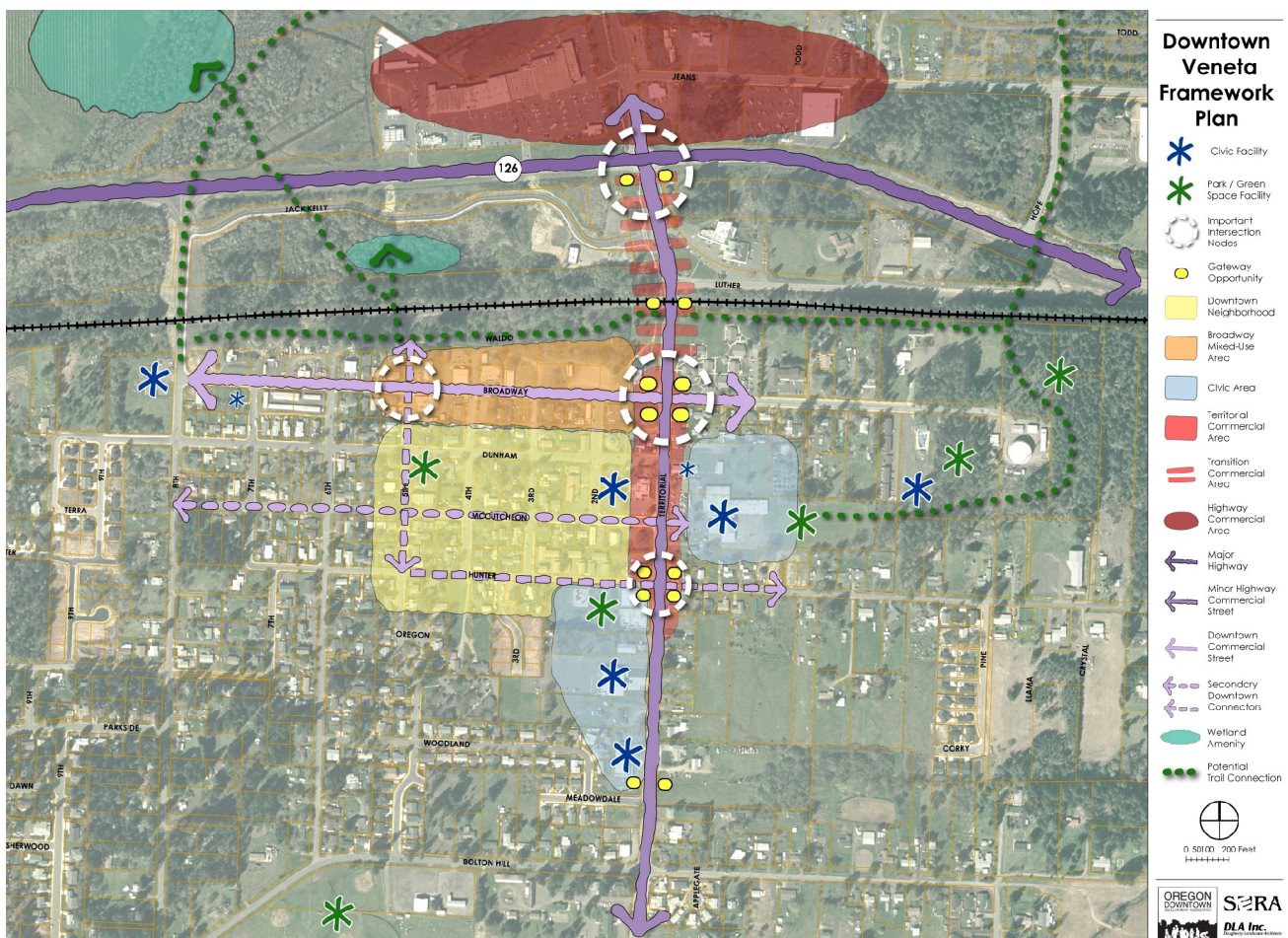
Due to the way that Veneta's commercial areas have developed over time, the casual observer is inclined to ask "Which commercial area does the community consider as downtown?" Veneta has three almost contiguous commercial areas, where each has businesses that are appropriate in a traditional downtown district. They include: the Hwy. 126/Territorial Road intersection; Territorial Road from Hwy. 126 to Hunter; and along Broadway between Territorial and 8<sup>th</sup> (see map on page 5 and 18).

Through community discussions, the focus area for this project was defined as along Territorial from the Highway 126 intersection to Hunter and along

Broadway between Territorial and 8<sup>th</sup> (with primary focus given to Broadway from Territorial to 5<sup>th</sup>).

Through further community discussions, the project area was then broken into three sub-areas based on their existing typologies and uses. They include: Broadway Mixed-Use, Territorial Commercial, and Downtown Neighborhood districts. Dividing the project area into three districts was valuable in articulating the different land uses, development styles and vision for each. It was also helpful in illustrating how each of these areas could become more pedestrian friendly and inviting through distinct (yet complementary) redevelopment styles.

The two primary commercial areas within the study area, Broadway and Territorial, look and feel very different - - with Broadway having the potential to serve as a much quieter and more pedestrian friendly mixed-use downtown district and Territorial taking on the role of a strictly commercial district where no on-street parking is allowed and building setbacks and parking are treated differently. The Downtown Neighborhood district is an amalgam of residential and small, interspersed commercial that could transition to a higher density, as development pressure dictates, while keeping its small town character. Recommendations for physical improvements will be outlined by district. The Market Readiness Analysis is based on a much larger target market area, but will include business development recommendations for Broadway and Territorial.



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## REVITALIZATION PARTNERS & PHILOSOPHY

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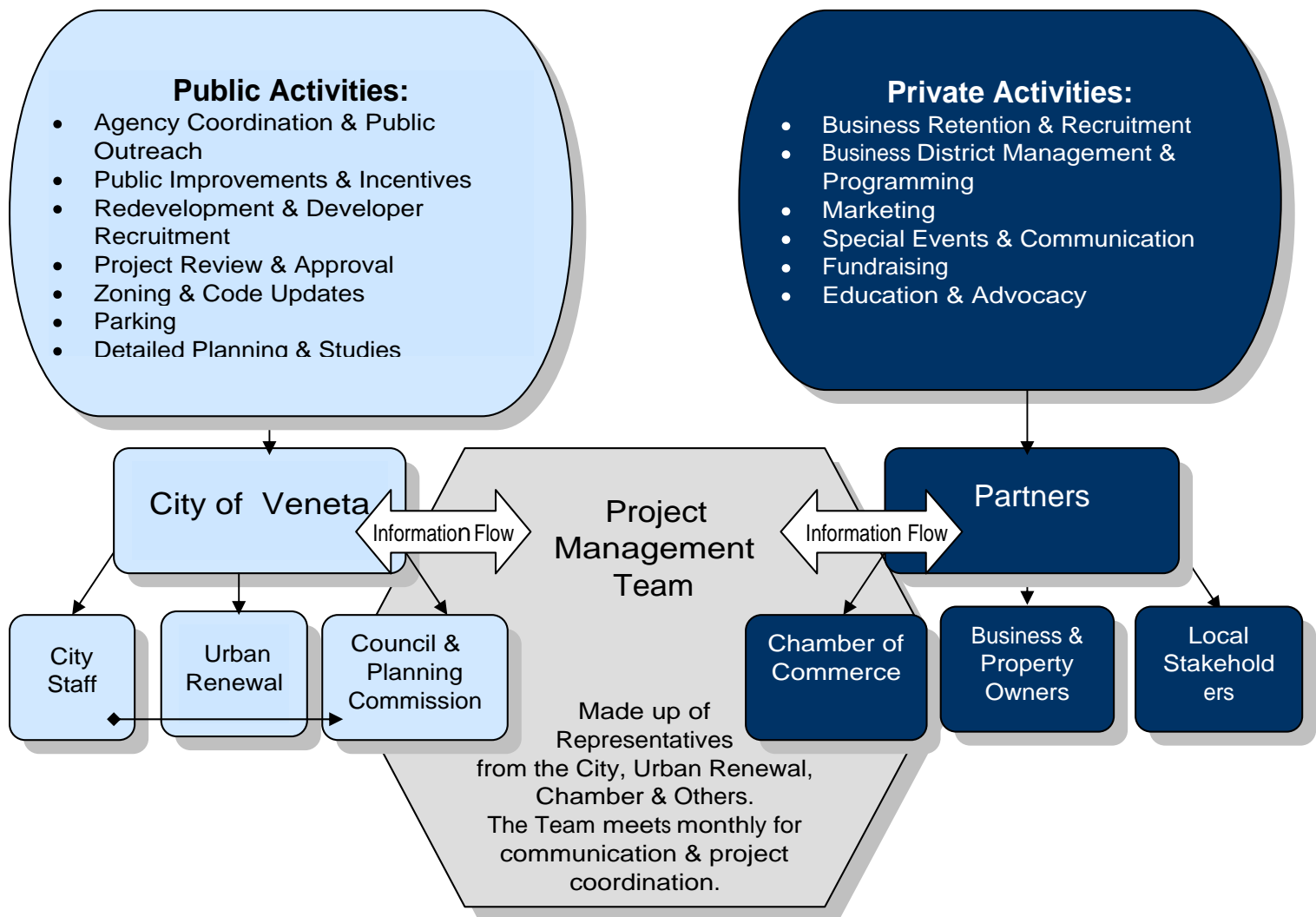
The City of Veneta and the Urban Renewal Agency recognize the importance of an economically thriving, inviting and livable downtown, both for the local economy and quality of life. The guiding philosophy for the Veneta Urban Renewal Agency should be based on the following:

- The Veneta Urban Renewal Agency will use a balanced approach to redevelopment, including the use of a variety of tools and strategies for stimulating redevelopment and increasing economic activity
- The Agency will support tipping point, or catalyst, projects that will help fuel additional investment within the downtown area
- The Agency will focus on phased projects that include both short- and longer-term timelines & outcomes
- The Agency will support multiple projects to help keep redevelopment moving ahead (and showing success) on a variety of fronts
- The Agency will adopt criteria that are used to 'sift' redevelopment projects through in order to better guide decision-making (see *Strategic Internal Policies* section on page 9)

## ROLES & RESPONSIBILITIES FOR IMPLEMENTATION

Implementing a successful community revitalization effort is a complex task. This is especially true for downtown redevelopment because there are several types of projects to undertake and a variety of public and private players to work with. The following flowchart outlines two categories of redevelopment activities that will be undertaken for downtown Veneta and the roles and responsibilities within each.

It also indicates the creation of a Project Management Team. This working alliance is critical to the success of Veneta's redevelopment effort. To help clarify how the plan will be implemented, the matrix on the following page outlines next steps by category and responsibility.





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## RECOMMENDED NEXT STEPS BY CATEGORY & RESPONSIBILITY

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Veneta's Downtown Master Plan addresses the redevelopment of downtown through an integrated and comprehensive approach. The following sections lay out recommended 'next steps' by categories and responsibilities, shown in the matrix below. The numbers before each category name do not indicate a prioritized order for implementation, as work within all the categories is intended to advance together.

Next Steps by Category & Responsibility			
Project Category	Lead Entity for Implementation		
	City	Urban Renewal	Chamber of Commerce
1. Strategic Internal Policies		●	
2. Planning Projects & Code Updates	●		
3. Redevelopment Tool Kit		●	
4. Capital Improvement Projects	●	●	
5. Business Development & Recruitment	●		●
6. Partnering & Communications	●	●	●



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## 1. STRATEGIC INTERNAL POLICIES

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Before embarking on the next phase of capital improvement projects, it will be important to create new policies for how the Veneta Urban Renewal Agency approaches redevelopment and manages the Agency, including:

**A. Adopt Decision Making Criteria for Urban Renewal.** The Veneta Urban Renewal Agency should adopt the following criteria to evaluate projects. Having set criteria in place will help the Urban Renewal District strategically participate in, and achieve, the kind of redevelopment envisioned.

**Urban Renewal projects will:**

- Be in the public interest
- Target a ROI (Return on Investment) ratio of 1:5 - - so that for every Urban Renewal dollar spent, it will leverage \$5 worth of reinvestment within the district
- Support quality economic growth
- Increase the value of adjacent properties
- Encourage greater marketability of the district
- Encourage better community design
- Provide for a greater intensity and mix of uses, including downtown housing
- Provide a gain in ground-floor retail
- Support the recommendations in the Downtown Master Plan, Market Readiness Report, and Code Audit/Proposed Updates.

**B. Adjust the Allocation Plan for the Balance of Urban Renewal Funds.** From its creation in 1984 through the development of this plan, the majority of the projects undertaken by the Urban Renewal Agency have been public improvement projects. The Agency should adjust the allocation plan to include additional monies for the Redevelopment Tool Kit and create a fund for property acquisition.

The City conservatively estimates that future tax increment revenues from the Veneta Urban Renewal District will total up to \$4.2 million based on the current level of indebtedness and the projects outlined in the Urban Renewal

Plan. The new allocation plan will be based on percentages of a total budget and include:

<b>Veneta Urban Renewal District's Budget Allocation Chart</b>	
<b>Types of Projects</b>	<b>Assuming an Estimated Budget of:</b>
	<b>\$4.2 million</b>
Capital Improvements (see Section 4: Capital Improvement Projects)	75 % \$3.15 million
Redevelopment Tool Kit (see Section 3: Redevelopment Tool Kit)	5% \$210,000
Property Acquisition Fund (see this section, below)	10% \$420,000
Administration, Consultants, Other Planning (see Section 2: Planning Projects & Code Updates)	10% \$420,000

Once a year, the Urban Renewal Board should conduct a review of the allocation plan to determine whether it needs to be adjusted. If necessary, the Board will fine-tune the plan to better reflect the Agency's most current goals and priorities.

**C. Adopt Property Acquisition Policies for Redevelopment.** As appropriate, the Veneta Urban Renewal Agency will assemble downtown properties, from both opportunistic and strategic points of view, then issue RFPs for redevelopment. However, the Agency must be careful about its role in property acquisition, as there is a tenuous balance between serving as a catalyst and bidding up the private market. If this happens, it is extremely difficult for private developers to initiate and implement their own projects.

Guiding criteria for property acquisition policy will include:

- The purchase must be in the public interest.
- The purchase is needed to address issues when private development cannot move forward. This could include: brownfield sites and assembling smaller parcels for a single larger scale redevelopment project.
- The purchase can be responsive or proactive, meaning that the Agency can respond to a developer or they may take advantage of strategic opportunities.

### **Property Acquisition Recommendations**

Following are three recommendations for assembling property for redevelopment in downtown Veneta. They include:

1. Acquisition of surplus ODOT land, at the intersection of Luther and Territorial, to redevelop as a transit station.
2. Acquire previously vacated street right of ways on 2<sup>nd</sup> and 3<sup>rd</sup> Streets between Broadway and Waldo.
3. Acquire catalyst properties for redevelopment if current property owners are unwilling/unable to redevelop them in accordance to the vision and plan for downtown.

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## 2. PLANNING PROJECTS & CODE UPDATES

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Although this project provides a new planning document for downtown, there is still planning work that remains. The City should undertake the following short- and longer-term projects in order to complement and move this work forward. This will help ensure that all necessary policies are enacted to support the plan and vision for downtown.

- A. Update and Adopt Urban Renewal Plan.** Using this plan as a basis, it is critical to update Veneta's Urban Renewal Plan in order to incorporate the proposed projects and changes in redevelopment strategies that include: creation of a Redevelopment Tool Box and an allocation for property acquisition.
- B. Update Development Standards for Downtown.** Working through the Department of Land Conservation and Development's Code Assistance Program, the City should apply for a grant to update downtown code based upon the *Code Audit and Recommended Updates* component. It is important to facilitate this code update as soon as possible. As an example, the code currently allows 'business entrances to face non-primary streets - - which is in opposition to the vision for a more pedestrian friendly district.
- C. Create a Community-wide Master Plan.** In the course of this project, it became clear there is a need for a community-wide master plan that is broader in reach than this plan for downtown. The larger plan should address community facilities' needs and identify potential locations that will assist in creating new anchors and better synergy between uses; ways to better connect the community, including to nearby the natural areas through trail (land and water) development; and how to manage new development so that Veneta retains its small town character and assures appropriate and orderly growth. This planning project could be undertaken as a community project in conjunction with the Ford Institute Leadership Program.

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### 3. REDEVELOPMENT TOOL KIT

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In May 2006, City Administrator Ric Ingham attended a Redevelopment Workshop sponsored by the Oregon Downtown Development Association where city agencies and developers discussed the importance of tools and incentives to help initiate and leverage redevelopment. Until now, Veneta's Urban Renewal Agency has not used redevelopment incentives and has seen very little reinvestment into the downtown commercial areas. In response, the Agency should include a redevelopment tool kit of incentives to encourage and leverage a greater level of private reinvestment into the downtown district.

**A. Create and Market Redevelopment Tools and Incentives.** The creation and marketing of a comprehensive Redevelopment Tool Kit is an essential component to help downtown Veneta achieve a more economically vital and attractive downtown. This set of incentives is made up of specialized tools for different types of projects. Every incentive listed should be in the 'tool box', with the understanding that the City Administrator is empowered to decide which incentives are appropriate for individual projects, then negotiate in good faith before going to the Agency for final project approval.

**The Redevelopment Tool Kit for downtown should include:**

- Flexibility and streamlining in permitting (i.e., if 'x, y, z' criteria are met, then the project qualifies for fast-track permitting)
- Free design assistance (i.e., 15 hrs of professional architectural assistance). Urban Renewal Directors agree to the value of this tool. This type of assistance helps both the developer (by providing much needed technical assistance) and the downtown district (by achieving façade upgrades that complement the existing downtown fabric).
- Façade Improvement Program. A new façade program should include a zero percent interest rate with a ten year payback. As a special add-on, a small grant of up to \$2,500 for signage (no back-lit plastic signs) will be offered in conjunction with a \$25,000 loan.
- Signage Grant Program (i.e., where Urban Renewal would provide a 1:1 matching grant of up to \$1000 for signage upgrades.)
- Waiving, reducing or deferring (up to five years) System Development Charges following staff review (i.e., 'trading' SDC charges associated with redevelopment of commercial storefronts with required façade upgrades. The rationale behind this is that an existing building has already paid for its impacts and that requiring the amount that would be paid in SDCs to be put directly into the façade is a win for both the City and property owner.)

- Outright grants to help fill funding gaps. This tool should be used only in very special cases to help fill a small project gap, where no other funding sources are available.
- Buy down of loan rates on commercial redevelopment loans. This is another tool to help get projects moving. As interest rates rise, this incentive becomes more popular and necessary.
- Forgivable debt, where if certain performance criteria are met within a specified length of time, then the project loan transfers to a grant (i.e., The Dalles' demolition loan for \$50k that turns into a grant if the property is built upon within 2 years of demolition). This is a creative and flexible program that helps ensure that right things happen in a timely manner.
- Grants or zero percent loans for required seismic or ADA upgrades. This is another tool to help prompt redevelopment when there is a change of use and/or occupancy.
- Streetscape improvements as part of specific redevelopment projects.
- Optioning downtown 'opportunity site' properties for redevelopment - - making sure the option is transferable to the developer. This tool allows the Urban Renewal Agency to proactively engage in the property redevelopment process. The decision to move forward with the option process should be based on properties that are of *strategic importance* or offer an *immediate opportunity*.
- Vertical Housing Development Zones (VHDZ) – where the City makes application, on behalf of a developer, to create a VHDZ district to Oregon Housing & Community Services. The district may be comprised of a single property or larger area. The program allows for a 10-year tax abatement for projects that include housing (either market rate, affordable or a combination of the two) *over ground floor retail*. The abatement ranges from 20% for one floor of housing, capping at 80% for four floors of housing.

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## 4. CAPITAL IMPROVEMENT PROJECTS

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Veneta's original Urban Renewal Plan and 1998 Amendment focused solely on public improvements to help spur redevelopment. They also focused on the entire Urban Renewal area, which is much larger than the downtown project area of this study. From now through the end of the district's life, capital improvements will continue to play an important role in the Urban Renewal work plan. However, within the new Urban Renewal allocation plan, funding should also be set aside for property acquisition and to create the Redevelopment Tool Kit (*see Budget Allocation Chart on page 10*).

With this new budget framework in place, the following section outlines recommended capital improvements within two of the project sub-areas: Broadway Mixed Use (along Broadway, from Territorial to 5<sup>th</sup>), Territorial Commercial (along Territorial, from Hwy 126 to Hunter) - - with some streetscape improvements recommended to better connect Broadway to the Downtown Neighborhood area. The projects are laid out by area and are listed in a general order of priority with the caveat that flexibility must be built into the work plan in order to take advantage of opportunities as they arise.

### VENETA'S IDENTITY

Throughout stakeholder meetings, the community was interested in making sure Veneta celebrates what makes it special through elements of the streetscape, urban design, and local activities. Veneta has several strong assets that it can focus on as identity builders. They include:

- Unique, nearby eco-systems (connection to wetlands, trails & wildlife): where bio-swales could be implemented as part of streetscape solutions to help manage stormwater run-off; connections could be developed/improved to existing natural areas through the creation of water and land trails; and more emphasis given to attracting nature and wildlife enthusiasts from around the country through marketing and activities.
- Small-town, home-town: the community wants to ensure that Veneta maintains its small town charm, scale, and friendliness even though it is the fastest growing community in Lane County. Upgrading development codes to support community interaction through pedestrian/community-friendly design and human scale (browsable storefronts; the inability to build 'snout-houses' with garages that extend beyond the front of the house, green 'front yards' for businesses, etc.) will help ensure Veneta maintains the charm and scale that make it special.
- The Arts: Veneta and the surrounding area is home to a large number of artists, including visual, performing, or creative artists, as well as artisans and craftspeople. In addition, those who work in arts education, and those who support the arts through arts organizations, events, and galleries are also

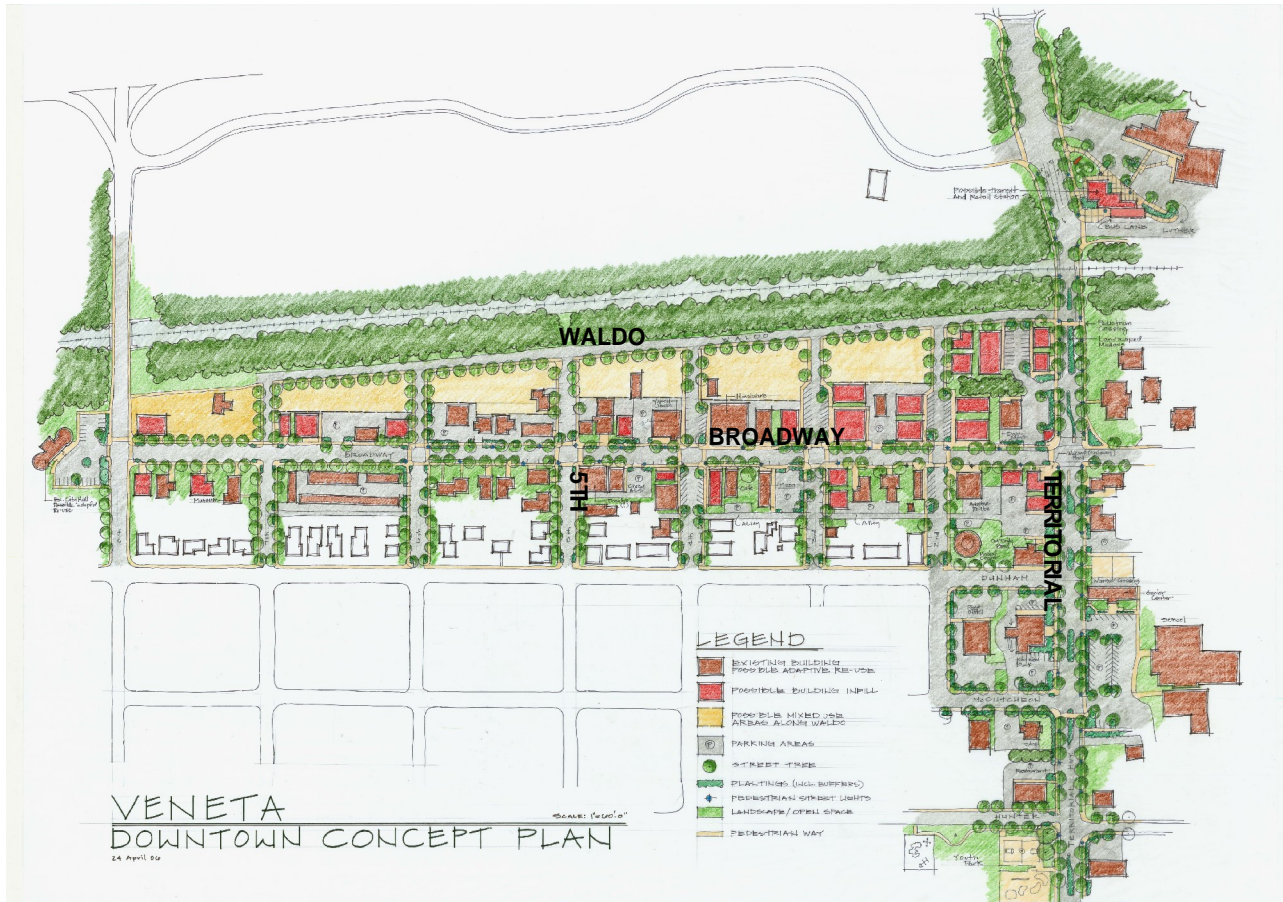
important components of the local art culture and economy. There is a strong desire within the community to celebrate the arts through elements of the streetscape (unique art benches & trash receptacles) and nurture more connection to the arts by encouraging live/work spaces and other arts related businesses along Broadway as part of the redevelopment focus. Partnering with the Oregon Country Fair might be a good way to help develop a downtown arts district/collective along Broadway. Working with the local effort to develop a local performing arts center will also help strengthen this important community component.

- Agriculture: With Veneta's geographic location, there is a good opportunity to develop a local Growers' Market. However, with Eugene and Florence both staging Saturday Markets, it will be important to develop a strong plan, unique day (Hillsboro & Milwaukie both have Sunday Markets to set themselves apart from Portland's Saturday Market), outstanding organization, and creative marketing in order to be successful. In addition, Veneta's proximity to outstanding wineries adds another dimension to this small, rural community that should be built upon.
- History: Veneta's Applegate Pioneer Museum along Broadway is a strong link between the community and its pioneer roots. This could be further strengthened with a walking/driving tour; by using design cues from some of Veneta's historic architecture (i.e. the Coburg model) to help give downtown redevelopment projects a more personal and unique appearance; and by continuing to work and coordinate with the local museum group.

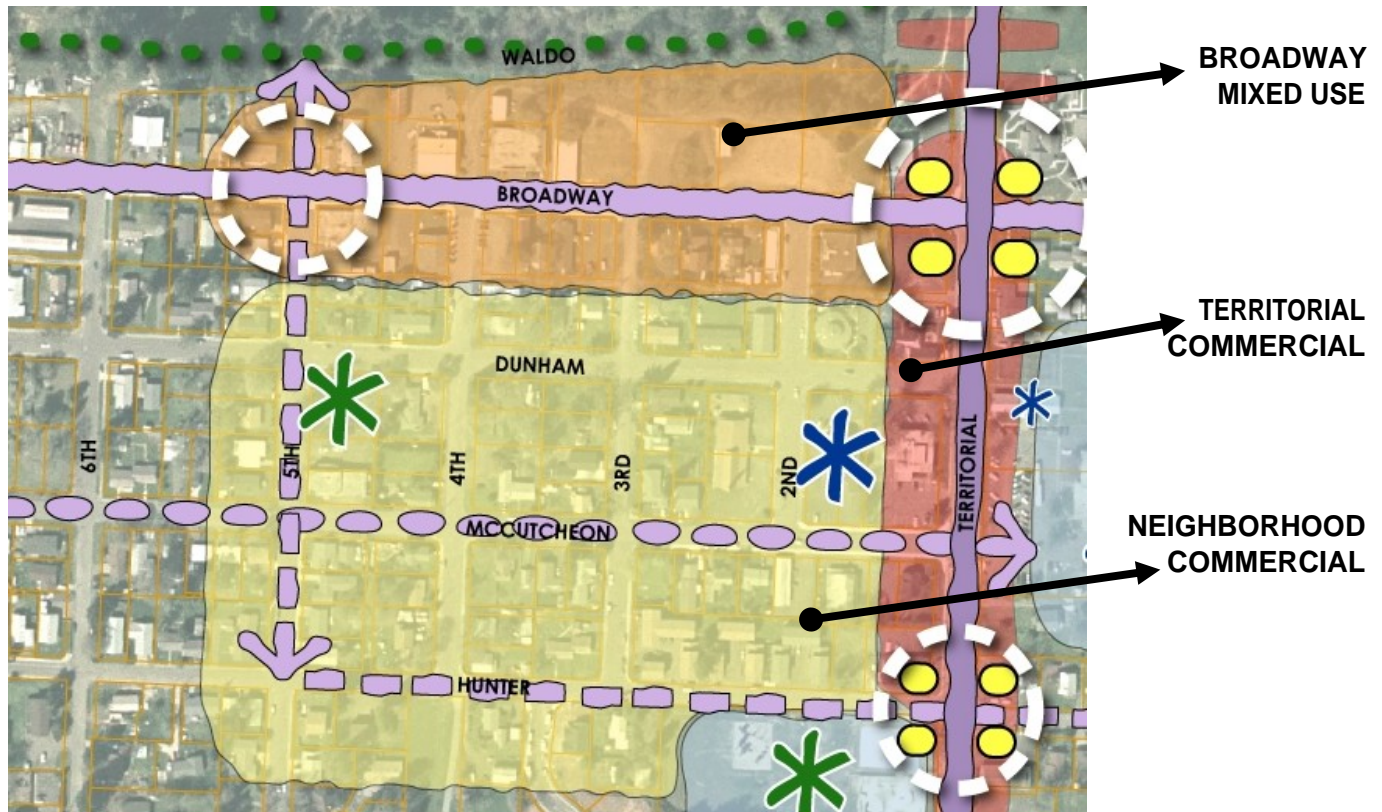


## THE DOWNTOWN PROJECT AREA

The map, below provides a closer look at the project area for this plan. The map on the following page outlines the three districts within the project area.



## VENETA'S DOWNTOWN DISTRICTS



### GENERAL COMPONENTS OF THE PLAN CALL FOR:

- Improving the streetscape through the addition of sidewalks, plantings, lighting, and furnishings
- Creating safer pedestrian crossings through upgraded crosswalks and medians, where appropriate
- Infrastructure upgrades that include sewer connections along the north side of Broadway from Territorial to 5<sup>th</sup>, a lift station, and electricity and irrigation installed under sidewalks for street lighting and plant maintenance
- Encouraging on-site parking where possible and tucking off-street shared parking to the sides and behind businesses
- Consolidating driveways for safer access/egress and to gain additional parking
- Infilling 'opportunity sites' with development that adds to the pedestrian experience to strengthen and complement the district
- Activating side yards with outdoor dining



- Developing an attractive, functional and efficient transit station option
- Developing Waldo Lane, and its connectors, to create better circulation patterns for both vehicles and pedestrians/bikes, more parking, and access the backs of businesses
- “Greening up” front yards of businesses by getting rid of excess pavement and replacing with planting
- Creation of inviting public spaces that complement the built environment

#### **PROJECT FOCUS: Broadway Mixed Use Area**



In Veneta, Broadway has the ‘bones’ of a historic downtown commercial district, with small storefronts sprinkled along a quiet, pedestrian friendly street. The problem is that there are several underutilized or vacant lots and non-Main Street type businesses that interrupt the rhythm of the pedestrian experience. In addition, the length of W. Broadway (eight blocks from Territorial to 8<sup>th</sup>) dilutes what little retail energy that does exist. In response, the community and project team is concentrating on initial improvements for Broadway from Territorial to 5<sup>th</sup> in order to better focus and consolidate redevelopment and retail energy.

## THE VISION: Broadway Mixed Use Area



Redevelopment along Broadway could resemble any of these examples



Bowhall Maples



Flowering Pear



Red Sunset Maple



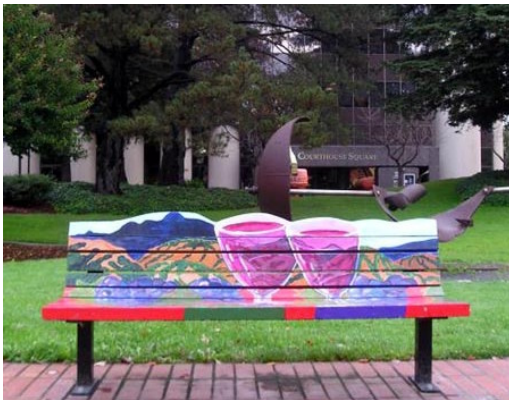
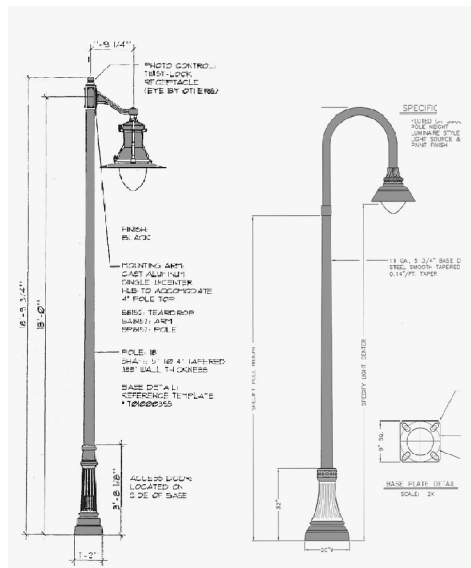
European Hornbeam



Flowering Cherry

Smaller canopied street trees that are suitable for the Broadway Mixed Use Area





Examples of pedestrian scaled lighting and 'artful' seating that could be used in the Broadway Mixed Use Area and a shared street example for Waldo Lane.



Activating side yards with outdoor dining and retail displays helps create more interest and activity in a downtown district.





These drawings from a 1998 study show how side yards and fronts of businesses along Broadway can be activated and made much more inviting and vital.

## PROJECT FOCUS: Territorial Commercial Area

As a state highway, Territorial has a different character and feel than the quieter Broadway. Where Broadway has on-street parking, Territorial has a wide center turn lane, bike lanes and an absence of on-street parking. Where portions of Broadway have a more traditional downtown feel, Territorial has developed a suburban shopping character, where each individual business does not support and rely on its neighbors - - making it a district where customers 'park often and walk once' rather than the opposite, which better describes a traditional downtown shopping district. In addition, even the ownership of Territorial differs from Broadway and any improvements to the public right of way will need to be coordinated with the Oregon Department of Transportation since it is a state highway. That said, the community showed a great deal of interest in making Territorial more pedestrian friendly and easier, and safer, to cross by foot or bicycle. There is a lot of interest in exploring intermittent medians, located in the center turn lane, that can help calm traffic and serve as a refuge for pedestrians.

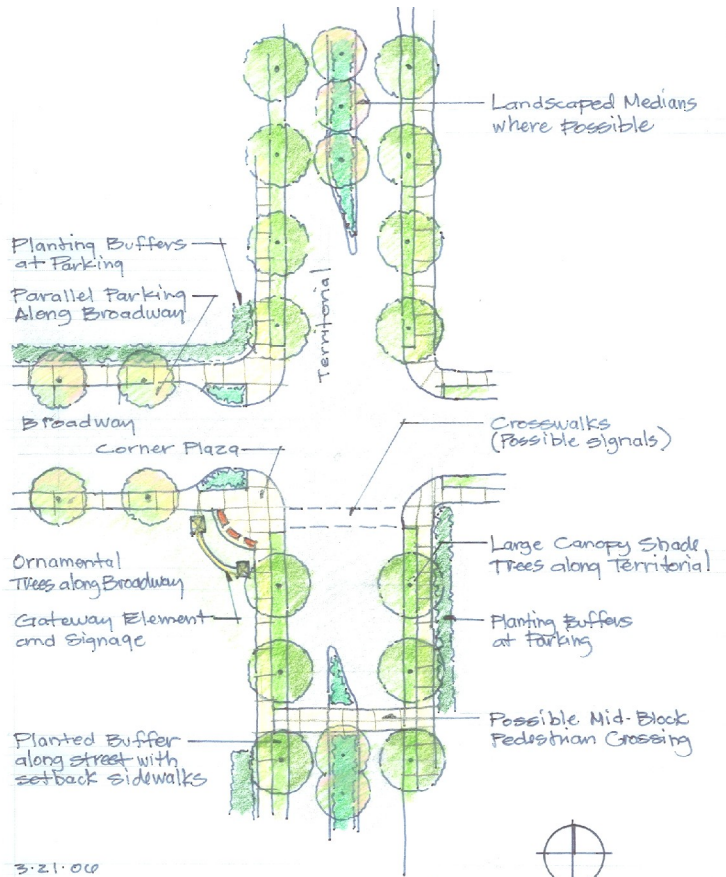
Even though Territorial differs a great deal from Broadway, the community understands this commercial district's importance and has articulated a vision for improvements to it.

## THE VISION: Territorial Commercial Area



Redevelopment along Territorial could resemble any of these examples





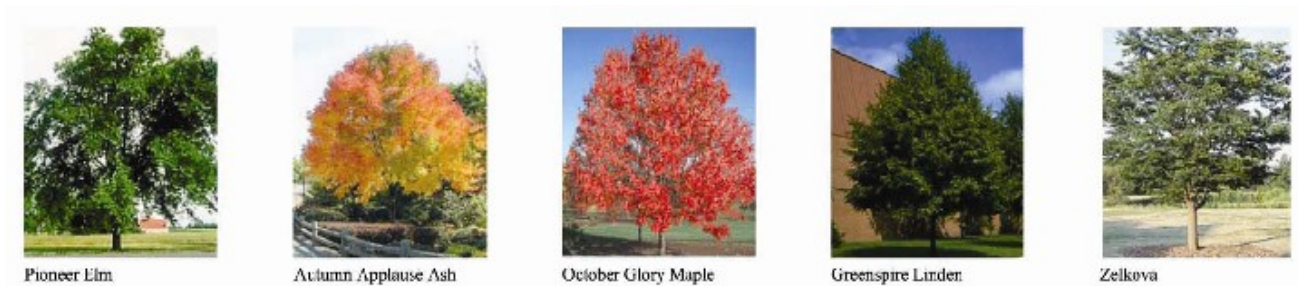
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# STREET CONCEPTS DIAGRAM AT TERRITORIAL & BROADWAY INTERSECTION

This detail for proposed improvements on Territorial (and onto Broadway) indicate a variety of improvements to create a safer connection between the east and west sides of Territorial and improve the overall appeal and pedestrian friendliness of the area.



The drawing, left, shows a concept for a mixed use transit center at the intersection of Luther and Territorial.



These are examples of large canopied street trees that could be used along Territorial Road.

Other streetscape amenities such as lighting, benches, trash receptacles, & bike racks should be coordinated with those along Broadway.



Existing conditions along Territorial Road, above.



The concept, above, shows Territorial redeveloped with a landscape strip to help buffer pedestrians from moving traffic (since there are no parked cars to do this). It also shows how a planted median strip creates a strong vertical element, effectively helping calm traffic and provide a safety refuge for pedestrians wanting to cross the highway.





Existing conditions along Territorial Road, above.



This concept, above, shows how landscape buffering between parking lots and the sidewalk create a much more comfortable pedestrian environment.

## PROJECT FOCUS: Neighborhood Commercial Area

The area south of Broadway, to Hunter, and west of Territorial, to 8<sup>th</sup>, is primarily residential with a sprinkling of commercial development throughout. The plan for this area is to support the development of higher density residential over time, with neighborhood commercial development anchoring corners. The reasoning behind encouraging higher density residential is to provide more customers within easy walking distance of Broadway, Territorial and within the neighborhood.

## THE VISION: Neighborhood Commercial Area



Redevelopment in the Neighborhood Commercial Area could resemble these examples

*Note: Additional detailed information on each of the proposed districts and their approaches to development is included in the "Code Audit and Proposed Updates" document.*

## **NEXT STEPS FOR CAPITAL IMPROVEMENTS**

Earlier in this section, the vision and different design characteristics for Broadway, Territorial and adjacent Neighborhood area were outlined. This section will lay out next steps as they relate to:

### **1. BROADWAY AND WALDO IMPROVEMENTS**

### **2. TRANSIT CENTER DEVELOPMENT**

### **3. TERRITORIAL IMPROVEMENTS**

In any effort to implement a range of public improvements, the complicated task comes with project prioritization and phasing. With this project, the community is very interested in making sure there are some visible projects implemented, in addition to the often invisible infrastructure upgrades that are critically important. The key is to take a balanced approach to project implementation, knowing that both short-term and longer-term projects are important and they should include both visible and 'out of sight' improvements. As a general rule, use capital improvement projects (such as streetscape improvements) to help incent and complement downtown redevelopment projects.

#### **CRITERIA FOR PROJECT PHASING SHOULD INCLUDE:**

- Priority should be given to projects that are necessary in order to create new investment, i.e. sewer hookups that will then allow the north side of Broadway to infill
- Priority should be given to catalyst or 'tipping point' sites or projects that have high visibility and will have a major impact the revitalization effort
- Priority should be given to 'completing' projects that, for whatever reason, are missing components, i.e. electrical and irrigation under new sections of sidewalk
- Visible, more short-term projects, such as streetscape improvements (furnishings, etc.) can be implemented as 'stand alones' when they complete and do not negatively impact, other planned improvements
- Projects that have an economy of scale, where several objectives can be met with one project, should have a higher priority
- Priority should be given to projects where outside funding can be coupled with Urban Renewal dollars to accomplish more
- Improvements to Broadway and Territorial should be higher priorities than improvements to side streets and Waldo

## **STEPS IN THE DESIGN AND CONSTRUCTION PROCESS OF STREETScape IMPROVEMENTS**

The conceptual plan developed through this process is an all-important first step in creating the vision and framework for downtown improvements. That said, it is only the first step. In an effort to move from concept to finished project, there is an established process for implementing streetscape improvements. They include:

- Conceptual, or Schematic, Design that sets the vision.
- Design Development that includes survey and civil engineering input. In this phase, a preliminary Cost Estimate is created. The Design will continue to get more specific as it moves through the public input process and 'bumps up against' budget constraints.
- Once the Design is finalized, Construction Documents and Specifications are created that contractors will use in developing bids and in the construction of the project itself.
- Bid Phase is where the project is put out for public bid through Plan Centers and public notification in newspapers, etc. Finalists are interviewed and a contractor is selected. The City develops the contract for services. When it is signed, this is a green light for construction to begin.
- Construction Management is where someone who represents the City's interest in the project oversees the construction to ensure quality control, etc. This may be done either in-house or contracted out to an engineering firm, etc.
- When almost all of the work is completed, the Substantial Completion Inspection occurs. This is where the contractor is ready for the final inspection and punch list.
- Project Close-out is the final phase where 'As Built' Drawings may be needed if substantial changes were made in the field during construction.

The following section outlines next steps for each of the three project areas. As Broadway improvements are the highest priority, their next steps are detailed out. The remaining lists are simplified. Keep in mind that each step that calls for developing a detailed plan or design should go through the steps outlined above.

## DESIGN PROCESS FOR BROADWAY AND WALDO SITEWORK

### I. CONCEPTUAL DESIGN – Complete

### II. DESIGN DEVELOPMENT

- A. Prepare Accurate **Existing Conditions Base Plan** for entire Broadway and Waldo – Future Build-out area including side streets. This may include additional survey work and/or assembly of all current information. This should also include all above ground and below ground utilities.
- B. Prepare a **Streetscape Improvements Master Plan** in auto-cad. This should include:
  - 1. Existing and new ROW's
  - 2. Modified and new streets, curbs, and sidewalks and plazas.
  - 3. Proposed landscape areas and street trees
  - 4. Proposed Street Light locations
  - 5. Furnishing, including benches, litter receptacles, bike racks etc.
  - 6. City owned lots such as SW Territorial and Broadway
  - 7. Improvements to adjacent private property such as Dairy Mart parking/circulation or other areas where screening etc. is needed
- C. Prepare engineering for **Preliminary Utility Improvements Plan**. This would include the following:
  - 1. Storm water drainage improvement (including potential bio-swales and detention.
  - 2. Sanitary Sewer System
  - 3. Domestic water
  - 4. Electric power
  - 5. All other utilities
- D. Prepare **Cost Estimates** for all Streetscape Improvement Work. Itemize estimate so that strategic areas can be broken down. For example:
  - 1. Broadway and side streets to the south.
    - a. Street paving and infrastructure
    - b. Utility Improvements breakdown
    - c. Street trees and landscaping
    - d. Irrigation
    - e. Street Lights and furnishings breakdown
  - 2. Waldo Lane
    - a. Street paving and infrastructure
    - b. Utility Improvements breakdown
    - c. Street trees and landscaping
    - d. Irrigation
    - e. Street Lights and furnishings breakdown



- 3. Side Streets between Broadway and Waldo
  - a. Street paving and infrastructure
  - b. Utility Improvements breakdown
  - c. Street trees and landscaping
  - d. Irrigation
  - e. Street Lights and furnishings breakdown
- E. Based upon cost estimate and priorities, determine a **Preliminary Phasing Plan**. Determine scope of Phase I work.

### III. **CONTRACT DOCUMENTS FOR PHASE I**

These documents would be prepared to obtain bids, inform construction and close out project. These may generally include but are not limited to:

- A. Demolition, Site Preparation and Erosion Control Plans
- B. Engineering for all street infrastructure including sidewalks, plazas etc.
- C. Engineering for all utility work (storm/sanitary sewers, power etc.)
- D. Landscape Plans for planting areas, street trees, bio-swales etc.
- E. Irrigation Plans
- F. Furnishings Plans
- G. Specifications
- H. Bid Forms and Contract Requirements
- I. "As Built" Drawings for all new improvements



## **TRANSIT CENTER**

The development of a transit station could be implemented at any point and is not dependent upon other capital improvements.

1. Work with Lane Transit District to formalize an agreement for an Express Route stop in Veneta
2. Acquire subject property from ODOT
3. Develop site plan for transit station that may include a mix of uses
4. Work with owner of shopping center property formalize agreement for shared parking and internal circulation, if needed
5. Build new transit center

## **TERRITORIAL IMPROVEMENTS**

Any type of improvements that occur within the right of way along Territorial will have to be coordinated with the Oregon Department of Transportation (ODOT).

1. Work closely with ODOT on a highway/streetscape improvement plan for Territorial that may include:
  - i. Improved crosswalks, including curb extensions
  - ii. Medians, where appropriate
  - iii. Pedestrian scaled lighting
  - iv. Plantings
  - v. Furnishings
2. Work with property owners to provide landscape buffer for parking lots along Territorial and side streets (1 block distance).

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## 5. MARKET OPPORTUNITIES

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This section provides an overview of key business development strategies and next steps for successfully promoting and capitalizing on the market opportunities identified in the Market Readiness section of the plan.

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### COMMITTING TO BUSINESS DEVELOPMENT

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- A. Review & commit to Redevelopment Guidelines.** At the heart of Veneta's long term success is its ability to offer businesses, residents and visitors an environment different from, and more inspiring, than what they can find elsewhere. The guiding principles, outlined in the Market Readiness Report, should be reviewed and committed to in order to ensure that all partners are on the same page and serious about business development.

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### PRODUCT READINESS

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- A. Inventory and assess vacant properties.** Marketing business opportunities and properties go hand in hand. The first step is to focus on inventorying vacant properties to determine which are ready for occupants.
- B. Adopt & market tools & incentives for redevelopment.** New tools and incentives must be adopted then actively marketed in order to raise awareness and move redevelopment efforts forward.
- C. Prepare game plan for priority properties.** Within the core area, several properties are in need of intervention. Identify a select number of properties and create a game plan for improvement based on property owner willingness, interest and other factors. This may include strategies for addressing of problem properties.
- D. Contact key property owners.** Property owners are the lynchpin to the right business tenancy as well as property improvements. Identify the best outreach method/mechanism for each key property then contact key owners.
- E. Review allowed land uses and occupancies in downtown.** Enforce existing zoning/building codes; update zoning to encourage retail/service in downtown ground floor retail space.

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## BUSINESS RETENTION & EXPANSION

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- A. Encourage businesses identified in the Market Readiness Report to locate downtown.** This includes specialty retail, local artisans, home furnishings businesses and related businesses.
- B. Build on existing downtown clusters.** Using Kelley's Hardware and the Daily Bread as anchors, cluster complementary businesses nearby to increase downtown synergy.
- C. Cross market, purchase locally and promote Shop Local campaign.** Encourage businesses to cross-market and purchase locally. Promote Veneta businesses through a Shop Local campaign targeted to residents.
- D. Create a business kudos program.** To help support and highlight exemplary business practices, a business appreciation or kudos program should be instituted.
- E. Get the word out through publicity.** Increase the awareness of Veneta's recent successes and planned community improvements to the community and larger Eugene market. Use creative approaches such as a community pride campaign and regular press releases.
- F. Develop targeted recruitment campaign.** Prepare downtown recruitment campaigns for the top 3-5 retail/business priorities. Use multiple marketing tools from a simple brochure to business visitations and sales calls.
- G. Identify local interest in pursuing Bed & Breakfast and a quality RV park.** Explore these opportunities with local property owners, developers, and entrepreneurs.
- H. Provide hospitality training.** Provide annual hospitality training for local small business owners and employees to help provide the best service and impressions possible to visitors (who have been known to become residents and even business owners).
- I. Attend lodging conferences.** Attend annual conferences for Oregon lodging Association, the B&B Guild, RV Park and Campground Association to network with experienced lodging manager and business owners and learn about what it takes to be successful with these ventures.
- J. In planning for growth, identify prime (& appropriate) sites for future lodging facilities.** Now is the time to identify and make a plan for potential hotel sites so that Veneta is ready when lodging of this type can be supported.
- K. Explore community-initiated development process for lodging.** When the market is right, Veneta may want to explore a public/private partnership or

local investor group to spearhead filling lodge demand through the pursuit of one or multiple options - - B&B, lodge/hotel, RV park, etc.

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## 6. PARTNERING, COMMUNICATIONS & MARKETING

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The goal of expanding partnerships is to build a top-notch community redevelopment team - - where everyone is working off the same 'gameplan' with well defined roles and responsibilities for project implementation.

- A. Create a Project Management Team.** A small team, made up of representatives from the City, the Urban Renewal Agency, the Chamber and the community-at-large should be created. The purpose of this team is to provide a monthly communication flow to, and from, respective organizations on the progress of both public and private projects and activities. This streamlining of communication and project coordination will ensure a more successful redevelopment effort.
- B. Create and distribute marketing piece for Redevelopment Tool Kit.** Getting the word out about the new Redevelopment Tool Kit is critical. A marketing piece outlining the incentives, application process, and eligible area should be developed. The Chamber could be an excellent partner in helping distribute the information and 'sell' the incentives to downtown property owners.
- C. Create a developers database.** A database should be created that is made up of developers who specialize in mixed-use downtown projects. Having this kind of information resource is valuable on many levels, including for the RFP process and in helping 'match make' potential development partners.

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## CONCLUSION

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This Downtown Master Plan for Veneta has outlined many types of initiatives to help achieve a more vital downtown commercial area. It has included recommendations on internal policies, code updates, redevelopment incentives, business development, capital improvements and design. The goal of this plan is to address the revitalization of downtown in an integrated and systematic way.

The multi-faceted approach to redevelopment outlined throughout this plan is complex. However, the engagement of stakeholders during the process to develop the plan has proven that downtown is ready, willing and anxious to embark on the next phase of work in order to achieve the revitalized, livable downtown business district envisioned.

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