

# VENETA NORTHEAST EMPLOYMENT CENTER SPECIFIC DEVELOPMENT PLAN

## *I. Introduction*

The Veneta Northeast Employment Center Specific Development Plan is a blueprint for a mixed-use employment center in Veneta. The Specific Development Plan (SDP) outlines land use configurations, street and infrastructure layout, and development standards for the 135-acre project area located on the north side of Highway 126, east of Territorial Road.

Ample opportunity for public input, property owner participation, extensive site analysis, and coordination among experts in urban design, economic analysis, transportation, infrastructure planning, and policy analysis resulted in the development of the SDP diagram shown in Figure 4. Primary features of the SDP are intended to meet project and design objectives for the Northeast Veneta Employment Center, and to be consistent with community goals as expressed in relevant planning documents and processes. The proposals in the SDP:

- Redistribute land uses efficiently to support transit and other alternative modes of travel, and to decrease auto dependency;
- Reallocate land uses to reflect projections and needs and preserve the project area primarily for employment-generating activities;
- Provide flexibility to respond to changing community needs and market demands;
- Improve circulation for vehicles, bicycles, and pedestrians and link the site with other elements of Veneta's transportation network;
- Use natural and built features to enhance the site's attractiveness and utility for developers and employers;
- Refine classifications of land uses and establish effective transitions between uses and promote uses responsively to community needs and desires.

Specific proposals and designations within the Employment Center include:

- Approximately 90 acres of Industrially designated land, divided into three sub-categories: Campus Industrial (I-1, 51.2 acres), Light Industrial (I-2, 10.6 acres), and Medium Industrial (I-3, 28.9 acres) to meet the needs of

a range of potential employment-generating enterprises. Campus industrial uses will take advantage of the green backdrop presented by the Fern Ridge natural area to the north of the site; a host of smaller-scale "flex" employment opportunities will be available in the I-2 area fronting Jeans Road with service access off Todd Way; and more intensive I-3 uses will have close proximity to Highway 126.

- 14 acres of land designated Industrial-Commercial (I-C) allowing for flexibility to serve employment-generating light industrial uses and/or commercial uses, as market conditions warrant.
- 9 acres designated for Commercial use, divided into two sub-categories: Highway-oriented Commercial (C-1, 3 acres) and Community Commercial (C-2, 6 acres) to establish a distinct range of commercial services which will not impede redevelopment of the Veneta city center or compete with existing commercial centers.
- 10 acres designated for Open Space (O) for a greenway providing a development buffer and an off-street trail linkage, space for potential neighborhood park and civic development (e.g., transit station), and area for pretreatment of stormwater runoff from future development.
- 9 acres designated for General Residential (M), expanding the potential for needed higher density residential development within walking distance of commercial services and employment.
- Eventual relocation of direct access to Highway 126 eastward at New Hope Parkway. Development of this new access will result in the closure of Hope Lane from direct access to Highway 126 and conversion of the southern end of Hope Lane to a cul-de-sac. The Parkway will assume the function as a Minor Collector and primary access to the Employment Center from Highway 126.
- Entry monumentation and landscaped medians along the Parkway within the Employment Center to lend a distinctive sense of place and develop a unified design theme for further development.
- Orientation of building faces to promote walking and improve the relationship between land uses and the streetscape.
- Development of on-street bicycle lanes, sidewalks, off-street pedestrian trails, and a bicycle/pedestrian overpass across Highway 126.
- Preservation and enhancement of trees along Highway 126 to provide gateway appeal to the community and project area, while allowing "windows" of visibility for uses bordering Highway 126.

- Identification of future transit locations and routing through the project area.

The SDP proposes zoning overlays, development standards, and other measures within the Employment Center to allow for successful implementation and provide future development with a predictable, streamlined review process.

## ***II. Planning Process***

Since the project began in late 1998, there has been considerable public outreach and involvement. Property owners, Veneta residents and business owners, City and Lane Council of Governments (LCOG) staff, and the project consulting team have been involved in an iterative planning and design process.

LCOG developed a site assessment report summarizing a number of salient features about the site. A market assessment conducted by ECONorthwest provided information on the site and its potential for employment-generating development in current and foreseeable market conditions. Dorman & Company provided an analysis of the City's existing plan and ordinance context relative to the project area. Systems West Engineering provided preliminary infrastructure data.

Satre Associates conducted interviews with developer and property owner representatives and lenders familiar with the non-residential property market in Veneta. The purpose of these interviews was to glean insights as to successes and challenges faced in meeting current and anticipated local economic development needs.

Interested parties, stakeholders, property owners, residents, and City planning commission and economic development officials developed and refined alternative conceptual plans for the project area at public workshops held on January 20 and March 9, 1999. The input received from these workshops and refined through in-house charettes with Crandall Arambula and Satre Associates staff provided the basis for a Preferred Concept Plan depicting land use allocations and circulation systems within the project area. The Preferred Concept Plan was also reviewed

by staff from the Oregon Department of Transportation (ODOT), LCOG, and representatives of the major property owners.

Additional concerns expressed subsequently by property owners and by ODOT and DLCDC staff prompted a third workshop held on June 2, 1999 with key stakeholders, project consultants, and local and state officials, which resulted in further refinement of the Preferred Concept Plan. The Preferred Concept Plan formed the basis for development of the more detailed Specific Development Plan diagram and associated narrative and recommendations contained in this document.

### ***III. Specific Development Plan Purpose and Objectives***

Funded by a grant through the state Transportation and Growth Management (TGM) Program and a contribution from Frontier Resources LLC, the SDP is a planning tool applied to a specific area. The SDP is more detailed than the Veneta Comprehensive Plan but refines and supports community economic development policies.

#### **Project Objectives**

One of the primary objectives of the project is to establish an appropriate mix and location of uses which would strengthen the potential for employment generating activities in northeast Veneta and would support pedestrian, bicycle, transit, and vehicular circulation within the project area.

Other project objectives include:

- increasing the efficiency of land uses;
- reducing reliance on state highways for local travel needs;
- promoting mixed use, pedestrian-friendly development and reducing reliance on the automobile by increasing opportunities for transit, bicycles, and walking;
- encouraging interested parties to participate in developing the SDP;
- allowing the City of Veneta to be a proactive partner in the design of major portions of the community;

- creating a plan that meets the diverse needs of the community and property owners; and
- developing a plan that will be easily implemented.

## **Design Objectives**

On January 4, 1999, the Veneta Planning Commission adopted design objectives to support and provide additional direction to the project. The seven design objectives for the Northeast Employment Center project include:

- Mix of Uses: Provide a mix of compatible uses that offers a variety of activities and destinations within the project area.
- Multi-Modal/Pedestrian Friendly: Create a pedestrian friendly environment that provides direct, safe, and convenient access from homes and work places to commercial services, public spaces, and transit connections while maintaining access for automobiles, bikes, and trucks.
- Public Spaces: Provide adequate open spaces such as small parks, greenways, or plazas and provide connections to adjacent open space areas where residents and employees can meet or relax and that will provide a counter balance to the high activity levels in the mixed-use area.
- Natural Features: Incorporate significant on-site and adjacent natural features such as wetlands and large trees into plans for the site (including grading, landscaping, and lighting).
- Building and Site Design: Promote building and site design that contributes positively to a sense of community and to the overall streetscape by carefully relating building mass, frontages, entries, and yards to public streets and adjacent properties. Promote the design of industrial and commercial buildings whose architecture and scale is compatible with adjacent uses. Buildings should provide attractive street frontages by minimizing the placement of parking lots, loading docks, and storage yards along public streets.
- Transition Between Uses: Provide sensitive transitions between industrial, commercial, and residential development and minimize the impact of development on the adjacent wetlands to the north (light, noise, and runoff).
- Housing Types: Encourage a range of housing types to provide housing choice and promote home ownership.

- Designs and concepts developed throughout the process were tested against these design objectives, which served as not only guiding principles but benchmarks for successful planning.

#### ***IV. Planning Context***

Since incorporation in 1962, Veneta has thrived as a commercial and residential center for the Fern Ridge area west of Eugene, with population growing at an average annual rate of 2.9%. While population growth has been strong in Veneta, with the growth rate exceeding the state's in three years between 1990 and 1995, there are insufficient employment opportunities to sustain the population locally.

Statewide economic recession, loss of timber industry employment, and the closure of Veneta's major employer (International Paper) in the 1980's coupled with subsequent industrial growth in west Eugene has produced a net export of jobs outside of the community. As a result, by 1990 Veneta had a population-to-employment ratio of 6:1, or nearly three times that of Lane County as a whole. The 1990 U.S. Census indicates that most of the local workforce (72%) commutes to the Eugene-Springfield metropolitan area, while some others commute the opposite direction toward Noti to work at nearby timber mills.

Veneta's status as a Eugene bedroom community, whether perceived or real, is seen as a community asset by some and as a negative by others. Nonetheless, local policy directives and expressed community desire to arrest and reverse this trend led to the creation of this Specific Development Plan for the Northeast Employment Center area as a means of stimulating job growth and reducing travel to Eugene, Noti, and elsewhere for employment.

#### **Fern Ridge Area Strategic Plan**

The Fern Ridge Community Action Network (FRCAN) identified a number of community strengths, weaknesses, opportunities, and threats for the greater Fern Ridge area as part of a strategic planning effort. Some of these findings are applicable to Veneta and the Northeast Employment Center project.

For example, strengths included, "Ready-to-build industrial sites are available" and "Small business entrepreneurs are important contributors to the area's economy - cottage industries." Opportunities included taking advantage of "Industrial overflow from Eugene-Springfield" and providing small business incubator space to develop value-added forest products. Additionally identified as keys to serving the market for manufacturers and other employers were the availability of low cost land and/or existing building space, expedited review and permitting processes, and consideration of financial incentives to attract new industries.

The Strategic Plan devised strategies to achieve area economic health and employment:

- Meaningful employment and a sense of financial security for all;
- Prosperous businesses which are primarily locally owned that provide a reasonably full spectrum of products and services for the community;
- Mix of unique and interesting shops;
- Revitalized downtown; and
- Support rural cottage industries and environmentally sound farming and forestry operations.

The FRCAN Strategic Plan further identified potential actions to improve the economic vitality of the area, including the development work skills programs and a Business Assistance Team to encourage business start-ups, retention, and expansion.

### **Veneta Comprehensive Plan**

The existing (1989) Comprehensive Plan identifies the following goals to improve the local economy:

- Establish Veneta as an attractive residential community and a service and retail center for the Fern Ridge area;
- Plan an efficient, economic pattern for urban growth;
- Develop a main street and central business district to accommodate local demand for goods and services;
- Attract new industrial employers to create local manufacturing jobs.

One additional Comprehensive Plan goal has been proposed to guide periodic review on economic development issues. This goal is to: "Pursue the economic interest of the City of Veneta by constructing and implementing policies and programs, including but not limited to, the following functions:

- Guide the responsible expansion and growth of business and industry in Veneta and the Fern Ridge area.
- Develop a working relationship with economic development- related public and private agencies, community groups and business organizations.
- Engage in a dialogue with interested parties as it relates to the development of Veneta's industrially and commercially zoned properties. Engage in dialogue with interested parties as it relates to the development and interests related to other Comprehensive Plan Goals."

Another proposed Comprehensive Plan goal pertaining to housing, with relevance to the Employment Center project, is to: "Encourage efficient land development patterns that minimize service and infrastructure costs and provide viable, livable neighborhood centers with nodal development, mixed-land uses, housing types, and alternative or non-conventional building practices."

The current Comprehensive Plan identifies how existing land use designations will promote economic development:

- Industrial: Provide sufficient lands for development of attractive industrial areas to serve Veneta and the Fern Ridge area.
- Industrial-Commercial: Provide opportunities for a mixed use area for both industrial and commercial development in order to diversity and expand Veneta's economic base.
- Commercial: Enhance Veneta's role as a Fern Ridge area commercial and service center.
- Central Business District (CBD): Retail shops, professional offices, government providers and other commercial services shall be encouraged to locate in the CBD. The plan is to have most services in the CBD.

The SDP considered this planning context and seeks to implement Comprehensive Plan policies through the judicious allocation and configuration of land use

designations in the Employment Center site. The SDP also integrated other planning efforts with bearing on the project area.

### **Veneta Park, Recreation, and Open Space Master Plan**

The 1998 Veneta Park, Recreation, and Open Space Master Plan identified future pedestrian trail development on the north end of the project area to link with a future trails in a greenway along the Long Tom River and near Fern Ridge. The Parks Plan envisioned future on-street bicycle lanes on Hope Lane and Jeans Road to connect with the trail system.

The Parks Plan also recommended acquisition of land for a neighborhood park, public plaza or open space in conjunction with future development in the Employment Center, and linkage with residential areas east of the project area. The Plan further identified the need to develop "gateway" monumentation, landscaping and beautification of the approach into town along Highway 126.

### **Veneta Transportation System Plan**

The 1998 Veneta TSP classified streets within and adjacent to the project area. Highway 126 is classified as a Principal Arterial, Territorial Road is a Minor Arterial, Jeans Road is a Major Collector, and Hope Lane is a Minor Collector. Todd Way would be classified as a Local Street.

The TSP also contained numerous relevant policies reinforcing the project design objectives by promoting street connectivity, the use of alternative modes of transportation, coordinated driveway access onto arterial and collector streets, and layout and design of transportation systems to facilitate safe and convenient bicycle and pedestrian circulation.

No new streets were proposed within the project area as part of the TSP, and access control was proposed only along Territorial Road north of Highway 126. The TSP did not propose access control along the north side of Highway 126 adjacent to the project area but practical matters of topographic constraints, sightlines for safe vehicular operations, spacing between signalized intersections, other ODOT standards for access to a state highway facility, and state Transportation Planning Rule requirements (as found in the Oregon Administrative Rules, Chapter 660, Division 12) influence the ability to access Highway 126.

Future projects within the study area identified in the TSP include improvement of the Territorial Road/Jeans Road intersection, installation of bicycle lanes on Jeans Road and Hope Lane between Jeans Road and Highway 126, Cornerstone Drive between Jeans Road and Highway 126, and sidewalks along all streets (except for rural local streets and lanes, which are not within the project area) concurrent with future development.

## ***V. Existing Conditions***

Lane Council of Governments conducted a preliminary analysis of the project area and developed Site Assessment report, which is contained in Appendix A. Key findings of the report are outlined below.

The Veneta Northeast Employment Center project site is approximately 135 acres in size and largely undeveloped. The project area is bounded by State Highway 126 to the south, Territorial Road to the west, undeveloped forest and wetlands associated with Fern Ridge Reservoir to the north, and rural residential land to the east. The site is roughly one-half mile from Veneta's city center and 14 miles west of Eugene (see Context Map, Figure 1).

Jeans Road bisects the site parallel to Highway 126 terminating at Territorial Road on the west end of the project area. Hope Lane provides direct access off Highway 126 ending at a cul-de-sac north of Jeans Road. Although the abutting frontage along Highway 126 does not have established access control as identified in the Veneta TSP, additional access to Highway 126 is subject to granting of an access permit by ODOT. Practical constraints of slopes, curves, and separation from intersections serve as limitations to direct access to Highway 126. Todd Way intersects with Hope Lane north of, and parallel to, Jeans Road but has no connections to the road network on either its west or east ends (see Aerial Photograph, Figure 2).

The majority of the site has access to utilities. There is a 10" water line in the Jeans Road right-of-way through the project area, except at the western end of the site where the line increases to 12". There is also a 12" water line in the

Hope Lane right-of-way that stubs out just north of the Hope Lane/Jeans Road intersection.

An 8" sanitary sewer main runs parallel to Jeans Road along Todd Way, and west of Todd Way within the Jeans Road right-of-way. Existing stormwater utilities consist of curb drainage along Jeans Road and a piped system near the proposed General Residential area. Catchbasins are located on Todd Way, but are not connected to any larger stormwater system. Utility service to parcels without frontage onto Jeans Road will require extension of infrastructure to serve development.

Two major property owners in the project area, TIE (Tanglewood International Enterprises) and Frontier Resources, account for approximately 90% of the land within the project area. Representatives of these two property owners played key roles throughout the planning process, providing valuable insights that helped refine the Preferred Concept Plan and ultimately this Specific Development Plan.

Physically, the Northeast Employment Center site north of Jeans Road is characterized by gently sloping topography. Construction of Hope Lane off Highway 126 created steep side slopes of a nearly 3:1 grade, and the area west of Hope Lane is perched some 20 feet above Highway 126. The area east of Hope Lane and south of Jeans Road is primarily flat and the southeastern portion of the project area was cleared of trees relatively recently.

Land north of Jeans Road is predominately grassland with patches of tree cover, except for the northeast portion of the site which is more heavily wooded. Land south of Jeans Road and west of Hope Lane is entirely forested with relatively young trees until just east of Territorial Road. No waterways or wetlands encumber the site, but the site primarily drains northward to wetlands along the edge of Fern Ridge Reservoir. New development will need to address potential water quality impacts resulting from stormwater runoff.

Approximately 114 of the 135 acres in the project area are currently vacant. Existing land uses include approximately 3.5 acres of single-family residential and nearly 3 acres of commercial retail development on the western end of the site, and the Gospel Lighthouse Temple church, offices for Frontier Resources, and an industrial shop building located on the eastern end of the site. Road

infrastructure for Jeans Road, Todd Way and Hope Lane comprise approximately 8.5 acres of the site (see Existing Conditions Map; Figure 3).

Approximately 100 acres of the project area is currently designated for Industrial land use in the Veneta Comprehensive Plan. About 20 acres are designated Commercial on the western end of the site adjacent to Territorial Road, and four acres north of Jeans Road are designated General Residential. Residential densities up to 20 units per gross acre are allowed under the General Residential designation (if using Planned Development procedures, otherwise 15 units per acre are allowed).

## ***VI. Trends***

As part of Veneta's periodic review requirements, LCOG analyzed demographic, housing, and employment trends and needs in developing the community's Buildable Lands Inventory. Long-term trends, projections and forecasts from these and other analyses were considered in developing the SDP.

Veneta's current population is estimated at 2,870 and is projected to increase to between 4,800 and 5,760 by the year 2020. Based upon the 1990 U.S. Census, the city has a lower median income than Lane County or the state, and also has a greater proportion of persons living in poverty. Although median incomes increased between 1979 and 1989, the percentage of persons living in poverty also increased. New data from the 2000 Census will be examined and trend lines modified accordingly.

### **Housing Trends**

LCOG's housing analysis projected a slightly declining rate in household size through the year 2020, to an average of 2.45 persons per household. Smaller household sizes are a product of families with fewer children, an increase in single-parent households, and more "empty nesters." They also found that Veneta's predominant housing type is single-family detached housing, with only 11% of the housing stock in multi-family dwellings and 9% in single-family attached or duplex units.

Projected additional population in Veneta will result in a demand for about 1,300 new housing units by the year 2020, requiring approximately 245 acres of vacant, buildable residential land. Housing supply and demand analyses (Appendix B) found that the existing supply of residentially-zoned and designated land in Veneta will exceed demand (by about 240 acres) for the next 20 years.

However, there is a need for certain *types* of housing development more than others. Specifically, the City needs 13% of new housing development to consist of single-family attached dwelling units and 15% to be multi-family units. No units of either type were built between 1990 and 1997. This translates to projected need for 200 units of needed multi-family housing on 14 acres of General Residential designated land (at 14 du/ac) and 168 units of single-family attached on 17 acres of General Residential land (at 10 du/ac). These and other findings on demographic and housing trends and needs were factors considered in determining the mix of land uses and the extent and type of residential land allocated within the Employment Center area.

### **Employment Trends**

Generally, Veneta has changed over time from a timber-dependent to a service-oriented economy, and most residents are employed outside of the community with 72% commuting to the Eugene-Springfield area. In 1996, the highest percentage of jobs in and around Veneta were in the retail trade (34%), education (19%), and service (18%) sectors. Within Veneta proper, the 1990 Census identified the highest percentage of jobs as being with the operators, fabricators, and laborers category; followed by clerical and administrative support, services, and precision, production, craft and repair occupations.

West Lane Shopping Center, just west of the project area, has become the hub of commercial activity in the area, with an additional concentration found at Harold's Fernridge Center south of Highway 126. Industrial development has remained stagnant in recent years due to lack of infrastructure and ready-to-occupy or ready-to-build sites.

As of 1996, 504 people were employed within Veneta. The Veneta City Council elected to plan for 2,520 jobs as a target for future employment. In determining this target as part of periodic review and update of the Buildable Lands

Inventory, LCOG and the Veneta Comprehensive Land Use Evaluation (CLUE) Steering Committee conducted an extensive review of:

- Community economic development plans, policies and objectives (see Section IV);
- Local, county, state, and national economic and employment forecasts;
- Unique local factors for consideration in determining employment projections (e.g., location, workforce and educational attainment, existing services and infrastructure);
- Comparisons with various employment sectors in Veneta versus the Eugene-Springfield area, census tracts encompassing Veneta and surrounding areas, and Lane County.

The Veneta Employment Outlook report prepared by LCOG (Appendix C) projected employment diversification over the planning horizon:

"Some employment such as services is tied to the increase in population, while others, such as manufacturing, are not. New sectors, such as Other Durable and Wholesale trade, should develop. As a percent of total employment, Lumber & Wood products (primarily secondary wood products) is expected to hold steady at 4%, with an increase of 81 jobs. While the jobs in Retail Trade are expected to increase, the percent of total employment should decrease somewhat — with more people living in the area, these services can be more easily marketed locally (many people now go to Eugene for these services)."

The report projects aggressive increases in employment; specifically, 2,043 new jobs by the year 2020. Of these new jobs 92%, or 1,880, are projected to need land to accommodate future employment. The remaining jobs would be home-based and not require commercial or industrial land designations. LCOG's supply and demand analysis (Appendix B) determined that there currently are "between 58 and 69 extra acres of unconstrained land designated for industrial development." The report also found:

"Many of the industrial parcels are small but under the same ownership. Some of these parcels could be consolidated to prevent them from being sold to other owners, ensuring that large parcels are available for development of

medium to large industrial corporations. There may be opportunities to reconfigure ownership through Veneta's employment center design process. Once the sewer moratorium is lifted, the industrial parcels will be serviceable. Most industrial parcels are located off of Jeans Road, near Highway 126. Jeans Road, Hope Lane, and Highway 126 can all accommodate large trucks. Access to the sites is good and does not require travel through residential neighborhoods."

The analysis determined a need for an additional 20 acres of commercially designated land using a scenario projecting a low number of employees per acre, "unless development occurs on constrained land." Using the high number of employees per acre scenario, the community has an excess of only 0.2 acres of unconstrained land designated for commercial development. The report found:

"Commercial development does not require large parcels, but does require good visibility. Most of Veneta's available commercial land borders a state highway and therefore is highly visible. The constrained commercial land is along Highway 126 in the eastern portion of the city. This land is constrained because sewers are not planned in that area within the 20-year timeframe. So, although commercial development is possible and the visibility and transportation access is good, the land can not develop very intensively on septic systems."

An questionnaire distributed as part of the CLUE planning process revealed general agreement that the City should actively pursue efforts to promote economic development and job creation on vacant and redevelopable sites designated for commercial and/or industrial development. The survey also found unanimity that heavy industrial development would not be considered appropriate for Veneta.

These trends and findings were used as background for an assessment of the market potential of the Employment Center project area as part of the SDP planning process.

### **Market Assessment**

The market assessment conducted by economists and analysts at ECONorthwest (Appendix D) found that although the Employment Center area is not limited by

physical constraints, development potential in the near-term is hindered by a relative abundance of development-ready industrially designated land within the Eugene-Springfield area. This circumstance is compounded by other constraints, such as:

- Infrastructure capacity limitations (which will be solved in the short-term);
- Locational disadvantages relative to other developable sites (e.g., Veneta is further from I-5 and from other established manufacturing firms, suppliers, and support services; the site has no direct rail access; and Highway 126 has potential capacity and congestion problems east of Veneta); and
- The lack of incentives and subsidies to lure development.

The study found that slow job growth is anticipated in Veneta, and that the City (perhaps in tandem with Lane County and other federal and state economic development programs and organizations) will need to encourage industrial and commercial development using substantial incentives to meet the aggressive employment projections established.

While the assessment found that the area bordering Fern Ridge would be attractive to residential development, it acknowledged that vision for the Northeast Veneta is primarily as an Employment Center. Commercial development is seen as likely on the areas nearest Territorial Road due to good access and visibility, but that established commercial designations interior to the site have poor visibility and insufficient drive-by traffic to warrant the establishment of commercial retail uses. The assessment also observed that intensive commercial use in the short-term is unlikely due to excess capacity for retail space west of the project area. The assessment also found that vertical mixed-use within the project area was highly unlikely to prove feasible.

These findings were generally confirmed in interviews with local developer representatives and lenders familiar with Veneta's non-residential market. Interviewees agreed that the area's unique natural attributes and the small-town atmosphere in Veneta may allow for the capture of spillover from industrial development in west Eugene, or the unlikely but unpredictable location of a single major industrial anchor. Interviewees concurred that recommendations from the

SDP should provide property owners with flexibility to respond to market conditions, without overly restrictive requirements and standards.

It should be noted, however, that although the Market Assessment found that the Eugene-Springfield area possesses an ample supply of developable industrial land, the category of Campus Industrial (also termed Special Light Industrial) land is the least plentiful category of industrially designated lands. The 1993 Eugene-Springfield Metropolitan Industrial Lands Study identified four Special Light Industrial sites in west Eugene. Subsequent development of these sites and wetlands constraints on the remaining portions have reduced the net acreage available for campus-type development. The three remaining sites are the Willow Creek Industrial Park, Greenhill Technology Park, and the Spectra-Physics (now PSC, Inc.) site. The fourth site, West Park, was subsequently purchased for wetlands mitigation by public agencies.

Based upon a August 1998 report by Steve Gordon of LCOG, "Wetlands and Campus Industrial in West Eugene," more than 75% of the PSC site contains jurisdictional wetlands and only about 8 acres remain for future Phase III development. There are approximately 93 acres of potentially developable Campus Industrial land at the Willow Creek Industrial Park, with 30 acres already approved for a future Phase II of the Hyundai Semiconductor facility and 48 acres for Phase III with wetland status pending. Another 15 acres exists in uplands in two segments. The Greenhill Technology Park has approximately 118 acres of developable land in Phases I and II with infrastructure in place, and has an additional 34 acres of Light Industrial with wetland status pending. Recent development at the Greenhill Technology Park has reduced the available acreage somewhat. Therefore, while development-ready Industrial land is available in west Eugene, the supply is not exhaustive. The Veneta site's attractive natural amenities and this relative dearth of land identified for Campus Industrial development may improve the prospects for development at the Employment Center site.

Furthermore, Eugene zoning provisions allow for office development on Special Light Industrial sites, which has further reduced the inventory of such sites (particularly in the Chad Drive area of northeast Eugene) as they have been developed to some degree by non-manufacturing uses that could otherwise be located within a General Office zoning district.

## ***VII. Land Uses and Allocations***

The development of the SDP and the proposed mix and distribution of uses was based upon examination of the above analyses of the area's market potential; background and projections for employment, housing, and demographics; understanding of the planning context and relevant existing conditions; the project and design objectives established for the Employment Center; and substantial input from the public, property owner representatives, and key stakeholders through the entire planning and design process.

Land uses and the arrangement of these uses were not designed simply to result in full build-out of the site without regard to larger economic development objectives. Rather, the SDP seeks a configuration of uses to maximize the site's potential for job creation, while reducing vehicle dependency for future employers, employees, and residents in the area. Attention was given to transitions between land uses within the Employment Center and with adjacent land uses outside the project area.

Using existing conditions as a base, the results of research, analysis, and public and property owner input were woven into a pattern consisting of five general land use categories: Residential, Commercial, Industrial, Commercial-Industrial, and Open Space. Within the Commercial land use designation there are two sub-categories, Community Commercial (C-2) and Highway Commercial (C-1). The Industrial designation includes the sub-categories of Campus Industrial (I-1), Light Industrial (I-2), and Medium Industrial (I-3).

The distinctions made in Industrial and Commercial uses seeks to exploit the site's inherent advantages (e.g., the natural amenities offered by Fern Ridge, accessibility and visibility from 126), and the need for more specific types of employment-generating uses compatible with surrounding uses, trends, community goals and objectives, market conditions and projected needs. For example, an LCOG report on Veneta's projected employment needs cited a need for large (20-30 acre) sites of ready-to-build industrial space, as well as small (2-5 acre) sites. The report also found a need for ready-to-occupy commercial and small manufacturing space in Veneta.

The SDP responds to these and other demand projections for land needed to meet economic development goals and depicts the site's arrangement and allocation of land uses on the Preferred Concept Plan. The Specific Development Plan diagram refines the Concept Plan by illustrating the site at potential full build-out. The diagram depicts an integrated transportation and circulation network, open space systems, general street and landscape design themes, and prospective building placement to illustrate the relationship between building and site design and between uses. Location and layout of specific public facilities such as street rights-of-way and connections, sidewalks, trails, bicycle lanes, and transit routing and stops are also included in the SDP diagram.

The amount of land designated for each land use, along with percent of the project area devoted to each land use, is shown in the following table.

Land Use Summary Table

Land Use	Acreage	%of Total
General Residential	9	
Total Residential	9 acres	7%
Community Commercial	6	
Highway Commercial	3	
Total Commercial	9 acres	7%
Industrial-Commercial	14	
Total Industrial-Commercial	14 acres	11%
Campus Industrial	51	
Light Industrial	10	
Medium Industrial	29	
Total Industrial	90 acres	68%
Open Space	10	
Total Open Space	10 acres	7%

### **Industrial**

As shown on the SDP diagram, the primary land use within the Employment Center will be for Industrial development, accounting for approximately 90 acres, or

roughly 67% of the site's total area. Classification of sub-categories within the Industrial designation reflect the relative level of intensity of use. The area north of Todd Way and Jeans Road and east of the New Hope Parkway is reserved for Campus Industrial uses. Additional area south of Jeans Road and west of Hope Lane is reserved for Campus Industrial, bringing the total area so-designated to more than 51 acres. The Campus Industrial designation allows for industrial and/or high-technology manufacturing uses that do not produce large amounts of air emissions, solid waste, waste water, noise, or visual impacts within a park-like setting developed with generous amounts of green space. This designation confers the potential to reserve, agglomerate, or disaggregate parcels as needed to suit prospective employers in a campus-style industrial environment. The external manifestation of this type of industrial development provides ample opportunity to effectively transition from nearby rural residential uses east of the subject site.

Approximately 10.5 acres between Jeans Road and Todd Way are designated for Light Industrial uses in an industrial business park environment. Whereas Jeans Road provides primary front-door access and visual appeal, Todd Way serves as a local industrial street for service access to projected "flex" industrial employers. Such development could include flexible space for a variety of small industrial manufacturing, storage, distribution and office uses. Such space is commonly used as business incubators for small, local businesses and could ideally be used to serve the large community of artisans and craftspeople in the Veneta and larger Fern Ridge area with industrial studio space.

The area between Jeans Road and Highway 126 east of Hope Lane is designated for Medium Industrial uses, which cater to the more traditional sectors of employment in Veneta and their next generation, e.g., secondary wood products manufacturing and processing, and other durable manufacturing enterprises. Approximately 29 acres are designated for these I-3 uses.

Fourteen acres fronting Highway 126 are designated Industrial-Commercial to provide flexibility to respond to market conditions for primarily light and medium industrial uses, or commercial serves which supplement industrial uses or are otherwise compatible with industry. The location of such uses is intended to provide a stimulus for infrastructure development and further job creation.

The net effect is to establish the Employment Center for primarily Industrial uses complemented by other uses to form an integrated mixed-use district.

### **Commercial**

Much of the existing area designated Commercial off Jeans Road has poor visibility; the reallocation proposed in the SDP strengthens the development potential for the remaining Commercial areas while not sapping the vitality of existing shopping centers or redevelopment potential for the city center. Overall, a reduction of 14 acres of Commercial land from existing designations is proposed, but the placement and function of the proposed uses will better serve projected demands by providing improved accessibility and visibility to such services. The area designated Highway Commercial at the southeast corner of the Employment Center obviously will take advantage of its visibility and access to Highway 126 off New Hope Parkway to capture through traffic along the highway. Allowable uses will not duplicate or compete with existing commercial areas but will provide services to accommodate travelers, such as hotel/motel development or other commercial services that are otherwise exported to Eugene. Commercial uses will enable a reduction in travel by serving nearby employees, residents, and otherwise providing services locally and capturing market opportunities for Veneta.

### **Residential**

The extent of medium density residential uses proposed in the SDP meets projected community housing needs, will support transit service for residents and employees, and is located to place future residents within walking distance of shopping, employment, and open space. The residential area also would have access to on- and off-street pedestrian systems, and have outstanding exposure to the scenic Fern Ridge Reservoir area.

Allowable densities within the General Residential designation may go up to 20 units per gross acre if developed as Planned Development, or otherwise to 15 units per acre. The SDP assumes densities at approximately 13 units per acre, or 120 total units, although allowable densities could permit the development of up to 180 dwelling units. The assumption allows for the potential to build a combination of two-story apartment/townhouse buildings or single-story, single-family attached or duplex/tandem dwellings. Full build-out at the assumed

densities would supply approximately 60% of the number of multi-family units projected to be needed in Veneta through the year 2020 (see pg. 13).

### **Open Space**

Open space is proposed to serve multiple functions in the Employment Center: as a buffering tool between potentially conflicting uses (i.e., Industrial and General Residential); as a vehicle for stormwater detention, pretreatment and conveyance for future development; as a greenway to buffer development from the Fern Ridge area and to provide alternative pedestrian connections for transportation and recreation purposes; and as a space for future development of a neighborhood park or other civic space.

## ***VIII. Transportation and Circulation***

The SDP proposes to create a signature identity for the Employment Center by creating a new access off Highway 126 via an attractive boulevard named Cornerstone Drive. This road and all others proposed within the SDP meet or exceed the standards established by the City and contained in the Veneta TSP. Based upon the Transportation Analysis, estimated costs for road improvements (all improvements within rights-of-way proposed for new roadways and upgrades to existing facilities) in the Employment Center total \$2,548,000. This total does not include the additional cost for construction of a proposed bicycle/pedestrian overpass to span Highway 126 from Hope Lane to Luther Lane.

### **Cornerstone Drive**

Cornerstone Drive is intended to provide superior access to the entire Employment Center and connect to Jeans Road, thereby providing linkages to other development areas. Cornerstone Drive also provides the opportunity to develop a unified design scheme for the Employment Center with entry monumentation and attractive landscaping shall provide further visual appeal and segregate pedestrians from auto and truck movements. Generous lane widths, turn pockets, identified driveway locations, and access improvements at Highway 126 assure sufficient capacity for truck traffic, improved safety for all modes of travel.

Cornerstone Drive will assume Hope Lane's current function as a Minor Collector, as is designated in the Veneta TSP. Cornerstone Drive will provide better sightlines along Highway 126 than Hope Lane, improved spacing from the Territorial Road/Highway 126 intersection, acceleration and deceleration lanes on Highway 126, and dedicated turn lanes at the intersection with Highway 126. The alignment of Cornerstone Drive is shown on map 9 - Proposed Streets in the Veneta Transportation System Plan. The location and design of this roadway will be approved as part of the Veneta Business Park Subdivision. Driveway access will be limited along Cornerstone Drive north of Highway 126.

Gateway monumentation, colorful landscaping, and unified design in signage, street lights, and other public facilities will celebrate the entry to the Employment Center and signify it as a special district within Veneta.

### **New Hope Parkway**

The Parkway will extend beyond its intersection with Jeans Road on the eastern end of the project area northward, linking with Todd Way at its eastern and western ends. The Parkway affords the opportunity for Campus Industrial development to take street frontage off the Parkway while retaining an attractive face outward taking advantage of the Fern Ridge vista.

Right-of-way for the Parkway (and the portion of Jeans Road between intersections with the Parkway) will be 60' wide. A street cross-section of the Parkway consists of two 10' wide travel lanes (sufficient for truck traffic) two 6' wide bicycle lanes, 8' wide planter strips to setback 6' wide sidewalks.

### **Jeans Road**

The portion of Jeans Road between intersections with Cornerstone Drive will have an identical parkway treatment, with bicycle lanes, setback sidewalks, landscaped planter strips, and street lighting. This forms a unifying theme to and within the heart of the Employment Center, while accommodating the functional needs of industrial traffic.

The portions of Jeans Road at the western and eastern ends of the Employment Center will have all of the features noted in Cornerstone Drive treatment above.

The SDP proposes correcting the jog in the alignment of Jeans Road just east of its intersection with Territorial Road. Additionally, the Transportation Impact Analysis conducted for the SDP recommends other safety, capacity, and efficiency improvements to address the Jeans Road intersection with Territorial Road and the West Lane Shopping Center. The SDP therefore recommends developing turn pockets in conjunction with an analysis to address the entire intersection. This intersection will be modified to limit through movement across Territorial, left turns from Territorial and left turning movements from Jeans Road onto Territorial Road. A realigned intersection to the north will handle these movements. This alternative best addresses ODOT's intersection spacing requirements and mobility standard, and proves the best access configurations for surrounding business owners.

### **Hope Lane**

This roadway is proposed to retain a connection to Highway 126. ODOT will explore options for addressing functionality limitations of the intersection of Hope Lane and Highway 126.

### **Todd Way**

Todd Way is proposed to have an identical street profile as Hope Lane, but will serve as a local industrial street. Its function will be as a service access for industrial traffic, but an important element of the Employment Center's internal transportation network. It will provide linkages across the Parkway, between land uses, and allow for pedestrian access between employment areas and open space abutting the Fern Ridge greenway.

### **Residential Drive**

The local residential drive east of Territorial Road is proposed to be developed with a 52' wide right-of-way. This would allow for a 28' curb-to-curb width (with two 10' wide travel lanes and 8' wide parking bays on one side, or other possible configurations including a further reduced pavement width), two 6' wide planter strips, and two 5' wide setback sidewalks. Only a portion of the street north of Jeans Road will be a public street, with other internal access within the residential area consisting of private drives.

## **Pedestrian/Bicycle Circulation**

Exceeding established City standards, bicycle lanes and sidewalks are proposed to be installed on all streets within the Employment Center (except the residential drive is not proposed to have bicycle lanes, but will be a shared roadway). Only along Todd Way and Hope Lane will sidewalks be curbside; in other instances they will be setback from the street at least 6 feet to increase pedestrian comfort.

Also proposed is a pedestrian/bicycle overpass spanning Highway 126 between Hope Lane and Luther Lane. This will allow for safe and convenient travel between the Employment Center and the remaining portions of Veneta south of Highway 126. The highway forms a substantial barrier to cross-movement for pedestrians and cyclists, and the existing raised topography along the north side of the highway at Hope Lane provides for an easily constructed overpass. Apart from Cornerstone Drive and New Hope Parkway improvements, this facility represents the single largest cost: an estimated \$1.5 million for development of the Highway 126 pedestrian overpass.

Also proposed is a soft-surface (crushed rock or bark surface) off-street trail connection along the northern perimeter of the Employment Center. This trail will serve as a connector for alternative, off-street transportation between housing, shopping, and employment areas, as well as an attractive recreational feature for employees and area residents. The trail will connect with New Hope Parkway on the east end, and Territorial Road on the west.

Internal pedestrian circulation between buildings and development areas should relate and connect to the larger public pedestrian circulation system.

## **Transit Access**

Jeans Road and Cornerstone Drive south of Jeans Road will serve as the primary transit route through the Employment Center. Transit stops as proposed by Lane Transit District were incorporated into the SDP and will provide routing flexibility for LTD in-bound and out-bound buses. The existing parking lot at the Gospel Lighthouse Temple on the east end of the study area and the open space area abutting Jeans Road on the western end provide areas for possible development of Park-and-Ride facilities to serve employees and residents.

## ***IX. Public Facilities***

As is the case with virtually all of Veneta in recent years, the potential for development in the Employment Center area has been hampered more by limitations on the community's overall sewer and water capacity than the need for extension of utilities to serve the site. Improvements to the City's utility system are scheduled to be on-line within the next two years (by 2001) to provide adequate water and sewer capacity to serve the site.

Basic infrastructure is in place to serve the majority of the project area, however some parcels (e.g., those at the northeastern and southeastern corners) will need extension of services to meet development needs. Also, service upgrades to accommodate projected development and other utilities will be required. The Infrastructure Analysis (Appendix F) calculated that infrastructure costs to serve the Employment Center for total build-out will cost \$2,061,950. A breakdown of these costs by service type is included in Appendix F.

### **Water**

The Infrastructure Analysis noted that the City's water system master plan contains a future project to loop a 12" water line from Huston Road to a connection west of the study area will, coupled with the existing 10" line, provide an acceptable level of service to meet projected service needs. The master plan has not yet determined whether the trunk line will be installed adjacent to Highway 126 or Jeans Road. The analysis noted that "with the exception of this main trunk line all of the facilities are anticipated to be served by 8 inch line." Water service costs are estimated to total \$731,850.

### **Stormwater**

As noted on the SDP diagram, piped drainage systems with minimum 12" lines will be incorporated into all street improvements leading to open swales and retention/detention facilities within designated Open Space areas. Total cost of the stormwater drainage system is projected at \$319,600.

## **Sanitary Sewer**

The Infrastructure Analysis identified the need to supplement the existing 8" diameter line extending through the project area before full build-out. "The existing sanitary sewer lift station at the West Lane commercial center has been analyzed and has adequate capacity for immediate development needs. However, the inclusion of an industry with high sewer discharges would likely require upgrades to this pump station." The analysis also noted, "Given current scheduled improvements to the wastewater treatment facilities there should be adequate treatment capacity unless the industry was discharging a waste with unique characteristics." Cost for sewer service only calculated extension of 8" lines to meet service needs and did not estimate the cost for an upgrade to the existing lift station. Costs for sanitary sewer improvements total \$719,200.

## **Other Utilities**

Electrical service is provided to the site by the Emerald People's Utility District (EPUD), primarily from overhead lines along Jeans Road. EPUD officials do not anticipate any difficulty in extending services to meet future the demands of future industry or other uses. The SDP proposes that concurrent with street renovations and improvements that all overhead powerlines be installed underground.

The Infrastructure Analysis assumed that "boulevard"-style lighting would be installed throughout the Employment Center, with the exception of the residential area. This type of lighting would use shielded, downward-casting high pressure metal halide lights mounted on 30' high steel poles with 250 foot spacing. Street lighting in the residential area would be of a lesser intensity, on shorter poles, and with greater spacing. Additional pedestrian-scale lighting would be encouraged throughout the interior of future residential development. No lighting is proposed along the greenway trail. Lighting costs are projected to total \$291,300.

Natural gas service was not included in the cost calculations developed in the Infrastructure Analysis, although it was noted that extension of natural gas lines to the Employment Center would cost \$924,000.

## ***X. Open Space***

Open Space is a critical element of the SDP, tying together different land use elements while providing necessary buffers for compatible transitions between uses and other functional benefits. The study area's adjacency to the Fern Ridge Reservoir area is an environmental asset that is emphasized in the SDP to distinguish the area for future economic development.

The 10 acres proposed for designation as Open Space are intended to provide multiple benefits as parkways, passive open space, stormwater detention ponds, buffer areas, or active recreational space. The SDP illustrates a linear strip of Open Space bordering the Employment Center area along the majority of its northern boundary, with two larger areas intersecting approximately at the east and west ends of the New Hope Parkway.

The linear greenway formed at the edge of the study area provides a buffer between the Fern Ridge wildlife area managed by the U.S. Bureau of Land Management and future development within the Veneta UGB. The greenway also serves as host for a "soft" trail linking employment and residential areas, on-street bicycle and pedestrian systems, and shopping and other trails (e.g., future Long Tom River greenway trail) across Territorial Road. The western end of this greenway area also encompasses an area of approximately one acre that is constrained from development as it is within the floodplain of the Long Tom River.

Larger open space areas are available to accommodate stormwater runoff from development prior to draining to the Fern Ridge area. The SDP depicts easement areas throughout the Employment Center to channel drainage to these two primary open space areas. The area adjacent to the General Residential area may also be used for active recreational pursuits through a swap of the 2 1/2 acres of City-owned property currently located off Todd Way. The greenway trail and park acreage were identified as needs in the 1998 Veneta Park, Recreation, and Open Space Master Plan.

Costs for development of open space areas will vary depending upon the degree and type of development. Assuming contracted labor and installation for all site preparation and facilities development for a 3-acre neighborhood park

development can be anticipated to cost approximately \$200,000. This further assumes that there will be no additional land acquisition costs, based upon the ability to trade City-owned land elsewhere and perhaps assume maintenance responsibilities for stormwater management systems. Trail system development is estimated to cost approximately \$20,000. Of course, considerable savings in development of these facilities can be realized through the use of donated materials and labor and/or City staff.

## ***XI. Implementation***

Property owner representatives in the SDP process expressed concern that overly restrictive design standards might exacerbate the Employment Center's locational disadvantages and other constraints to development of job creating enterprises. The following guidelines are relatively modest offerings, and will effect a more appealing, functional, and cohesive development pattern throughout the Employment Center in the long term.

### **Landscape Buffer Overlay**

To mitigate potential noise, visual, and other impacts from non-residential uses at the eastern end of the Employment Center on adjacent and nearby rural residential uses outside of the project area and Veneta UGB, the SDP identifies a landscape buffer overlay. This overlay consists of a 30' wide development setback with a 20' wide landscaped buffer to effectively screen adjacent parcels. Evergreen plants within the buffer area must form a continuous hedge or treed buffer reaching a height of at least 8' within 3 years of establishment, and all plants must be watered with automatic irrigation systems until established. Solid fencing may be used to supplement, but not replace, landscaping.

### **Tree Preservation Overlay**

Existing trees lining the north side of Highway 126 bordering the project area, particularly that area west of Hope Lane should be conserved to maintain the rural gateway appeal of the major crossroads gateway to Veneta. Abutting property owners and tenants shall preserve and enhance the tree canopy bordering Highway 126, but will be allowed to establish "windows" to provide greater visibility to future businesses and greater solar access. Trees greater

than 8" diameter at breast height within 20' of the Highway 126 right-of-way will be preserved unless determined to be impracticable. Cleared "windows" through the canopy shall be no greater than 100' in length and must have at least 300' of canopy between windows unless exempted upon City site review.

### **Parkway Improvements**

New Hope Parkway will become the gateway to the Employment Center and establish a unique design theme for public improvements throughout the area. Entry monumentation, banners, and gateway and directional signage shall mark critical intersections.

Pedestrian crosswalks shall be clearly marked (e.g., with "zebra stripes" painting), and signage, lighting, transit stops, and landscaping in medians, parking strips, and within development areas should be consistent and establish unified themes carried throughout the area.

Street and median trees (minimum 2" diameter at time of installation) shall be provided at a rate of one for each 40 feet of linear roadway, with additional groundcover or unobstructing vegetation as understory.

### **Development Guidelines**

Future development of all types shall orient building faces toward public streets. If a building abuts more than one street then the primary building entrance shall be oriented toward the nearest street with transit service or to a corner intersection.

All building entrances shall have clearly distinguishable (either by material or marking), easily accessible pedestrian routes to front-door access points, particularly if they cross parking areas. Pedestrian connections shall be provided between buildings and public rights-of-way.

Commercial uses fronting Jeans Road or New Hope Parkway should have reduced front yard building setbacks of no more than 10 feet, and the City shall consider establishing a "build-to" line.

Parking areas for all uses shall be primarily oriented away from street frontage. Parking lot shade trees shall be provided at a rate of one for every 16 parking

spaces in planter islands distributed throughout the lot. A maximum of 20 spaces shall be allowed between planter islands.

Commercial uses abutting public sidewalks shall have at least 50% of the ground floor wall area as windows or doorway openings.

Commercial and industrial building facades must not extend for more than 300 feet without a pedestrian connection between or through the building, and building facades abutting public streets shall have no more than 100 feet without providing variation in building material or articulation.

Development sites shall be designed to allow for internal connections between parking lot drive aisles and between abutting developments without requiring accessing a public street.

Building-mounted and parking area lighting shall be shielded and reflected downward to minimize glare onto adjacent parcels, other land uses, and street rights-of-way.

### **Transportation Planning Rule**

Oregon Administrative Rules (OAR) in Chapter 660, Division 12 constitute state land use regulations known as the Transportation Planning Rule (TPR). OAR 660-012-0060 requires that any comprehensive plan amendments that significantly affect a state transportation facility must assure that the allowed land uses will be consistent with the facility's function, capacity, and performance standard (usually identified by Level Of Service or a volume to capacity ratio).

The SDP recommends reallocations and modifications of Veneta Comprehensive Plan land use designations within the Employment Center project area which may affect the abutting state transportation facilities, Territorial Road and Highway 126.

Closure of Hope Lane and the development of a new access to Highway 126 at New Hope Parkway would not result in the transfer of the Minor Collector classification and function from Hope Lane to New Hope Parkway. As identified in the SDP, dedicated turn lanes and wider right-of-way at New Hope Parkway would improve the function and capacity over that at Hope Lane. And the

relocation of this access eastward provides for greater separation and spacing from the Territorial Road/Highway 126 intersection, as well as greater sightlines at the New Hope Parkway intersection for motorists along Highway 126. The SDP proposes the addition of acceleration and deceleration lanes on Highway 126 at the intersection with New Hope Lane. As proposed in the SDP, there would also be a requirement that no driveway access be located on New Hope Parkway within 400 feet of its intersection with Highway 126 or within 200 feet of its intersection with Jeans Road. All of these design measures mitigate against potential traffic impacts which may result from future development on land at the southeast corner of the project area redesignated from Industrial to Industrial-Commercial.

Plan amendments proposed at the western end of the project area result in the redesignation of approximately 21 acres of Commercial land to approximately 9 acres of General Residential, with the remainder being designated Industrial or Open Space. Nine acres of Industrial land south of Jeans Road is proposed to be redesignated to Industrial-Commercial.

Specific traffic impacts to Territorial Road and Highway 126 from these proposed Plan amendments cannot be estimated with great precision due to the variable nature of development types and intensities that may ultimately locate in Employment Center. However, the efficient arrangement of housing, commercial services, and employment within walkable distances, particularly on the western end of the project area, likely results in trip generation calculations that will factor in an additional 10% trip reduction allowed for mixed-use areas per OAR 660-012-0060(5)(a).

The arrangement of land uses proposed in the SDP is projected to reduce demand for automobile travel as called for in the project objectives, consistent with OAR 660-012-0060(1)(c) as one of the mitigations should it be determined that the Plan amendments do "significantly affect" these transportation facilities.

### **Comprehensive Plan Impacts**

The SDP uses existing Comprehensive Plan designations but alters their arrangement and proportion in the Employment Center. Plan amendments will be required to implement the SDP, and findings of consistency with the TPR (see above) will have to be developed as well as those satisfying other criteria of

approval (i.e., consistency with Statewide Planning Goals). Due to the proposed New Hope Parkway, modifications to the Veneta TSP will also be required to illustrate this new roadway, or at least reference the SDP.

The SDP is otherwise consistent with the goals, policies, and land use designations contained in the existing Comprehensive Plan, and with the direction provided by concurrent changes recommended to the Comprehensive Plan as part of the periodic review process.

### **Zoning Code Impacts**

The Comprehensive Plan and existing Zoning Ordinance No. 375 establish certain permitted and conditionally-permitted uses in the Employment Center area that are not allowed elsewhere in the community. New sub-categories of uses identified within the Industrial and Commercial land use designations in this SDP are recommended to be established as new Zoning Overlays particular to the Employment Center area. This could be accomplished by establishing an overall Specific Development Plan Overlay particular to the Employment Center, or Zoning Overlays within the Industrial and Commercial zoning districts.

To mitigate potential traffic impacts associated with the C-1 and I-C areas at the southeast corner of the Employment Center, uses currently allowed outright in the Commercial district shall be reduced to respond to traveler's needs while minimizing the uses with highest traffic generation.

#### **C-1 Uses Permitted Outright and Conditionally**

Specifically, the SDP proposes the following uses be allowed outright in the C-1 zoning overlay area:

- Retail stores or shops comprising no more than 25% of the square footage of the total development area;
- Personal or business service;
- Repair shops;
- Financial institutions;
- Public or semi-public buildings and uses;
- Hotel/motel accommodations;
- Recreational vehicle overnight accommodations;
- Indoor recreational establishments; and

- Eating and drinking establishments (excluding drive-through establishments).

Conditionally permitted uses will include all of the uses allowed currently in the Commercial zoning district, but will also be subject to administrative Site Review.

### **I-C Uses Permitted Outright and Conditionally**

Allowable uses in the IC overlay area will include all of the above allowed and conditionally permitted uses in the C1 district subject to Site Review. Commercial services not directly supporting industrial development or uses shall be limited to no more than 50% of the total development area. Conditional uses shall otherwise be permitted as outlined in the existing Zoning Ordinance for the Industrial- Commercial zone.

### **C-2 Uses Permitted Outright and Conditionally**

Allowed uses in C-2, Community Commercial include all allowed in the existing Commercial zoning district except for:

- Repair shops; and
- Drive-through restaurants.

Conditional uses shall otherwise be permitted as outlined in the existing Commercial zoning district.

### **I-1, 1-2, and I-3 Site Development Standards**

The Industrial zoning overlays will establish a list of allowable uses and provisions for landscaping and site improvements for all industrial development within the Employment Center. These provisions include:

- Providing all utilities underground on-site;
- Having front, side and rear yard setbacks of 10 feet (except as noted below in I-1);
- Establishing landscaped buffers as outlined in the above development guidelines;
- Preserving trees within the Tree Preservation Overlay as outlined in the development guidelines;

- Installing and maintaining landscaping and street trees consistent with the SDP development guidelines; and
- Observing other development guidelines relating to building orientation and articulation, parking, lighting, and signage.

Areas within the I-1, Campus Industrial, overlay area will also be required to:

- Assure that landscaping with living plant materials shall occupy at least 20% of the site to be developed. Stormwater detention basins and drainage swales may be counted toward the landscaping requirement; and
- Have side or rear yards of at least 20 feet.

### **I-1 Uses Permitted Outright**

Allowable uses in the I-1 overlay area include:

- Manufacturing uses, research and development facilities, assembling, processing, printing or publishing, and similar uses with minimal external emissions and impacts;
- Public and semi-public uses; and
- Accessory buildings and uses normal and incidental to those uses otherwise permitted.

### **I-2 Uses Permitted Outright**

Allowable uses in the I-2 overlay area will include all of the above, plus:

- Office and professional services;
- Indoor warehouse and distribution facilities; and
- Wholesale sales of industrial products.

### **I-3 Uses Permitted Outright**

Allowable uses in the I-3 overlay area will include all of the above and those permitted outright in the existing Industrial zoning district. Conditional uses allowed in the Industrial district will not be permitted in the Employment Center.

### **Review Process for all Industrial Uses**

Development within the I-1, I-2, and I-3 overlay districts will be subject to administrative Site Review, and all other performance standards contained in the

Industrial zone will be applicable to future development in the Employment Center industrial overlay areas. Conditional industrial uses within the Employment Center will be permitted solely at the discretion of the Veneta Planning Commission after a public hearing. Planned Development procedures may be used at the discretion of the developer to allow for greater flexibility in design and development.

**GR Uses Permitted Outright**

General Residential uses within the Employment Center will be consistent with the currently permitted and conditionally permitted uses in the GR zone, except the following will not be permitted uses within the project area:

- Single-family dwellings;
- Manufactured dwelling parks; and
- Public utility facilities listed in Section 4.130(3)(h) of the Zoning Ordinance.

Zoning overlay areas and districts identified in the SDP will be subject to all other provisions found in the underlying Industrial, Commercial, Industrial-Commercial, and Residential districts and other regulations and standards put forth in the Veneta Land Development Ordinance.

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