

**AGENDA**  
**Veneta Planning Commission**  
MONDAY – May 5, 2015 – 7:00 p.m.  
Veneta City Hall

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**1. Review Agenda**

**2. Public Comment**

If you wish to address the Planning Commission; state your name, address, and limit your comments to 3 minutes. Maximum time 20 minutes. The Planning Commission will not engage in any discussion or make any decisions based on public comment at this time; however, they may take comments under advisement for discussion and action at a future Planning Commission meeting.

**3. Review and Discuss Proposed Amendments to the Residential and Housing Element of Veneta Comprehensive Plan and Proposed Amendments to Veneta Land Development Ordinance.**

**4. Other**

**5. Adjourn**

**Location is wheelchair accessible (WCA). Communication interpreter, including American Sign Language (ASL) interpretation, is available with 48 hours' notice. Contact Darci Henneman; Phone (541) 935-2191, FAX (541) 935-1838 or by TTY Telecommunications Relay Service 1-800-735-1232.**

**THIS MEETING WILL BE DIGITALLY RECORDED.**

**MEMORANDUM**

**April 27, 2015**

**To: Planning Commission**

**From: Kay Bork, Community Development Director**

**RE: REVIEW OF CITY OF VENETA COMPREHENSIVE PLAN, RESIDENTIAL LAND  
AND HOUSING ELEMENT**

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Staff is providing suggested amendments to the Residential Land and Housing Element of the Veneta Comprehensive Plan that will reflect the recent findings of the adopted Buildable Land Inventory and Housing Needs Analysis. Proposed amendments are shown in underlined and strikeout format. Comments and discussion are inserted below the sections to be amended.

Staff will prepare final Comprehensive and Zoning Ordinance amendments, including the Housing and Economic Elements, for Planning Commission public hearing in July or August.

Amendments are presented on the following pages.

## VENETA COMPREHENSIVE PLAN - C. RESIDENTIAL LAND AND HOUSING ELEMENT

### NARRATIVE:

The Residential Land and Housing Element addresses the housing needs of current and future residents of Veneta. ~~This element addresses State Housing Goal 10, "To provide for the housing needs of citizens of the state." The Housing Element is intended to comply with Statewide Planning Goal 10 (Housing). It assesses housing needs for a 20-year planning horizon in order to determine (1) whether sufficient residential land exists to meet the 20-year needs, and (2) to review housing policies to ensure the city is meeting the needs of current and future residents.~~

In 2013 the City conducted a Residential Land Inventory and Housing Needs Analysis, adopted by City Council, to determine whether there is a sufficient amount of buildable land to meet future housing demands within the existing Urban Growth Boundary. The study provides the technical analysis required to determine the 20 year need for residential land, consistent with Oregon Statewide Goal 14, Oregon Revised Statute (ORS) 197.296, and Oregon Administrative Rule (OAR) 660-008.

The Housing Needs Analysis determined the number of housing units needed to meet the forecasted population growth over the next 20 years. A more detailed demographic analysis, looking at local, state, national trends and the demographic characteristics of the Veneta helps the City understand the types of housing that will best meet the needs of the community.

~~Most of the newly developing residential areas in Veneta are of low-density character. This type of development occurred primarily because of consumer demand for this particular lifestyle and because of sewer limitations. Higher density residential areas are in the areas adjacent to downtown (west of Territorial and south of West Broadway, along East Broadway, Dunham, McCutcheon, and Hunter). Single Family Residential areas are located on Bolton Hill and the Oak Island/Perkins area.~~

The future growth and attraction of Veneta as a residential area will, to a large degree, be dependent upon the small town, residential character, livable neighborhoods, resulting through this type of development, and close proximity to jobs in Eugene/Springfield metro area. Even though low-density residential development will likely dominate the housing market, a greater mix of housing types is likely to be built over the next twenty years to respond to the housing needs of existing and future residents. These needs include affordable housing options such as multi-family and single-family attached.

**Comments: Simplify introduction narrative. Main purpose of Housing Element is to comply with Statewide Planning Goal 10.**

~~The City needs to take a more active role in enforcing nuisance abatement and property maintenance ordinances to ensure that these residential areas remain attractive. In addition, it is recommended that the City construct sidewalks, using street funds and property assessments, in residential areas that do not have them. These projects have been included as capital improvements in Veneta's Transportation System Plan. Adding street lighting along residential streets and at intersections will also enhance livability and safety.~~

~~[Paragraph 2 amended by Ordinance 491, November 23, 2009]~~

**GOALS:**

- ~~1. 1. Encourage efficient land development patterns that minimize service and infrastructure costs.~~
- ~~2. Encourage land use patterns that provide and provide livable neighborhood; centers with nodal development, allow mixed uses; and allow a variety of housing types; and alternative or non-conventional building practices.~~

**Comments: Since it is difficult to define “livable”, replace with “safe and walkable or add additional terms to describe livable.**

**Nodal is no longer a term used for mixed use. Delete this reference.**

**Not sure what non-conventional building practices might be. All building practices would have to comply with Building Code regardless so may not be necessary to include.**

- ~~3. Encourage land use patterns that protect and enhance Veneta’s natural resources.~~
- ~~4. 2. Provide an adequate supply of residential land and encourage land use regulations that allow a variety of housing types that will be able to meet the housing needs of a range of age groups, income levels, and family types.~~
- ~~5. 3. Generate new housing starts to adequately insure~~ Ensure that all people in Veneta will have the opportunity and choice to acquire safe, sanitary, and affordable housing.
- ~~4.6.~~ Maintain an attractive residential community in an appealing rural setting.

**FINDINGS:**

**Comments: Replace existing Findings with updated Findings from Residential Buildable Land Analysis and Housing Needs Analysis**

- ~~1. Veneta’s population is projected to increase to 4,800-5,760 people by the year 2020. This translates into a total of 2,019-2,423 housing units.~~
- ~~2. Veneta currently does not have any group quarters (dormitories, nursing homes, jails). It is projected that by 2020, about one percent of the population is likely to live in group quarters such as nursing homes.~~
- ~~3. Veneta’s average household size in 1970 was 3.27, in 1980 it was 2.84, and in 1990 it was 2.79. Households are becoming smaller because people are having fewer children, there are more empty nesters, and there are more single-parent households. By 2020, Veneta’s average household size is projected to decrease to 2.45 persons.~~

4. In 1990, 33% of households were married couple families with children under 18, 26% were married couples with no children under 18, 15% were single-parent families, 21% were single-person households, and 5% were non-family households.
5. In 1990, thirty-five percent of Veneta's residents were under the age of 20; 11% were over the age of 65.
6. Approximately two-thirds of households owned their homes and one-third rented in 1990. This percentage has stayed fairly constant over the past thirty years.
7. In 1989, Veneta had a lower median income than Lane County or Oregon. It also had more people living in poverty. Although median incomes in Veneta increased from 1979 to 1989, the percentage of people living in poverty also increased from 15.3% to 18.3%.
8. According to the Department of Housing and Urban Development, if a household is paying more than 30% of its income for housing, housing is a cost burden. Over one-fourth of Veneta's owner households paid more than 30% of their incomes on mortgages in 1989. Forty percent of renter households paid more than 30% of their incomes on rent in 1989.
9. Housing costs have been increasing faster than incomes over the past two decades. If this trend continues, the demand for more affordable housing will continue to increase. Projected job diversification in Veneta may be enough to offset the generally faster paced inflation of housing prices.
10. A market for high-end housing may develop in Veneta if high-paying professionals move to Veneta to take new managerial jobs.
11. All housing types are attainable to high income households. Upper middle income households can generally afford to purchase a new small lot or attached single-family house or a manufactured home. Low to middle income households have difficulty purchasing a new home so either purchase older homes or find affordable rentals. Low and very-low income households often need subsidized housing.
12. In 1998, two-thirds of Veneta's housing stock was single-family detached, 9% was single-family attached (duplexes), 11% was multi-family (apartments), and 14% were spaces in manufactured dwelling parks.
13. In 1998, 248.7 acres were developed with single-family residential uses, 10.0 acres with single-family attached (duplexes), 8.9 acres with multi-family, and 49.2 acres as mobile homes.
14. All of the housing built during the 1990s was single-family detached. In the early 90's, one mobile home park expanded, providing more spaces for manufactured dwellings.
15. There is an estimated need for 677 new single-family detached housing units, 168 new single-family attached housing units, 200 new multi-family units and 248 additional spaces in manufactured dwelling parks to meet the projected population needs in 2020.

- ~~16. Densities of single family detached units are projected to increase as the rural areas of Veneta become more urbanized with the presence of city sewer, and as a way to keep single family homes affordable.~~
- ~~17. Recent changes in the income tax code regarding capital gains may allow people to purchase homes to meet their needs rather than buying a more expensive house to avoid paying income tax on the capital gains.~~
- ~~18. Some of Veneta's existing housing stock is substandard and in need of rehabilitation.~~
  1. Population Growth
    - 1.1. Veneta's population is forecast to more than double between 2013 and 2035 from 4635 to 10,505. In 2033 Veneta's population is estimated to be 10, 242.
    - 1.2. Growth will be higher between 2010 and 2020 and will begin to slow afterwards until 2035.
    - 1.3. Veneta's growth will be comparable to the cities of Creswell and Junction City and is expected to grow much faster than Lane County and the Eugene-Springfield Metro area as a whole, with an annual average growth rate of 4.3%.
  2. Residential Land Inventory
    - 2.1. Veneta has a total of 475.8 acres of buildable residential acres. The majority of buildable residential land acres is designated Rural Residential and Low Density Residential totaling 347.6 and the remaining 128 acres is designated Medium Density Residential.
  3. Housing and Land Need
    - 3.1. Veneta will need to provide 2,120 new dwelling units between 2013-2033 plus an additional 63 group quarter units to accommodate the forecasted population.
    - 3.2. Single family dwellings will remain the dominant housing type based on demographic trends, i.e. higher incomes, attraction of family households and family households with children in Veneta.
    - 3.3. The future housing mix shows a majority of the dwelling units needed will be single family detached homes (84.0%) and the remaining needed housing types will be multi-family (10%), duplexes and single family attached (4%), and mobile homes (2%).
    - 3.4. Group quarter population is forecasted to double by 2033. An additional 3.3 acres will be needed to accommodate new group quarter facilities.
    - 3.5. Single family dwelling are forecast to develop at 6.2 dwelling units per acre and multi-family dwellings at 11.9 dwelling units per acre.
    - 3.6. The City of Veneta will need a total of 321.8 acres of residential land; 287.2 acres of Low Density Residential Land and 34.6 acres of Medium Density Residential land.
  4. Comparing Supply and Demand of Residential Acres
    - 4.1. Veneta has a surplus of 153 acres of residential land. There is a surplus of approximately 60 acres of Low Density/Rural Residential land and 93 acres of Medium Density Residential land.
    - 4.2. Veneta has an adequate supply of residential land to meet the 20 year projected demand within its current UGB.

## **POLICIES:**

1. ~~Provide~~ Encourage a variety of residential neighborhoods including rural residential with large lots, traditional single-family subdivisions with standard lots, areas with a mix of housing types, and mixed-use neighborhoods where commercial and residential are blended such as in the downtown area.
2. Encourage development of vacant available lots within the Urban Growth Boundary, while providing adequate land ~~to support for the~~ residential needs of the projected population. ~~for a population of 5,760.~~
3. Prioritize infrastructure investment that will promote infill development of vacant and partially vacant lands within the Urban Growth Boundary.
3. ~~Encourage development of vacant lands within the sewer service area on the west side of Veneta as a first priority.~~
4. Control further subdivision of land in the rural residential area to allow for easy conversion of rural residential properties to urban densities in the future when full city services become available.
5. Through zoning and land use regulation, Encourage a range of housing types prices including that can be built to serve high-end, mid-range, and affordable housing ~~that is~~ available for purchase or rent.

**Comments: City does not have much influence on housing prices other than to allow a variety of housing types through zoning regulations.**

6. Promote private construction for low-income housing and encourage private developers to utilize government programs to construct housing for low-income families.
7. ~~Allow various housing types such as multi-family housing, townhouses and co-housing<sup>1</sup> so the market provides housing choices to Veneta residents.~~

**Comments: Duplicate of Policy to #5. Delete.**

8. Locate multi-family housing where traffic circulation problems and safety hazards are minimized. In general, units should not be allowed to obtain direct access from an arterial street.

**Comments: Is this policy necessary? All developments are reviewed for transportation impacts.**

<sup>1</sup>~~Co-housing, originating in Denmark over 20 years ago, is emerging as a viable housing option throughout the United States as a way to serve a particular housing demand for self-selected families. Co-housing includes private housing units and shared spaces such as community dining, cooking, and recreation rooms for adults and children. It can be rented or occupant-owned housing.~~

9. Encourage high density apartment uses to locate as close to the downtown area as possible.

**Comments: Is this policy limiting multi-family development? What other areas are acceptable for multi-family housing? Near schools, shopping centers? Why limit to downtown?**

**Comments: The City does not have a definition of Low, Medium or High Density. What is considered high density apartment?**

10. ~~Locate~~ Keep manufactured dwelling parks out of the downtown area ~~where they in order not to would~~ disrupt the historic street ~~pattern, connectivity and traffic flow.~~

**Comments: Is this policy necessary? Mfd parks are permitted in the General Residential Zone as a Conditional Use. No parks are permitted in downtown zones.**

11. ~~Increase residential densities where water and sewer facilities are available so that services and utilities can be provided economically.~~
12. Allow increased densities and flexibility in lot size and housing type using in the priority development areas (areas with city sewer service) through professionally prepared planned developments. ~~Allow flexibility in lot size using the variance~~ Planned Unit Development process.

**Comments: Combining #11 and #12. The Code allows this type of development through the Planned Unit Development process not through a Variance.**

13. ~~Maintain consistency with the original plat of Veneta by allowing lot sizes in the downtown area consistent with the original lots.~~
- 14.13. ~~If public open space is provided, allow smaller lot sizes than zoning districts otherwise allow.~~ Allow smaller lot sizes than the zoning districts otherwise allow for development to protect natural resources and to provide open space using Planned Development process. - In this way, the overall gross density of development does not increase, but the open spaces may be used to protect natural resources or provide more viable recreation areas.

**This revises language to be consistent with intent of Planned Unit Development code.**

14. Maintain consistency with the original plat of Veneta by allowing lot sizes in the downtown area consistent with the original lots.
15. Allow accessory dwelling units on the same lot as the main house in some zoning districts ~~such as the downtown area and newly developing residential areas~~ in

accordance with specific standards intended to ensure consistency with surrounding development and the purpose of the base zone.

**Comments: Why limit to an area? Code will implement where ADUs can be built.**

16. Require standards for landscaping, fencing, and off-street parking in residential developments ~~of five units per net<sup>2</sup> acre or more.~~

**Comments: City has adopted residential design standards for single family dwellings and multi-family development regardless of density.**

17. ~~Educate the public about potential programs available for upgrading substandard structures, rehabilitating homes, or providing needed repairs.~~

**Comments: Is this still feasible? City does not operate assistance programs. consider deleting.**

18. Explore the option of coordinating with a non-profit organization or banking institution to set up a revolving loan fund to assist with rehabilitation, upgrades, and repairs.

**Comments: Is this feasible for City? Consider deleting.**

19. Enforce land development and nuisance ordinances and building codes to help maintain the appearance and safety of the existing housing stock.

20. Protect all persons from housing discrimination.

**Comments: City has adopted a Fair Housing Resolution as part of receiving CDBG funding. What can City do beyond this? Is this a city role?**

21. Consider state and area-wide activities when determining local housing policies and procedures.

**Comments: Not sure what this policy means. Consider deleting.**

22. Develop and implement street lighting standards for residential neighborhoods and arterial streets.

### *RURAL RESIDENTIAL (R)*

~~<sup>2</sup>Net density is the number of dwelling units per acre of land in planned or actual residential use. Net density is presented in terms of dwelling units per net acre which excludes dedicated streets, sidewalks, and other public facilities.~~

Purpose of Plan Designation:

- ~~Maintain-Allow~~ areas outside the city's urban service boundary for limited rural development within the carrying capacity of the natural resources until conversion to urban residential uses.
- ~~Provide-Allow~~ rural residential and agricultural reserve areas outside the urban service boundary.

**Comments:**

**Does the word “maintain” imply the City will always have reserve land available? BLI assumes build out of UGB.**

**Change to: “Allow rural residential and agricultural reserve areas outside the urban service boundary.”**

- Allow conversion of rural lands to urban uses as needed when city water and sewer services become available.
- Allow either the City of Veneta or the property owner to initiate a plan designation change and zoning map amendments when services do become available.

**Comments:**

**Should Rural Residential (RR) Land only be converted to Single Family Residential only or can RR be converted to either Single Family Residential (SFR) or General Residential (GR)? Current policies do not specify.**

**Does Planning Commission wish to create policies on plan designation and zone changes?**

**Single family dwellings are permitted outright in SF and GR Zones.  
Multi-Family dwellings are allowed as a Conditional Use in SF and permitted outright in GR.**

**The BLI analysis shows:**

**Veneta has a surplus of 153 acres of residential land. There is a surplus of approximately 60 acres of Low Density/Rural Residential land and 93 acres of Medium Density Residential land.**

**Table 28. Residential Land Supply & Demand Comparison**

<b>Plan Designation (Residential)</b>	<b>Net Vacant Acres (Supply)</b>	<b>Acres Needed (Demand)</b>	<b>Surplus/Deficit (Acres)</b>
Low Density Residential	186.5	287.2	-100.7
Rural Residential	161.1		60.4
Medium Density Residential	127.8	34.6	93.1
<b>Total:</b>	<b>475.3</b>	<b>321.9</b>	<b>153.4</b>

The Veneta Land Development Ordinance, Conditional Use standards limit multi-family density to 7.26 du/acre (one unit per 6,000 sq. ft.) Analysis in BLI shows that the lowest density for multi-family development built in Veneta was 8.1 du/ac (Veneta Villa). This equates to one unit per 5,377 sq. ft.

**Recommendations:**

1. To address single family development, consider amending policy to specify Rural Residential will be zoned Single Family Residential.
2. To address multi-family residential, consider amending VLDO Conditional Use Standards to remove density restriction. Not sure if you can feasibly build multi-family at such a low density. The multi-family design standards will apply to the development. May want to add additional Conditional Use standards to address compatibility. Multi-family design standards do not address compatibility between zones.

**Proposed Changes to Conditional Use Standards:**

(11) Standards for multi-family in Single-Family Residential Zone. The Planning Commission may allow more than one dwelling on a legal lot if the proposed use meets the following standards.

(a) Minimum legal lot size is 18,000 square feet.

(b) Existing lot is incapable of division to City standards.

(c) ~~Density does not exceed one dwelling unit per 6,000 square feet.~~

(c) Shall minimize detrimental impacts on neighboring properties, such as obstruction of views, limiting solar access, and intrusion on privacy. Planning Commission may impose conditions such as maximum height of structure, minimum setbacks, and required buffering in order to limit detrimental impacts.

- When reviewing land divisions for minimum lot sizes, the Planning Commission shall take into consideration problems of water supply and sewage disposal, ~~particularly problems of soil structure and water table as related to sewage disposal by septic tank.~~ All land divisions must result in lots or parcels that are at least ~~two-one~~ two acres in size.

**Comments:**

All development is reviewed to make sure it can be supported by existing and proposed infrastructure.

The City does not regulate the installation of septic tanks. Consider deleting this reference. Can even delete this entire policy since water and sewer are addressed in policies below.

The minimum lot size in RR Zone, per VLDO is 1 acre. Recommend amending this sentence to be consistent with Code.

Allow development or land divisions in the Rural Residential area when the following requirements are met:

- (a) Future Development Plans: A plan for the full development of the property to urban densities showing future streets and lot lines (shadow

plat) is approved by the Building and Planning Official or Planning Commission.

- (b) Sewage Disposal: On-site disposal systems for individual lot development is approved by the Lane County Department of Environmental Management prior to approval of the land division or building permit.
  - (c) Water Supply: Property owner has obtained approval to connect to City of Veneta water supply or has county approval for use of a private well .
  - (d) Street Improvements: All lots abut an existing paved street that can handle the additional traffic generated by the proposed development. If the street is not improved to jurisdictional standards (city, county, or state requirements), the property owner must improve the street frontage to those standards or sign an agreement for future street improvements.
- Allow property owner in the rural residential zone to use a private well if development with city water is not practical, consistent with the city's policy of eliminating private wells.