

Minutes of the Veneta Planning Commission

September 3, 2013

Present: James Eagle Eye, Kevin Conlin, Calvin Kenney, Len Goodwin, and Lily Rees

Others: Kay Bork, Community Development Director; Lisa Garbett, Associate Planner; Ric Ingham, City Administrator; and Darci Henneman, Assistant City Recorder

I. Review Agenda

James Eagle Eye called the Veneta Planning Commission to order at 7:00 p.m.

II. Public Comment

None

III. Approval of Minutes

MOTION: Len Goodwin made a motion to approve the August 6, 2013 minutes. Kevin Conlin seconded the motion which passed with a vote of 5-0.

IV. Residential Buildable Land Inventory

a. Review Buildable Land Inventory Updated Results

Bork provided a few more handouts for tonight's meeting. She said based on previous direction from the Planning Commission, staff reworked all of the Buildable Land Inventory Tables and finalized the vacant, partially vacant, and developed land by Plan Designation. She said Table 1 has been updated and shows the total acres are slightly higher by 70 acres. Bork said also Table 1 shows the total residential acres by classification includes all Residential Plan Designation by vacant, partially vacant or developed acres. We have approximately 750 vacant potentially developable land (combined vacant and partially vacant acres). Bork provided two methodologies to address partially vacant land. She said the first option was discussed at the last Planning Commission meeting. This methodology would allow for 57 acres considered developed and the Safe Harbor methodology would add 44 acres as developed. She said the remainder would be lumped into the vacant classification. If we use the alternate methodology we would have a total of 220 acres and the Safe Harbor methodology would add 301 acres into the buildable vacant land inventory.

In response to a question from Len Goodwin, Bork said the rationale is that smaller acres of .5 to 2 acre parcels would likely develop the entire lot. Property owners of larger lots, over two acres, would likely preserve a larger area for their home site and develop the remaining acreage. Further discussion is needed to address how much of that leftover is likely to be developed in the next 20 years.

Len Goodwin asked is there any reason that we would conclude that partially developed land is less likely to be developed than vacant land. He said the argument could be made that partially developed land is likely to be developed first because a resident property owner would likely seek maximum potential of the property.

James Eagle Eye said it goes back to Rural Residential on the time frame to get hooked up to City services. Large parcels may want to develop but don't have City services available.

Bork said you could assume that for vacant land as well – because every parcel will only be developed if the developer is willing to build the infrastructure or if the parcel is adjacent to existing infrastructure. She said it might make sense to consider over 20 years, all available land will likely be developed.

Len Goodwin said given the statutory requirements that we have a supply of 20 years, we have to assume the inventory will last us. He said in terms of Rural Residential zones, are we less likely to be subjected to appeal if we rely on Safe Harbor as opposed to our own methodology?

Kevin Conlin said no matter how good our methodology is, it will be subject to challenge. He said it would likely be more difficult for us to justify our own methodology than simply to rely on existing Safe Harbor provisions. If there's something we find egregious about Safe Harbor provisions or some specific reason for departing from them – that could be justified. He said Mr. Goodwin's point was very sound and at this point, he is inclined to favor the Safe Harbor provisions barring any reason why the Planning Commission shouldn't go in that direction.

Bork said in this particular element of the analysis is hard to quantify or justify. She said even if it made sense you'd have to be fairly creative in writing findings that would make sense.

Lily Rees said it looks like it's only a difference of 5% of the total vacant between the alternate and the Safe Harbor. Why would we want to go with the alternate and what benefit down the road would there be?

Bork said it's a non-benefit issue and just shows the difference between the figures.

Len Goodwin said one benefit could be if one would want to try to find a way to expand the Urban Growth Boundary (UGB). He said you would try to make assumptions which would make that result more likely.

Bork said it's just what the Planning Commission thinks is reasonable. She said we'll use the Safe Harbor number, subtracting the 44 acres as developed and adding the 301 acres into the vacant classification.

James Eagle Eye asked if the Planning Commissioners had any other questions and if they were comfortable moving forward with this decision.

Len Goodwin said the Planning Commission can always revisit this issue before a final decision is made.

In response to a question from Len Goodwin, Bork said she is comfortable with a consensus of the Commission to move forward with the Safe Harbor provisions.

Bork said the next two items address the result of the wetlands and greenway discussion and how the Planning Commission would like to assign density to sloped land. She said staff moved the 113 acres of Greenway into the unbuildable category because it will only be developed as public facilities. She said Table 3 reflects 143 acres of unbuildable land and Table 4 reflects 101 acres of constrained land. She said Garbett provided Commissioners with a map of the approved sloped subdivisions.

Garbett reviewed the density of the constrained slopes on three previously approved subdivisions, starting with Bolton Hill Ranch 1st Addition with 54 approved lots. Constrained acres include slopes between 15% to 20%. The map doesn't show the unbuildable slopes above 25%. She said 7.11 acres is within the 15% to 20% slope and almost 5 acres was 20% and 25% slope making the approved density of 2.25 dwelling units per acre. The next one is Bolton Hill Ranch Estates which is approximately 60 acres with 106 approved lots. 19.74 acres are within 15% to 20% slope and almost 18.52 acres were between the 20% to 25% slope ranges. The approved density was 1.76 dwelling units per acre. Garbett also showed how those lots were disbursed along the constrained acres. The third approved subdivision is Aspen Heights with 23 lots on a little over 6.5 acres. She

said 2.39 acres are at 15% to 20% slope and .53 acres is at 20 to 25% slope making the approved density of 3.43 dwelling units per acre. She said the overall density of all three subdivisions is 2.31 dwelling units per acre. Garbett said Bork will discuss how to use the average to quantify the sloped area in our residential buildable land inventory.

Len Goodwin said in looking at the three that there may be a significant difference in the density of the 20% to 25% versus the 15% to 20%. In each case as the proportion of the land in the 20% to 25% range increases, the density per acre on average goes down. He wonders if there is any valid reason to look at desegregating the numbers to determine what the density per acre was at the steeper slopes. This exercise may be more work than it's worth but if not, it would tend to make him think that the 2.31 is high.

James Eagle Eye said we're averaging out the density but the percentage of steeper slope is not even across the board.

Staff agreed that could be done.

Len Goodwin said we would likely find that the density of the 20% to 25% slope is clearly under 2 acres and 15% to 20% slope is clearly over 2 acres. He said we do have our vacant land by 15% to 20% and 20% to 25% so we can apply the same faction.

Bork said we have our constrained Table 4 that has each slope at 20% to 25% and 15% to 20% and can apply a density to each category.

Len Goodwin said he thought it would be more defensible than trying to use an average of all sloped lands.

Staff agreed to bring a table back analyzing how those are averaged separately. Bork said further discussion and a decision on density sloped land is not needed now. But the end result would be to remove acres from the inventory. How we get there is by applying the density and knowing the dwelling units and provide that calculation. She said we should also add the 25% and over for completeness.

Bork said with regard to public facilities, the Safe Harbor is to remove 25% and we talked about removing a higher percentage (31%) from the sloped land. She said there's a difference in terminology; a 25% Safe Harbor includes churches, day cares or other uses that would be removed. She said it may be confusing to remove more in the sloped land for public facilities as defined by Safe Harbor.

In response to questions from Len Goodwin, Bork said it's more of a density issue. She said more land would be removed for public infrastructure not public facilities. She said we won't have to reapply the 31% in the public facilities and recommended we stick to the Safe Harbor and remove 25% for the public facilities and accommodate the hillside for all densities issues making it less confusing.

The Planning Commission agreed.

b. Review Housing Unit Need Analysis

Bork reviewed her memo that describes the methodology used to calculate the total number of needed housing units to accommodate the population growth over the next 20 years. She said other cities use the same methodology that is included in the Planning Residential Growth Handbook. She said Table 1 summarizes each step used to calculate housing needs. She said several components of this equation could be used; Safe Harbor or another figure. Bork explained how she arrived at these calculations. She said depending on what methodology we use (she used

PSU's vacancy rate of 4.4% to arrive at 2130 to 2242 dwelling units for the next 20 years).

Len Goodwin said he is somewhat concerned about using the Census vacancy rate. He said given that the major city next to us is clearly planning for significant increases in density. He expects there could be more pressure to relocate from that city to a place like Veneta where the density is lower and that would tend to make our vacancy rate lower than was projected in 2010. Particularly since 2010 was the beginning of the end with regard to the recession and resulted a higher vacancy rate than we've seen historically.

Bork said it's a whole percentage point difference from Portland State University (PSU). She said when PSU was conducting their study, they used a lot of anecdotal information from each of the cities on what their growth was rather than being more optimistic with their numbers.

In response to a question from Bork, Ric said our school district has seen a good spike in kindergarten and first grade classes.

Len Goodwin said that would be an argument for using the PSU number.

In response to a question from Calvin Kenney, Len Goodwin said we'd use the PSU number on the vacancy rate.

Calvin Kenney agreed and said a local realtor told him Veneta has about a 4% vacancy rate.

Len Goodwin said for long term, he agreed. He said people are going to be pushed from Eugene by the increased density there.

Kevin Conlin suggested we prepare for the greater density and adjust all other decisions accordingly.

Calvin Kenney said he felt using the PSU number is more of a conservative number for us right now.

Bork said if we use the PSU vacancy rate and household size, then the units would be more like scenario three and four on that table for total needed dwelling units and the density discussion is a separate issue.

In response to a question from Calvin Kenney, Bork said we can mix and match Safe Harbor value and PSU numbers with our own numbers. She said the only one we can't mix and match is the Safe Harbor densities you have to use the housing mix together but all the other ones we can use our own figures.

Bork said what she's hearing from the Planning Commission is to use the PSU vacancy rate and average household size.

She said the next discussion addresses the methodology to determine the number of dwelling units that we need. She said once we have that number, we need to convert it into gross acres and from there determine how to split those acreages into low, medium, and high density. She said there are several ways to do this. Bork reviewed the density range options; 1) Safe Harbor density would calculate to 7 dwelling units per acre. The other option is 2) Incremental density which would calculate to 8.3 dwelling units per acre. She said these Safe Harbor densities requires zoning with a minimum required density which we don't have currently. A developer would be required to meet our minimum lot size but they would not have to meet a minimum density. If we use Safe Harbor we would require future development to be a minimum density of 7 dwelling units per net acre. She said this is slightly higher than what we're seeing now (6.74). She said 8.3 dwelling units may be

high for Veneta but may slowly increase over time. She said this is a discussion for the Planning Commission.

Len Goodwin said he's even troubled by the 7.0 figure. He said our demand will be for low density. He said the demand for MDR and HDR will be met by large cities and the population is going to come to Veneta because they can get a significantly lower density. He said he is troubled by any of the Safe Harbor approaches.

Bork said we don't have to use Safe Harbor for density. We can use what we project to be the density in Veneta and back it up with findings, data and how the Planning Commission sees development happening over the next 20 years. She said currently our net density is at 6.73 dwelling units and that includes the Applegate subdivisions.

In response to a question from Calvin Kenney, Bork said our current net density is 6.37 and the gross density is at 4.36 dwelling units per acre (total bare ground). She said the net density removes roads, stormwater, etc.

In response to a question from Calvin Kenney, Bork said if we use a Safe Harbor we have to establish in the zoning ordinance that new development will come in at minimum of 7 dwelling units per acre. If we don't use a Safe Harbor, development can happen as the market dictates and what the demand is.

Kevin Conlin said he would prefer that development happens as the market dictates rather than use the Safe Harbor method. He doesn't want to get involved in too much social engineering.

Lily Rees agreed.

Ingham said it still comes down to the City – do we want to draw in those folks looking for 6,000 to 8,000 sq. ft. lots?

Calvin Kenney said either one of these options is basically supply in demand.

Bork said instead of Safe Harbor, we could use what we feel is appropriate. She said we could use 7 dwelling units in the analysis and not call it a Safe Harbor and still not be required to create a minimum density zone. She said there's nothing saying the Planning Commission couldn't decide to develop at 6.8 dwelling units and say it's not a Safe Harbor and that we don't want to create a minimum density for Veneta. We would justify that particular figure.

In response to a question from Len Goodwin, Bork said it's hard to get any historical density data from assessor data. She said everything that was developed in the General Residential zone averaged to 4.46 dwelling units per acre or net density of 7.52 dwelling units. She said everything in the single family zone developed at 4.2 dwelling units per acre and a net density of 5.97 dwelling units per acre. She said most of the duplexes and multi-family is in the General Residential zone and the single family is mostly single family. Bork said she isn't comfortable using the data provided by Lane County because it's not consistently updated. But she can provide the Planning Commission with a data summary to show what types of units are in those zones. She said it's not 100% accurate but it may be helpful to come up with a density that makes sense. Bork said that's really the only way we could get a grasp of what types of units are on what types of zoned land. She said building permit data wouldn't go back that far but it's only new construction and it doesn't provide density information.

Len Goodwin said there may be a logical case for arguing that that the historical data remains accurate because what we're suggesting is that the essential character of the community is going to remain heavily dominated by single family residences and there's not going to be a substantial or

major transition into medium or high density so in that particular case that historical data may be an appropriate analysis.

Bork agreed she would provide some historical data; either in a table or over time – whichever way it shows best.

Ingham said it's always going to be a small segment but we will continue to push for some vertical housing in the downtown area.

Bork said next she would like to discuss the housing mix. She provided two Safe Harbor methodologies which she reviewed. She said we can use the actual housing mix from census data. She said this comes from the American Community Survey which is an average over the last five years. She said we would need to use the Safe Harbor density if we use the Safe Harbor housing mix. She said there's no reason we can't use our own numbers. She said we can review the census data and she will provide Lane County data tables to show property class and see if they align. She can also provide building data.

Len Goodwin said the Table 3 approach melds well with the perceived need to have a major effort in single family residents but acknowledges the City's efforts to provide some vertical housing by slightly decreasing the single family and reflecting a somewhat modest increase in multi-family housing.

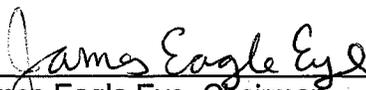
Based on direction from the Planning Commission, Bork summarized that staff would modify the housing mix to be more aligned with Table 3, not be tied to a Safe Harbor but to use our own data.

The Planning Commission reviewed a final handout on Veneta's Buildable Land Inventories. This handout was provided as information only and required no action by the Planning Commission.

V. Other
None

VI. Adjourn

Chair James Eagle Eye adjourned the Veneta Planning Commission to order at 8:02 p.m



James Eagle Eye, Chairman

ATTEST:



Darci Henneman, Assistant City Recorder