



Oregon

Kate Brown, Governor

Department of Land Conservation and Development

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NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

Date: September 22, 2015

Jurisdiction: City of Veneta

Local file no.: A-1-15

DLCD file no.: 001-15

The Department of Land Conservation and Development (DLCD) received the attached notice of adopted amendment to a comprehensive plan or land use regulation on 09/21/2015. A copy of the adopted amendment is available for review at the DLCD office in Salem and the local government office. This amendment was submitted without a signed ordinance.

Notice of the proposed amendment was submitted to DLCD 53 days prior to the first evidentiary hearing.

Appeal Procedures

Eligibility to appeal this amendment is governed by ORS 197.612, ORS 197.620, and ORS 197.830. Under ORS 197.830(9), a notice of intent to appeal a land use decision to LUBA must be filed no later than 21 days after the date the decision sought to be reviewed became final. If you have questions about the date the decision became final, please contact the jurisdiction that adopted the amendment.

A notice of intent to appeal must be served upon the local government and others who received written notice of the final decision from the local government. The notice of intent to appeal must be served and filed in the form and manner prescribed by LUBA, (OAR chapter 661, division 10).

If the amendment is not appealed, it will be deemed acknowledged as set forth in ORS 197.625(1)(a). Please call LUBA at 503-373-1265, if you have questions about appeal procedures.

DLCD Contact

If you have questions about this notice, please contact DLCD's Plan Amendment Specialist at 503-934-0017 or plan.amendments@state.or.us



NOTICE OF ADOPTED CHANGE TO A COMPREHENSIVE PLAN OR LAND USE REGULATION

FOR DLCD USE

File No.: 001-15 {23687}

Received: 9/21/2015

Local governments are required to send notice of an adopted change to a comprehensive plan or land use regulation **no more than 20 days after the adoption.** (See [OAR 660-018-0040](#)). The rules require that the notice include a completed copy of this form. **This notice form is not for submittal of a completed periodic review task or a plan amendment reviewed in the manner of periodic review.** Use [Form 4](#) for an adopted urban growth boundary including over 50 acres by a city with a population greater than 2,500 within the UGB or an urban growth boundary amendment over 100 acres adopted by a metropolitan service district. Use [Form 5](#) for an adopted urban reserve designation, or amendment to add over 50 acres, by a city with a population greater than 2,500 within the UGB. Use [Form 6](#) with submittal of an adopted periodic review task.

Jurisdiction: VENETA

Local file no.: **A-1-15**

Date of adoption: 09/14/15

Date sent: 9/21/15

Was Notice of a Proposed Change (Form 1) submitted to DLCD?

Yes: Date (use the date of last revision if a revised Form 1 was submitted): 3/13/2015

No

Is the adopted change different from what was described in the Notice of Proposed Change? Yes No

If yes, describe how the adoption differs from the proposal:

Yes. Additional text amendments to the Land Development Ordinance and Comprehensive Plan are proposed to reflect findings of the BLI and EOA.

Local contact (name and title): Kay Bork

Phone: 541-935-2191

E-mail: kaybork@gmail.com

Street address: 88184 8th Street

City: Veneta

Zip: 97487-

PLEASE COMPLETE ALL OF THE FOLLOWING SECTIONS THAT APPLY

For a change to comprehensive plan text:

Identify the sections of the plan that were added or amended and which statewide planning goals those sections implement, if any:

Residential, Economic, Utilities, Land Use Designations, and Implementation of the Plan Elements were amended. Goals 1, 2, 9, and 10.

For a change to a comprehensive plan map:

Identify the former and new map designations and the area affected:

Change from	to	acres.	A goal exception was required for this change.
Change from	to	acres.	A goal exception was required for this change.
Change from	to	acres.	A goal exception was required for this change.
Change from	to	acres.	A goal exception was required for this change.

Location of affected property (T, R, Sec., TL and address):

The subject property is entirely within an urban growth boundary

The subject property is partially within an urban growth boundary

If the comprehensive plan map change is a UGB amendment including less than 50 acres and/or by a city with a population less than 2,500 in the urban area, indicate the number of acres of the former rural plan designation, by type, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

If the comprehensive plan map change is an urban reserve amendment including less than 50 acres, or establishment or amendment of an urban reserve by a city with a population less than 2,500 in the urban area, indicate the number of acres, by plan designation, included in the boundary.

Exclusive Farm Use – Acres:	Non-resource – Acres:
Forest – Acres:	Marginal Lands – Acres:
Rural Residential – Acres:	Natural Resource/Coastal/Open Space – Acres:
Rural Commercial or Industrial – Acres:	Other: – Acres:

For a change to the text of an ordinance or code:

Identify the sections of the ordinance or code that were added or amended by title and number:

ORd 493, Section 4.05(2)(b), (c) and (m)493, Section 4.08(2) , Section 4.08(2)(d), Section 8.11(11) amended. Section 4.09(3)(c) and Section 4.010(3)(d) are deleted.

For a change to a zoning map:

Identify the former and new base zone designations and the area affected:

Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:
Change from	to	Acres:

Identify additions to or removal from an overlay zone designation and the area affected:

Overlay zone designation:	Acres added:	Acres removed:
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Location of affected property (T, R, Sec., TL and address):

List affected state or federal agencies, local governments and special districts: None

Identify supplemental information that is included because it may be useful to inform DLCD or members of the public of the effect of the actual change that has been submitted with this Notice of Adopted Change, if any. If the submittal, including supplementary materials, exceeds 100 pages, include a summary of the amendment briefly describing its purpose and requirements.

Staff Report, Adopting Ordinance and Exhibits.

ORDINANCE NO. 523

AN ORDINANCE ADOPTING AMENDMENTS TO THE VENETA COMPREHENSIVE PLAN ORDINANCE 504 AND LAND DEVELOPMENT ORDINANCE 493

WHEREAS, there is a need to amend the Veneta Comprehensive Plan to provide consistency with the recently adopted Residential Buildable Land Inventory and Housing Needs Analysis (2014) and Economic Opportunity Analysis (2015); and

WHEREAS, there is a need to update the Land Development Ordinance No. 493 to provide consistency with the amended Comprehensive Plan: and

WHEREAS, the Department of Land Conservation and Development was notified of the proposed amendments to the Comprehensive Plan, Ordinance No. 504 on March 13, 2015; and

WHEREAS, the Veneta Planning Commission conducted a properly advertised public hearing on the proposed amendments to the Comprehensive Plan, Ordinance No. 504 and Land Development Ordinance No. 493 on August 4, 2015 and recommended that the City Council adopt the proposed amendments; and

WHEREAS, the Veneta City Council conducted a properly advertised public hearing on the proposed amendments on September 14, 2015; and

WHEREAS based upon all materials relevant to the proposal, staff reports, findings made by the Veneta Planning Commission, and testimony and comments submitted at public hearings, both orally and in writing, the Veneta City Council has made the findings of fact as set forth in Exhibit A.

NOW, THEREFORE, THE CITY OF VENETA ORDAINS AS FOLLOWS:

Section 1. The City Council hereby adopts the Findings of Fact attached as Exhibit A as its basis for adopting the proposed amendments to the Veneta Comprehensive Plan Ordinance No. 504 and Land Development Ordinance No. 493 text.

Section 2. The Veneta Comprehensive Plan, Ordinance No. 504 is hereby replaced as shown in attached Exhibit B.

Section 3. Veneta Land Development Ordinance No. 493, Section 4.05(2)(b), (c) and (m) are hereby amended as follows and the remaining section renumbered:

“(b) Retail establishments not exceeding 10,000 square feet including:

1. Restaurants (excluding drive-thru facilities), tasting rooms, catering and other food services.
2. Bakeries and other food and beverage manufacturing (with retail outlet).
3. Medical Marijuana Facility, when not located within 1,000 feet of real property comprising a public park.

For purposes of this subsection, “within 1,000 feet” means a straight line measurement in a radius extending for 1,000 feet or less in every direction from any point on the boundary line of the real property comprising an existing, public park. This buffer shall not apply to new parks located within 1,000 feet of an existing Medical Marijuana Facility.

- (c) Personal or business services.
- (m) Technical support and telemarketing centers.”

Section 4. Veneta Land Development Ordinance 493, Section 4.08(2) is hereby amended as follows:

“Uses Permitted subject to Site Plan Review. In an LI zone, the following uses and accessory uses are permitted subject to Site Plan Review. All uses must meet and continually comply with the Performance Standards of Section 4.09(4). Any uses specifically listed as only allowed in the Medium-Industrial district are not allowed in the Light-Industrial District.”

Section 5. Veneta Land Development Ordinance 493, Section 4.08(2)(d) is hereby amended as follows:

- “(d) Retail stores or shops not exceeding 40,000 square feet.”

Section 6. Veneta Land Development Ordinance 493, Section 4.09(2) is amended to add permitted uses (i), (k) and (l) and the remaining section renumbered as follows:

- “(i) Professional, financial, and business offices.
- (k) Personal or business services.
- (l) Eating and drinking establishments (excluding drive-thru facilities).”

Section 7. Veneta Land Development Ordinance 493, Section 4.09(3)(c) hereby deleted and the remaining section renumbered.

Section 8. Veneta Land Development Ordinance 493, Section 4.010(3)(d) hereby deleted and the remaining section renumbered.

Section 9. Veneta Land Development Ordinance 493, Section 8.11(11) is hereby amended as follows:

- “(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) 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.”

READ FOR A FIRST TIME, BY TITLE ONLY, this _____ day of September, 2015 no Council person in attendance having requested that it be read in full.

READ FOR A SECOND TIME, BY TITLE ONLY, AND FOR FINAL ADOPTION, this _____ day of September 2015, no Council person in attendance having requested that it be read in full.

Sandra Larson, Mayor

Executed on _____

ATTEST:

Darci Henneman, Assistant City Recorder

Executed on _____

EXHIBIT A

FINDINGS OF FACT VENETA CITY COUNCIL

AMENDMENTS TO VENETA COMPREHENSIVE PLAN ORDINANCE NO. 416 AND VENETA LAND DEVELOPMENT ORDINANCE NO. 493

A. The Veneta City Council finds the following:

1. The proposal meets all requirements of the Oregon State Planning goals for an amendment to the Veneta Comprehensive Plan Ordinance 416 text and Veneta Land Development Ordinance 493.
2. The Planning Commission and City Council have reviewed all materials submitted by staff, the public and other affected agencies relevant to the application for amendments to the Veneta Comprehensive Plan Ordinance 416 Veneta Land Development Ordinance 493.
3. The Veneta Planning Commission held a public hearing on August 4, 2015, after providing notice as required in Veneta Land Development Ordinance 2.11 and ORS 197.610, to review, and discuss the proposed amendments to the Veneta Comprehensive Plan Ordinance 416 and Veneta Land Development Ordinance 493.
4. The Veneta Planning Commission made a recommendation to the Veneta City Council to adopt the proposed amendments to the Veneta Comprehensive Plan Ordinance 416 and Veneta Land Development Ordinance 493.

B. IT IS HEREBY ORDERED THAT the Veneta City Council approves the proposed Comprehensive Plan and Land Development Ordinance text amendments based on the information in the staff report and the following findings of fact:

APPROVAL CRITERIA FOR COMPREHENSIVE PLAN MAP AND TEXT AMENDMENTS

The Veneta Comprehensive Plan and Land Development Ordinances are being amended to reflect the recently adopted Residential Buildable Land Inventory and Housing Needs Analysis (2013) and Economic Opportunity Analysis (2015). Following is a summary of the proposed amendments:

Housing

1. Amend Goals, Findings, and Policies of the Residential and Housing Element, Chapter III, Section C, to reflect findings of the 2013 Residential Buildable Land Inventory and Housing Needs Analysis.

2. Adopt the 2013 Residential Buildable Land Inventory and Housing Needs Analysis into the Comprehensive Plan by amending text to reference the study.

3. Amend Section 8.11(11) Special Conditional Use Standards for multi-family in Single Family Residential Zone to add siting standards and remove density maximum.

Economic Development

1. Amend Goals, Findings, and Policies of the Economic Development Element to reflect findings of the adopted 2015 Economic Opportunity Analysis.

2. Adopt the 2015 Economic Opportunity Analysis into the Comprehensive Plan by amending text to reference the Study.

3. Amend Veneta Land Development Ordinance 493:

- Section 4.05 Broadway Commercial Zone, by combining retail use categories,
- Section 4.08 Industrial Commercial, by expanding retail shops maximum square footage from 10,000 to 40,000 square feet,
- Section 4.09 Light Industrial, deleting requirement that all uses must be in an enclosed building; adding 'Personal & Business Services' and 'Eating and Drinking Establishments (excluding drive through)' as permitted uses, and removing interim stables as a conditional use,
- Section 4.10, Medium Industrial, removing interim stables as a conditional use.

Public Facilities/Urban Service Boundary

The Urban Service Boundary was a concept established in the 1977 Comprehensive Plan and was an area identified inside the UGB where urban density development would occur and defined as the area which could be served by city sewer. The analysis at that time stated: "the holding capacity of the City is in excess of the planning population. As a result, it is not necessary or advisable to allocate the entire City area for urban density development." Since that time, the City expanded the sewer treatment plant in 2000 to increase capacity and in 2009 adopted an updated Wastewater Master Plan that included the entire UGB analysis. The master plan did not consider the urban service boundary in the analysis. The recommended improvements in the Wastewater System Master Plan provide for expanded sewer collection systems to service all land within the urban growth boundary. The Wastewater Master Plan was used to update the most recent public facilities plan which was adopted into the Comprehensive Plan in 2012, file #A-1-12.

The 2009 update of the Water Master Plan concluded that it is unlikely Veneta will be able to meet long term demand through development of groundwater sources alone and recommended seeking a regional solution such as obtaining water from EWEB. With the construction of the Veneta water pipeline in 2013, Veneta can serve growth well over the 20 year planning period.

An urban service boundary is no longer necessary in the Comprehensive Plan since the City assumes all lands inside the UGB are available for development to urban densities and uses when water and sewer are extended to serve that development. The amendments will remove

reference to the urban services boundary and the City will retain the existing Rural Residential Plan Designation which delineates where rural uses are allowed to continue until urban services are extended or become available for development.

Comprehensive Plan Chapters to be amended:

1. Chapter III. Section E. Utilities, Findings
2. Chapter IV. Comprehensive Plan Map and Land Use Designations, Narrative
3. Chapter V. Implementation and Updates to the Plan, Paragraph A

Other Amendments to Veneta Comprehensive Plan.

Amendments to the following sections will reference the current studies being adopted and update population and employment projections and findings with current data from housing and economic studies being adopted

- Preface
- I. Introduction
 - o B. Relationship To Other Plans And Policies
- Ii. Planning Framework
 - o B. General Findings
 - o C. Population And Employment Projections

FINDINGS:

Standards are listed in *italics*, followed by findings in **bold**.

APPROVAL CRITERIA FOR COMPREHENSIVE PLAN MAP AND TEXT AMENDMENTS

STATEWIDE PLANNING GOALS

Goal 1 Citizen Involvement: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

Goal 1 calls for the opportunity for citizens to be involved in all phases of the planning process. The Planning Commission and City Council engaged in two separate public involvement processes from May of 2013 through February 2014 (Residential Buildable Land Inventory and Housing Needs Analysis) and October 2014 through March 2015 (Economic Opportunity Analysis). The meetings were publicly noticed and public comments were welcomed. These meetings resulted in recommended amendments to the Housing and Economic Development Elements of the Comprehensive Plan.

A Public Hearing was held on August 4, 2015 with the Veneta Planning Commission. The Planning Commission took testimony on the proposed amendments and made a recommendation to the City Council. The City also coordinated with DLCD to solicit comments. The City's public and agency review process complied with Goal 1.

Goal 2 Land Use Planning:

Goal 2 outlines the basic procedures of Oregon’s statewide planning program, stating that land use decisions must be based upon a factual record, made in accordance with comprehensive plans, and that an effective implementation ordinance must be adopted. In the process of developing the Residential Buildable Land Inventory and Housing Needs Analysis and Economic Opportunity Analysis, the City inventoried existing employment and residential land uses, projected suitable land needs by land use classifications, and compared these needs with potentially suitable land within the Veneta urban growth boundary. The determination of land need and supply is found in the Veneta Residential Buildable Land Inventory and Housing Needs Analysis (2013), the Economic Opportunity Analysis (2015), and the revised Veneta Comprehensive Plan (2015). Therefore, Goal 2 has been properly addressed.

Goals 3 Agricultural Lands and 4 Forest Lands

Goal 3 seeks to preserve and maintain agricultural lands, and Goal 4 seeks to conserve forest lands. As neither of those types of lands is affected by the proposed amendments, these goals are inapplicable here. No further analysis is required.

Goal 5 Open Spaces, Scenic and Historic Areas & Natural Resources

Goal 5 and related rules under OAR chapter 660, division 23 seek to protect natural resources and conserve scenic and historic areas and open spaces. Pursuant to 660-023-0250, Goal 5 and its implementing rules apply only to post acknowledgement plan amendments (PAPA) where the PAPA affects a Goal 5 resource by amending a resource list, adding a new use that conflicts with a significant Goal 5 resource site, or amending the UGB.

The City’s Local Wetland and Riparian Inventory (1998), adopted into the Comprehensive Plan in 2000 as part of periodic review to satisfy Goal 5, is not being amended or nor will any resource site be impacted by the proposed amendments. The EOA and BLI considered wetlands that are protected locally, in the constraints analysis. The analysis show there is sufficient land to accommodate growth inside the UGB subject to those constraints, and no additional lands are required to offset the reduction in developable land, per OAR 660-023-0070. Further, a UGB expansion is not being proposed with the Comprehensive Plan amendments. Therefore, the City is not required to apply Goal 5 to the proposed amendments. Goal 5 has been properly addressed.

Goal 6 Air, Water and Land Resources Quality

Goal 6 requires local comprehensive plans and implementing measures to be consistent with state and federal regulations. The acknowledged Comprehensive Plan complies with applicable air, water and land resource quality policies in the Veneta

Comprehensive Plan and no changes are proposed that would affect these resources. Therefore, Goal 6 is properly addressed.

Goal 7 Hazards

Goal 7 requires that jurisdictions apply appropriate safeguards when planning development in areas that are subject to natural hazards such as flood hazards. The only identified natural hazard in Veneta is flooding. The buildable land inventory considered the floodplain in the BLI and EOA constraints analysis. The floodplain is protected by an acknowledged floodplain protection ordinance, Veneta Land Development Ordinance No. 493 and no changes are proposed. Therefore, Goal 7 has been properly addressed.

Goal 8 Recreation Needs

Goal 8 requires governmental organizations with responsibilities for providing recreational facilities, plan for recreational facilities. Veneta has an adopted a Parks, Recreation and Open Space Plan (1998). No plan designation changes are proposed with the Comprehensive Plan amendments. Therefore, Goal 8 has been properly addressed.

Goal 9 Economy of the State

Implementing rule OAR 660-009-0015 requires cities to review and amend their comprehensive plans to provide economic opportunities analysis meeting the requirements of the rule.

The City contracted with University of Oregon, Community Planning Workshop to prepare an Economic Opportunity Analysis (EOA) in compliance with Goal 9 and its implementing administrative rule. The study showed that Veneta can accommodate the 20-year projected need for commercial and industrial land with existing land, thus no UGB expansion is required. The proposed adoption of the EOA directly complies with the requirements of Goal 9 and OAR 660-009.

Per OAR 660-009-0015, the consultant identified major categories of industrial and employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county, or local trends; identified the number of sites by type reasonably expected to be needed to accommodate projected employment growth based on the site characteristics; conducted an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and estimated the types and amounts of industrial and other employment uses likely to occur in the planning area. The consultant also worked with the City and an Economic Strategic Lanning Committee to develop an economic development vision and implementation strategy.

Per OAR 660-009-0020, the consultant worked with the City to develop commercial and industrial development Comprehensive Plan and Land Development policies and a Five Year Economic Implementation Strategy based on the EOA.

Per OAR 660-09-0025, the EOA found the City has an adequate supply of land, including site characteristics of commercial and industrial land to accommodate employment forecasts. Employment forecasts used the Safe Harbor method described in OAR 660-020-0040(9)(a) - job rate growth.

Once adopted, compliance with this planning tool will ensure that Goal 9 continues to be met by the City into the future. Therefore, Goal 9 has been properly addressed.

Goal 10 Housing

Goal 10 requires that buildable lands for residential uses be inventoried and that plans encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.

The City conducted a Residential Buildable Land Inventory (BLI) and Housing Needs Analysis using the methods described in the recommended approach in the Department of Land Conservation and Development's guidebook on local housing needs studies "Planning for Residential Growth: A Workbook for Oregon's Urban Areas." The City relied on the 2009 adopted Coordinated Population Forecast Study prepared by Portland State University (PSU) for the analysis. The housing need estimate relied on assumptions used by PSU in preparation of the Forecast Study such as group quarter population, average household size, and vacancy rates. The BLI and HNA concluded that Veneta can accommodate the 20-year projected need for residential land. Adoption of the proposed amendments, which include the required BLI, complies with Goal 10.

Goal 11 Public Facilities and Services

The City previously adopted a Water Master Plan (2012) and Wastewater System Master Plan (2009) and adopted an updated Public Facilities Plan (2012 File #A-1-12). The proposed Comprehensive Plan amendments do not include re-designation of land uses, the expansion or extension of services, or a UGB expansion. For this reason Goal 11 has been adequately addressed.

Goal 12 Transportation

Goal 12 encourages the provision of a safe, convenient and economic transportation system. This goal also implements provisions of other statewide planning goals related to transportation planning in order to plan and develop transportation facilities and services in coordination with urban and rural development (OAR 660-012-0060(1). No UGB expansion, plan designation, or zoning map changes are proposed. The proposed comprehensive plan and development code text amendments will not significantly affect any existing or planned transportation facilities. For this reason, the proposed amendments comply with Goal 12.

Goal 13 Energy

Goal 13 requires land and uses developed on the land to be managed and controlled so as to maximize the conservation of all forms of energy, based upon sound economic principles. No land use designations are proposed to be changed as part of the Comprehensive Plan amendments. Therefore Goal 13 has been adequately addressed.

Goal 14 Urbanization

The Residential Buildable Land Analysis and Economic Opportunity Analysis show that Veneta can accommodate the 20-year projected need for residential and employment lands within its current boundaries and UGB. Consequently, the proposed Comprehensive Plan amendments do not include a change to the Urban Growth Boundary. For these reasons, Goal 14 has been complied with.

Goal 15 through 19

Goals 15 through 19 are related to the Willamette Greenway and coastal resources. As such, these goals do not apply to the City of Veneta and no further analysis is required.

FINDINGS FOR AMENDMENTS TO THE VENETA COMPREHENSIVE PLAN AND LAND DEVELOPMENT ORDINANCE

VENETA COMPREHENSIVE PLAN - IMPLEMENTATION OF THE PLAN

B. UPDATING THE PLAN:

The City Council is solely responsible for adopting amendments to the Comprehensive Plan or for adopting an updated plan. Updating the plan periodically as recommended above would require Council action authorizing study to determine appropriate revisions. This most likely would be accomplished by directing the Planning Commission to undertake this work utilizing either city staff or contracting to either a public planning agency such as the County or LCOG or contracting to a private planning consultant.

Comprehensive Plan amendments, however, can be initiated by private citizens. The procedure will be exactly the same as the procedure used for a zone change as outlined in the Veneta Land Development Ordinance. The applicant makes the initial request for a plan amendment to the Planning Commission. The City notifies LCDC of the proposal 45 days prior to the first hearing date. The Planning Commission holds a public hearing and makes its recommendation to the City Council. The City Council holds a final public hearing. If the amendment is approved, the City would instruct the city attorney to prepare an ordinance to that effect and the ordinance could be adopted at the next regularly scheduled Council meeting.

For a plan amendment to be legally adopted, there must be documentation of an "established need" for the plan change. The establishment of this need rests ultimately with the City Council. However, the most common practice in Oregon is for the City Council and Planning Commission to require the applicant to submit the documentation for establishing that

changes in the Comprehensive Plan cannot be arbitrary or capricious but must be based on a demonstrated need.

To comply with the requirements of Goals 9 and 10 and applicable implementing rules, in 2013, the Planning Commission and City Council approved a two year work plan to prepare a Residential Buildable Lands Inventory and Housing Needs Analysis and Economic Opportunity Analysis and corresponding Comprehensive and Development Code amendments.

Accordingly, the City conducted a Residential Buildable Lands Inventory and Housing Needs Analysis and an Economic Opportunity Analysis which are proposed to be adopted and incorporated into the Veneta Comprehensive Plan. These studies and underlying legal requirements establish the factual basis for the need to amend the Comprehensive Plan. Amendments to the goals and policies of the Comprehensive Plan, Ordinance 416 and Land Development Ordinance 493 reflect the findings of the studies and the direction provided by the Planning Commission and City Council during the completion of the studies in compliance with applicable law.

VENETA COMPREHENSIVE PLAN II. A COMMUNITY VISION

In order to help Veneta continue to evolve in a promising direction, citizens joined together with public officials to develop goal statements for the Comprehensive Plan. As goals, they provide a general vision and framework for planning in the City. They are broad statements that embody the community's hope for its future. By supporting and following the Comprehensive Plan, the community continuously strives towards these goals.

- 2. Maintain Veneta as an attractive residential community while improving the service and retail sector and developing a commercial and light industrial employment base for the entire Fern Ridge area.*

The City finds that the amendments to the Land Development Ordinance 493 4.05(2) Broadway Commercial, 4.08(d) Commercial Industrial and 4.09 (k) and (l) Light Industrial, and Medium Industrial, 4.12(d) are consistent with the above Comprehensive Plan goal. The amendments expand the types of allowed uses in the Industrial Commercial and Light Industrial Zoning Districts which will further Veneta's goal of improving the service and retail sector and developing the commercial and light industrial employment base for the Fern Ridge area. Changes to the Broadway Commercial Zoning District, Section 4.05(2) combine existing use types into a broader land use classification; "retail sales" and does not change the intent of the zoning district. The remaining amendments are to remove "interim stable uses" from the MI and LI zoning district. This use is not compatible with the goal of developing a commercial and light industrial employment base.

City finds proposed amendments to Veneta Land Development Ordinance 493, Section 8.11 Special Use Standards for multi-family in single family residential zone, are

consistent with the above Comprehensive Plan goal. The proposed standards add conditional use criteria that address compatibility with surrounding single family residential uses and remove the density restriction to allow for infill development. These standards aid in creating an attractive residential community and improving Veneta as a service and retail sector to serve the Fern Ridge area. Attractive residential areas within a city are necessary to improve the interest of potential retailers and manufactures and are at the forefront of establishing Veneta as a viable service and retail center in the Fern Ridge Area.

III. A. GROWTH MANAGEMENT ELEMENT

Provide sufficient buildable lands and open space areas to allow Veneta to develop as the retail and service center for the Fern Ridge area and to develop a commercial and light industrial employment base.

The Residential Buildable Land Inventory and Housing Needs Analysis and Economic Opportunity Analysis, proposed for adoption into the Veneta Comprehensive Plan, show that Veneta has sufficient residential and employment land to accommodate growth over the next twenty-year planning horizon. No Urban Growth Boundary expansion is required or proposed; therefore adoption of the studies into the Veneta Comprehensive Plan is consistent with the above goal.

III. D. ECONOMIC DEVELOPMENT ELEMENT

GOALS:

- a) *Guide the responsible expansion and growth of business and industry in Veneta and the Fern Ridge area.*

POLICIES:

- 1. *Enhance Veneta's role as the Fern Ridge commercial and service center.*
- 4. *Encourage a diverse mix of unique and interesting shops.*
- 6. *Diversify and expand Veneta's economic base by providing opportunities for mixed use areas for both industrial and commercial development.*
- 21. *Serve the large-scale retail needs of Veneta and the surrounding area through continued development of West Lane Center, Fern Ridge Center, and Northeast Employment Center. These sites are desirable to commercial development because of their excellent access to Highway 126 and Territorial Road, high visibility, available water and sewer, and large parcels.*

The City finds that the proposed amendments to Veneta Land Development Ordinance 493 support the above goal and policies by guiding the responsible expansion and growth of business and industry in Veneta; diversifying and expanding Veneta's economic base by providing mixed use opportunities for retail and professional services and large sale retail opportunities in the Northeast Employment Center.

C. RESIDENTIAL LAND AND HOUSING ELEMENT

GOALS:

- 1. *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.*

3. *Maintain an attractive residential community in an appealing rural setting.*

POLICIES:

2. *Provide 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.*
5. *Encourage a range of housing prices including high-end, mid-range, and affordable housing that is available for purchase or rent.*
7. *Allow various housing types such as multi-family housing, townhouses and co-housing so the market provides housing choices to Veneta residents.*

The City finds the proposed amendments to Veneta Land Development Ordinance 493, Section 8.11 Special Use Standards for multi-family in single family residential zone, comply with the above goals and policies of the Comprehensive Plan by encouraging efficient use of land and a mix of housing types while maintaining an attractive residential community.

SECTION 4.09 LIGHT INDUSTRIAL (LI)

In an LI zone, the following regulations shall apply:

(1) Purpose. To allow for light industrial uses in a business park environment. 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 by artisans and craftspeople as industrial studio space.

The addition of ‘Personal and Business Services’, ‘Professional, Financial, and Business Offices’, and ‘Eating and Drinking Establishments (excluding drive through facilitates)’ to the list of permitted uses in the LI zone will support industrial uses and employees in the Northeast Employment Center. The elimination of “interim stables” from the LI zone supports the purpose of this zoning district as interim stables are not compatible with a business park environment.

SECTION 8.01 PURPOSE OF CONDITIONAL USE PROCEDURE

A conditional use is a use, which, due to the nature of potential impacts on surrounding land uses and public facilities, requires a case-by-case review and analysis.

The City finds proposed amendments to Veneta Land Development Ordinance 493, Section 8.11 Special Use Standards for multi-family in the single family residential zone are consistent with the intent of the Conditional Use procedure. As currently written multi-family use is only permitted when a single family zoned lot cannot be divided to create individual lots and is at least 18, 000 square feet in size. Adding siting standards for multi-family dwellings while removing the density maximum will require a case by

case review by the Planning Commission for compatibility with surrounding uses since multi-family is not permitted outright in this zone. The additional siting standards are intended to protect and enhance the appearance, safety, and livability of Veneta through appropriate building and site design regulations.

VENETA PLANNING COMMISSION

AGENDA ITEM SUMMARY

Title/Topic: Public Hearing and Adoption of Comprehensive Plan and Land Development Ordinance Amendments

Meeting Date: September 14, 2015
Department: Community Development

Staff Contact: Kay Bork, Director
Email: kbork@ci.veneta.or.us
Telephone Number: 541-935-2191 Ext.314

ISSUE STATEMENT

A public hearing is scheduled for City Council to take testimony on proposed amendments to the Veneta Comprehensive Plan and Land Development Ordinance. After the close of the public hearing, the City Council can make a motion to adopt or not adopt the amendments. The Planning Commission reviewed and commented on the draft amendments at their meetings from April – July 2015. On August 4, 2015 Planning Commission held a public hearing and made a recommendation to City Council to adopt the proposed amendments.

BACKGROUND

The Veneta Comprehensive Plan and Land Development Ordinances are being amended to reflect the recently adopted Residential Buildable Land Inventory and Housing Needs Analysis (2013) and Economic Opportunity Analysis (2015).

Following is a summary of the proposed amendments:

Housing

1. Amend Goals, Findings, and Policies of the Residential and Housing Element, Chapter III, Section C, to reflect findings of the 2013 Residential Buildable Land Inventory and Housing Needs Analysis.
2. Adopt the 2013 Residential Buildable Land Inventory and Housing Needs Analysis into the Comprehensive Plan by amending text to reference the study.
3. Amend Veneta Land Development Ordinance, Section 8.11(11) Special Conditional Use Standards for Multi-Family in Single Family Residential Zone to add siting standards and remove density maximum.

Economic Development

1. Amend Goals, Findings, and Policies of the Economic Development Element to reflect findings of the adopted 2015 Economic Opportunity Analysis.
2. Adopt the 2015 Economic Opportunity Analysis into the Comprehensive Plan by amending text to reference the Study.

3. Amend Veneta Land Development Ordinance 493:

- Section 4.05 Broadway Commercial Zone, by combining retail use categories
- Section 4.08 Industrial Commercial, by expanding retail shops maximum square footage from 10,000 to 40,000 square feet.
- Section 4.09 Light Industrial, deleting requirement that all uses must be in an enclosed building; adding 'Personal & Business Services', 'Professional, financial, and business offices', 'Eating and Drinking Establishments (excluding drive through)' as permitted uses, and removing interim stables as a conditional use.
- Section 4.10, Medium Industrial, removing interim stables as a conditional use.

Public Facilities/Urban Service Boundary

The Urban Service Boundary was a concept established in the 1977 Comprehensive Plan and was an area identified inside the UGB that could be served by city sewer and where urban density development would occur. The analysis at that time stated: "the holding capacity of the City is in excess of the planning population. As a result, it is not necessary or advisable to allocate the entire City area for urban density development." Since that time, the City expanded the sewer treatment plant in 2000 to increase capacity and in 2009 adopted an updated Wastewater Master Plan that included the entire UGB in the service area analysis. The master plan did not consider the urban service boundary in the analysis. The recommended improvements in the Wastewater System Master Plan provide for expanded sewer collection systems to service all land within the urban growth boundary. The Wastewater Master Plan was used to update the most recent Public Facilities Plan which was adopted into the Comprehensive Plan in 2012, file #A-1-12.

The 2009 update of the Water Master Plan concluded that it is unlikely Veneta will be able to meet long term demand through development of groundwater sources alone and recommended seeking a regional solution such as obtaining water from EWEB. With the construction of the Veneta water pipeline in 2013, Veneta can serve growth well over the 20 year planning period.

An urban service boundary is no longer necessary in the Comprehensive Plan since the City assumes all lands inside the UGB are available for development to urban densities and uses when water and sewer are extended to serve that development. The amendments will remove reference to the urban services boundary. The City will retain the existing Rural Residential Plan Designation which delineates where rural uses are allowed to continue until urban services are extended or become available for development.

Comprehensive Plan chapters to be amended to address Urban Service Boundary:

1. Chapter III. Section E. Utilities, Findings
2. Chapter IV. Comprehensive Plan Map and Land Use Designations, Narrative
3. Chapter V. Implementation and Updates to the Plan, Paragraph A

Other Amendments to Veneta Comprehensive Plan

Amendments to the following sections will reference the current studies being adopted and update population and employment projections and findings with current data from housing and economic studies being adopted.

1. Preface
2. I. Introduction
 - B. Relationship to Other Plans And Policies

3. II. Planning Framework

- B. General Findings
- C. Population And Employment Projections

Criteria for Approval

Per the Veneta Comprehensive Plan: *“The City Council is solely responsible for adopting amendments to the Comprehensive Plan or for adopting an updated plan. Updating the plan periodically as recommended above would require Council action authorizing study to determine appropriate revisions. This most likely would be accomplished by directing the Planning Commission to undertake this work utilizing either city staff or contracting to either a public planning agency such as the County or LCOG or contracting to a private planning consultant.”*

City Council approved the two year work plan to complete Buildable Lands Inventory and Housing Needs Analysis and Economic Opportunity Analysis and associated Comprehensive Plan and Development Ordinance amendments. Amendments to the Comprehensive Plan and Land Development Ordinance shall comply with applicable Statewide Planning Goals and the Veneta Comprehensive Plan. Findings of Fact are attached as Exhibit A to adopting Ordinance 523.

The proposed Amendments have been incorporated into the text of Comprehensive Plan which is attached as Exhibit B to the adopting Ordinance. Amendments to the Veneta Land Development Ordinance are included in the body of the adopting Ordinance.

Public Comment

Public Notice was published in the Fern Ridge Review on July 22, 2015 and August 26, 2015 at least 10 days prior to Planning Commission and City Council public hearings per Veneta Land Development Section 2.11 – Notice of Public Hearing.

“(1) Each notice of public hearing authorized by this ordinance shall be published in a newspaper of general circulation in the City and posted at Veneta City Hall at least ten (10) days prior to the date of the hearing.”

The City also mailed a Measure 56 Notice to all affected property owners. This type of notice is required when a zone amendment could affect the permissible uses of properties, and may change the value of your property. Since ‘Interim stable uses’ were removed as a permitted use from all industrial zones, the M56 notices were mailed to all property owners within those zones .

The Planning Commission received one written comment prior to the hearing in favor of the amendments (attached). Staff received an email on August 4, 2015 in favor of the amendments and has included the email as part of the public record for the City Council hearing. There were no comments opposed to the amendments.

ATTACHMENTS

- A. Public Comment: Milton Oilar, email dated August 4, 2015
- B. Public Comment: Matt Roseman, letter dated July 29, 2015

VENETA COMPREHENSIVE PLAN

ORDINANCE No.523

Adopted: September 25, 2000

Amended:

August 26, 2002 by Ordinance 432 *(Northeast Employment Center maps)*

August 26, 2002 by Ordinance 433 *(Corrections to maps)*

August 5, 2005 by Ordinance 459 *(Map Amendment)*

April 24, 2006 by Ordinance 464 *(Transportation System Plan maps)*

July 24, 2006 by Ordinance 466 *(Open Space/Greenway Overlay purpose & maps)*

November 23, 2009 by Ordinance 491 *(Map & Text Amended for Downtown Master Plan)*

November 22, 2010 by Ordinance 499 *(Map Amendment)*

May 14, 2012 by Ordinance 504 *(Amend Public Facilities Element and adding Coordinated Population Forecast)*

September 14, 2015 *(EOA and BLI amendments)*

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Appendices

APPENDIX A: Economic Opportunity Analysis, 2015

APPENDIX B: Residential Buildable Land and Housing Needs Analysis, 2014.

APPENDIX C: Public Facilities Plan (PFP), 2012.

APPENDIX D: Transportation System Plan (TSP), 2006

APPENDIX E: Parks and Open Space Master Plan, 1998

APPENDIX F: Local Wetlands Inventory and Riparian Inventory, April 1998

PREFACE

This plan was previously updated in 2012 to incorporate the coordinated population numbers adopted by Lane County in June of 2009. This update was limited in nature and included only those amendments necessary to incorporate the new population numbers and information from the new sewer and water master plans adopted in 2009 and 2012 respectively. In 2013 the City initiated a buildable lands inventory, housing needs analysis, and economic opportunities analysis as part of a Comprehensive Plan update. Goals, findings and policies were updated in elements of the Plan to reflect current data.

I. INTRODUCTION

A. PURPOSE AND USE OF PLAN

The Comprehensive Plan serves as Veneta's long-range land use plan and as a policy guide to physical development decisions. The plan is comprehensive, general and long-range. It is "comprehensive" in that it encompasses all parts of the city and all functional elements that affect physical development. It is "general" in that the plan summarizes policies and proposals and does not show specific locations or detailed regulations. The plan is "long-range" in that it plans for a period of about 20 years into the future. The Comprehensive Plan is designed to include a sufficient amount of land to accommodate anticipated growth during the next twenty years, and addresses the major public facilities needed to support the land uses designated within the urban growth boundary.

The basic function of the Comprehensive Plan is to provide policy for coordinating and guiding change in Veneta over a long period of time. The Comprehensive Plan also:

- Guides local government officials and staff in developing and implementing public planning activities.
- Provides essential planning information for citizens to understand and get involved in planning decisions. It also references other supplemental documents.
- Assists the public in measuring the community's progress over time.
- Contains information and policy direction to provide a basis for consistent and coordinated planning decisions by all public agencies.
- Serves as a general planning framework that can be supported by more detailed planning programs that meet specific needs in the community.
- Addresses social, environmental, and economic effects of physical planning policies and decisions.

Adoption of the Plan does not necessarily commit the City of Veneta to immediately carry out each policy to the letter, but instead puts the City on record as having recognized the validity of the policies and the decisions or actions they imply.

The major components of this policy document are: the written text, including findings, goals, and policies;¹ the Plan map; and other supporting materials. It is important to realize that not

all of the goals and policies can be met to the same degree in every instance. When applied on a case-by-case basis, conflicts and inconsistencies may arise between specific goals and policies. These situations require consideration to determine which are most relevant to the issue at hand. Also important to remember is that when conflicts or inconsistencies arise, the written text of the Plan takes precedence over the Plan map.

The plan should be considered a dynamic document to be updated regularly as conditions change and revised comprehensively on a periodic basis. Section B, *History of Planning in Veneta*, contains information on the development of the Comprehensive Plan over the past thirty years. Section C, *Citizen Involvement*, describes how citizens were involved in the formulation and update process.

The Comprehensive Plan is the legal basis for implementing regulations such as the Land Development and Land Division Ordinances. Ordinances are developed in conjunction with the Comprehensive Plan and must be updated as the Comprehensive Plan changes over time. Section D, *Relationship to Other Plans and Policies*, describes the manner in which the Comprehensive Plan works in conjunction with other adopted plans and policies for Veneta and the region. In many ways, the Comprehensive Plan is a work in progress. With each amendment and revision, the Plan reflects the City's evolution. Section E, *Plan Status*, assists the reader in knowing what sections and elements were recently updated.

Chapter II, Section A, *Community Vision*, describes the broad planning goals of the community. Chapter II, Sections B and C, provide basic information about the characteristics of the City of Veneta and its residents. Working in tandem with the goals, this information forms the basis of the entire plan and provides a framework for bringing together the plan's various elements.

The Veneta Comprehensive Plan consists of eleven (11) plan elements, as described in Section III. The plan elements are:

- A. Growth Management
- B. Community, Building, and Site Design
- C. Residential Land and Housing
- D. Economic Development
- E. Utilities
- F. Community Facilities and Services
- G. Transportation
- H. Parks and Open Space
- I. Natural Resources
- J. Air, Water, and Land Resource Quality
- K. Areas Subject to Development Constraints

These elements come together into a cohesive planning tool in the Comprehensive Plan Map and Land Use Designations, found in Chapter IV. The Comprehensive Plan Map is a graphic summary of all of the elements that make up the Plan and should only be used for this purpose. More specific development decisions should be checked for consistency with individual plan elements.

The Comprehensive Plan unites a community's vision with its physical reality. As a tool, it enables a community to move forward pro-actively. To fully reap the benefits of a Comprehensive Plan, it is essential to adhere to the Plan. Chapter V, Section A, *Implementation of the Plan*, describes how the Plan will be implemented over the next twenty years. Yet it is also important to anticipate and recognize changes in the community and to incorporate them into the plan over time. Chapter V, Section B, *Updating the Plan*, discusses the process for the community to make changes to the Comprehensive Plan and Map.

B. HISTORY OF PLANNING IN VENETA

The City of Veneta incorporated in 1962. In October 1969, the City of Veneta adopted their first General Plan, prepared by the Central Lane Planning Council (now Lane Council of Governments (LCOG)). Unfortunately, the City did not closely follow this plan, resulting in a number of nonconforming land use situations. Coupled with previously unforeseen development pressures, this situation prompted the City to update the plan in the mid 1970s to better reflect trends and conditions.

Statewide planning was first enacted in Oregon in 1973 with the passage of the Oregon Land Use Act. The legislature created the Land Conservation and Development Commission (LCDC) and its administrative department, the Oregon Department of Land Conservation and Development (DLCD). Statewide planning goals required cities and counties to adopt comprehensive plans and urban growth boundaries (UGBs) to preserve agricultural land, manage growth, prevent urban sprawl and assure the efficient delivery of public services. The Veneta Comprehensive Plan, like all comprehensive land use plans in Oregon, must comply with statewide planning goals and guidelines.

During the City's plan update in the 1970s, the City integrated the statewide planning goals adopted by the Land Conservation and Development Commission (LCDC). To assist in this updating process, the City received planning grants from LCDC in 1977 and 1978. The City in turn retained the planning services of Stevens, Thompson and Runyan, Inc. (STR), to assist in the Comprehensive Plan Development.

The City of Veneta adopted an initial draft of the Veneta Comprehensive Plan in December, 1977. In 1978, the City contracted with Don Driscoll, Architect and Planner, to prepare zoning and subdivision ordinances consistent with the plan. These two development ordinances were adopted in June, 1979. LCDC reviewed the Veneta Comprehensive Plan and development regulations in the fall of 1979 to determine whether or not they complied with the statewide planning goals. In January, 1980 the Veneta City Council adopted amendments to the Comprehensive Plan and development ordinances and resubmitted the plan to LCDC. On April 10, 1980 the LCDC acknowledged the Veneta Comprehensive Plan as in compliance with all statewide planning goals.

The City of Veneta continued planning efforts throughout the early 1980s by adopting a series of technical reports addressing water facilities, storm drainage, sanitary sewers, economic

development, industrial sites, downtown redevelopment and urban renewal. Amendments to the Veneta Comprehensive Plan were adopted to reflect the new technical studies and policy decisions of the City Council.

In 1987 the Veneta Planning Commission was delegated the responsibility of completing the periodic review of the Veneta Comprehensive Plan. At the close of this periodic review, Veneta's updated Comprehensive Plan was adopted by Ordinance No. 307 in August, 1990 and acknowledged by DLCD. Several amendments to the Comprehensive Plan map and text occurred during the 1990s.

A second periodic review began in 1996, concluding in 2000. The purpose of periodic review is to assure that the City's comprehensive plan and land use regulations are achieving the statewide land use goals and are coordinated with state and local agencies. Periodic review also provides the opportunity for the City to update its comprehensive plan and land use regulations to carry out local goals and objectives. Periodic review is a cooperative process between state and local governments and interested citizens.

Following the state requirements for periodic review, Veneta prepared a thorough work program, detailing what the periodic review included and its timeframe for completion. These tasks serve the purpose of bringing the City into compliance with Statewide Planning Goals and other applicable laws developed since the last periodic review. The work plan included the following required tasks:

- Citizen Involvement
- Wetlands Inventories and Natural Resources Study
- Public Facilities Plan
- Minor Ordinance Amendments
- Coordination Agreements
- Buildable Lands Inventory
- Residential Lands and Housing Study
- Commercial and Industrial Lands Study
- Collation and Printing of Adopted Revisions

The work plan also added the following tasks to address community needs:

- Park and Open Space Plan
- Wellhead Protection Plan
- Community Vision

Once the City completed these work tasks, the results were compiled and incorporated into this revision of the Comprehensive Plan.

Several limited updates have been made since 2000 to address changes in the community including adoption of a vision and strategy for development of the downtown area, and updates to the population projections and public facilities needs components of the Plan.

C. CITIZEN INVOLVEMENT

Veneta's Committee for Citizen Involvement, which is the City Council, is responsible for promoting and enhancing citizen involvement in land use planning, assisting in the implementation of the citizen involvement program, and evaluating the process for citizen involvement. The Committee for Citizen Involvement developed the following *Program for Citizen Involvement*.

PROGRAM FOR CITIZEN INVOLVEMENT VENETA, OREGON

PURPOSE

The purpose of the City of Veneta's Program for Citizen Involvement is to insure that citizens can be involved in all phases of the planning process and to insure that adequate feedback mechanisms exist through which citizen input is received and responded to by decision makers.

RESPONSIBILITIES RELATED TO CITIZEN INVOLVEMENT

City Council

1. The City Council makes all major decisions related to land use planning and community development for the City of Veneta. Decisions requiring City Council action include but are not limited to the following:
 - A. Adoption of a Program for Citizen Involvement.
 - B. Amendment to the Veneta Comprehensive Land Use Plan.
 - C. Adoption of and amendment to ordinances implementing the Comprehensive Plan.
2. The City Council will provide a written record for public dissemination of the rationale used in all land use and other planning policy decisions.

Planning Commission

1. The Planning Commission is appointed by the City Council to review land use planning issues and to make recommendations to the City Council on these issues.
2. The Planning Commission makes recommendations to the City Council on such issues as:
 - A. The Program for Citizen Involvement
 - B. Updating or amending the Comprehensive Plan
 - C. Updating or amending the zoning, subdivision, and other implementation ordinances.
3. The Planning Commission will provide a written record for public dissemination of the rationale used in recommending land use and other planning policy decisions.

Committee for Citizen Involvement

The Committee for Citizen Involvement is the official mechanism through which involvement in the on-going land use planning process will be fostered. The City Council has requested to serve as the Committee for Citizen Involvement, in Veneta, with the assistance of the Planning Commission, as required.

In this capacity the Committee for Citizen Involvement will seek out new methods of involving a broad cross-section of area residents in the planning process and will attempt to provide a wide range of involvement opportunities as is feasible given the City's size and level of resources. The Committee for Citizen Involvement will annually evaluate its role and the success of the entire program. This evaluation will be carried out by a series of open "town meetings" to discuss the program and suggest new approaches in citizen involvement as necessary.

STAFFING

The City of Veneta staff and the County Coordinator, when requested, will advise, provide technical information and suggest alternatives to the Committee for Citizen Involvement, Planning Commission and City Council. This information will be maintained at the City Hall for the benefit of the general public.

CITIZEN INVOLVEMENT IN THE PLANNING PROCESS

Citizen input in the preparation of plans, implementation measures and plan revisions has been and will continue to be encouraged. The opportunity for citizens to initiate proposals and/or review and comment on plans and ordinances and revisions to them exists at all regular and special meetings of both the Planning Commission and the City Council. These meetings are well publicized and regularly scheduled; written record of these meetings are maintained and available at City Hall for public inspection. Planning Commission and City Council representation in the established community groups is extensive and will be utilized fully both as an educational medium, communication device and information feedback mechanism. The Community newspaper is used to publicize meetings; the possibility of employing other devices such as posting meeting notices in banks, groceries, and the post office will be considered if determined necessary by the Committee for Citizen Involvement. Besides the annual evaluation meeting, the Committee for Citizen Involvement may from time to time call special meetings to discuss citizen involvement in any specific planning-related situation that may arise and which requires special attention.

Recent Citizen Involvement Efforts

Working with Lane Council of Governments (LCOG), the City of Veneta employed several methods to involve citizens in Veneta's most recent periodic review. These are described below.

Periodic Review Interested Parties Mailing List

The City maintained Veneta's periodic review mailing list of over 100 people interested in comprehensive planning in Veneta. This list included people from the transportation mailing list and people who requested to be included on the periodic review mailing list. If any citizen came to a workshop or meeting, or discussed long-range planning with staff, s/he was asked if s/he would like to be on the mailing list. The list also included all of the people on various city committees such as Planning Commission and Economic Development Commission and key staff from other agencies such as the Department of Land Conservation and Development and the Oregon Department of Transportation.

The City used the list to mail notices about public workshops and public hearings on periodic review work tasks, and people on this list receive notification when a periodic review work task has been completed. The City notified everyone on the Interested Parties list when the Council reviewed and evaluated Veneta's citizen involvement efforts.

Local Wetlands Inventory and Riparian Inventory

Citizens played an important role in developing the *Local Wetlands Inventory and Riparian Inventory*. Property owners were notified in order to gain consent to assess the wetlands on their properties. Wetland inventory staff personally contacted many property owners to gain consent for the study. Two public meetings were held in 1997. At the first public meeting, prior to the inventory, staff introduced the project to Veneta residents and answered questions for affected property owners. The final public workshop occurred later during the inventory to introduce the draft report and wetland mapping and to answer questions from citizens and affected property owners in the study area.

Parks, Recreation, and Open Space Master Plan

For the *Parks, Recreation, and Open Space Master Plan*, public outreach efforts included meetings with the Veneta Parks Advisory Board, the Veneta Chamber of Commerce, and the Veneta Economic Development Committee. The CLUE Committee (see below) also held a Public Forum. Children attending Veneta Elementary School completed a survey as part of this public involvement process. Finally, interviews with locally active citizens provided additional insight; these interviews included the superintendent of Fern Ridge School District 28-J, the principal of Veneta Elementary, the director of the Territorial Sports Program, and a former chair of the Veneta Parks Board.

CLUE (Comprehensive Land Use Evaluation) Steering Committee

To complete periodic review, the City underwent a comprehensive land use evaluation. A 15-member steering committee, appointed by the City Council, guided various periodic review work tasks involved in the evaluation. These tasks included the *Buildable Lands Inventory*, *Residential Lands and Housing Study*, *Commercial and Industrial Lands Study*, the *Natural Resources Study*, and the *Public Facilities Plan*. Members of the steering committee represented a variety of community interests in the planning process and reported back to the community on the committee's progress.

The CLUE Steering Committee welcomed citizen input during the evaluation process. Notice of CLUE meetings were included in the Civic Calendar and announced in the West Lane News.

Interested parties were directly notified of meetings and provided agendas and meeting packets as requested. Steering Committee meetings were attended by about half a dozen members of the public at various times.

CLUE Public Events

The CLUE Steering Committee hosted three public events. For each event, everyone on the periodic review list received a flyer. To publicize the events, display ads and articles about the events were published in the West Lane News. Events were announced at various community meetings.

The first event was a workshop to identify issues. This workshop was held in the Council Chambers in May of 1998 and allowed the public to express views and obtain information on housing; the economy; public facilities (water, sanitary sewer, stormwater); natural resources; and parks, recreation and open space.

The second event was held at the Community Center in November of 1998. After presentations on public facilities and land supply and demand, citizens broke into groups to color maps designating how land should be used in the future. After this portion of the workshop, Paul Morris of McKeever Morris presented slides showing examples of "Smart Development" throughout Oregon.

A third public event occurred on April 15, 1999 in the Council Chambers. This event provided an opportunity for the public to comment on the Steering Committee's recommended Comprehensive Plan policies and plan designations.

Wellhead Protection Plan

In January 2000, the City Council appointed a Drinking Water Protection Citizen Advisory Committee. This committee worked with Paul Belson, a graduate student from the University of Oregon, to create a Drinking Water Protection Plan. They held a public workshop in April to educate the public about groundwater basics, to show the results of the inventory and delineation of the city's wells, and to solicit comments on draft management strategies. They also prepared an extensive comment form that was available to the public. The West Lane News provided extensive coverage of this topic before and after the workshop. Paul also gave a presentation to the Kiwanis Club in Veneta.

Public Hearings at Planning Commission and City Council Meetings

After the CLUE Steering Committee completed their recommendations for Comprehensive Plan amendments, the adoption process for the revised comprehensive plan began. Staff identified ways to implement the new policies such as changes to ordinances or additions to the capital improvement program. The City mailed notice of proposed amendments to all property owners within the city. The Planning Commission held public hearings on the revised Comprehensive Plan and ordinances and made recommendations to the City Council. The Council also held public hearings before adopting any changes to the Comprehensive Plan or implementing ordinances. These public hearings were open to the public and advertised through mailings and newspaper ads.

D. RELATIONSHIP TO OTHER PLANS AND POLICIES

Compliance with State Law

One of the primary functions of periodic review is to ensure that cities take the opportunity to revisit their comprehensive plan and ordinances and bring them into compliance with changes in the Oregon Statewide Planning Goals, the Oregon Revised Statutes (ORS), and the Oregon Administrative Rules (OAR).

Oregon's Statewide Planning Goals & Guidelines

The foundation for Oregon's land use planning is a set of statewide planning goals. The goals express the state's policies on land use and on related topics such as citizen involvement, housing and natural resources. The goals have been adopted as administrative rules in Chapter 660, Division 15. Most of the goals are accompanied by guidelines which are suggestions about how a goal may be applied. Veneta's Comprehensive Plan must comply with the state's planning goals.

The following plans listed below and attached hereto as Appendices A, B and C, and D are adopted and incorporated into the Comp Plan by reference.

Economic Opportunity Analysis, 2015

This document includes a buildable lands inventory, projected employment needs, economic development vision, a comparison of land supply and demand, and recommended Comprehensive Plan and Land Development Ordinance amendments. The EOA complies with Statewide Planning Goal 9 requirements.

Residential Buildable Land and Housing Needs Analysis, 2014. This document includes a buildable lands inventory, projected housing needs, projected employment needs, economic development vision, a comparison of land supply and demand, and recommended Comprehensive Plan amendments. The analysis complies with Statewide Planning Goal 10 requirements.

Public Facilities Plan (PFP), April, 2012. This plan, identifies major facilities and capacity improvements to water, wastewater, and stormwater systems necessary to support land uses allowed by the Comprehensive Plan for the 20 year planning period. The PFP implements Statewide Planning Goal 11.

Transportation System Plan (TSP), 2006. In 1998, Veneta adopted their first Transportation System Plan. The TSP is the long-range policy document that guides transportation planning within Veneta for the next 20 years. The most recent update occurred in 2006 Coordination with Existing Plans.

Parks, Recreation, and Open Space Plan, June 1998

This plan is a policy document that will guide the development of parks and recreation facilities in Veneta over the next 20 years. Prepared by Satre Associates and funded by the City of

Veneta, it includes existing conditions and needs analysis; challenges and opportunities; and goals, policies and actions. This plan implements Statewide Planning Goal 8.

Local Wetlands Inventory and Riparian Inventory, April 1998

This report, funded by the Division of State Lands and the City of Veneta, satisfies compliance with Statewide Planning Goal 5 which requires an inventory of the location, quality, and quantity of wetlands within a city. It was produced by Wetland Specialties with mapping assistance from Satre Associates and project management from Lane Council of Governments.

Coordination with Existing Plans

Veneta recognized the importance of coordinating with other existing plans in the revision of the Comprehensive Plan. Veneta relied on the following documents for data and direction.

Fern Ridge Community Assessment, February 1995

This document is a summary of strengths, weaknesses, opportunities, and threats as identified as part of a community assessment for Veneta. It is organized around four topics that serve as building blocks for economic development strategy: business development, workforce, quality of life, and physical infrastructure. It was prepared by E.D. Hovee & Company for Rural Development Initiatives, Inc. in cooperation with the City of Veneta.

Draft Fern Ridge Strategic Plan, Spring 1997

The Fern Ridge Community Action Network created a strategic plan for the Fern Ridge Community in 1995 and updated it in 1997. The plan includes a vision of the community's desired future, specific goals to realize this vision, strategies and action steps to reach the goals, and a local development organization to carry out the plan.

Interim Corridor Strategy, Highway 126 West, April 1998

This report written by Lane Council of Governments, is the result of Phase I of ODOT's corridor planning process. The plan describes existing conditions and facilities for the transportation corridor; describes future conditions; discusses issues, opportunities and constraints; and includes an strategy to address all the needs. The City of Veneta endorsed the strategy which will be the starting point for the development of a corridor plan.

Flood Insurance Study for Lane County, Oregon and Incorporated Areas, June 1999

The Flood Insurance Study, prepared by the Federal Emergency Management Agency, revises and updates information on the existence and severity of flood hazards in Lane County, including the City of Veneta. It aids in the administration of the National Flood Insurance Act of 1968 and the Flood Disaster Protection Act of 1973. The study developed flood-risk data used to establish actuarial flood insurance rates and to assist the community in its efforts to promote sound floodplain management. Veneta has adopted floodplain management requirements as set forth in the Code of Federal Regulations at 44 CFR, 60.3 in order to participate in the National Flood Insurance Program (NFIP).

Archaeological Study Report of City of Veneta Sewage Facilities Site adjacent to the Long Tom River (University of Oregon, Museum of Anthropology, 1987).

Natural Resources Study, May 1999

Building on the Local Wetlands Inventory and Riparian Inventory, this document focuses on riparian corridors, wetlands, and wildlife habitat for threatened and endangered species. It was prepared by Lane Council of Governments with funding from the Department of Land Conservation and Development and the City of Veneta. This study did not generate any new information, rather it is based on existing inventory information from federal and state agencies.

1999 Comprehensive Land Use Evaluation (CLUE)

This document contains findings and policy recommendations of the CLUE Steering Committee. It was prepared by Lane Council of Governments with funding from the Transportation and Growth Management Program and the City of Veneta. It includes the buildable lands inventory, projected housing needs, projected employment needs, a comparison of land supply and demand, recommended Comprehensive Plan amendments, and suggested implementation measures. This study complies with Statewide Planning Goals 9 and 10.

Wastewater Master Plan, April 2009

This plan was developed by Weber Elliott Engineers to comply with applicable requirements of the Department of Environmental Quality. The plan includes study area characteristics, describes the existing water system, identifies wastewater characteristics, establishes a basis for planning, identifies alternatives, and recommends a plan for the city to meet present and future demands and requirements of their wastewater facilities. The plan includes preliminary design data, capital improvements and operational costs, recommended staging of improvements, a project schedule, and a financing plan.

Water System Plan, March 2012

This plan updates the 1998 water facility plan. It describes the existing system, summarizes pertinent planning data, evaluates system performance, and makes recommendations relative to performance and service deficiencies. The plan also provides for expanded service to account for anticipated growth. It also includes a financing strategy. It was prepared by Systems West Engineers and funded in part with federal funds from the Oregon Community Development Block Grant Program.

Drainage Master Plan, June 1999

This plan identifies the major drainage system deficiencies, proposes corrective improvements, estimates costs, establishes upgrade priorities, and recommends means for system improvement financing. It was prepared by Systems West Engineers and funded by the City of Veneta.

Drinking Water Protection Plan, June 2000

This plan describes how groundwater fits into the hydrological cycle, delineates Veneta's drinking water protection area, inventories potential sources of contamination, presents management strategies, includes a contingency plan for emergencies, and evaluates potential new well sites. This plan was written by Paul Belson with the assistance of the Oregon Health Division, the Oregon Department of Environmental Quality, and the Veneta's Drinking Water Protection Committee. It was funded through a Student Originated Studies Grant administered by the University of Oregon.

Other Plans

While not part of periodic review, two specific development plans were closely coordinated with periodic review work tasks. An Industrial and Commercial Lands Assessment has also been completed.

The specific development plans created detailed plans for two areas of Veneta most likely to see development. The plans include a local street plan, a conceptual plan of buildout, and site design standards which are incorporated into a new subzone that supplements the new base zoning districts. Work also included an analysis of impacts to public facilities and services and financing options. These planning efforts involved private consultants, property owners, and public agencies in a collaborative design process to create mixed-use, pedestrian friendly development. Funding for these plans came from the Transportation and Growth Management Program, Frontier Resources, Tanglewood Inc., and the City of Veneta.

Northeast Specific Development Plan (Employment Center), April 2000

This area of the city is the portion that can be served with city water and sewer north of Highway 126 and east of Territorial Highway. It is the site of most of the city's industrial development potential. The plan also includes supporting commercial and residential development designed to reduce reliance on the automobile.

Southwest Specific Development Plan (Neighborhood Center), April 2006

Covering 128 acres in southwest Veneta, the Southwest Area Plan or SWAP is a specific development plan subzone last amended in 2006. This plan incorporates the natural drainages and wetlands into a design that accommodates a mix of housing types, higher density single family homes, parks and open spaces, and a small commercial node.

Industrial/Commercial Lands Assessment, June 2000

Lane Council of Government, Oregon Economic and Community Development Department (OECDD, and Metro Partnership have completed an assessment on a tax lot basis of functionally ready-to-go industrial and commercial sites in Veneta as part of an inventory of sites in rural Lane communities. This assessment includes identification of the immediate activities and resources that need to be mobilized in order to initiate site development. This project was funded by the OECDD under the Northwest Economic Adjustment Initiative and the Rural Investment Fund under the Regional Strategies Board.

E. PLAN STATUS

The Plan received its last major update during periodic review in 2000. Since then, several updates have been made to ensure that the plan continues to be consistent with the current vision of the communities. As described in the preface, the most current update (2012) was limited to incorporation of new population projections and coordination with an updated Public Facilities Plan.

II. PLANNING FRAMEWORK

A. COMMUNITY VISION

In order to help Veneta continue to evolve in a promising direction, citizens joined together with public officials to develop goal statements for the Comprehensive Plan. As goals, they provide a general vision and framework for planning in the City. They are broad statements that embody the community's hope for its future. By supporting and following the Comprehensive Plan, the community continuously strives towards these goals.

The following goal statements provide the major parameters and directions for the Veneta planning process:

1. Maintain community identity and recognize that Veneta is a community located in an appealing rural setting, in close proximity to the Eugene/Springfield Metropolitan Area and Fern Ridge Reservoir.
2. Maintain Veneta as an attractive residential community while improving the service and retail sector and developing a commercial and light industrial employment base for the entire Fern Ridge area.
3. Plan for a healthy community which is able to provide for a majority of its basic needs.
4. Provide adequate public utilities and services to guide and direct development in the City.

B. GENERAL FINDINGS

Findings are essentially facts about the community, based on historical evidence. These general findings, unlike the more specific findings included in each plan element, provide the underlying platform on which the entire plan builds. They are also used to develop the assumptions which guide the plan. These assumptions are discussed in Section C.

General Findings

1. Veneta's population grew at a rate of 2.9% from 1962-1998 and 4.73 percent from 1998-2010. The 2013 population in Veneta was estimated at 4,635 and is forecast to increase to 10,505 in the year 2035. According to Portland State University 2009 Coordinated Population Report for Lane County, growth will be higher between 2010 and 2020 and will begin to slow afterwards until 2035 with an annual average growth rate of 4.3%.
2. Unplanned urban growth can result in long-lasting problems that are difficult to solve.
3. Planning policies have social, economic, and environmental impacts on the community and the region.

4. Economic inequities can be avoided by containing growth in areas intended and designated for growth. This prevents urban residents from bearing the burden of tax costs for services that benefit residents outside the urban area, where services are less efficient to provide.

C. POPULATION AND EMPLOYMENT PROJECTIONS

In forming policy for the next twenty years, the Comprehensive Plan relies on basic population and employment projections that are consistent throughout the plan. These projections, and the assumptions involved in their formation, are described below.

Population Projections and Assumptions

1. Veneta's population is projected to increase to 10,505 people by the year 2035. This growth depends on:
 - a. The City's ability to provide utilities and services.
 - b. Development trends in the Eugene urban area.
 - c. The continued development of recreational resources around Fern Ridge Reservoir.
 - d. The attraction of new commercial and industrial firms to Veneta.
2. The "coordinated" 2035 population projection for Veneta is 10,505. This projection is based on the parameters of the county population in 2035 and the projected growth of other cities in the region.
3. Adequate land area must be allocated to support the residential needs of this projected growth, as well as for supporting functions such as commercial and public use.
4. Veneta is likely to face pressure for residential growth as land becomes more constrained within the Eugene-Springfield area.
5. Veneta should continue to allow various housing types and residential neighborhoods so the market is able to provide housing choices to Veneta residents.

Employment Projections and Assumptions

1. Veneta's employment forecast for the 2015 to 2035 period is based on the OAR 660-024-0040(9)(a)(A) regional employment growth rate safe harbor. The regional employment growth rate for the safe harbor is 1.43%. Applying this to the base year employment estimate of 1,789 yields a 2015 employment estimate of 1,867 and a 2035 forecast of 2,479. This is a net increase of 612 employees over the 20-year forecast period.

2. The industries that fit with the Community's aspirations for growth and identified as having growth potential in Veneta are:
 - Food Processing – with a focus on specialty items
 - Professional, Scientific, and Technical Services – focus on high-tech
 - Secondary Wood Products – focus on niche markets
 - Small-scale or Specialty Agriculture including Greenhouse, and Floriculture Products
 - Tourism and Wine Industry
3. The sectors that will lead employment growth in Lane County for the ten-year period are Health Care and Social Assistance (adding 3,800 jobs), Government (adding 3,700 jobs), Leisure and Hospitality (adding 2,900 jobs), Professional and Business Services (adding 2,700 jobs), and Retail Trade (adding 2,100 jobs). Together, these sectors are expected to add 13,100 new jobs or 60 percent of employment growth in Lane County.
4. Projections indicate that five percent of total jobs in Veneta will be home-based occupations. Therefore, Veneta should continue to allow home-based occupations.
5. The City needs to develop a main street and central business district to accommodate the local demand for goods and services. Over time, West Broadway will become more of a main street for downtown Veneta.
6. The City will work to offer a broad range of retail and commercial services, with emphasis on attracting businesses to the downtown area.
7. The City of Veneta will be a complete community that provides an array of job opportunities and local services in addition to residential opportunities.

III. PLAN ELEMENTS AND POLICIES

The elements and policies in Section III constitute an essential part of the Comprehensive Plan. Each of the elements within this section is generally comprised of the following pieces:

NARRATIVE: These paragraphs set the context. They summarize some of the existing conditions and highlight specific issues.

GOALS: These broad statements of philosophy describe the hope of the community for its future. A goal may never be completely attainable but is used as a point towards which to strive. In most cases, these goals are taken from the Visioning Process to guide periodic review. Goals from the visioning process were endorsed by the Fern Ridge Community Action Network, the Economic Development Commission, the Planning Commission, and the City Council.

FINDINGS: These factual statements result from investigations, analysis, or observation undertaken during the various studies. They describe the existing conditions.

POLICIES: A policy is a statement adopted as part of the Comprehensive Plan to provide a consistent course of action for moving the community toward attainment of its goals. The

policies in the Comprehensive Plan vary in their scope and implications. Not every policy is a specific criterion to be applied to an individual decision. Some call for immediate action, others call for study aimed at developing more specific policies later on, and still others suggest or take the form of policy statements. Additionally, the goals are not presented in any particular order of importance. When making decisions based on Comprehensive Plan policies, not all policies can be met to the same degree in every instance. Use of the Comprehensive Plan requires a balancing of its various components on a case-by-case basis, as well as a selection of the goals and policies most pertinent to the issue at hand.

[Policies amended by Ordinance 491, November 23, 2009]

A. GROWTH MANAGEMENT ELEMENT

NARRATIVE:

Cities manage growth to preserve valuable resource lands, to prevent urban sprawl, and to provide for the efficient delivery of public services. Sequential urban growth achieves these objectives. Veneta manages growth through the following:

- An Urban Growth Boundary (UGB)
- An Urban Service Boundary
- Land Division and Land Development Ordinances
- Capital Improvement Program
- Intergovernmental agreements and coordination

Local growth management policies occur within the context of federal and state laws and rules, primarily Statewide Planning Goals and rules of the Oregon Land Conservation and Development Commission (LCDC). Oregon's statewide planning law requires cities to establish UGBs that will accommodate the land use needs of the projected 20-year population and employment.

Statewide Planning Goal 14, Urbanization, governs how and under what conditions UGBs can be amended. This goal is "to provide for an orderly and efficient transition from rural to urban land uses," and it requires all cities to estimate future growth and needs for land and to plan and zone enough land to meet those needs. It calls for each city to establish a UGB to "identify and separate urbanizable land from rural land." It lists four criteria to apply when undeveloped land within a UGB is to be converted to urban uses, one of which is consideration of "orderly, economic provision for public facilities and services."

In order to expand the UGB, it must be demonstrated to Oregon Land Conservation and Development Commission (LCDC) that the expansion meets the following criteria:

- (a) there is a demonstrated need for the development;
- (b) there are no suitable sites within the existing UGB on which the development can occur;
- (c) urban services can be provided; and

- (d) the proposed amendment is consistent with the Statewide Land Use Goals and Guidelines.

Annexation is a growth management tool used by most Oregon cities to manage growth within UGBs. This tool is not available to Veneta because its UGB and city limits are the same.

The Veneta Comprehensive Plan's primary growth management tool is an urban service boundary to manage the process of urbanization, or the conversion of rural lands to urban uses. This urbanization process occurs entirely within the existing UGB because the area within the UGB is capable of supporting more people than the city's projected 20-year population.

The entire plan is based on a rational and economical pattern of growth which promotes contiguous urbanization in relation to land requirements for the planning population, and the City's ability to provide services and utilities. The Plan makes clear distinctions between rural and urban uses through designation of an urban service boundary (see Priority Development Area map).

Veneta has, and will have for many years, a significant difference in population densities because the City contains both urban and rural areas. The urban area is the area within the urban service boundary (Phases I and II). Densities allowed in the urban area equal 15 persons/net acre, or greater in some circumstances. The urban area will continue to increase and will require a greater degree of urban services, such as water, sewer, and a more sophisticated street system. Rural areas are areas outside the urban service boundary and have allowed densities of two to three persons/net acre. Rural areas may or may not have access to city water or sewers, and will place less demand on streets. These lands will essentially remain rural until such time as the conversion to urban densities is feasible and are needed.

The urban service boundary is defined as Phase I and II which can be served with public sewers. The urban service boundary encompasses all commercial and industrial properties in the city, with the exception of the Highway 126 east commercial area. Even when Phase I and II are completed, the urban service area will be less than the total city limits area and will change as the system is expanded. Lands outside this service area will essentially remain rural until such time as the conversion to urban densities is possible. Lands within the urban service boundary will accommodate a population of 5,470.

Veneta also controls land divisions within the rural area in order to manage growth. A basic element of the Comprehensive Plan relates to the conversion of lands outside the Priority Development Area to urban density developments. Until public water and sewer become available, development and land divisions in the Rural Residential area will be carefully controlled. The implementation of this incremental growth pattern will, in the long-run, aid Veneta in avoiding most of the costly problems associated with urban sprawl. One of the long-term benefits will also be a substantial savings in energy consumption.

GOAL:

Provide sufficient buildable lands and open space areas to allow Veneta to develop as the retail and service center for the Fern Ridge area and to develop a commercial and light industrial employment base.

FINDINGS:

1. Eventual conversion of rural properties to urban uses will be much easier by controlling development patterns and by setting strict standards for the installation of public improvements. The costs of installing streets, water mains, sewer lines and other public facilities are less expensive when this approach is used.
2. Financial resources of the City of Veneta are limited. Due to the small size of the community, the city must carefully plan how public funds will be obligated for capital improvements projects.
3. Veneta generally has poor soil permeability for septic drain fields. The potential for the proliferation of failing drain fields will be reduced by carefully controlling land divisions in the rural residential area; hence, so will the potential for creating hazardous health conditions. The City has already been forced to extend sewers to the Oak Island/Cheney area because of improperly functioning drain fields and hopes to avoid similar conditions in the future.
4. The eventual conversion of rural residential parcels to urban densities will be much easier through shadow platting² or by not allowing rural residential land parcels to become fragmented into small acreage lots, since large parcels of land are easier to subdivide. Not only can the land be divided into rational patterns, but the costs of providing roads and utilities are also reduced with good subdivision design.

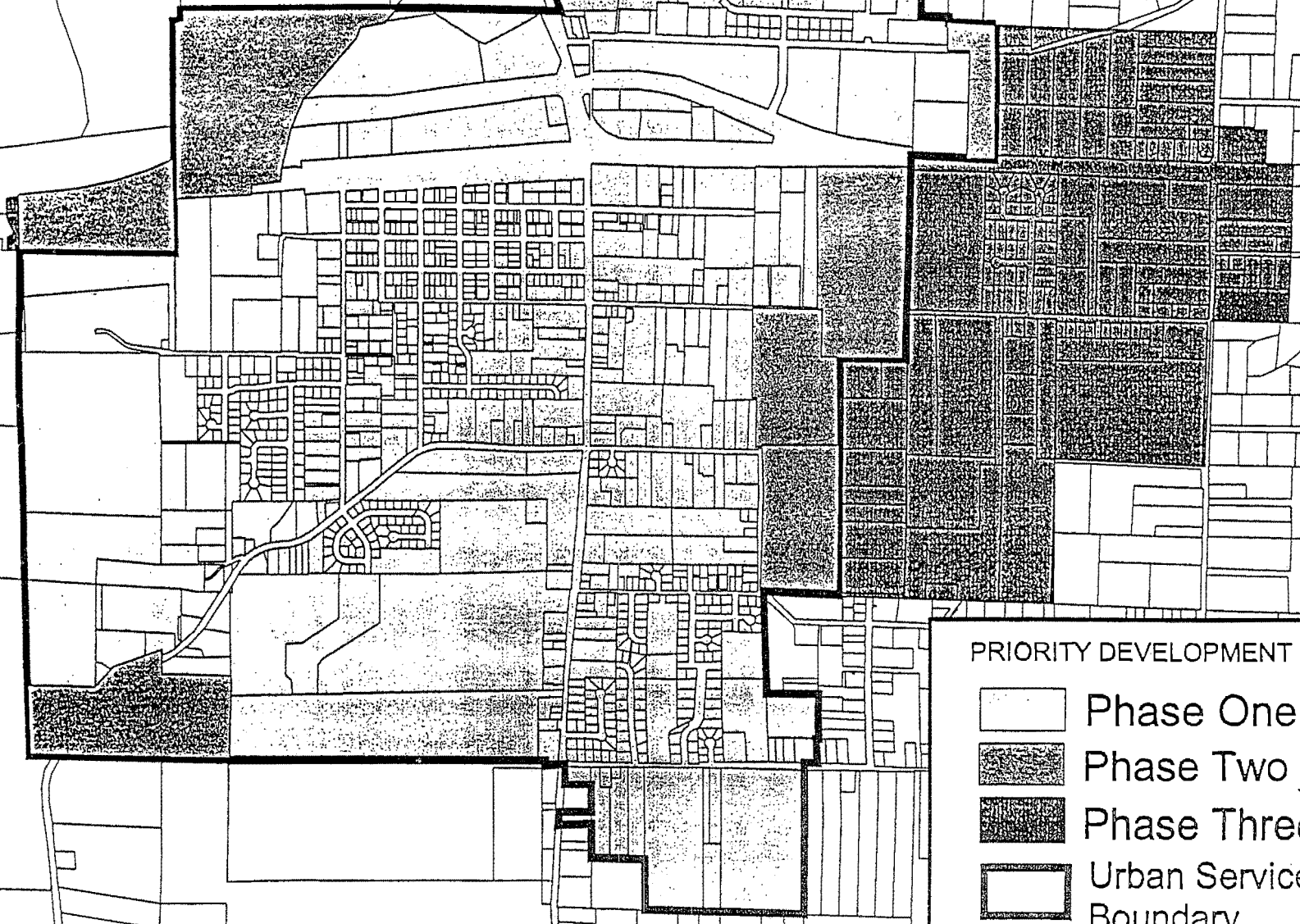
POLICIES:

1. Future Moratorium Policy: Enact a moratorium on development upon determining that any or all of the following conditions exist:
 - (a) Veneta's Sewage Treatment Facilities are at capacity, or the Council determines that the facilities shall reach capacity and it is reasonable to place limitations on development.

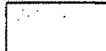
² A "shadow plat" means a future subdivision or partition concept plan approved by a city in conjunction with a request for interim development approval (often a single-family residence or partition). The shadow plat is not binding on either the property owner or the City; that is, the property owner would have to apply for tentative plat approval for future development proposals. Shadow plats are designed to ensure that an urban level of development will be possible when urban services become available.

- (b) Veneta's Water System Facilities are at capacity, or the Council determines that the facilities shall reach capacity and it is reasonable to place limitations on development.

City of Veneta Priority Development Areas



PRIORITY DEVELOPMENT PHASES

-  Phase One
-  Phase Two
-  Phase Three
-  Urban Service Boundary

500 0 500 1000 Feet

Map produced by Lane Council of Governments, 4/14



2. Provide services in a timely and orderly manner:
 - (a) Review new developments based upon the City and other service providers' ability to provide needed public services and public facilities concurrent with or prior to such development.
 - (b) Use the Public Facilities Plan, the Transportation System Plan, the Veneta Urban Renewal Plan, and other public facilities plans to coordinate the provisions of necessary public services and public facilities in a timely, orderly, and efficient manner.
3. Allow development and creation of new lots or parcels if lots or parcels abut a paved street that can handle the additional traffic generated by the proposed development. If the streets are 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.
4. Designate the Urban Service Development Area as the primary development area within Veneta. When water and sewer services become available, facilitate an easy transition of plan designations from rural residential to residential, commercial, industrial, or public/semi-public.
5. Allow either the City of Veneta or the property owner to initiate a plan designation change and zoning map amendments when services become available.
6. Make the following findings of fact in order to permit conversion of rural residential lands to other plan designations:
 - (a) Water: The City water supply and distribution system are adequate to provide service to the property proposed for conversion to urban densities.
 - (b) Sewer: The City sewer treatment and collection system are adequate to provide service to the property for conversion to urban densities.
 - (c) Streets: The neighborhood streets and drainage system are adequate to handle additional traffic and storm drainage.
7. Ensure that property owners are aware of future development options by requiring shadow plats³ for all development proposed on land larger than twice the minimum lot size that has potential for further division.
8. Encourage infill development by allowing panhandle lots when other options for dividing the property are not available.

³ See footnote 2 for a definition of shadow plat.

9. Develop all urban lands within the community prior to the annexation of additional lands. Exceptions will be granted for public facilities expansion, parks, recreation facilities and for residential property if a public health hazard exists.
10. Coordinate long-range planning with other government agencies, the Long Tom Watershed Council, and other organizations affected by growth in Veneta.
11. Encourage Lane County to protect natural resource lands adjacent to the City of Veneta.
12. Monitor changes in demographics such as age groupings, household income, household size, and education, to know when to re-evaluate the city's policy direction.

B. COMMUNITY, BUILDING, AND SITE DESIGN ELEMENT

NARRATIVE:

Veneta is a small city located within a rural setting. As Veneta's population and employment continue to grow, Veneta will be able to provide a greater diversity of neighborhoods, shopping, and service areas. Additionally, much of the open space will be developed, so attention will need to be paid to preserve the qualities of the natural environment and recreation opportunities. The priority development area will develop at higher densities with urban standards. The rural residential area will offer an alternative lacking public facilities such as sewers, water, and sidewalks. Veneta currently has limited industrial development, but as the economy diversifies, new uses will need to be integrated into the urban fabric.

GOAL:

Create a city with efficient and ecologically sensitive infrastructure; an environment that aesthetically stimulates us; and buildings, sidewalks, trails, and other public facilities that are accessible to everyone.

FINDINGS:

1. The Highway 126 beautification project is the centerpiece of Veneta's beautification efforts and enhances the appearance of Veneta's highway corridor.
2. Veneta has an adequate mix of uses within the downtown area but lacks an aesthetically pleasing environment.
3. No distinct architectural style or theme exists in the downtown area.
4. Many city streets, particularly in the downtown area are substandard, lacking curbs, gutters, and sidewalks. The lack of sidewalks makes access for persons with disabilities particularly difficult.

5. Drainage corridors provide open space buffers in the Oak Island neighborhood and can provide park-like areas within new developments.
6. Vandalism is a growing concern among property and business owners.
7. There are areas in Veneta where traffic safety is compromised by inadequate lighting along streets and at intersections.
8. Inadequate lighting has raised issues of personal safety in Veneta's public spaces.
9. Property owners often want input on the type and location of lighting, and whether or not to have street trees.

POLICIES:

1. Provide a mix of compatible land uses offering a variety of activities and destinations.
2. Provide adequate public spaces such as small parks, greenways, or plazas where residents and employees can meet or relax and that provide a counterbalance to the high activity levels in the mixed-use area. Provide amenities such as benches and educational signage in public spaces and along off-street pathways.
3. Provide adequate buffers between uses that may have negative impacts on adjacent land uses and minimize the impacts of development on wetlands and waterways.
4. Direct people to Veneta's downtown and bolster the entrances leading to the downtown area with signs and banners.
5. Create a pedestrian oriented boulevard feel on West Broadway that has aesthetically pleasing streetscapes with street trees, and larger sidewalks when practical. Require buildings to have their primary entrances facing West Broadway and within 20 feet of the right-of-way to allow for public plazas. Require screening of parking lots and unattractive uses.
6. Comply with the Americans with Disabilities Act for construction of buildings and public improvements.
7. Incorporate natural features such as creeks, wetlands, and large trees into site plans (including grading, landscaping, and lighting).
8. Promote building and site design that contribute positively to a sense of neighborhood and to the overall streetscape by carefully relating building mass, frontages, entries, and yards to public streets and adjacent properties. The architecture and scale of commercial buildings should provide attractive street frontages and minimize the placement of parking lots and loading docks along public streets.

9. Construct new commercial or public buildings with parking to the side or in the rear.
10. Create a pedestrian friendly environment within the priority development area that provides direct, safe, and convenient access from homes to commercial services, public spaces, and transit connections while maintaining access for automobiles and bikes.
11. Promote a safe environment for residents and visitors during all hours of the day and night. Encourage residential design that puts “eyes on the street,” meaning that occupants inside homes can watch the streets from their windows. Design streets for the safety of all residents.
12. Actively enforce nuisance and development ordinances to maintain an attractive and safe environment.
13. Establish and enforce development and performance standards for landscaping, buildings, open space, architecture, and tree canopy.
14. Develop design standards for accessory structures.
15. Develop and implement street lighting standards for public spaces that address traffic safety considerations while still allowing for neighborhood input on degree and style of lighting.

[Policy 5 amended by Ordinance 491, November 23, 2009]

C. RESIDENTIAL LAND AND HOUSING ELEMENT

NARRATIVE:

The Residential Land and Housing Element addresses the housing needs of current and future residents of Veneta

In 2013 the City conducted a Residential Buildable Land Inventory and Housing Needs Analysis 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 and acreage 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 helped the City understand the types of housing that will best meet the needs of the community.

The future growth and attraction of the residential areas of Veneta will, to a large degree, be dependent upon the small town residential character, the development of livable neighborhoods, and the close proximity to jobs in Eugene/Springfield metro area for easy commuting. . 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 dwellings.

GOALS:

1. 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.
2. Encourage efficient land development patterns that minimize service and infrastructure costs.
3. Encourage land use patterns that provide livable neighborhoods; allow mixed uses, and allow a variety of housing types.
4. Encourage land use patterns that protect and enhance Veneta's natural resources.
5. Facilitate new housing starts to ensure there is adequate opportunity and choice to acquire safe, sanitary, and affordable housing.
6. Maintain an attractive residential community in an appealing rural setting.

FINDINGS:

The Residential Buildable Land Inventory and Housing Needs Analysis (2) adopted by City Council determined there is a sufficient amount of buildable land to meet future housing demands within the existing Urban Growth Boundary. The Housing Needs Analysis determined the number and type of housing units needed to meet the forecasted population growth over the next 20 years. A detailed demographic analysis helped the City understand the types of housing that will best meet the needs of the community. Following are findings from the analysis:

1. Population Growth
 - (a) Veneta's population is forecast to more than double between 2013 and 2035 from 4,635 to 10,505. In 2033 Veneta's population is estimated to be 10,242.
 - (b) Growth will be higher between 2010 and 2020 and will begin to slow afterwards until 2035.
 - (c) 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

- (a) 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 acres and the remaining 128 acres is designated Medium Density Residential.

3. Housing and Land Need

- (a) Veneta will need to provide 2,120 new dwelling units between the years 2013-2033 plus an additional 63 group quarter units to accommodate the forecasted population.
- (b) 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.
- (c) 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%).
- (d) Group quarter population is forecasted to double by 2033. An additional 3.3 acres will be needed to accommodate new group quarter facilities.
- (e) Single family dwellings are forecast to develop at 6.2 dwelling units per acre and multi-family dwellings at 11.9 dwelling units per acre.
- (f) 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

- (a) 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.
- (b) Veneta has an adequate supply of residential land to meet the 20 year projected demand within its current UGB.

POLICIES:

1. Provide an adequate supply of residential land to meet the 20-year projected demand for 2013-2023.
2. 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.
3. Prioritize infrastructure investment that will promote infill development of vacant and partially vacant lands within the Urban Growth Boundary.
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 regulations, encourage a range of housing types that can be built to serve high-end, mid-range, and affordable housing that is available for purchase or rent.
6. Promote private construction for low income housing and encourage private developers to utilize government programs to construct housing for low income families.
7. Locate multi-family housing where traffic circulation problems and safety hazards are minimized.
8. Encourage high density apartment uses to locate as close to employment, service, and retail centers, as possible.
9. Locate manufactured dwelling parks out of the downtown area in order not to disrupt the historic street pattern.
10. Allow increased densities and flexibility in lot size and housing type using the Planned Development process.
11. Maintain consistency with the original plat of Veneta by allowing lot sizes in the downtown area consistent with the original lots.
12. 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.
13. Allow accessory dwelling units on the same lot as the main house in some zoning districts in accordance with specific standards intended to ensure consistency with surrounding development and the purpose of the base zone.
14. Require standards for landscaping, fencing, and off-street parking in residential developments.
15. Enforce land development, nuisance ordinances, and building codes to help maintain the appearance and safety of the existing housing stock.
16. Protect all persons from housing discrimination.
17. Develop and implement street lighting standards for residential neighborhoods and arterial streets.

D. ECONOMIC DEVELOPMENT ELEMENT

NARRATIVE:

The purpose of economic development is to help expand the local economy. This element addresses State Economic Development Goal 9, "To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens."

In Veneta, particular attention is directed toward developing the city as a commercial and service center for the Fern Ridge area. Veneta captures much of the regional commercial demand.

The downtown area including West Broadway and streets to the south (Territorial Hwy, Dunham, McCutcheon, and W. Hunter) is comprised of small parcels ranging in size from 5,000 square feet to 2.5 acres. There is anticipated growth of government services, professional offices, minor retail, and personal services which now intermix with residential uses. Street improvements to urban standards are needed prior to dense commercial development in the area.

To attract new industries, Veneta must provide large buildable vacant parcels, serviced or readily serviceable with adequate public facilities, which are located in close proximity to Highway 126. Veneta has identified two large industrial sites, Veneta Business Park (approximately 46 acres) and Tanglewood Park (approximately 49 acres) in the northeast quadrant of the city. This industrial area has few development constraints.

The number of home-based businesses will continue to increase as an affordable, convenient option for economic development among Veneta residents. These businesses are often located in residential zones. They fit well in the downtown mixed-use area.

GOALS:

Pursue the economic interest of the City of Veneta by constructing and implementing policies and programs, including but not limited to the following functions:

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

4. Provide for at least an adequate supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses.
5. Limit uses on or near sites zoned for specific industrial and commercial uses to those which are compatible with proposed uses.

FINDINGS:

1. Veneta is a bedroom community to the Eugene-Springfield Metro Area. In 2011, five percent of Veneta residents worked in Veneta. Fifty-one percent of employed persons living in Veneta commuted to Eugene/Springfield for work in 2011.
2. Very few residents both live and work inside Veneta. In 2011 ninety-five percent of workers commuted to work outside the City and eighty six percent of the Veneta workforce lives outside the City.
3. Veneta's economy has changed from timber-dependent to service-oriented.
4. Much of Veneta's commercial activity has moved from downtown to the West Lane Center, located along Highway 126.
5. Between 2001 and 2013 employment in Lane County increased by 935 jobs or 1 percent. Sectors with the largest increases in employment were: Health & Social Assistance; Government; Accommodations & Food Services; and Retail sectors which combined accounted for 8,220 new jobs. Manufacturing accounted for the largest decreases, with a loss of 7,118 jobs
6. In 2012, Retail Trade and Accommodation and Food Services had the largest share of employees in Veneta, accounting for 15 percent and 18 percent of the workforce. Management of Companies and Enterprises (\$48,302) and Government (\$34,557) accounted for the largest average payroll of the sectors provided.
7. According to 2009-13 American Community Survey (ACS) data, Office and Administrative Support (20 percent), Management, Business, and Financial (18 percent), and Sales and Related Occupations (12 percent) account for half of the jobs held by Veneta residents.
8. The sectors that will lead employment growth in Lane County for the ten-year period are Health Care and Social Assistance (adding 3,800 jobs), Government (adding 3,700 jobs), Leisure and Hospitality (adding 2,900 jobs), Professional and Business Services (adding 2,700 jobs), and Retail Trade (adding 2,100 jobs). Together, these sectors are expected to add 13,100 new jobs or 60 percent of employment growth in Lane County.
9. In 2013, there is no durable manufacturing that does not involve lumber and wood products. There is no employment in the wholesale trade sector either. However, as

Veneta's economy diversifies, each sector is expected to comprise two percent of total future employment.

10. Projections indicate that five percent of total jobs in Veneta will be home-based occupations.
11. Seventy-nine acres of Veneta's undeveloped land designated for industrial or commercial development is constrained with wetlands and/or is within the 100-year floodplain.

POLICIES:

1. Diversify and expand Veneta's economic base by providing opportunities for mixed use areas for both industrial and commercial development.
2. Make strategic investments based on Capital Improvement Planning to install utilities adjacent to employment sites so properties are ready to develop. Seek grant opportunities to pay for needed infrastructure such as roads or utilities that would encourage job creation.
3. Encourage the installation of an advanced communications or broadband network to Veneta to help the city move more fully into the communication age. Develop a telecommunications ordinance to guide investments and installation of telecommunications facilities.
4. Allow home occupations in accordance with provisions of City code. Additional or different home occupation practices will be allowed only through approval of an appropriate zone change.
5. Establish and actively enforce nuisance and property maintenance regulations to create attractive, well-maintained industrial and commercial areas.
6. Ensure that major traffic hazards are avoided along Highway 126 and have the Planning Commission review all commercial or industrial development adjacent to the highway.
7. Encourage development along Highway 126 that provides services to support tourism and the traveling public and provides large scale commercial services to meet the needs of the Fern Ridge area.
8. Promote business development in the downtown area by:
 - upgrading city streets to include on-street parking, curbs, gutters, and sidewalks.
 - consolidating small parcels into larger parcels for commercial development;
 - fully utilizing the land through redevelopment;

- promoting mixed use commercial-residential development within and adjacent to the downtown.
9. Serve the large-scale retail needs of Veneta and the surrounding area through continued development of West Lane Center, Fern Ridge Center, and Northeast Employment Center.
 10. Maintain and possibly expand the commercial area on Territorial Highway south of Bolton Hill Road. This area is a neighborhood service area. Expansion of this commercial area could provide some services to future residential neighborhoods in southwest Veneta.
 11. Develop and adopt design standards for the RC, BC, and CC zones that focus on streetscapes and setbacks that create an attractive urban environment.
 12. Locate industrial lands adjacent to arterial or collector streets, rail, and public facilities to allow easy development on the sites.
 13. Designate sufficient lands for industrial uses to encourage immediate industrial development in Veneta and protect lands in large parcels which will be needed for future industrial development.
 14. Use landscaping to create attractive business environments and conserve existing native and heritage trees.
 15. Conduct an analysis of the community's economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends every 5 to 10 years as conditions change.
 16. Develop and periodically review policies concerning the economic development opportunities in the community every five to ten years.
 17. Provide a 20-year supply of sites of suitable sizes, types, locations, and service levels for a variety of industrial and commercial uses consistent with plan policies.
 18. Limit uses on or near sites zoned for industrial and commercial uses to those which are compatible with proposed uses.

E. UTILITIES

NARRATIVE:

The utilities element is concerned primarily with water, wastewater, and stormwater facilities, which are public utilities. Other systems such as power and telephone are provided by private companies.

Statewide Planning Goal 11 and associated Oregon Administrative Rules (OAR) require cities with a population over 2,500 to adopt a public facilities plan (PFP) for areas within a UGB. The PFP describes the water, sewer, stormwater, and transportation facilities which are to support the land uses designated within the UGB. The PFP must contain an inventory of facilities, projects and policy statements identifying the provider of each public facility system. The PFP is a supporting document to the Comprehensive Plan.

The following components of the PFP are adopted as part of the Comprehensive Plan Utilities Element:

- 1) Project titles;
- 2) Map or written description of the projects' locations or service areas; and
- 3) Policies.

The policies regarding water, wastewater, and stormwater facilities in the Public Facilities Plan are included in the policy section below. Project titles and location information is included in the table at the end of this element.

Water: The City of Veneta *Water Master Plan(May 2009)* is a 20 year planning document through the year 2035. The *Water Master Plan* describes the existing water system, projects future demand, evaluates system performance, and makes recommendations related to performance and service deficiencies. The *Water Master Plan* provides for expanded service to account for growth to the year 2035. Projects from the *Water Master Plan* are included in the Public Facilities Plan.

Wastewater Services

The *Wastewater System Master Plan(April 2009)* plans for the collection, conveyance, treatment and disposal of domestic sewerage throughout the City. Similar to the *Water Master Plan*, the *Wastewater Master Plan* is a 20 year planning document. Projects from the *Wastewater Master Plan* are included in the Public Facilities Plan.

Stormwater: The 1999 *Drainage Master Plan* identifies major drainage system deficiencies, proposes corrective improvements, estimates improvement costs, establishes upgrade priorities, and recommends means for system improvement financing. Projects from the *Drainage Master Plan* are included in the Public Facilities Plan.

Other Utilities: Electric power and telephone services are private utilities and not the direct responsibility of the City.

GOAL:

Upgrade and develop adequate water, sewer, storm drainage and other appropriate utilities to serve the planning population (Other utilities could potentially include telecommunications, electric, cable, solid waste, etc.).

FINDINGS:

1. There are instances when the community benefits from services extended for a private development, whether it be because of the nature of the development or the area to which services are being extended.
2. There are times when infrastructure needed to service a particular development will not be sufficient to handle requirements for future development in the same area or beyond.
3. In some instances, oversizing infrastructure in anticipation of future development at urban densities contributes to the logical and efficient delivery of services within the urban growth boundary.
4. Resolution 775 (February 25, 1999) establishes that “The City may elect to participate in the cost of water main oversizing for pipes greater than 8 inch nominal diameter.”
5. Many areas of Veneta developed prior to current standards and are now in need of service upgrades. In some instances right-of-ways are too narrow; in other cases water mains are of inadequate size or are in poor condition.
6. According to Veneta's 2013 residential buildable lands inventory, and 2015 commercial and industrial lands inventory, there is a surplus of land inside Veneta's city limits and UGB than is needed to provide housing and commercial/industrial land for the 20 year planning period.
7. The 1989 Comprehensive Plan designated an urban services boundary to demarcate the area that would be considered the priority development area. The remainder of the city was not planned for development at urban densities with urban services within the 20 year planning period. However, the service areas studied for the 2009 Wastewater Master Plan and 2012 Water Master Plan, included the entire UGB and the Urban Service Boundary is no longer a necessary tool.
8. Lands inside the urban growth boundary are planned for eventual development at urban densities, either beyond the 20-year planning period or as feasible and needed.
9. Water quality and quantity are key concerns for the citizens of Veneta.
10. In addition to water provided by the recently constructed EWEB pipeline from Eugene to Veneta, the City also depends on groundwater for its drinking water supply. Therefore, it is important to the city and its residents that this water supply be protected from potential contamination.
11. A preliminary assessment by the Oregon Health Division indicates that the estimated 10-year time-of-travel zone for the two City of Veneta wells in active use (Wells 4 & 9) includes most of the land within the city limits as well as land outside the city limits.

12. Some city residents rely on well water for their drinking water supply. There is concern that new private wells may impact the water supply for existing private wells.
13. As of late 1998, it is estimated that as many as 50 private wells are located within the UGB. Some of these shallow wells were contaminated via private septic systems. Contamination potential remains, particularly since a number of private wells have not been properly abandoned.
14. The entire urban growth boundary is eventually planned to receive city water, either beyond the 20-year planning period or as feasible and needed.
15. The city experiences some localized flooding with heavy rains. Maintenance of drainage ways is helpful in preventing these problems. Many drainage ways throughout the city run across private property.
16. In 1994, Territorial Highway modifications and developments altered drainage system components.
17. The 1996 storms and subsequent flooding caused drainage system failure and concern in the Oak Island area and Baker Lane area as well as along Eighth Street.
18. As of mid-1999, the City does not have an ongoing maintenance program for the stormwater drainage system and does not collect any revenue for stormwater projects.
19. The City has used swales and other more natural methods to control stormwater run-off rather than relying exclusively on pipes.
20. Much of the City's drainage system are wetlands. Wetlands can be an effective means for removing pollutants.
21. As of 1999, Veneta is not yet required to meet Environmental Protection Agency (EPA) requirements regarding stormwater management plans.
22. The Wastewater System Master Plan plans for a population of 9,960 to receive city sewer service in 2030.
23. The Water Master Plan plans for a population of just over 10,000 at build out (2035)
24. The stormwater master plan will plan for a serviceable population of 5,760.

POLICIES:

1. Develop and implement groundwater protection and conservation programs to ensure a reliable supply, protecting the ability of the land to recharge the groundwater supply. The City of Veneta will work with the Long Tom Watershed Council on developing measures to protect the groundwater supply.

2. Protect groundwater from the potential of contamination through improperly abandoned wells and protect city water from contamination by private wells by requiring proof of proper abandonment/isolation of private wells at the time of any development action on property with one or more private wells.
3. Encourage use of city water and wastewater services by requiring all new development to connect to the city water supply when practical.
4. Protect the aquifer from contamination by eliminating, when practical, substandard private wells that have the potential to contaminate the groundwater.
5. Pursue acquisition of “right of entry” along drainage ways of sufficient width to allow city maintenance of drainage ways to help prevent problems with flooding. The City will only make use of these “rights of entry” if a property owner does not maintain the easement on his own.
6. Incorporate wetlands and other natural systems into stormwater drainage plans to the greatest extent possible.
7. In order to preserve drainage ways, the level of stormwater discharged due to a new development in the city limits should be no greater than the stormwater flow from the property prior to the development being in place (post-development flows shall not be greater than pre-development flows).
8. Require new development to pay for extension of infrastructure needed for new development and system development charges to cover their share of system capacity, as set forth in System Development Charges ordinances.
9. Consider subsidizing the provision of infrastructure to help further economic development or other types of development deemed beneficial to the community as a whole.
10. Allocate resources as available to upgrade existing public infrastructure to current city standards during development of City's facility plans. Investigate and support cost-sharing schemes for upgrading the existing public infrastructure to current city standards whereby the city and property owners who benefit share in the cost of making these upgrades.
11. Require property owner to agree to install and pay for required improvements either at the time of development or in the future as determined by city ordinances. Includes the installation of necessary streets, storm drainage, sanitary sewers, water mains, street lights and driveways to city standards and specifications.
12. Determine if oversizing of infrastructure is needed in light of future potential development (based on development at urban densities).

13. Oversizing of water and wastewater pipes shall be paid for by the City; these costs shall be covered by funds collected through water and wastewater systems development charges.
14. Focus development and associated infrastructure in the Phase I Priority Development Area.
15. Allow rural properties until such time as the conversion to urban densities is feasible and needed.
16. Locate key urban facilities within the UGB to the greatest extent possible, recognizing that there may be instances when it is most practical to locate urban facilities outside the UGB.
17. Ensure that future developments make provisions for utilities through easements and utility corridors.
18. Coordinate new developments with utility companies.
19. If utilities are required to be extended to service new land divisions then said utilities shall be placed underground.
20. Place overhead electric lines underground in existing commercial areas and on Territorial Road when these projects are feasible and compatible with the remaining electrical distribution system.
21. The City of Veneta shall be the ultimate provider of wastewater, water, and stormwater services.
22. The water, wastewater and stormwater sections of the Veneta Public Facilities Plan shall serve as the basis for guiding water, wastewater and storm sewer improvements in Veneta.
23. Additions to or deletions from the project list or significant change to project location requires amending the Public Facilities Plan.
24. Changes to the Public Facilities Plan project timing or anticipated costs and financing shall be made in accordance with budgeting and capital improvement program procedures and do not require amendment of the Public Facilities Plan. Modifications should be reflected in the Public Facilities Plan at the next regularly scheduled update.
25. Both timing and financing provisions for public facilities are not considered land use decisions, and therefore cannot be the basis of appeal in accordance with state law.

F. COMMUNITY FACILITIES AND SERVICES

GOAL:

Upgrade and develop adequate community facilities and services to serve the planning population.

The community facilities element of the Comprehensive Plan includes those public and semi-public activities in the community, with the exception of utilities and parks and open space. Each of these are considered as separate elements.

POLICIES:

- (1) Schools: The City of Veneta shall work closely with Fern Ridge School District 28-J to coordinate the expansion of public facilities and residential development with the School District's need to plan for the expansion and construction of new educational facilities.

The school district has indicated no future plans for a junior high or senior high school in Veneta. However, the planning population will require two additional elementary school sites.

The Veneta Elementary School is on a site smaller than what the state recommends. Therefore, other than utilizing the portable structures now leased for the other uses, the district will, at some point in the future, need to look to additional sites capable of supporting a school enrollment of 500 students maximum.

The locations of new schools should consider the following factors. One, an area with large parcels is critical because school districts generally have difficulty acquiring necessary land when having to deal with many property owners in areas where land is in very small parcels. Two, the location should be close enough to receive water and sewer facilities. Three, the schools should divide the City into equal areas for population distribution. Four, the areas should have access to, but be away from, arterial streets. This prevents the problem of children crossing busy streets, but still locates the facilities near arterials for easy access. Five, the school should be located along a designated parkway with provisions for bike trails.

- (2) Communications:
Cellular Communications - The City of Veneta has entered into a lease agreement with SBA Towers to locate a cellular tower on City-owned land. As of the year 2000, SBA towers has subcontracted with Sprint PCS Cellular communications and AT&T Cellular Communications to locate each company's cellular communication equipment on the tower and on the cellular tower site. It is anticipated that the cellular tower will be operational by mid-2000. The cellular tower has the capacity for additional cellular communications equipment so therefore, other cellular communications companies can also locate their equipment on the tower and at the site. This should greatly enhance cellular communications capabilities for the entire Fern Ridge area.

Fiber Optics- The city of Veneta has joined a fiber optic consortium (fiber South) to cooperate with other units of local government from Lane, Douglas, and Coos counties for the purpose of owning and operating a public access broad-bank fiber optic network. The primary goal of this regional telecommunications consortium is to facilitate access to broad-band fiber optic facilities for all communities interested in providing essential public services in the region, including: distance learning and training opportunities, telemedicine services, economic development, and deliver of public services.

- (3) Library: The Fern Ridge Library District was formed in 1994 to assume operation of the library which was formerly operated by the Fern Ridge School District.

In 1998 the library was expanded to add an additional 8,000 square feet of library space to the existing 3,100 square foot facility. Additional parking was added on the south side of the building.

The City shall continue to work closely with the Fern Ridge Library District to coordinate any future expansion of the library facilities at its current location or at some future location. The City shall encourage the library to continue to provide special programs and services to all the people of Veneta and surrounding area.

- (4) Health Care: The medical and health needs of Veneta and surrounding area are met by the Applegate Medical Associates and Veneta Medical Clinic, three (3) dental offices, a chiropractic office, an out-patient physical therapy rehabilitation center, and an optometrist. As the population of Veneta and surrounding area increases, additional medical and dental facilities will be desirable. The City shall cooperate with the medical and health sector of the community for the expansion or renovation of existing medical facilities and or the construction of new facilities to meet the health needs of Veneta and the surrounding area.

- (5) City Hall: A new Administrative Center was constructed on a 2.6 acre city-owned site located at the end of W. Broadway and the north end of 8th Street. The new Administrative Center houses the City Hall administrative offices, a combination Council Chamber/meeting room/Municipal Court, Records Storage, offices for the Lane County Sheriff deputies contracted by the City for law enforcement.

- (6) Fire Protection: In 1990 the Elmira-Noti Rural Fire Protection District merged into the Veneta Rural Fire Protection District which later changed its name to Fern Ridge Rural Fire District. Between 1993 and 1995 the Walton Rural Fire Protection District and Crow Valley Rural Fire Protection District merged with the Fern Ridge Rural Fire District. On June 10, 1995 the Fern Ridge Rural Fire District changed its name to Lane County Fire District #1.

In 1993 a new fire station was built on a 3.72 acre site on the west side of Territorial Road. The new fire station included engine bays, offices, meeting rooms, and living quarters.

In 1999, 7,000 square feet of interior space above the engine bays was remodeled with the addition of offices, meeting rooms, restrooms, and new dormitories. 39,319 square feet of paved surface was added to provide for additional parking and training area.

The City of Veneta shall work closely with the Lane County Fire District #1 to coordinate the expansion of fire protection facilities to serve the City in a timely, orderly, and efficient manner as development occurs.

- (a) Water System: Water System Improvements shall be installed to provide recommended fire protection services as proposed in the Veneta Water Facilities Plan.
 - (b) New Facilities: The City shall cooperate with the Lane County Fire District #1 to plan for the construction of new facilities to meet the needs of both the City and Fire District.
- (7) City Maintenance and Storage Facilities: The City shall work to complete the city public works and maintenance shop complex on E. Broadway Avenue. The site requires:
- (a) Completion of new maintenance building
 - (b) Addition of open storage bays
 - (c) Paved parking area and entry
 - (d) Landscaping
- (8) Post Office: The Veneta Post Office, built in 1980, serves 8,000 customers in the Veneta, Crow, and Vaughn area. No expansion plans are anticipated in the near future. If, however, additional space is necessary in the future, an addition to the existing post office would be logical because of the central location of the building in the Central Business District area.
- (9) State of Oregon, Department of Forestry, Western Lane Office: The State of Oregon, Department of Forestry maintains a district office at 87950 Territorial Road in Veneta. The current headquarters site was selected and developed by the Civilian Conservation Corps in the 1930's. From the beginning in 1912 to today, the mission of the district has changed and expanded. In 1975 the district came under the direction of the Department of Forestry. In the future the district's mission will be adjusted based upon competing and conflicting uses of forest land, changes in resources and social values, and future economic conditions. Adjustments may require changes in staff levels, facilities, and revenues. The changes are not easily predicted or quantified at this time.

The City of Veneta will cooperate with the Department of Forestry in their mission to serve this area and will work closely to coordinate any future expansion of facilities or relocation plans within the city.

- (10) Tony Garcia Service Center: The Tony Garcia Service Center is currently located in a building leased from the Fern Ridge School District. The building is located adjacent to the grade school on Territorial Road. Because of the variety of services provided, and a need to hold community service meetings on a regular basis, larger facilities will be required in the future. Veneta provides a logical location for that facility as it serves the entire West Lane area. Proximity to the housing authority project is also an advantage since many of the residents take part in the center's program. Maintaining the facility in the Central Business District area should be a major consideration in any relocation plan.
- (11) Law Enforcement: The Veneta City Council should constantly evaluate the cost and quality of law enforcement activities and determine future law enforcement needs as the city continues to grow.
- (12) Solid Waste Disposal: The City shall cooperate with the Lane County Department of Environmental Management and the State Department of Environmental Quality to evaluate the capacity of the present Solid Waste Transfer Site on Bolton Hill Road and to determine whether the expansion of the present facilities, alternative disposal methods, or construction of new facilities is necessary once Veneta's population exceeds 5,000 persons.

[Policy 5 amended by Ordinance 491, November 23, 2009]

G. TRANSPORTATION

MISSION:

To enhance the quality of life in the City of Veneta through a balanced transportation system that meets the travel needs of the community.

GOALS:

The following goals will guide the development of the transportation system plan and should be used to monitor future transportation strategies and improvements.

Quality of Life: Enhance the City's quality of life by providing adequate access to residences, employment, services, social and recreational opportunities.

Land Use Planning: Integrate land use and transportation planning.

Congestion: Operate transportation facilities at a level of service that is cost-effective and appropriate for the area served.

Connectivity: Create an interconnected transportation system to support existing and proposed land uses.

Access: Meet the access needs of land development while protecting public safety needs transportation operations, and mobility of all transportation modes.

Transportation Balance: Provide a balanced transportation system that provides options for meeting the travel needs of all modes of transportation.

Energy: Minimize transportation-related energy consumption by using energy-efficient and appropriate modes of transportation for the movement of people, goods and services.

Economic: Promote economic health and diversity through the efficient and effective movement of goods, services, and people.

Environmental: Minimize environmental impacts on natural resources when constructing transportation facilities and by encouraging non-polluting transportation alternatives.

Pollution Control: Minimize pollution including air, water, and noise pollution.

Parking: Provide adequate parking without conflicting with other transportation goals.

Coordination: Collaborate and coordinate with state, county and other agencies during long-range planning efforts, development review, design and construction of transportation projects, and any other land use or transportation programs, policies or developments.

POLICIES:

(1) Protection of Transportation Facilities

- (a) The City shall protect the function of existing and planned transportation systems as identified in the Street Plan, the bicycle Plan, and Pedestrian Plan and Transit Plan through application of appropriate land use and access management regulations.
- (b) When making a land use decision, the City shall consider the impact on the existing and planned transportation facilities.
- (c) The City shall consider the potential to establish or maintain bikeways or walkways prior to vacating any public easement or right-of-way.
- (d) At the time of land development or land division, the City shall require the dedication of additional right-of-way or easements in order to obtain adequate street widths, bikeways and walkways and to accommodate transit facilities. These dedications shall be in accordance with all street plans, bicycle plans, pedestrian plans, and transit plans adopted by the city.
- (e) New development shall gain access primarily from local streets. Driveway access onto arterials and collectors shall be evaluated based on access options, street classifications and the effect of the new access on the function, operation and safety of surrounding streets and intersections.

- (f) Land development shall not encroach within the setbacks required for potential street expansion.

(2) Street Classifications

- (a) Arterials: Arterials should provide safe and efficient traffic flow. Access to an arterial shall normally be from the collector street system. It shall be protected from strip commercial development and access points that restrict its effectiveness.

Highway 126 is a state highway of statewide importance classified as a principal arterial that shall primarily serve a high volume of traffic with high to moderate speed operations with limited interruptions of traffic flow.

Territorial Highway is a state highway of district importance classified as a minor arterial that shall provide for moderate to low speed operations with a moderate to high level interruption of traffic flow.

- (b) Collector Streets: Access shall be managed to minimize degradation of capacity and traffic safety.

A major collector shall serve traffic from local streets or minor collectors to the arterial system. Major Collectors: Huston Road, Perkins Road, Bolton Hill Road, Hunter Road, Jeans Road.

A minor collector shall provide access to abutting properties and serve local access needs of neighborhoods, including some through traffic. Minor Collectors: Hope Lane, Broadway Avenue, Cheney Drive, 8th Street, East Bolton Road (east-west and north-south).

- (c) Local Streets: A local street shall provide direct property access and access to collectors and minor arterials. Service to through-traffic movement shall be discouraged. Local Streets: all streets not identified in previous categories.

(3) Layout and Design of Streets, Bikeways, and Walkways

- (a) Streets shall be designed to efficiently and safely accommodate emergency service vehicles.
- (b) Streets, bikeways, and walkways shall be designed to meet the needs of pedestrians and cyclists to promote safe and convenient bicycle and pedestrian circulation within the community. To promote bicycling and walking, all new arterial and collector streets shall have bicycle lanes and all new streets (except streets serving low-density development in the rural residential zone) shall have sidewalks. As a change of use, alteration, or new construction occurs, existing streets shall be brought up to code or money set aside for future upgrades shall be collected.

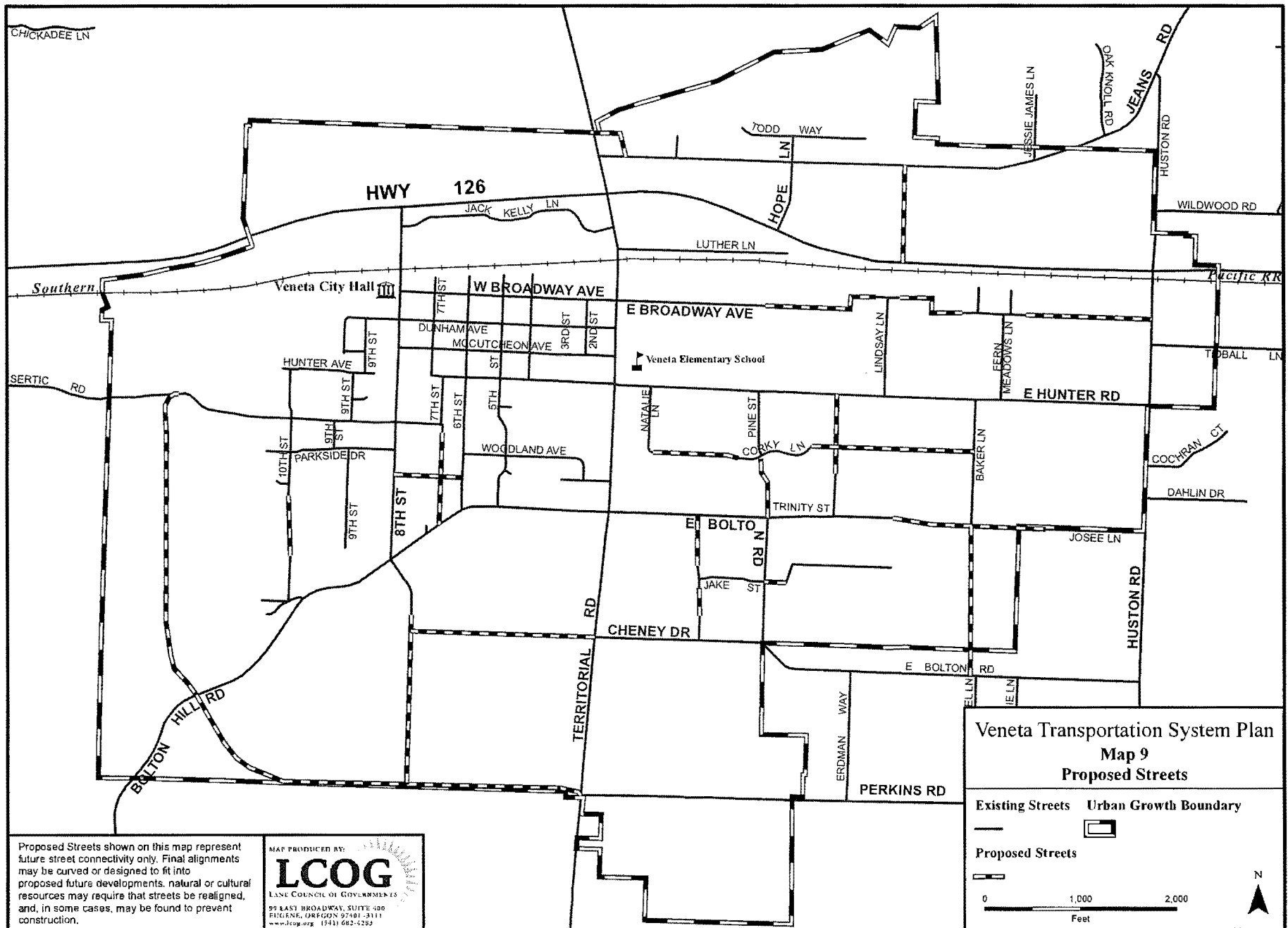
- (c) Direct and convenient access for motor vehicles, transit, bicycles, and pedestrians, shall be provided to major activity centers, including public buildings and schools, shopping areas, parks, and employment centers.
 - (d) Streets shall be interconnected to reduce travel distance, encourage efficient lot layout, promote the use of alternative modes, efficiently provide utilities and emergency services, and to evenly disperse traffic. Cul-de-sacs are allowed only when topographical, environmental, or existing adjacent land uses make connecting streets infeasible. Where cul-de-sacs are planned, multi-use paths connecting the end of the cul-de-sac to other streets or neighborhood activity centers shall be provided if feasible.
 - (e) Streets identified as future transit routes shall be constructed or reconstructed to safely and efficiently accommodate transit vehicles with respect to their turning radius and wear and tear on the streets. Streets shall also be designed to provide pedestrian and transit amenities; thus encouraging the use of public transportation.
 - (f) Street designs shall be responsive to topography and shall minimize impacts on natural resources such as streams, wetlands, and wildlife corridors.
 - (g) Where appropriate, the street system and its infrastructure shall be utilized as an opportunity to convey and treat stormwater runoff.
 - (h) Attention shall be given to the beautification of entranceways to the city, particularly West Broadway, Highway 126, and Territorial Highway.
- (4) Maintenance:
- (a) Maintenance and repair of existing bikeways and walkways (including sidewalks) shall be done on a proportional basis, except in emergencies.
- (5) Parking
- (a) On-site motor vehicle parking shall be provided for all new development unless on-street parking or other nearby sites provide adequate parking for the proposed use.
 - (b) Appropriate bicycle parking facilities shall be provided at all new commercial, industrial, recreational, and institutional facilities and at new residential multi-family developments of four or more units. Bicycle parking facilities shall be no farther from the facility entrance than the closest automobile parking (except handicapped spaces).
- (6) Public Transportation

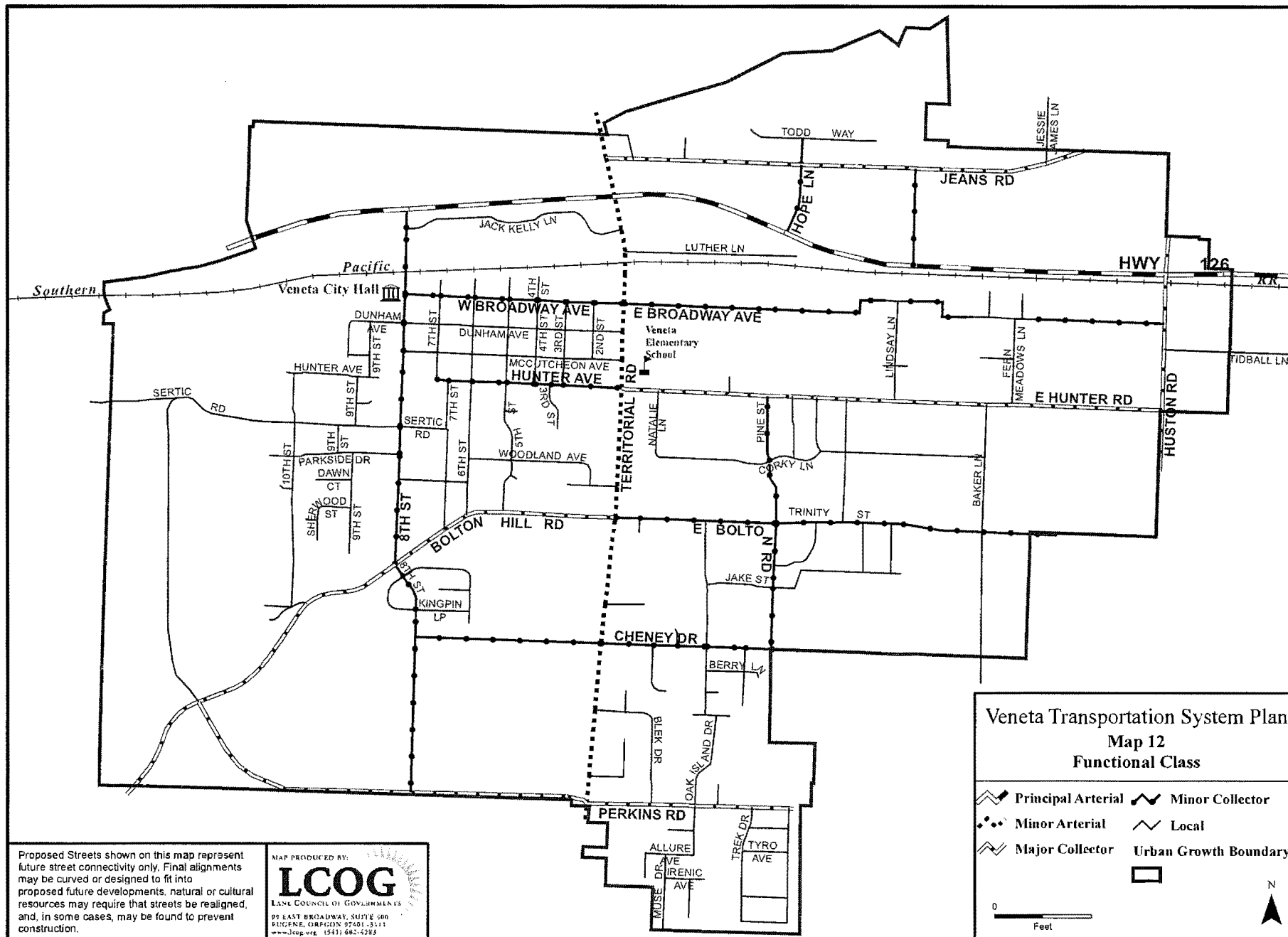
- (a) Support provision of basic mobility service for the elderly and people with special transportation needs.
 - (b) Work with Lane Transit District to improve transit services and access to transit services in conjunction with new development.
 - (c) Encourage demand management programs such as park-and-ride facilities and vanpools to reduce single-occupancy auto trips to and from Eugene.
- (7) Rail Freight
 - (a) The City will support the continued use of the railroad for rail freight service by designating land along the tracks to allow uses that depend on freight.
- (8) Coordination
 - (a) City will notify ODOT of all project proposals and development applications adjacent to state highways. City will notify Lane County Department of Public Works of all project proposals and development applications adjacent to county roads.
 - (b) City will notify ODOT, Lane County Department of Public Works, and LTD of major project proposals and development applications. Major development applications are those that will generate more than 25 trips during an average peak hour or which required a traffic study.
 - (c) City will notify DLCD, ODOT, Lane County Department of Public Works, and LTD of proposed changes to the Transportation System Plan.
- (9) Natural and Cultural Resources
 - (a) Newly-identified natural and cultural resources or sites shall be addressed in the following manner:
 - 1. The site shall be inventoried, incorporating the use of experts, for specific location, quantity and quality. This inventory shall be done in a timely manner. Constraints on access to private lands, availability of qualified experts, and the difficulty of identifying the suspected natural resource at certain times of the year may require an extended time period for the study.
 - 2. Upon completion of the preliminary inventory, the City shall determine whether the identified resource is significant and adopt supporting findings. Significance will be determined on a case-by-case basis, according to whether the resource is on a federal, state, or local listing,

and because of the uniqueness or scarcity of the resource locally. If necessary to protect the site, the City shall apply interim protection. The City shall then notify any interested parties of the decision and any interim protection measures to be undertaken.

3. If a resource is determined significant, within one year, the City shall initiate a Goal 5 Environmental, Social, Economic, and Energy conflict resolution analysis. The City will then release a draft working paper with recommendations which will be reviewed by the Planning Commission and City Council.
4. Staff will coordinate with affected property owners and interested parties throughout the process.

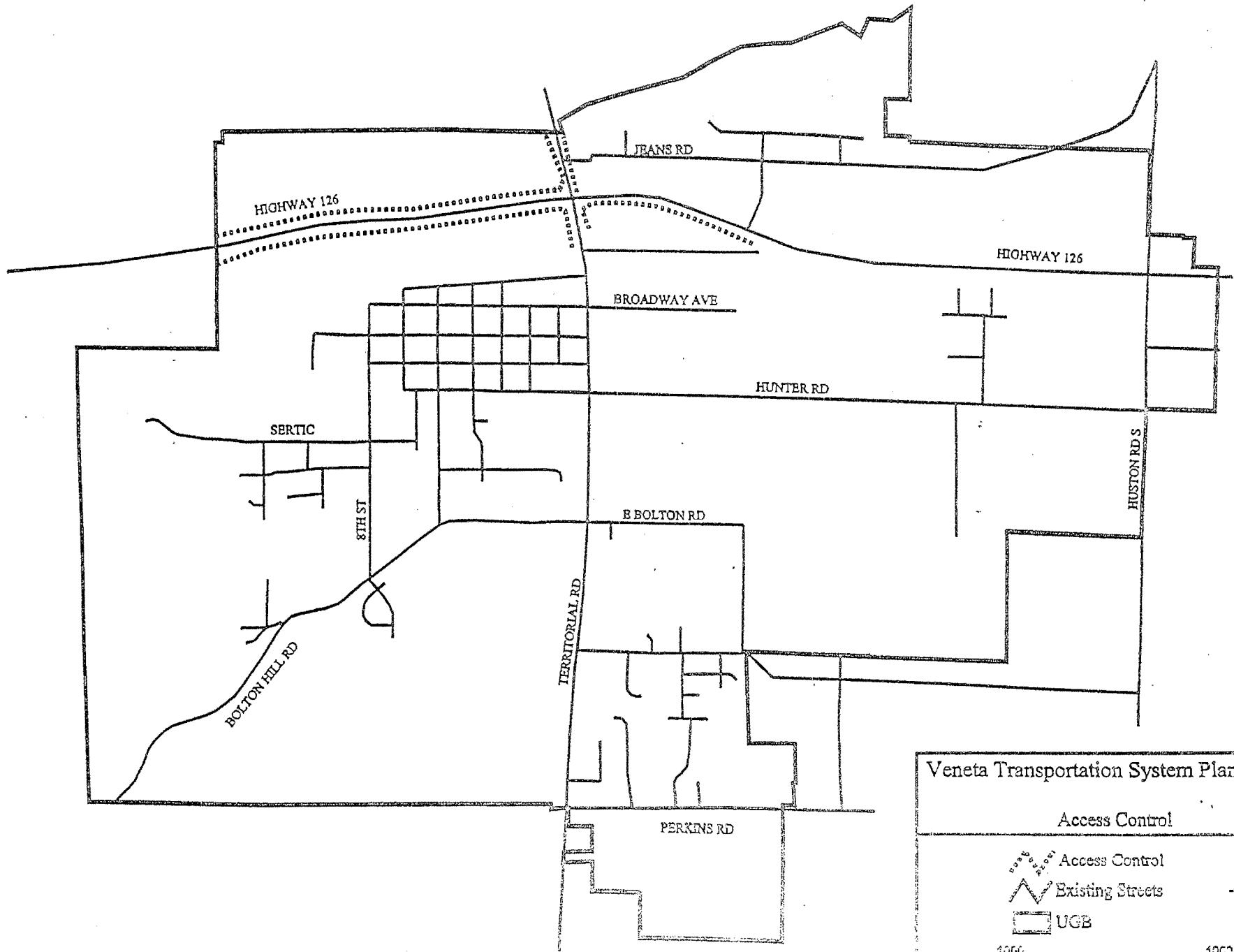
[Policy (3)(h) amended by Ordinance 491, November 23, 2009]





Proposed Streets shown on this map represent future street connectivity only. Final alignments may be curved or designed to fit into proposed future developments. natural or cultural resources may require that streets be realigned, and, in some cases, may be found to prevent construction.

MAP PRODUCED BY:
LCOG
LANE COUNCIL OF GOVERNMENTS
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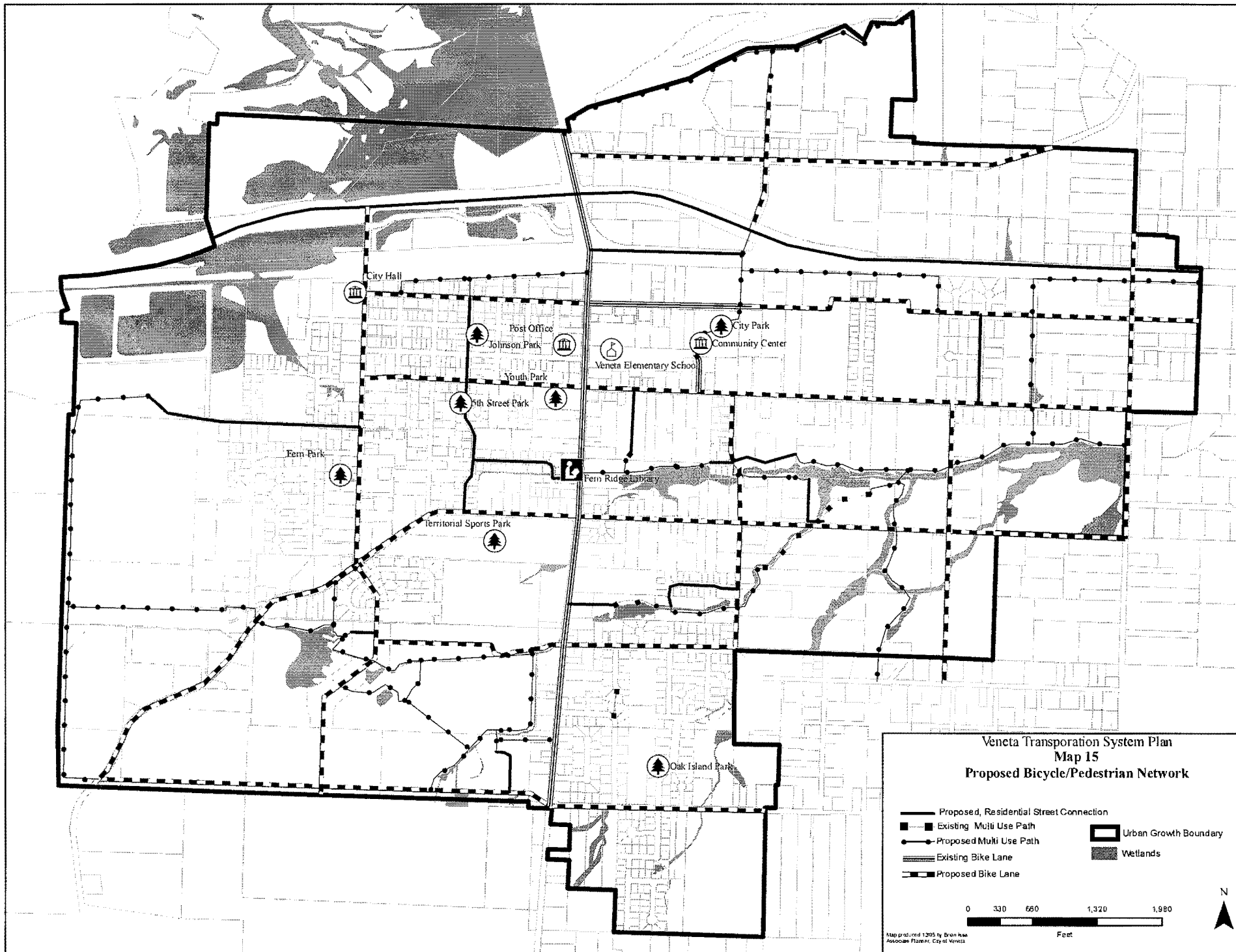
Veneta Transportation System Plan

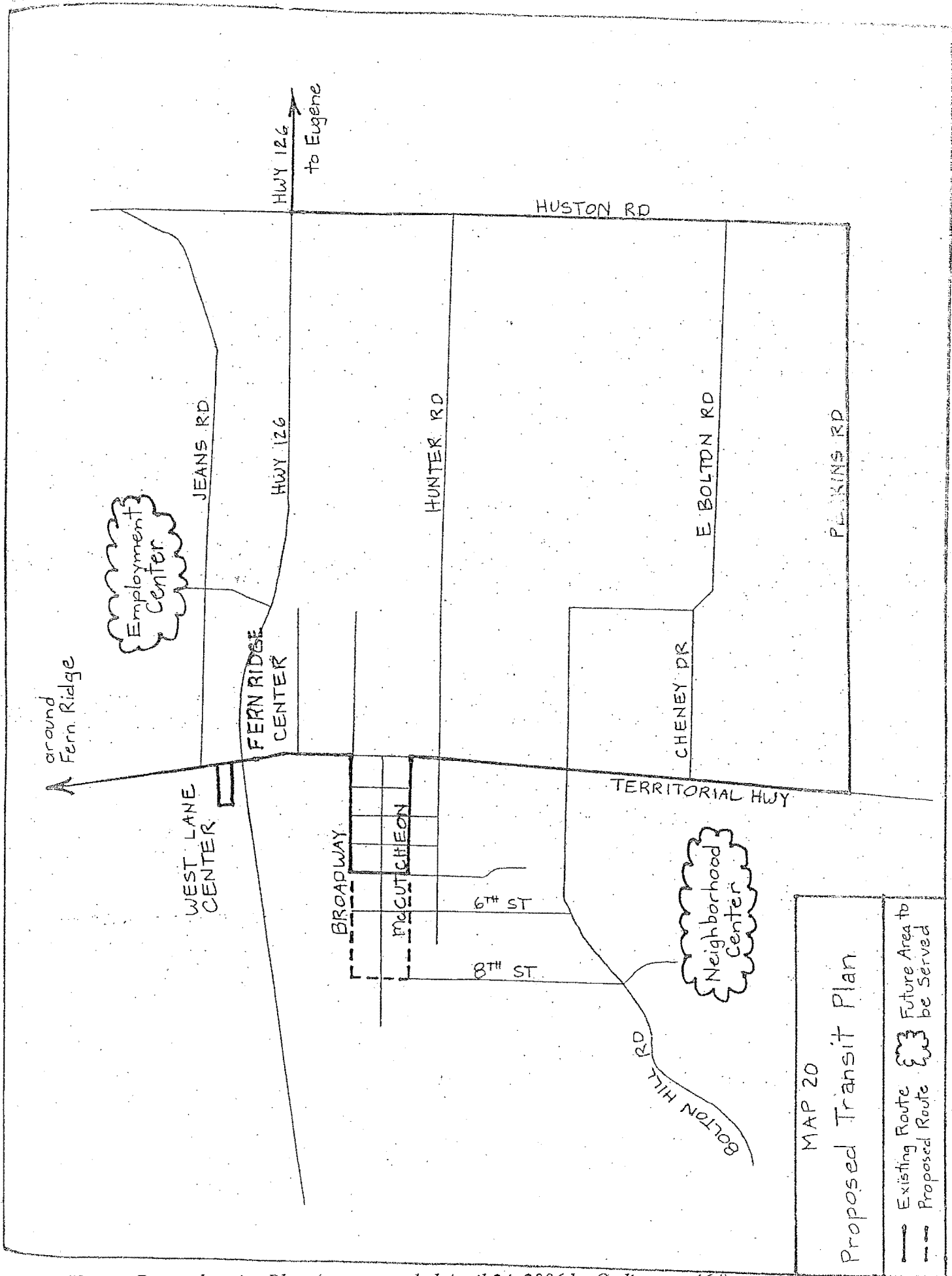
Access Control

- Access Control
- Existing Streets
- UGB

1000

1000 Feet





H. PARKS AND OPEN SPACE

NARRATIVE:

The development of additional neighborhood park facilities will depend upon the availability of suitable park sites and the rate of growth of the community.

The City of Veneta is only one-quarter to one-third developed and, as a result, there is a tremendous amount of open space. The intent within the open space plan is that appropriate areas are designated for permanent open space protection. In some instances there are areas which are not conducive to development, and in other instances they are designed for a particular purpose.

Several open space areas do not have development potential because of flooding and groundwater problems. These include the Long Tom floodplain, and the natural drainage channels which extend east and west through the city. There are also some areas to the southwest which may have excessive slopes that should be maintained as natural forest areas.

A major portion of open space is also recommended to be maintained along Highway 126, as this area is heavily forested now and provides an excellent buffer zone, both visually and acoustically, from traffic and residential areas.

These open spaces will be more critical as development occurs on the east side of the city as there will be a conversion of current open space areas to urban uses. Also, the development of park sites for active recreation uses, as opposed to open spaces which are more passive in nature, will be more important.

The parks and open space plan designates a number of general areas which would be suitable for future park development. With the exception of those which could be developed in conjunction with new schools, most would be oriented toward neighborhood use such as the Oak Island Park.

Several of the park sites are also located in relation to open space areas and potential bike trail locations in an effort to integrate a variety of facilities into a system which can mutually reinforce itself.

GOAL:

Develop a variety of neighborhood parks, open space areas, and recreational facilities for use by the residents of Veneta.

FINDINGS:

1. Veneta Park Board: The Veneta Park Board has been established as a citizens board to work closely with the City Council, Planning Commission and community to develop and improve park facilities in Veneta.
2. City Park Facilities: The City has five developed park sites and four undeveloped park sites:
 - (a) City Park: E. Broadway Avenue
This 5.90 acre park includes a Community Center, outdoor swimming pool, playground equipment and picnic areas.
 - (b) Oak Island Park: Oak Island Drive
This small .47 acre park serves the immediate neighborhood for play space, picnicking and walking. The park includes a tot lot and playground equipment, a small picnic area and wooded area with a footbridge.
 - (c) Fern Park: 8th Street
This .50 acre neighborhood park contains playground equipment, a small picnic area, and wooded areas.
 - (d) Johnson Park: 5th Street
This 25 acre park near the older downtown is developed as a small landscaped area with large rhododendrons, trees and a picnic table.
 - (e) 5th Street Park:
This .36 acre park was developed in 1987 to serve small children in the 5th Street and Woodland Avenue area. The park contains playground equipment and an open grass area.
 - (f) Applegate: Territorial Road
This 29.7 acre parcel was purchased from the U. S. Army Corps of Engineers in 1985. The site is located partially outside the UGB. The majority of the site is covered by natural resource constraints, most notably the Long Tom River floodplain and the presence of Bradshaw's Lomatium, an endangered wetland plant. The park serves an important open space function and affords the opportunity for specialized nature-based recreation.
 - (g) Unnamed Site: 7th Street & West Broadway
This .50 acre site is located on W. Broadway, near City Hall, and has recently been leased to the Applegate Pioneer Museum. The first phase of development will include the relocation of the historic pioneer museum to the site. The second phase of development will include development of the open space as a public commons area to help encourage development of the older part of town as an "old town" style district with a blend of residences, businesses and public

spaces. The site is intended to spur redevelopment efforts and provide residents with a public commons.

(h) Unnamed Site: Bolton Hill Road

This 1.47 acre undeveloped site located on Bolton Hill Road is located in the steep slope subzone and does not have sidewalk access. The site is sloped with scattered trees and other vegetation. The site is located adjacent to Bowling Green Subdivision and has the potential to be developed into a neighborhood park. Future site development will need to address sidewalks, slope, drainage, and soils.

(i) Unnamed Site: Hunter Avenue/Territorial Highway

This 2.5 acre parcel was purchased from the Veneta Alliance Church in 1999. A citizens advisory committee has been established to determine how the park site should be developed to best meet the needs of the community.

3. Regional Parks: Veneta is fortunate to be located within a setting of large regional parks and open spaces. The close proximity of Fern Ridge Reservoir affords Veneta residents easy access to year-round boating, canoeing, kayaking, bird watching, picnicking, and hiking opportunities. The Coast Range and the beaches are within easy range of Veneta, and provide for a number of unique recreational experiences.

(a) Perkins Peninsula Park:

69 acres, boat ramp, picnic area, open grass areas and ball diamond, swim area, and wildlife observation areas.

(b) Orchard Point Park:

49.3 acres, boat ramp and moorage, play equipment for children, baseball field, horseshoe pits, swim area. Reservations are taken for three picnic sites.

(c) Richardson Park:

157 acres, boat moorage, 50 RV camp sites with full hook ups, swim area, and picnic tables. Forty additional camp sites are planned for construction.

(d) Zumwalt Park:

92 acres, picnic tables for day use only, or otherwise by special use permit. Interpretive kiosk regarding the Applegate Trail.

(e) Kirk Park:

166 acres (30 developed), picnic tables, water access below the dam to the Long Tom River.

4. Veneta is located within a setting of large regional parks and open spaces. Given the extensive amount of regional park land, there exists a need for parks only at the neighborhood and community level within Veneta's UGB.

5. Four of Veneta's five existing parks - Ralph Johnson, Oak Island, Fern Park, and 5th Street - are smaller than the optimal minimum size for a neighborhood park.
6. The effectiveness of Veneta's existing parks in meeting residents' park and open space needs is limited by several factors, including park size and configuration; the age, size, and condition of facilities and playground equipment; a lack of open play space and sports fields; accessibility for ADA, pedestrians, and bicycles; and parking.
7. The four existing developed neighborhood parks total only 1.58 acres. Given Veneta's estimated current population of 2,870 residents, there are .55 acres of neighborhood parks per 1,000 people in Veneta. The average SCORP standard is 1.5 acres per 1,000. Therefore, Veneta currently needs an additional 2.7 acres of neighborhood park space to meet the SCORP standard. In the future, based on a population projection of 5,760 people, Veneta will need an additional 7.06 acres (2.7 acres today, 4.36 more by 2020) of neighborhood parks to meet standards.
8. City Park, Veneta's only developed community park, is 5.9 acres in size. This translates to 2.05 acres of community park land per 1,000 residents. The SCORP standard is 6.5 acres. In order to meet this standard, Veneta currently needs 12.76 additional acres of community parks. To meet the needs of a population of 5,760, an additional 31.54 acres (12.76 acres today, 18.78 more by 2020) are needed.
9. Territorial Sports Program (TSP), a non-profit recreational program, provides youth sports league activity on an 8-acre play field site on Bolton Hill Road. The site is leased from the State of Oregon and Lane County. The site provides for a mixture of uses; however, the size is undersized to meet current demand. TSP officials estimate the need for a site twice the size to meet future demand. On-site parking is in relatively short supply and street parking conflicts with adjacent residential uses. There is a lack of sidewalks or bicycle lanes to provide safe access to the site. The site is open to public use only for scheduled activities.
10. Veneta Elementary School is centrally located on Territorial Road south of Broadway. The public often utilizes the basketball courts, playground areas, and tennis courts after hours, on weekends, and during the summer months for recreation. The school ball fields are heavily used for TSP sponsored sports practices. The eastern end of the school play fields are connected to City Park by a pedestrian gate; however, this connection needs to be improved to facilitate access between the two sites.
11. The public has also expressed a need and desire for paths and trails which provide safe transportation and recreation. Safe and convenient bicycle connections are an integral component of a successful parks, recreation, and open space plan. The planned off-street bicycle paths tie in many of the areas under served by neighborhood parks and can function as recreational elements in themselves as well as provide safe and direct access to an among parks, schools, and residential areas.

12. Veneta has two major areas of natural constraints: wetlands and steep slopes which can be effectively set aside for open space and passive recreational uses.
13. The public has expressed a need and desire for expanded neighborhood parks in close proximity to homes; expansion and upgrading of facilities at City Park, especially the pool and picnic facilities; tennis courts; open playfields; sports fields; basketball courts.
14. The City needs a more stable funding sources. While additional growth will ensure some level of funding with the current SDC, existing rates are not adequate to meet acquisition and development costs for parks.

POLICIES:

1. Existing Facilities: Encourage the improvement of existing park and recreation facilities in Veneta through equipment replacement, maintenance, landscaping, access improvements, visibility and safety measures, and expansion.
2. New Facilities: Acquire additional land for new active recreation sites (including ball fields), passive recreational sites, open space, and new neighborhood and/or civic parks.
3. Greenway Acquisition and Development: Work to acquire and develop lands along the drainage corridors and the railway right-of-way designated for greenway use on the Veneta Comprehensive Plan Map.
 - (a) Investigate the potential for designating additional greenway corridors to connect to both the planned local system and to regional recreational resources.
4. Collaboration: Work together with civic and non-profit organizations, such as schools and recreation providers, to collocate facilities and share in acquisition, development, operation and maintenance.
5. Transportation: Coordinate park acquisition and development projects with the Transportation Plan, especially planned bikeways and bike routes.
6. Natural Resources: Where natural resources constrain development potential, consider acquiring these lands for permanent open space purposes.
7. Fiscal Resources: Encourage the development of stable funding mechanisms for short and long term park maintenance, acquisition, and development projects.

I. NATURAL RESOURCES

NARRATIVE:

The City of Veneta recognizes natural resources as community assets providing environmental, educational, recreational and aesthetic values, while contributing to the City's long-term sustainable development. The policies of this element emphasize the protection of potential wildlife habitat sites and for minimizing the degradation and destruction of significant wetlands within the City of Veneta.

Statewide Planning Goal 5 covers more than a dozen resources and instructs local governments to adopt programs that will protect natural resources and conserve scenic, historic, and open space resources for present and future generations. Veneta's Natural Resources Study (1998) addressed Goal 5 requirements for wetlands, riparian corridors, and wildlife habitat based on existing inventories.

Until recently, inventory information for Veneta's natural resources has been limited. In April 1998, the Oregon Division of State Lands approved an inventory documenting the location, quality, and quantity of wetlands and riparian areas within Veneta's urban growth boundary (UGB). The City has adopted the City of Veneta Local Wetlands Inventory and Riparian Inventory, which identifies and qualifies the city's significant wetland resources.

Veneta's wetlands inventory study area extended beyond Veneta's urban growth boundary to the northwest, and cataloged 52 wetland sites totaling approximately 203 acres. The largest of these wetlands are associated with the Fern Ridge Reservoir. Fifteen of the 22 wetland assessment units inventoried were determined to be locally significant (totaling 181 acres), warranting protection under Statewide Planning Goal 5.

FINDINGS:

1. Natural diversity within Veneta can be significantly preserved and enhanced through protection of wetland resources and the restoration and enhancement of a variety of wetland types. Wetland protection benefits a range of terrestrial and aquatic plant and animal habitats. Protection of wetland resources along Veneta's existing streams creates an interconnected system of important natural wildlife corridors.
2. Protection and enhancement of wetland resources provides a biological filtering system to remove sediments, certain nutrients, and water pollutants from the many drainage ways running through Veneta. Water quality improvements provided by wetlands will have a direct impact on the long term viability of Veneta's ground source drinking water supply.
3. Wetland protection significantly increases a community's ability to manage storm water runoff and water quality while providing enhanced flood storage and control. Wetland

resources help reduce the downstream impacts of storm water originating in more urbanized areas.

4. Protected wetland areas can provide a wide range of community benefits, including valuable open spaces, and educational, recreational and research needs. The planning of trails, bikeways, nature centers, and wildlife observation points are available means to establish public accessibility. Accessible wetland environments in Veneta will become important places to socialize, recreate, and learn.
5. State and federal natural resource management agencies indicate that streams in Veneta are not fish-bearing, but have the potential to provide fish habitat. Although not a Goal 5 significant resource, a majority of Veneta's stream locations also contain areas containing significant wetland resources. Protection of these stream corridors enhances opportunities for fish and wildlife habitat.
6. Data from the Oregon Natural Heritage Program indicates that at least seven rare, threatened, or endangered plant and animal species inhabit areas adjacent to the Veneta UGB. Wildlife habitat sites that have not yet been documented, may exist within Veneta's UGB.
7. Existing Veneta natural resource protection measures, such as a tree cutting ordinance, only indirectly have the potential for wildlife habitat protection.
8. Approximately 203 acres of wetlands are identified in Veneta's Local Wetland Inventory (LWI), and approximately 89 percent (181 acres) of wetlands identified in the LWI meet the definition of significance under Statewide Planning Goal 5.

GOALS:

1. Conserve open space and protect natural and scenic resources, including wildlife corridors.
2. Conserve and protect Veneta's significant wetland resources.

POLICIES:

Identified Wetland Resources

Conservation and protection of significant wetland resources shall be achieved through the following measures:

1. Achieve state and federal requirements related to wetland resource protection.
2. Protect and enhance water quality, wildlife habitat, flood storage, sediment and toxicant removal, and other wetland functions and values.

3. Protect significant wetlands through restrictions on grading, excavation, placement of fill, and most forms of vegetation removal.
4. Minimize economic hardship on private property owners due to protection of significant wetland resources by adopting procedures to consider hardship variances and claims of map error verified by the Division of State Lands, and reducing or removing restrictions for lots or parcels that have been rendered unbuildable from the adoption of new development requirements.
5. Allow for multiple uses of wetlands to meet community, environmental, and human needs, while ensuring that functions and values of significant wetland resources are maintained.

Unidentified Natural Resources:

Newly-identified natural resources, including wildlife and wildlife habitat sites, shall be addressed in the following manner:

1. The site shall be inventoried, incorporating the use of experts, for specific location, quantity and quality. This inventory shall be done in a timely manner. Constraints on access to private lands, availability of qualified experts, and the difficulty of identifying the suspected natural resource at certain times of the year may require an extended time period for the study.
2. Upon completion of the preliminary inventory, the city shall determine whether the identified resource is significant and adopt supporting findings. Significance will be determined on a case-by-case basis, according to whether the resource is on a federal, state, or local listing, and based on the uniqueness or scarcity of the resource locally. If necessary to protect the site, the city shall apply interim protection measures. The city shall then notify any interested parties of the decision and any interim protection measures to be undertaken.
3. If a resource is determined significant, within one year, the city shall initiate a Goal 5 Environmental, Social, Economic, and Energy conflict resolution analysis. The city will then release a draft working paper with recommendations which will be reviewed by the Planning Commission and City Council.
4. Staff will coordinate with affected property owners and interested parties throughout the process.

J. AIR, WATER, AND LAND RESOURCE QUALITY

GOAL:

Preserve the quality of Veneta's Air, Water, and Land Resources.

POLICIES:

1. Overall Policy: The City of Veneta shall comply with all federal, state and local environmental quality and environmental protection regulations.
2. Air Quality:
 - (a) The City of Veneta shall comply with all federal Clean Air Act requirements, EPA regulations, State Department of Environmental Quality, Air Quality Maintenance Plans, and all other applicable air quality regulations.
 - (b) The City shall coordinate actions with the State Department of Environmental Quality for the following activities:
 1. Site Specific Actions:
 - a. Notice of Construction
 - b. Air Contaminant Discharge Permit (ACDP)
 - c. Indirect Source Construction Permit (ISCP)
 2. Site and Non-Specific Programs:
 - a. Non-Attainment and Air Quality Maintenance Planning (AQMA)
 - b. Rule-Making Practices and Procedures: DEQ presently notifies the City of Veneta of all applicable rule-making actions of the DEQ.

For Site Specific actions, the City will review applications presented by DEQ and judge whether or not the proposed action is in compliance with the Veneta Comprehensive Plan and local ordinances. If in compliance, a statement of compatibility shall be forwarded to DEQ.
 - (c) The City shall coordinate actions with the Lane Regional Air Pollution Authority (LRAPA) to consider the impacts of new industrial developments and land-use actions on the Eugene-Springfield Non-Attainment Air Quality Maintenance Area.
3. Water Quality:
 - (a) The City shall comply with all federal EPA Waste Discharge requirements, the State Water Quality Management Plan, Lane County "208" Comprehensive Study and all other applicable local, state, and federal water quality regulations.
 - (b) The City shall complete a Wastewater (SEWER) Facilities Plan by 1995.
4. Noise Control:
 - (a) The City and all other applicants for development shall comply with the DEQ Noise Control Regulations, the Oregon Noise Control Act, and all other applicable federal, state, and local noise control regulations.

- (b) Open Space and Linear Greenway Buffer Areas shall be maintained along the southern edge of Highway 126 and the proposed Veneta-Noti Highway as designated in the Parks and Open Space Plan, Section III-F.
- (c) The City shall take an active role in proposing, reviewing, and recommending noise control standards to the State DEQ when the City believes additional safeguards are necessary to protect and preserve the quality of life in the community and reduce hazards from noise pollution.

NARRATIVE:

1. Air Quality: Veneta is located in the southwestern corner of the Willamette Valley Open Burning Control Area, adjacent to the Eugene-Springfield Non-Attainment Air Quality Maintenance Area. It is also at the center of a Special Control Area for Open Burning established by DEQ. The Veneta Rural Fire Protection District and DEQ authorize open burning permits on designated burn days in accordance with State Burning Regulations.

According to the Lane Regional Air Pollution Authority (LRAPA) the air quality in Veneta is considered good. Prevailing winds from the north (winter) and south (summer) enable Veneta to escape the impacts of serious air quality intrusions which affect the metropolitan non-attainment area. Few instances occur where the prevailing winds are from the east and carry pollutants from the Eugene area toward Veneta. The City is occasionally impacted by westerly winds carrying slash burning smoke into the Willamette Valley from the Coast Range Bureau of Land Management Lands (BLM) and National Forests. DEQ and authorized agents closely monitor local burning and regional burning to prevent such occurrences, however, the City expects them to occur periodically.

LRAPA does not monitor air quality within the City of Veneta. The closest monitoring station is located at the Mahlon-Sweet Airport in the northwest corner of the city of Eugene. Annual 24-hour and annual Total Suspended Particulate (TSP) standards, primary and secondary, have not been exceeded at the airport station. Data from the entire LRAPA monitoring program is in the appendix.

LRAPA has expressed concerns that if major industrial development were to occur in Veneta, the industry could impact on the Eugene-Springfield AQMA. As mentioned previously, the City of Veneta does not anticipate any major industrial development of a type that will affect air quality.

The City recognizes that activities and regulations of other agencies, communities, and air pollution sources may continue to impact on Veneta's air quality in the future. Coordination with EPA, DEQ, LRAPA, State Highway Division and L-COG will continue.

- (a) Compatibility with Air Quality Standards in Class II PSD Areas:

Veneta is located within a Class II PSD (Prevention of Significant Deterioration) area. The City assumes that 100 percent of the Class II TSP and SO₂ increments are available.

It has been determined by using the guidelines in the "DEQ Handbook for Environmental Quality Elements of Oregon Local Comprehensive Plan (Air Quality Section)", discussion with representatives from LRAPA and support documentation that the City of Veneta does not appear to conflict with Class II PSD air quality standards.

(b) Carbon Monoxide (CO) Air Quality Standards:

The City conducted a Carbon Monoxide Screening Procedure by contacting the State Highway Division to determine if the CO Air Quality Standards are exceeded within the City of Veneta. The heaviest present and future traffic volume location is at the intersection of Highway 126 and Territorial Road, this area will continue to generate large traffic volume from both local traffic and through traffic between the Eugene-Springfield metropolitan area and the coast.

LOCATION	COUNT	SPEED
Florence-Eugene Highway		
.01 miles W. of Central Road	9,400	55 mph
East Veneta City Limits	9,700	55 mph
.01 miles E. of Territorial Road	9,500	35 mph
North Veneta City Limits	9,900	35 mph
.01 miles W. of Territorial Road, Elmira	5,600	
Territorial Road		
.01 miles N. of Hwy 126, Elmira	5,200	35 mph
.01 miles S. of Hwy 126, Elmira	9,900	35 mph
North Veneta City Limits	9,900	35 mph
.01 miles S. of Broadway Avenue	7,100	35 mph
.01 miles S. of Hunter Avenue	4,700	35 mph
.01 miles N. of Bolton Hill Road	4,500	35 mph
.01 miles S. of Bolton Hill Road	3,300	40 mph
South Veneta City Limits	1,650	40 mph

Based upon the above findings, no violations of the Carbon Monoxide (CO) standards exist and no violations are anticipated in the future.

It has been determined by using carbon monoxide screening procedures in the DEQ publication, "DEQ Handbook for Environmental Quality Elements of Oregon Local Comprehensive Plans (Air Quality Section)" and the information in the table above, the roads within the City of Veneta do not cause existing or future violations of the 8-hour Carbon Monoxide standards.

2. Water Quality -City Sewerage System: The City of Veneta operates a sewage treatment lagoon which serves the urbanized area of the community and is projected to serve the Phase I Development Area. Developments outside the sewer service area are served by on-site disposal systems. Lane County Department of Environmental Management and the State Department of Environmental Quality administer all on-site disposal system permits.

The City has obtained an NPDES Discharge Permit from DEQ for the sewage lagoon. The most recent City of Veneta Sewer System monitoring reports show that Veneta is in compliance with DEQ and EPA Discharge regulations and City's NPDES permit.

Veneta's sewerage system has been evaluated in the "1970 Preliminary Public Works Planning Study for a Sewage Collection and Treatment System in Veneta, Oregon" (Schaudt, Stemm and Walter, Inc., Eugene, Oregon). Due to the rapid growth of the city and the uncertainties concerning sewage treatment in Veneta, the City proposes to undertake a Step I Sewer System Facilities Plan by 1995. The completion of the new Step I Sewer System will enable the City to continue to work closely with the Lane Council of Governments "208" Water Quality Program in efforts to secure Step II and Step III construction grant/loan funds to upgrade the Veneta Sewage Treatment Facilities.

3. Water Quality -Drainage Channel and Long Tom River:

(a) Water Quality in Drainage Channels: Little information exists on water quality and contaminants in the numerous drainage channels throughout the city. The Lane County Department of Environmental Health does investigate potential health hazards in the city, when requested.

(b) Long Tom River Water Quality: The Long Tom River flows adjacent to the city (northwest corner). It is a slow moving stream with numerous log jams that form before the river empties into the Fern Ridge Reservoir. The State Highway Division has completed an environmental impact statement concerning Veneta-Noti section, Highway 126 which clearly explains water quality issues of the Long Tom River. This document may be obtained from the State Highway Division.

4. Noise Control: The preservation of Veneta's rural residential character is important to all residents of the community. As the City becomes more urbanized, the potential exists that additional noise sources will impact on the quieter residential areas of the city. By careful consideration of noise impacts in the development process, the City hopes to eliminate noise nuisances when possible.

Few noise sources presently exist which impact on residential areas and create noise hazards.

- (a) Commercial/Industrial Zones: An existing wood shake mill and a small diesel repair shop pose no problems to residents within 500 feet. New industrial developments will be evaluated for noise impacts.
- (b) Traffic Noise: Traffic noise on Highway 126 and Territorial Road currently impacts on nearby properties. With increased commercial and residential development within the community, the traffic noise impact will increase. Special consideration of the traffic noise impacts may be necessary in the future.

K. AREAS SUBJECT TO DEVELOPMENT CONSTRAINTS

GOAL:

Protect life and property from natural hazards and disasters.

POLICIES:

1. All Hazard Areas: The City shall cooperate with all local, state, and federal agencies to ensure that all physiographic constraints to development are evaluated and hazards are minimized.
 - (a) Any lands within the designated hazards areas may be subject to an in-depth review of development limitations at the time of land division or land development. The Planning Commission may require any person to submit data demonstrating that the proposed development is within the carrying capacity of the natural resources and that development hazards will be eliminated or the affects of the hazards alleviated.
 - (b) An in-depth review may be required if affected property possesses any of the following characteristics:
 1. Site is traversed by a natural drainage channel or has demonstrated drainage limitations.
 2. Site is located in a designated flood plain or flood hazard area.
 3. Site is located in the steep slopes area above the 450 foot elevation level.
 4. Site includes open space and greenway areas designated in the Veneta Comprehensive Plan.
2. Flood Plain and Flood Hazard Areas: The City shall cooperate with local, state, and federal agencies to ensure that any development within the flood hazard area is protected from a standard project flood and development is precluded in the floodway.

3. Low-Wet Areas and Storm Drainage Facilities: The City shall cooperate with private developers, county, state, and federal agencies to ensure that adequate storm drainage facilities are provided in Veneta.
 - (a) All new developments shall protect existing natural drainage channels or provide storm drainage facilities to alleviate the storm drainage needs of the area.
 - (b) Storm water drainage facilities shall be provided to direct storm water runoff into the same watershed area.
 - (c) All new developments shall protect the natural drainage channels designated as linear greenways and open space areas in the Parks and Open Space Plan.
 - (d) Improvements to storm sewers and drainage-way shall be made in accordance with plans approved by the City Engineer.
 - (e) The City shall cooperate with the State Highway Division, Lane County Public Works Department, the U. S. Army Corps of Engineers, the U. S. Soil Conservation Service and all other local, state, and federal agencies to ensure that adequate storm drainage facilities are provided within the City of Veneta.
 - (f) All new development shall consider the stormwater runoff impact the new development will have on areas beyond the development. The developer, City, and impacted property owner shall work closely with each other to insure that adverse development impacts of stormwater runoff from the new development are alleviated or avoided and that all necessary storm sewer or drainage facilities will be installed prior to or concurrent with the proposed development.
4. Steep Slope Areas: The City shall cooperate with all private developers and affected persons to ensure that steep slope hazard areas are identified and non-buildable slopes are protected.
 - (a) All developments over two acres in size and land division proposals located on slopes exceeding 15% shall provide a geotechnical report identifying buildable and non-buildable areas, proposed improvements to alleviate the hazards and a statement on the environmental impact of the development.
 - (b) Subzone zone shall be used to identify this steep slope zone on the Veneta Zoning Map.

NARRATIVE:

The City of Veneta plans to provide sufficient acreage for compact urban development. The extension of urban services and the development of residential, commercial, and industrial development will be limited by various constraints: physiographic, existing public facilities, and expansion of public utilities.

Physiographic Constraints

Flood Plain Hazards

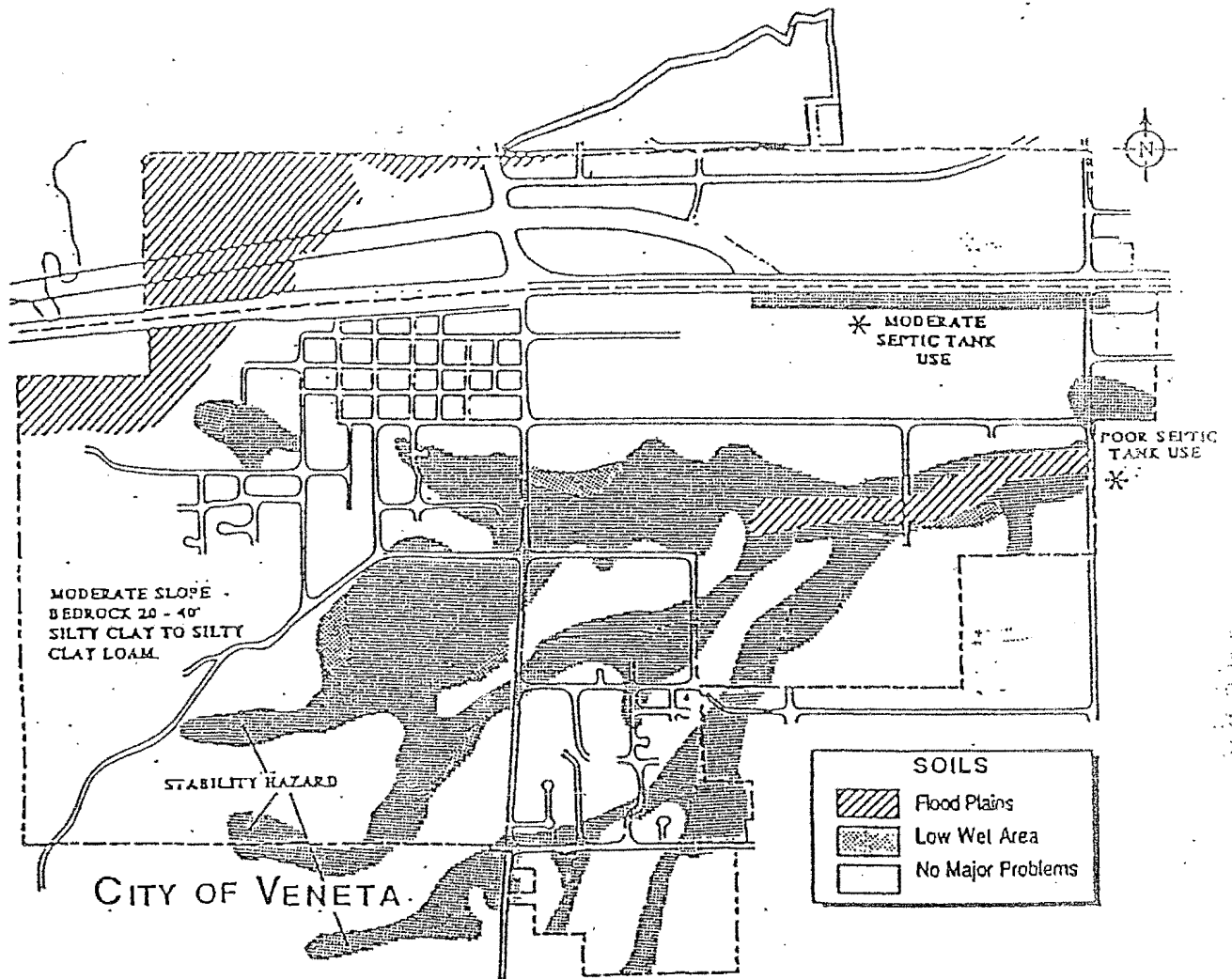
Low-Wet Areas and Drainage Hazards

Steep Slope Hazards

Public Utility Constraints

Water System

Sewer System



Physiographic Constraints: Three main physiographic constraints will restrict development in specific areas of Veneta. (See attached maps of Flood Hazard, Low-Wet Areas and Steep Slope Areas)

- (a) Flood Plain Hazards. The City participates in the Federal Flood Insurance Program administered by the Department of Housing and Urban Development, Federal Emergency Management Administration (FEMA). The U. S. Army Corps of Engineers completed a hydraulic analysis of the Long Tom River Flood Plain, Map #PD-36-48, dated July 28, 1981 and revised November 21, 1984. The Federal Emergency Management Agency utilized the Corps of Engineers data and completed a Flood Insurance Study dated March 18, 1987; the study includes a Flood Insurance Rate Map (FIRM), Community Panel #410128, 0001. The City adopted revised flood insurance regulations in 1987 to comply with federal requirements.

The Flood Insurance Study for Lane County, Oregon and Incorporated Areas, dated June 2, 1999, was completed. Veneta again revised the Flood Plain Subzone in the Land Development Ordinance to comply with federal requirements.

- (b) Low-Wet Areas and Drainage Hazards.

1. Storm Drainage Facilities: Storm water runoff has created a variety of minor flooding problems within the City of Veneta during the past 20 years. The City has storm-sewers within the new subdivisions and in some areas of the older Veneta Plat area. A map of existing storm-sewers is included in the Storm Drainage Plan.
2. Natural Drainage Channels: A series of natural drainage channels exist in Veneta and direct storm water runoff to Fern Ridge Reservoir, as shown in the Parks and Open Space Map.

As urban development occurs, the provision of storm water drainage facilities will become more critical. Care is necessary to ensure that flooding problems do not result from the closure of these drainage channels.

The U. S. Department of Agriculture, Soil Conservation Service (Eugene), has conducted a major study of the east-west drainage basin in the Veneta Flood Prevention Project. Engineering drawings, plans, and specification have been completed and markers have been set in the drainage channels. Due to limited congressional funding and the inability of the City and SCS to obtain easements, the project has been postponed.

If funding would become available in the future, the project could be reactivated at the City's request. Completion of the project would develop the area into landscaped linear greenway and open space drainage areas in compliance with the Parks and Open Space Plan.

3. Future Storm Sewers: As mentioned, there are few existing storm sewers in the community. New developments in the urban services area will be required to install storm drainage facilities based on runoff coefficients calculated for each drainage basin and in accordance with the June, 1987 City of Veneta Storm Drainage Study.

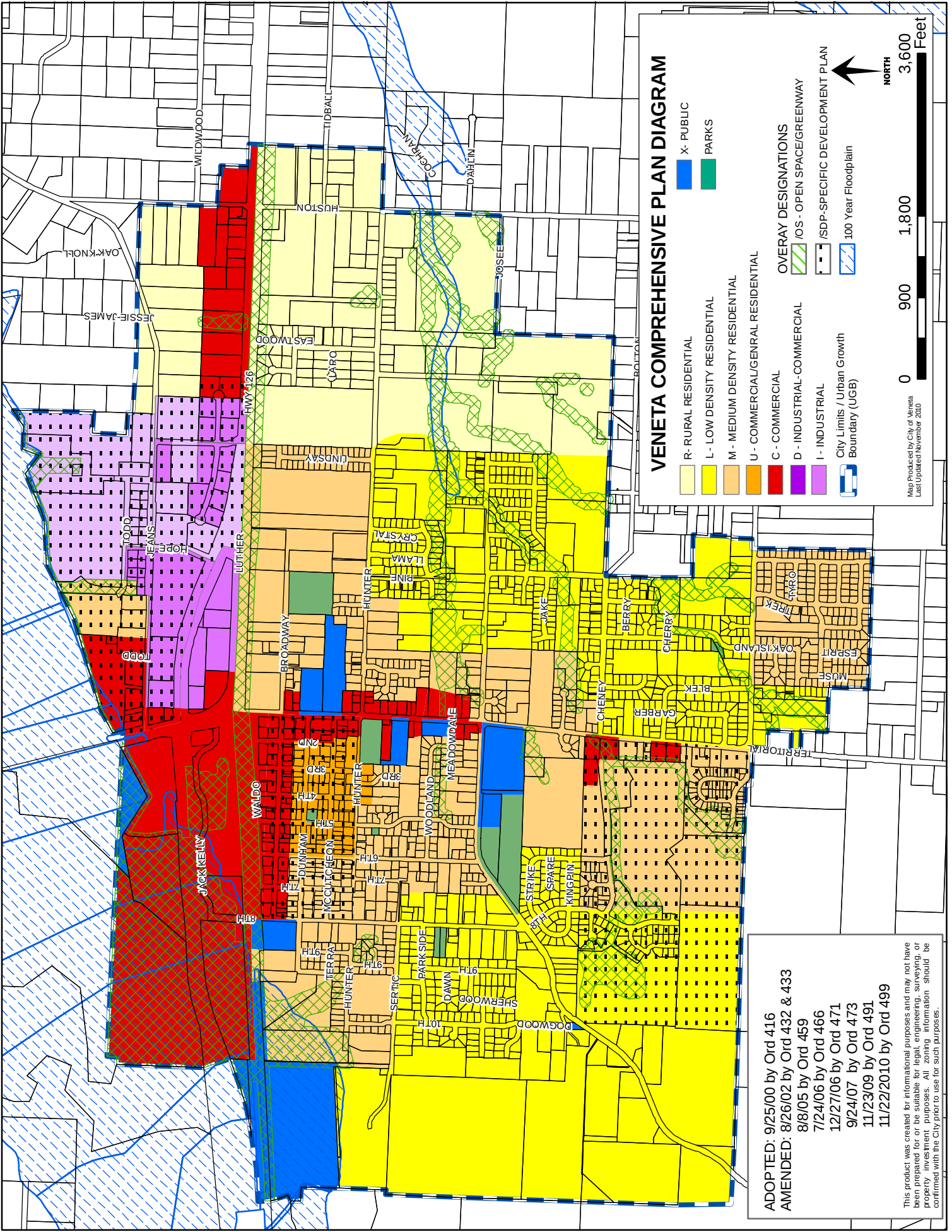
IV. COMPREHENSIVE PLAN MAP AND LAND USE DESIGNATIONS

NARRATIVE:

The Comprehensive Plan map is a graphic designation of future land use in Veneta. Specific development decisions should be checked against the individual plan element. If a conflict appears between plan policies and the Comprehensive Plan map, the plan policies shall prevail. Land use designations in the Plan are the basis for the zoning map and shall be referred to in updating or revising the zoning map. In Veneta the Urban Growth Boundary and City Limits are the same.

The Comprehensive Plan map depicts 10 (ten) plan designations.

- Industrial (I)
- Industrial/Commercial (IC)
- Commercial (C)
- Commercial/General Residential (U)
- Medium Density General Residential (M)
- Low Density Single-Family Residential (L)
- Rural Residential (R)
- Public (X)
- Parks (P)
- Open Space/Greenway (O)



ADOPTED: 9/25/00 by Ord 416
 AMENDED: 8/26/02 by Ord 432 & 433
 8/8/05 by Ord 459
 7/24/06 by Ord 466
 12/27/06 by Ord 471
 9/24/07 by Ord 473
 11/23/09 by Ord 491
 11/22/2010 by Ord 499

This product was created for informational purposes and may not have been prepared for or be suitable for legal, engineering, surveying, or property investment purposes. All zoning information should be confirmed with the City prior to use for such purposes.

PLAN DESIGNATIONS:

INDUSTRIAL (I)

Purpose of Plan Designation:

- Provide areas for manufacturing, assembly, packaging, wholesaling and related limited industrial uses which have minimal environmental impact and are situated in the community to provide an attractive industrial area.
- Ensure that sufficient lands are available for development of attractive industrial areas to serve Veneta and the Fern Ridge area.
- Preserve land for industrial uses and not allow it to be divided and converted to residential or commercial uses.
- Allow for the clustering of industrial activities for mutually compatible and efficient provision of public utilities, streets and services.
- Permit no residential uses within the industrial designations.

INDUSTRIAL/COMMERCIAL (IC)

Purpose of Plan Designation:

- Provide areas suitable for limited manufacturing, warehousing and commercial activities which have minimal emissions or nuisance characteristics.
- Ensure that sufficient lands are available to encourage immediate industrial and commercial development in Veneta.
- Protect lands in large parcels which will be needed for future industrial and commercial development.
- Permit light and medium industrial uses which have minimal environmental impacts and are developed in an attractive industrial setting.
- Prohibit heavy industry producing high traffic volumes, noise and/or pollutants.
- Permit commercial uses to supplement industrial uses and/or to provide needed retail, automotive repair, welding or other commercial uses that are compatible with industrial uses
- Permit residential living quarters as a conditional use in conjunction with a mini-warehouse, or by occupying no more than 50% of the same building in which a business is housed.

COMMERCIAL (C)

Purpose of Plan Designation:

- Provide areas suitable and desirable for all types of commercial development intended to meet the business needs of area residents and highway travelers.
- Ensure that sufficient lands are available to encourage commercial development in Veneta.
- Permit residential living quarters in the back or above a commercial structure as a conditional use.
- Allow for mixed use structures in commercial zones by allowing residential units above first floor commercial developments.

Urban Renewal Plan: Seek to obtain financing to construct priority public improvements. Encourage rehabilitation, conservation, land acquisitions, and redevelopment projects.

West Broadway Main Street: Work with the West Lane Chamber of Commerce to develop Broadway as the "main street" for the Fern Ridge area. Implement design recommendations developed by the Oregon Downtown Development Association (ODDA) in the Downtown Master Plan in 2006 and the "Next Steps Strategies" in February 2008. Encourage a pedestrian friendly environment, with retail shops, professional offices, government providers and other commercial services to locate along West Broadway, west of Territorial Highway.

Territorial Highway Commercial Area: Maintain traffic safety and adequate function of Territorial Highway by providing wider turn lanes, landscaped medians and bike lanes to calm traffic through the commercial area. Work with the Oregon Department of Transportation to coordinate ingress and egress at appropriate locations to minimize interruption of traffic flow.

Highway 126 Commercial Area: Maintain traffic safety and adequate function of Highway 126 as a major arterial by allowing development that would not create major traffic hazards. Work with the Oregon Department of Transportation to limit ingress and egress to appropriate locations which will minimize interruption of traffic flow.

Neighborhood Commercial Nodes: Small neighborhood commercial areas shall be allowed in any plan designation area when located at the intersection of two major arterials and/or collectors. Small mom and pop type commercial shops, professional offices and other uses compatible with the surrounding land uses will be allowed.

[Commercial (C) Plan Designation amended by Ordinance 491, November 23, 2009]

COMMERCIAL/GENERAL RESIDENTIAL (U)

Purpose of Plan Designation:

- Provide areas suitable and desirable for a mixture of residential and commercial uses with provisions for associated public service uses, and other uses under controlled conditions.
- Allow professional offices in areas where professional uses will be clustered within or near the downtown.
- Allow vertical and horizontal mixed-use so people can live above or behind offices or stores.
- Encourage home-occupations that could be a nuisance in strictly residential areas.
- Require a minimum lot size of 5400 square feet for single-family detached dwelling units. The minimum lot size for single-family attached or multi-family units is 7,500 square feet minimum for duplex and 2,000 square feet per unit thereafter. Undersized lots, existing prior to 1980, may be developed as single-family residential lots.
- Exclude mobile home parks from the downtown area.

MEDIUM DENSITY GENERAL RESIDENTIAL (M)

Purpose of Plan Designation:

- Provide areas suitable and desirable for a variety of housing types and densities with provisions for associated public service uses, planned developments and other uses under controlled conditions.
- Ensure that sufficient lands are available for development of a variety of housing types by allowing an intermix of housing types within a medium density residential area. Allow densities up to fifteen (15) living units per net acre. Planned Development (PD) may qualify for density bonuses up to twenty (20) living units per net acre.
- Require a minimum lot size of 6,000 square feet per single-family detached dwelling unit. The minimum lot size for single-family attached or multi-family units is 7,500 square feet minimum for duplex and 2,000 square feet per unit thereafter. Undersized lots, existing prior to 1980, may be developed as single family residential lots.
- Allow mobile home parks in the General Residential (GR) Zone.
- Concentrate medium-density housing in and around the downtown area. Typical housing densities would be approximately 6-14 units per net acre
- Use the medium-density housing to transition from higher intensity uses to low-density residential.
- Allow for residential care facilities for more than 15 people. Allow up to 30 units per acre.

LOW DENSITY RESIDENTIAL (L)

Purpose of Plan Designation:

- Provide areas suitable and desirable for primarily single-family uses with provisions for associated public service uses, planned developments, and limited multiple-family use under controlled conditions on lots incapable of division to city standards.
- Ensure that residents are provided with a low density single-family residential area.
- Allow up to seven (7) units per net acre. Planned Developments may qualify for a density bonus of up to fifteen (15) living units per net acre in the Single Family Residential (SFR) zone.
- Require minimum lot sizes shall of 6,000 square feet and 8,000 square feet on steep slopes. Larger lots may be established by the Planning Commission if it determines that development hazards or constraints exist or if the Planning Commission finds larger lot sizes will be more compatible with surrounding residential areas.
- Allow multi-family uses in this designation area if there is no feasible alternative which would allow division of the large lot into smaller single-family lots.
- Allow for residential care facilities for more than 15 people. Allow up to 30 units per acre.

RURAL RESIDENTIAL (R)

Purpose of Plan Designation:

- Allow rural residential areas of land to continue until even when water and sewer services are extended.
- Allow the City of Veneta or the property owner to initiate a plan designation change to either Low Density or Medium Density Residential, and applicable zoning map amendments, when development to urban uses and densities is desired and services become available.
- When reviewing land divisions for minimum lot sizes, the Planning Commission shall take into consideration problems of water supply, sewage disposal, and stormwater runoff. All land divisions must result in lots or parcels that are at least one acre in size.
- 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 owners 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.

PUBLIC (X)

Purpose of Plan Designation:

- Ensure that sufficient lands are available for development for the expansion of existing public facilities and construction of new facilities as the community grows.
- Land for New Public Facilities: Encourage other public entities such as School District 28J, Lane County Fire Protection District #1 and other agencies, to obtain sufficient open space areas and buildable lands on which to locate new facilities.

PARKS (P)

Purpose of Plan Designation:

- Indicate existing and city park facilities available for public use.

OPEN SPACE - GREENWAY OVERLAY (O)

Purpose of Overlay Plan Designation:

- Identify major areas which should remain largely undeveloped. These areas are not designated for any conversion to eventual urban uses as are rural residential areas.
- Provide open space corridors and parkways for expansion of pedestrian/bicycle networks.
- To protect citizen and natural resources safety as required by federal law through the maintenance and enhancement of water quality and flood control by providing an undeveloped buffer between wetlands and developed areas.
- Maintain and enhance wildlife habitat and movement corridors by preserving and enhancing native vegetation and riparian areas.
- Provide a buffer between residential lands and other high intensity or industrial uses.

[Purpose of Open Space – Greenway Overlay (O) amended July 24, 2006 by Ord. 466]

V. IMPLEMENTATION AND UPDATES TO THE PLAN

A. IMPLEMENTATION OF THE PLAN

The measure of success of the Comprehensive Plan would be how well the Plan dealt with the objectives and the problems which were outlined and if the plan policies are implemented.

Veneta's Comprehensive Plan's primary focus is the process of urbanization, or the conversion of rural lands to urban uses. The entire plan is based on a rational and economical pattern of growth which promotes contiguous urbanization in relation to land requirements for the planning population, and the City's ability to provide services and utilities. The Plan, through designation of Rural Residential land, also makes clear distinctions between areas of rural and urban uses during this process of urbanization, especially in view of the fact that the area within the Urban Growth Boundary is capable of supporting more population than the 20-year planning population.

This basic expression of urbanization speaks directly to the problems of sustaining urban growth with a bedroom community while keeping future long-term development options available. It also relates to the plan objectives and LCDC goals dealing with the need for orderly urbanization utilizing services, particularly utilities, in providing an overall framework for guiding urban development.

The implementation of this growth pattern will, in the long-run, aid Veneta in avoiding most of the costly problems associated with urban sprawl. One of the long-term benefits will also be a substantial savings in energy consumption.

The Plan has also gone to great length to restrict urban development from areas of natural hazards and to protect open spaces, both woodlands and agricultural lands, from unnecessary urban encroachment.

Safe, convenient, and economical transportation systems were also major considerations. The Plan responds to the need to upgrade and improve circulation patterns within the city, as well as encouraging the use of public transit and the continued development of bicycle trails as alternative circulation options.

Community facilities and services have been addressed not only in terms of specific problems, but also in terms of future land use implications as new or additional facilities will be required to serve a population of 5,760.

Economic development has also been emphasized in the Plan to help expand the local economy of the area. Particular attention has been directed toward developing a CBD area capable of functioning as a Fern Ridge commercial and service area.

Particular problems dealing with the housing situation have been pointed out with recommendations that the City respond by establishing a monitoring program, and by the City supporting private development programs to assist low-income families.

The Comprehensive Plan was also developed with emphasis on community participation during the establishment of a pertinent data base, and during the evaluation of plan proposals. This kind of community involvement will be valuable in establishing the plan as a policy framework on which to base future decisions and actions. Citizen involvement is also essential to the notion that the Plan is a flexible document that must respond to community needs; and, therefore, that planning is a continuing process which is integral to the functioning of local governments.

For the Comprehensive Plan to be an effective long-range guide for the future development of the community, implementation measures are a necessity. This entails utilization of legal tools for land use control and development of a capital improvement program for public improvements and facilities.

Traditionally, the two most important tools for land use control have been zoning and subdivision regulations. Of these, zoning has usually been the most widely used device to carry out the plan.

The basis of zoning is the Comprehensive Plan, and, in this case in particular, the land use plan element. Where the Comprehensive Plan delineates in a generalized manner land use of the future, the Zoning Ordinance governs existing land use in a specific manner. The Zoning Ordinance essentially insures that the community at any point in time has adequate space for various land uses that these uses are properly situated in relation to one another, and that appropriate development densities are maintained. In this manner, the community can direct growth to occur in appropriate places where public services can be economically provided.

Review of the Zoning Ordinance should occur on a periodic basis to ensure that it keeps pace with changes in the community or with changes in the Comprehensive Plan.

The Land Division Ordinance is another legal tool by which the City can implement the Plan, since the ordinance deals with prescribed standards of street and lot design as they relate to the objectives of the plan. In essence, the Land Division Ordinance offers the opportunity for planning new additions to the city in accordance with the Comprehensive Plan, thereby enhancing future development while avoiding the recurrence of past mistakes.

A capital improvement program consists of a comprehensive list of needed public improvements or facilities. These include such items as roads, utilities, and public buildings such as fire and police facilities, schools, city hall, library, etc.

The type, location, and timing of these public improvements has a pronounced effect on the physical development of the city, and, with careful planning, the provisions of these facilities can be influential in helping to implement the Comprehensive Plan.

Thus, the role of the capital improvements program is to identify needed improvements and facilities, to determine the relative priority of each, and determine approximately when these improvements or facilities will be needed as they relate to the Comprehensive Plan.

The most descriptive example is the provision of water and sewerage facilities. The Comprehensive Plan gives general directions as to where and when future growth should occur. The capital improvements program seeks to utilize the financial capabilities of the city to ensure that adequate water and sewer capacities and facilities will be available at the right time in the right location to sustain and stimulate development. Thus, the capital improvement program is a means by which the City can program its limited financial capabilities with the need to provide basic services to the community and to make these available at the appropriate time. The City has adopted a Capital Improvement Program for the Veneta Urban Renewal Area and needs to integrate public improvements from throughout the city into the priority list.

While the Comprehensive Plan deals with the long-range development of the city, the capital improvement program usually centers on shorter periods of time in terms of priorities and financing programs. As a result, specific priorities and costs may be designated over a five, or,

in some instances, a ten-year period. On a short-range basis, this type of programming helps to coordinate day-to-day decisions with the longer range objectives of the plan.

B. UPDATING THE PLAN

In order to maintain a workable plan, the City must review the Plan on a regular basis. It is suggested that the Plan be reviewed yearly and amended as necessary with major revision and updating occurring at seven- to ten-year intervals in conjunction with Periodic Review. As example, this Plan update is the fifth major revision of the City's Plan since it was adopted in 1969. Numerous amendments and technical reports have been added since 1980.

The Comprehensive Plan is intended to be flexible, and part of this flexibility is the ability to amend the plan when situations warrant changes. The long-range nature of the Plan requires decisions to be made based upon projections, namely economic and population projections. As time progresses, these projections must be continually compared with existing conditions, and, if a wide discrepancy occurs, the plan should be updated to reflect these changes. Otherwise, it will not realistically meet the needs of the community.

The City Council is solely responsible for adopting amendments to the Comprehensive Plan or for adopting an updated plan. Updating the plan periodically as recommended above would require Council action authorizing study to determine appropriate revisions. This most likely would be accomplished by directing the Planning Commission to undertake this work utilizing either city staff or contracting to either a public planning agency such as the County or LCOG or contracting to a private planning consultant.

Comprehensive Plan amendments, however, can be initiated by private citizens. The procedure will be exactly the same as the procedure used for a zone change as outlined in the Veneta Land Development Ordinance. The applicant makes the initial request for a plan amendment to the Planning Commission. The City notifies LCDC of the proposal prior to the first hearing date, per ORS 197.610. The Planning Commission holds a public hearing and makes its recommendation to the City Council. The City Council holds a final public hearing. If the amendment is approved, the City would instruct the city attorney to prepare an ordinance to that effect and the ordinance could be adopted at the next regularly scheduled Council meeting.

For a plan amendment to be legally adopted, there must be documentation of an "established need" for the plan change. The establishment of this need rests ultimately with the City Council. However, the most common practice in Oregon is for the City Council and Planning Commission to require the applicant to submit the documentation for establishing that changes in the Comprehensive Plan cannot be arbitrary or capricious but must be based on a demonstrated need.

Appendix A: Economic Opportunity Analysis

City of Veneta

Economic Opportunities Analysis



May 2015

Final Report

Prepared for:
The City of Veneta

Prepared by:
Community Planning Workshop

A Program of the
Community Service Center
csc.uoregon.edu/cpw



UNIVERSITY OF OREGON



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About the Community Service Center

The Community Service Center (CPW), a research center affiliated with the Department of Planning, Public Policy, and Management at the University of Oregon, is an interdisciplinary organization that assists Oregon communities by providing planning and technical assistance to help solve local issues and improve the quality of life for Oregon residents. The role of the CPW is to link the skills, expertise, and innovation of higher education with the transportation, economic development, and environmental needs of communities and regions in the State of Oregon, thereby providing service to Oregon and learning opportunities to the students involved.

About Community Planning Workshop

Community Planning Workshop (CPW) is an experiential education program within the Community Service Center. CPW is affiliated with the Department of Planning, Public Policy and Management at the University of Oregon. Students work in teams under the direction of faculty and Graduate Teaching Fellows to develop proposals, conduct research, analyze and evaluate alternatives, and make recommendations for possible solutions to planning problems in Oregon communities. The CPW model is unique in many respects, but is transferable to any institution that desires to link pedagogy with community service.

About the EDAUC

The University of Oregon Economic Development Administration University Center is a partnership between the Community Service Center, the UO Department of Economics, the Oregon Small Business Development Center Network and UO faculty. The UO Center provides technical assistance to organizations throughout Oregon, with a focus on rural economic development. The UO Center seeks to align local strategies to community needs, specifically with regards to building understanding of the benefits of sustainable practices and providing technical training to capitalize on economic opportunities related to those practices. The EDC is partially funded through a grant from the U.S. Department of Commerce, Economic Development Administration.

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EXECUTIVE SUMMARY

This report presents an Economic Opportunities Analysis consistent with the requirements of statewide planning Goal 9 and the Goal 9 Administrative rule (OAR 660-009). Goal 9 describes the EOA as “an analysis of the community’s economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends” and states that “a principal determinant in planning for major industrial and commercial developments should be the competitive advantage of the region within which the developments would be located.”

The primary goals of the EOA are to (1) project the amount of land needed to accommodate the future employment growth within the Veneta Urban Growth Boundary (UGB) between 2015 and 2035, (2) evaluate the existing employment land supply within the Veneta UGB to determine if it is adequate to meet the need, and (3) to fulfill state planning requirements for a twenty-year supply of employment land. This project included preparation of an economic development implementation strategy, which is presented in a separate document.

How much buildable employment land does Veneta currently have?

Veneta had 107 suitable acres in employment plan designations as of 2014. Table S-1 shows employment acres with development capacity (e.g. lands classified as vacant or partially vacant) by constraint status and plan designation in the Veneta UGB in 2014. Analysis by constraint status (the table columns) shows that 6 acres are classified as developed, and 40 acres are classified as constrained. Constrained acres are not suitable for employment uses, leaving 107 acres that are considered land suitable for new employment.

Table S-1. Vacant and Partially Vacant Land by Plan Designation, Veneta UGB, 2014

Plan Designation	Code	Number of Tax Lots	Total Acres	Land Not Suitable for New Employment		Land Suitable for New Employment
				Developed Acres	Constrained Acres	Suitable Acres in Vacant and Partially Vacant Taxlots
Commercial	C	44	85	6	36	44
Industrial	I	22	49	0	4	45
Industrial-Commercial	IC	16	19	0	0	19
Commercial-General Residential	U	5	0	0	0	0
Total		87	153	6	40	107

Source: GIS data provided by the City of Veneta; Analysis by CPW

How much growth is Veneta planning for?

Veneta will add 612 employees between 2015 and 2035. CPW used the regional employment growth safe harbor rate prepared by the Oregon Employment Department. This assumes that employment will grow at a rate similar to that in the region. The most recent Oregon Employment Department (OED) forecast shows regional employment growth at an average annual growth (AAGR) rate of

1.43 percent.¹ Using the OED rate of 1.43 percent, Veneta's employment is forecast to increase from 1,789 to 1,867 in 2015 and then to 2,479 in 2035 (Table S-2). This is a net increase of 612 employees over the 20-year forecast period. Based on this forecast, Veneta's ratio of population to employment (PE ratio) will increase from 3.16 to 4.24.

Table S-1. Employment, Veneta UGB, 2015-2035

Year	Population Forecast	Total Employment	PE Ratio
2012		1,789	
2015	5,902	1,867	3.16
2035	10,505	2,479	4.24
Change 2015 to 2035			
Employees		612	
Percent		25%	
AAGR		1.43%	

Source: Calculations by CPW using data for Lane County employment from the U.S. Department of Commerce, Bureau of Economic Analysis (total) and the Oregon Employment Department. Population forecasts from Portland State University, adopted by Lane County in August 2008.

How much land will be required for employment?

Veneta will need approximately 35 net acres and 41 gross acres to accommodate new employment forecast between 2015 and 2035. CPW used a 15% net to gross factor to estimate gross acres. The majority of land demand is for commercial employment (29.6 gross acres). The forecast estimates demand for 9.1 gross acres for industrial employment, and 1.9 gross acres for government employment.

Table S-3. Estimated demand for employment land using safe harbor forecasts, Veneta UGB, 2015-2035

Land Use Type	Employment Growth (Employees)	Employee Per Acre Assumption	Land Demand	
			Net Acres	Gross Acres
Industrial	77	10	7.7	9.1
Commercial	503	20	25.2	29.6
Government	32	20	1.6	1.9
Total	612		34.5	40.6

Source: Community Planning Workshop

Does Veneta have enough land to accommodate employment growth?

A key objective of the Veneta EOA was determining if the City has sufficient suitable commercial and industrial land to accommodate forecast employment growth between 2015 and 2035. Table 5-1 compares the supply of buildable land with the demand for employment land:

¹ <http://www.qualityinfo.org/pubs/projections/projections.pdf>

- **Industrial:** Veneta has a supply of 44.6 acres of buildable land designated for industrial uses. The employment forecast projects demand for 9.1 gross acres of industrial land. Veneta has a surplus of 35.5 acres of industrial land.
- **Commercial:** Veneta has a supply of 43.5 acres of buildable land designated for commercial uses. The employment forecast projects demand for 31.5 acres of commercial land. Veneta has a surplus of 12.0 acres of commercial land.
- **Industrial-Commercial:** Veneta has a supply of 19 acres of buildable land that is designated for industrial or commercial uses. Land designated industrial-commercial could accommodate both industrial and limited commercial uses and therefore contributes to Veneta's surplus of available buildable land.

In summary, the land sufficiency analysis shows that Veneta has a surplus of land in all plan designations in light of forecast employment growth between 2015 and 2035. In total, Veneta has a surplus of more than 66 acres.

Table S-4. Comparison of sufficiency of employment land to accommodate employment growth, acres, Veneta, 2015 to 2035

Plan Designation/ Employment Type	Land Supply (Gross Acres)	Land Demand (Gross Acres)	Land Surplus (Deficit)
Industrial	44.6	9.1	35.5
Commercial			
Commercial	43.5	29.6	
Government		1.9	
Commercial Subtotal	43.5	31.5	12.0
Industrial-Commercial	18.6		18.6
Total	106.8	40.6	66.2

Source: Community Planning Workshop

What type of business does Veneta want to attract?

While Veneta is interested in working with a broad range of businesses, previous efforts identified specific "target" industries. Veneta chose the targeted industries by identifying industries that are viewed as a good fit for the area and that might consider Veneta a good fit given the City's comparative advantages. The industries that fit with the Community's aspirations for growth and identified as having growth potential in Veneta are:

- Food Processing – with a focus on specialty items
- Professional, Scientific, and Technical Services – focus on high-tech
- Secondary Wood Products – focus on niche markets
- Small-scale or Specialty Agriculture including Greenhouse, and Floriculture Products
- Tourism and Wine industry

While Veneta identifies these as target industries, the list above is not exclusive and does not prevent the City from working with businesses in other industrial sectors.

What are the implications of the key economic development issues in Veneta?

Following are key conclusions and implications based on the Economic Opportunities Analysis:

- **Veneta does not need to amend the Urban Growth Boundary.** Veneta has a sufficient inventory of employment land in all plan designations and zones to meet forecast demand for the 2015-2030 planning period.
- **Veneta has a sufficient inventory of suitable, serviced employment sites.** The buildable lands inventory shows Veneta has about 107 acres of unconstrained industrial and commercial land. Forecasts indicate a total land need of 40 acres for the 2015-2035 planning period.
- **Veneta's location presents both advantages and disadvantages.** Veneta's distance from I-5 and proximity to the Eugene-Springfield metropolitan area (1) make Veneta less attractive to industries that need close proximity to the freeway, and (2) create a lot of retail and service leakage. Moreover, many Veneta residents work in Eugene-Springfield. On the positive side, Veneta's rural and small town environment are attractive. Close proximity to the Eugene Airport and access to Highway 126 are also positive attributes.
- **Veneta has a highly skilled population.** A significant number of Veneta residents work in professional occupations (see Table B-2, in appendix B) but work outside Veneta. This is a significant community asset.
- **Veneta has a small employment base.** CPW estimate Veneta has about 1,700 employees, or about one job per three persons. This low population-employment ratio confirms that Veneta is a bedroom community.
- **Veneta has potential to capture more retail and service expenditures.** Veneta households have high per capita disposable income, but Veneta has a lot of retail and service leakage, most of which probably goes to Eugene-Springfield businesses. This creates an opportunity to capture sales and create business opportunities. This is not an easy or automatic outcome—the City has been actively working to attract more commercial businesses with limited success.
- **Veneta has made significant infrastructure investments to support economic development.** Improvements to downtown and the EWEB water intertie are two major successes that provide a foundation for future economic growth in Veneta.

CHAPTER I: INTRODUCTION

This report presents an Economic Opportunities Analysis consistent with the requirements of statewide planning Goal 9 and the Goal 9 Administrative rule (OAR 660-009). Goal 9 describes the EOA as “an analysis of the community’s economic patterns, potentialities, strengths, and deficiencies as they relate to state and national trends” and states that “a principal determinant in planning for major industrial and commercial developments should be the competitive advantage of the region within which the developments would be located.”

Background

The City of Veneta is updating the Economic Development chapter of the City’s Comprehensive Plan. This update includes two related parts: (1) determining whether Veneta has enough employment land through conducting an economic opportunities analysis (EOA) and (2) developing a strategy to guide economic development policy and actions in Veneta. The documents prepared through this process are informed by recent data, consider community viewpoints, express a direct economic development vision for Veneta, and clearly articulate the city’s role in implementing the Veneta Economic Development Strategy.

This study will help the City define its role in achieving community economic development aspirations through policies and implementation strategies. While the study is focused on local policy and implementation, the EOA must comply with the requirements of Goal 9 and OAR 660-009 and related land use statutes and rules.

The City has engaged in a number of recent studies related to economic development. The Lane Council of Governments (LCOG) prepared an economic development strategy in 2003, and a subsequent implementation strategy in 2004. Veneta received grant funding in 2006 to prepare the Downtown Master Plan and associated Market Readiness Analysis Report. The Strategies for Next Steps Implementation addresses how the City will facilitate redevelopment. Moreover, the extension of EWEB the water pipeline to Veneta provides stable capacity to service new development. Following is a list of studies related to community and economic development:

- Veneta Economic Development Strategic Plan (2003)
- City of Veneta Comprehensive Plan (2004)
- Veneta Economic Development Implementation Plan (2004)
- Market Readiness Analysis and Report (2006)
- Next Step Strategies: Redevelopment Action Plan (2008)
- Downtown Master Plan (2006)
- Fern Ridge Visitor Readiness Report (2009)
- Urban Renewal Plan (2013)²

² Full texts of the studies can be accessed at <http://ci.veneta.or.us/docs.cfm>

While the City has pursued a range of focused economic development efforts, the City has not conducted a thorough review of the Economic Element of the Comprehensive Plan since the 1990s. This report presents the results of the Economic Opportunities Analysis (EOA). The purpose of the EOA is to identify economic opportunities (and challenges), inventory buildable lands, and determine whether Veneta has a sufficient supply of buildable lands designated for employment to accommodate growth forecast for the 2015 to 2035 period.

A separate document presents the second product of this project: the Veneta Economic Development Strategy. The Strategy articulates Veneta's vision and goals for economic development and actions to implement the community's aspirations.

Framework for Economic Development Planning In Oregon

The content of this report is designed to meet the requirements of Oregon Statewide Planning Goal 9 and the administrative rule that implements Goal 9 (OAR 660-009). The Land Conservation and Development Commission adopted amendments to this administrative rule in December 2005.³ The analysis in this report is designed to conform to the requirements for an Economic Opportunities Analysis in OAR 660-009 as amended.

1. *Economic Opportunities Analysis (OAR 660-009-0015)*. The Economic Opportunities Analysis (EOA) requires communities to identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county, or local trends; identify the number of sites by type reasonably expected to be needed to accommodate projected employment growth based on the site characteristics typical of expected use; include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and estimate the types and amounts of industrial and other employment uses likely to occur in the planning area. Local governments are also encouraged to assess community economic development potential through a visioning or some other public input based process in conjunction with state agencies.

³ The amended OAR 660-009, along with Goal 9 Rule Fact Sheet are available from the Oregon Department of Land Conservation and Development at <http://www.oregon.gov/LCD/ECODEV/Pages/index.aspx>

2. *Industrial and commercial development policies (OAR 660-009-0020).* Cities with a population over 2,500 are required to develop commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particularly types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the city or county to designate an adequate number of employment sites of suitable sizes, types, and locations. The plan must also include policies to provide necessary public facilities and transportation facilities for the planning area.
3. *Designation of lands for industrial and commercial uses (OAR 660-009-0025).* Cities and counties must adopt measures to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementation measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans. More specifically, plans must identify the approximate number, acreage, and characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies, and must designate serviceable land suitable to meet identified site needs.

This report is an Economic Opportunities Analysis, the first key element required by Goal 9. This EOA includes an analysis of national, state, regional, and county trends as well as an employment forecast that leads to identification of needed development sites. It also includes an inventory of buildable commercial and industrial land in Veneta.

Organization of the Report

The remainder of this report is organized as follows:

- **Chapter 2: Land Available for Industrial and Other Employment Users** presents a regional inventory of industrial and other employment lands
- **Chapter 3: Economic Trends and Factors Affecting Future Economic Growth** presents a summary of economic trends that may affect economic development in Veneta. Chapter 3 provides a summary of the region's comparative advantage and economic opportunities relative to other parts of Lane County and Oregon.
- **Chapter 4: Employment Forecast, Land Demand, and Site Needs** presents an analysis of land demand for commercial and industrial uses in Veneta, focusing on employment growth in the region and discusses the site needs for potential growth industries.
- **Chapter 5: Implications** presents a comparison of land supply and site needs and discusses the implications of the Economic Opportunities Analysis.

This report includes three appendices:

- **Appendix A: National, State, Regional, County, and Local Trends Affecting Future Economic Growth** describes national, state, and local economic trends that will influence the regional economy. Appendix B presents detailed information about economic trends that may affect Veneta, which is summarized in Chapter 3.
- **Appendix B: Factors Affecting Future Economic Growth in Veneta** provides details about factors that may affect economic develop in Veneta and an analysis of Veneta’s comparative and competitive advantages relative to Lane County and Oregon.

CHAPTER 2: LAND AVAILABLE FOR INDUSTRIAL AND OTHER EMPLOYMENT USES

The Buildable lands inventory (BLI) is intended to identify commercial and industrial lands that are available for development for employment uses within the Veneta UGB. The inventory is sometimes characterized as *supply* of land to accommodate anticipated employment growth. Population and employment growth drive *demand* for land. The amount of land needed depends on the type of development and other factors.

This chapter presents results of the commercial and industrial buildable lands inventory for the City of Veneta. The results are based on analysis of geographic information system (GIS) data by the Community Service Center. The remainder of this chapter summarizes key findings of the BLI.

Overview of Land Inventory Methodology

The results of the buildable land inventory (BLI) are based on an analysis of Geographic Information System (GIS) data provided by Lane Council of Governments (LCOG) and the City of Veneta. The BLI consists of several steps:

1. Identifying the “land base” (e.g., lands in plan designations that are primarily focused on employment)
2. Classifying land into mutually exclusive categories
3. Netting out development constraints
4. Developing tabular summaries of lands by classification and plan designation

The buildable lands inventory uses methods and definitions that are consistent with OAR 660-009 and OAR 660-024. The steps in the inventory were:

- Generate employment “land base.” This involved “clipping” all of the tax lots in the Veneta UGB with the comprehensive plan layer. The GIS function was followed by a quality assurance step to review the output and validate that the resulting dataset accurately represents all lands designated for employment use in the Veneta UGB.
- Classify lands. Each tax lot was classified into one of the following categories:
 - *Vacant land.* Tax lots that have no structures or have buildings with very little value. For the purpose of this inventory, employment lands with improvement values under \$10,000 were considered vacant.
 - *Partially vacant land.* Partially vacant tax lots are those occupied by a use but which contain enough land to be further subdivided without

need of rezoning. This determination was made through review of aerial photographs.

- *Undevelopable land.* Land that has no access or potential access, land that is already committed to other uses by policy, or tax lots that are more than 90% constrained.
 - *Developed land.* Land that is developed at densities consistent with zoning with improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.
 - *Public land.* Lands in public ownership are mostly considered unavailable for employment uses. This includes lands in Federal, State, County, or City ownership. Public lands were identified using the Lane County Assessment property tax exemption codes. This category only includes public lands that are located in employment plan designations.
- Identify constraints. The City identifies areas in steep slopes (over 15%), floodways, greenways, and wetlands identified in the Local Wetlands Inventory (LWI), as constrained or committed lands. These areas are deducted from lands that were identified as vacant or partially vacant. To estimate the constrained area within each tax lot, all constraints listed above were merged into a single constraint file which was overlaid on tax lots.
 - Evaluate redevelopment potential. According to statewide planning rules, redevelopable land is land on which development has already occurred but on which, due to present or expected market forces, there exists the potential that existing development will be converted to more intensive uses during the planning period.
 - Tabulation and mapping. The results are presented in tabular and map format with accompanying narrative. The maps include lands by classification, and maps of vacant and partially vacant lands with constraints.

CPW initially classified land using a rule-based methodology. CPW then generated maps that show the results of the application of those rules, with some adjustments made through a validation step based on review of aerial photos and building permit data. The preliminary classification maps were provided to City staff for review and comment.

Summary of Employment Land Supply

Land base

The first step in the BLI process was to identify the employment land base (e.g., lands with plan designations that allow employment). The land base includes the following employment designations – Commercial (C), Industrial (I), Industrial-Commercial (IC), Commercial-General Residential (U). Note that the U designation

allows both commercial and residential uses and was included in the residential land inventory.

Table 2-1 shows that Veneta has about 377 acres of land inside the Urban Growth Boundary (UGB) designated for employment uses. The majority of the land (225 acres) is designated Commercial, 71 acres are designated Industrial, 54 acres Industrial-Commercial, and 55 acres Commercial-General Residential.

Table 2-1. Acres in Employment Plan Designations, Veneta UGB, 2014

Plan Designation	Code	Acres
Commercial	C	225.5
Industrial	I	74.1
Industrial-Commercial	IC	55.2
Commercial-General Residential	U	22.7
Total		377.4

Source: City of Veneta GIS data; analysis by CPW

Notes: Includes Right of Way. Lands in the U designation were also included in the residential inventory.

Table 2-2 shows that about 377 acres and 262 tax lots are within the Veneta UGB are within the employment land base (including lands in Commercial, Industrial, Industrial-Commercial, and Commercial- General Residential). The 377 acres includes lands in right-of-ways. Table 2-2 shows the total acres in each plan designation, the number of tax lots, and the acres in tax lots. Veneta has about 282 acres in tax lots that are within employment land designations.

Table 2-2. Acres in Tax Lots by Employment Plan Designation, Veneta UGB, 2014

Plan Designation	Code	Number		
		Total Acres	of Tax Lots	Acres in Tax Lots
Commercial	C	225.5	132	166.5
Industrial	I	74.1	29	68.1
Industrial-Commercial	IC	55.2	23	32.6
Commercial-General Residential	U	22.7	78	14.7
Total		377.4	262	281.9

Source: City of Veneta GIS Analysis; analysis by CPW

Map 2-1 shows employment plan designations and tax lots within employment plan designations within the Veneta UGB in 2014.

Veneta Employment Plan Designations



Table 2-3 shows employment land by comprehensive plan designation within the Veneta UGB. The results show that of the 282 total acres in employment designations, 96 acres are developed, 79 are constrained (e.g., not suitable for development), and 107 vacant.

Table 2-3. Employment Land by Comprehensive Plan Designation, Veneta UGB, 2014

Plan Designation	Code	Number of Tax Lots	Total Acres	Developed Acres	Constrained Acres	Vacant Acres
Commercial	C	132	166	49	74	44
Industrial	I	29	68	19	4	45
Industrial-Commercial	IC	23	33	14	0	19
Commercial-General Residential	U	78	15	14	0	0
Total		262	282	96	79	107

Source: City of Veneta GIS data; analysis by CPW

The next step in the employment land inventory was to classify lands into mutually exclusive categories that relate to their development status. Table 2-4 shows all employment land in the Veneta UGB by classification and plan designation. The results show that of the 282 total acres in employment designations, 129 acres are developed, 26 are partially vacant, and 127 acres vacant. Note that Table 2-4 does not deduct for development constraints (for example, 20 of the 127 vacant acres are constrained, resulting in 107 vacant suitable acres).

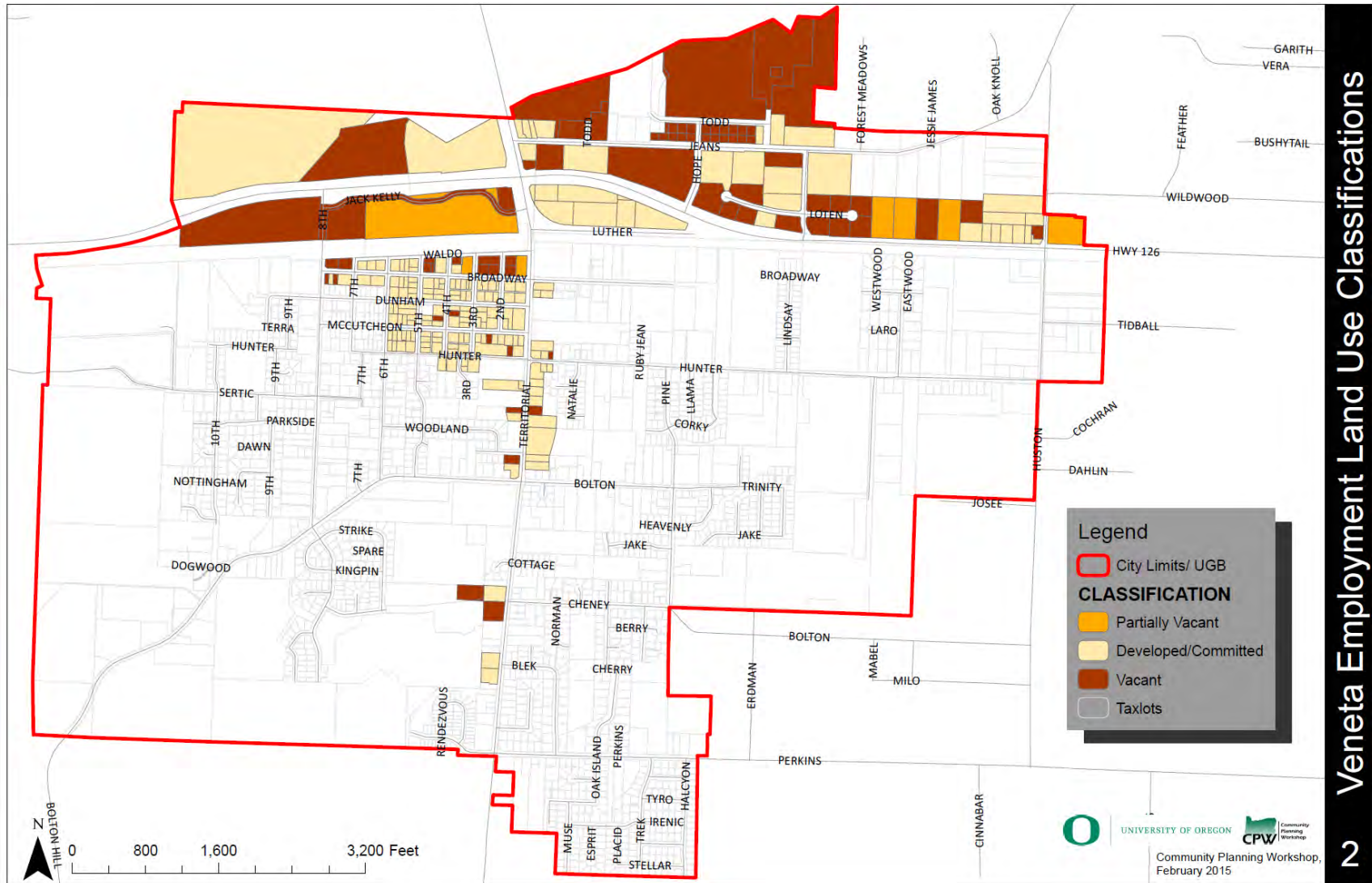
Table 2-4. Employment Land by Development Classification and Comprehensive Plan Designation, Veneta UGB, 2014

Plan Designation	Code	Total Acres by Classification			
		Developed	Partially Vacant	Vacant	Total
Commercial	C	82	26	59	166
Industrial	I	14	0	19	33
Industrial-Commercial	IC	19	0	49	68
Commercial-General Residential	U	14	0	0	15
Total		129	26	127	282

Source: City of Veneta GIS data; analysis by CPW

Map 2-2 shows employment lands by classification (e.g., development status).

Map 2-2. Land Classification (development status) for Employment Lands in the Veneta UGB, 2014



Vacant buildable land

The next step in the commercial and industrial buildable land inventory was to subtract out portions of vacant and partially vacant tax lots that are unsuitable for development. Areas unsuitable for development fall into three categories: (1) developed areas of partially vacant lots, (2) areas with physical constraints (for example, wetlands or floodplains), or (3) lands that are already committed to a use (public/ quasi-public or private open space).

Table 2-5 shows employment acres with development capacity (e.g. lands classified as vacant or partially vacant) by constraint status and plan designation in the Veneta UGB in 2014. Analysis by constraint status shows 6 acres within tax lots with development capacity are classified as developed, and 40 acres are classified as constrained. Constrained acres are not suitable for employment uses, leaving 107 acres that are considered land suitable for new employment.

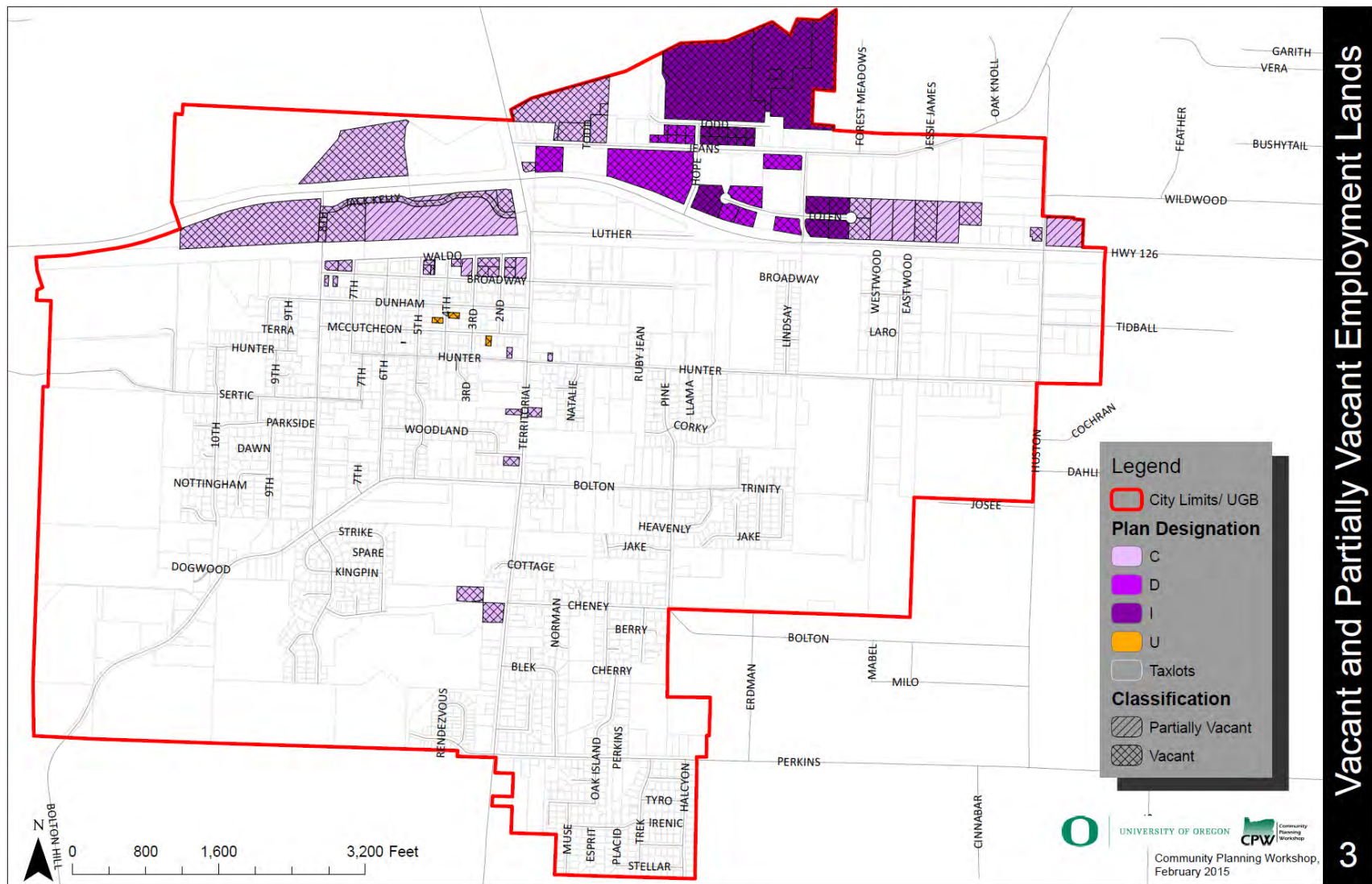
Table 2-5. Vacant and Partially Vacant Land by Plan Designation, Veneta UGB, 2014

				Land Not Suitable for New Employment		Land Suitable for New Employment
				Developed Acres	Constrained Acres	Vacant Acres
Plan Designation	Code	Number of Tax Lots	Total Acres			
Partially Vacant						
Commercial	C	7	26	6	5	16
Industrial	I	0	0	0	0	0
Industrial-Commercial	IC	0	0	0	0	0
Commercial-General Residential	U	0	0	0	0	0
Subtotal		7	26	6	5	16
Vacant						
Commercial	C	37	59	0	31	28
Industrial	I	22	49	0	4	45
Industrial-Commercial	IC	16	19	0	0	19
Commercial-General Residential	U	5	0	0	0	0
Subtotal		80	127	0	35	92
TOTAL		87	153	6	40	107

Source: GIS data provided by the City of Veneta; Analysis by CPW

Map 2-3 shows vacant and partially vacant commercial and industrial land in Veneta by development status. Map 2-4 shows vacant and partially vacant commercial and industrial land in Veneta with development constraints.

ω Vacant and Partially Vacant Employment Lands



Map 2-4. Vacant and Partially Vacant Lands and Development Constraints, Veneta UGB, 2014

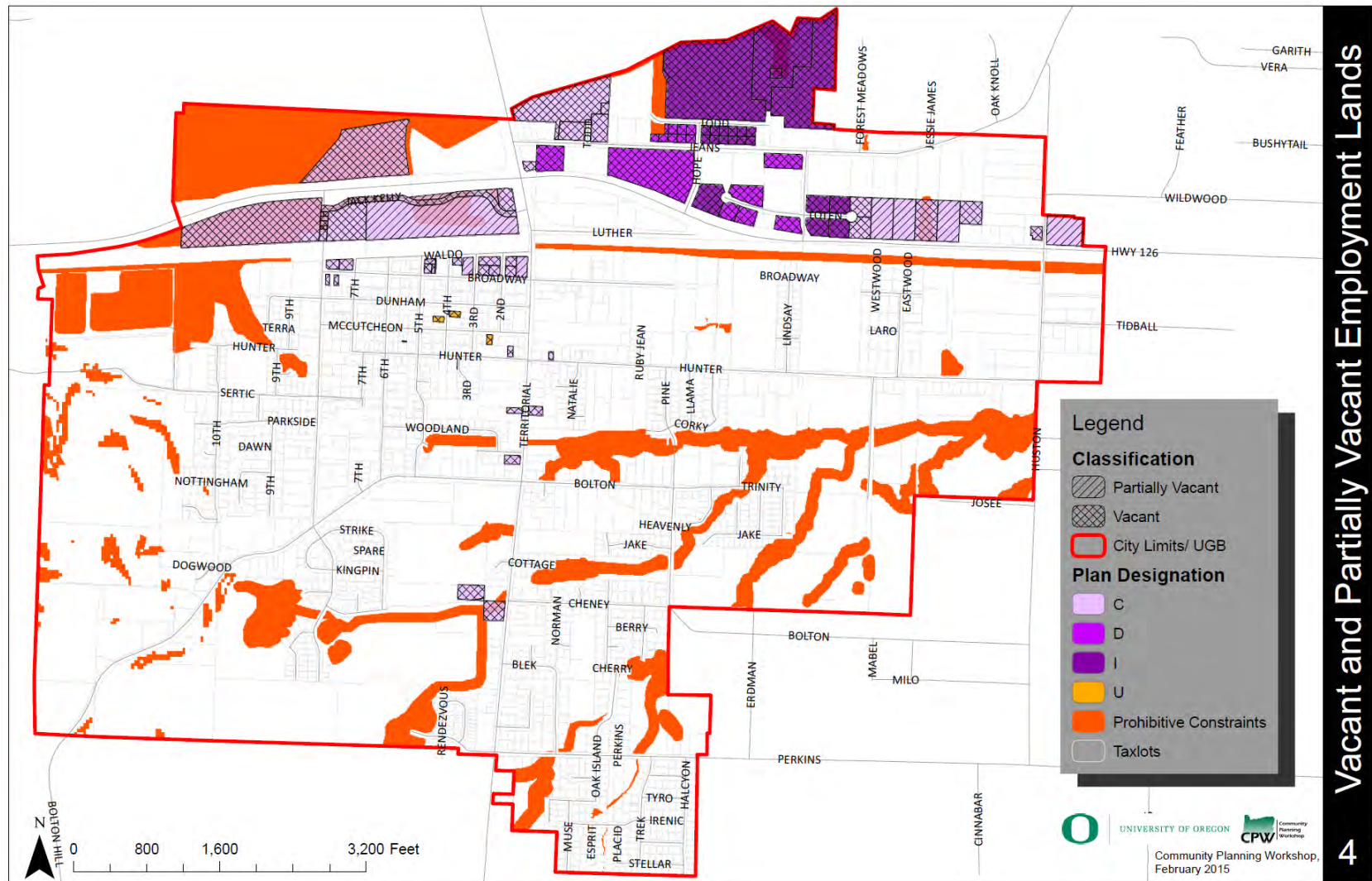


Table 2-6 shows vacant and partially vacant tax lots in Veneta by the amount of suitable land (in acres) in each tax lot. Veneta has 79 tax lots that have on acre or less of suitable land. These 79 lots have 41 suitable acres of land. The city also has 7 lots between 2 and 10 acres (48 acres of land), 1 lot between 10 and 20 acres in size (19 acres of land), and no tax lots larger than 20 acres.

Table 2-6. Vacant and Partially Vacant Tax Lots by Suitable Land Acres

Plan Designation	Suitable Acres in Tax Lot								Total
	<0.25	0.25-0.49	0.50-0.99	1.00-1.99	2.00-4.99	5.00-9.99	10.00-19.99	20.00+	
Number of Tax Lots									
Commercial	14	12	3	12	1	2	0	0	44
Industrial	13	1	1	3	1	2	1	0	22
Industrial-Commercial	6	3	2	4	0	1	0	0	16
Commercial-General Residential	5	0	0	0	0	0	0	0	5
Total	38	16	6	19	2	5	1	0	87
Suitable Acres									
Commercial	2	4	2	16	4	16	0	0	44
Industrial	3	0	1	3	2	17	19	0	45
Industrial-Commercial	1	1	2	6	0	9	0	0	19
Commercial-General Residential	0	0	0	0	0	0	0	0	0
Total	6	5	4	25	6	42	19	0	107

Source: City of Veneta GIS data; analysis by CPW

Redevelopment potential

Redevelopment potential addresses land that is classified as developed that may redevelop during the planning period. While many methods exist to identify redevelopment potential, a common indicator is improvement to land value ratio. Different studies have used different improvement to land value ration thresholds to identify redevelopment potential.

One of the key issues in preparing an accurate inventory of employment lands in Veneta is how to identify and inventory under-utilized or redevelopable lands. For the purpose of this study, we do not make a distinction between under-utilized and redevelopable sites. The inventory consistently uses the term “redevelopable” since it is consistent with the terminology of the statewide land use program.⁴ For the purpose of this study, however, the definition of “redevelopable” land is considered synonymous with “under-utilized” properties.

In the context of the Veneta commercial and industrial buildable lands inventory, redevelopment potential addresses land that was initially classified as developed that may redevelop during the planning period. While many methods exist to identify redevelopment potential, a common indicator is improvement to land value ratio. A threshold used in some studies is an improvement to land value ratio of 1:1. Not all, or even a majority of parcels that meet this criterion for redevelopment potential will be assumed to redevelop during the planning period.

⁴ OAR-660-009-0005(1) defines redevelopment as follows: “Developed Land” means non-vacant land that is likely to be redeveloped during the planning period. For the purpose of clarity, CPW uses the term “developed” to mean land committed to existing productive employment uses and “redevelopable” as lands that have potential for redevelopment during the planning period.

The factors that affect redevelopability are many, but the economics are pretty straightforward. Redevelopment occurs when achievable rents exceed the current return on investment of the land and improvements. The reality, of course, is much more complicated. One way to think about the market for land is “highest and best use” which is a function of:

1. Achievable Pricing – Given the product type and location, what lease rates or sale prices are achievable?
2. Entitlements – What do local regulations allow to be built?
3. Development Cost – What is the cost to build the range of product types allowed (entitled) at that location?
4. Financing – What is the cost of capital, as well as the desired returns necessary to induce development of that form?

Despite all of the above factors, it is difficult to develop reliable models of redevelopment potential because the factors are complicated and are location and time specific. Moreover, public policy can play a significant role in facilitating redevelopment.

Previous studies have explored supply side approaches using GIS datasets. The problem with supply side approaches is that the base data available to conduct empirical analyses is quite coarse and as a result, the analyses are limited and the results have varying levels of inaccuracy. The improvement to land value approach has some problems; for example, it does not make distinctions for land intensive employment uses that require minimal built structure investments. Despite this limitation, it has utility in identifying districts that may be worth focusing resources on.

Thus, this study uses a demand-based approach to estimate how much land will be redeveloped over the 20-year planning period. This issue is approached from the demand side by making deductions from total employment growth to account for a new employment that will not need new land.

Table2-7 shows improvement to land ratios for developed land in Veneta. Twenty-five developed sites have a land value ratio of 0.99 or less, suggesting that these sites may have redevelopment potential. High improvement to land value ratios suggest decreasing probability of redevelopment potential. Less than 10 acres of land in Veneta have an improvement to land value ratio of 0.99 or less, and 2.4 acres in seven tax lots have an improvement to land value ratio of less than 0.5. These results suggest that Veneta does not have much redevelopment potential, particularly in light of the amount of vacant suitable employment land.

Table 2-7. Improvement to Land Value Ratio, Developed Lots, Veneta UGB, 2014

Plan Designation	Improvement to Total Value Ratio				1.00 or More	No Value Data
	0.01-0.24	0.25-0.49	0.50-0.74	0.75-0.99		
Number of Tax Lots						
Commercial	1	5	2	2	32	43
Industrial	0	0	0	0	0	7
Industrial-Commercial	1	0	0	1	0	5
Commercial-General Residential	0	0	2	11	38	21
Total	2	5	4	14	70	76
Total Acres						
Commercial	0.2	1.1	0.8	0.8	12.2	66.2
Industrial	0.0	0.0	0.0	0.0	0.0	19.2
Industrial-Commercial	1.0	0.0	0.0	2.8	0.0	10.2
Commercial-General Residential	0.0	0.0	0.4	1.9	7.6	4.0
Total	1.3	1.1	1.3	5.5	19.7	99.6

Source: City of Veneta GIS data; analysis by CPW

CHAPTER 3: ECONOMIC TRENDS AND FACTORS AFFECTING FUTURE ECONOMIC GROWTH

According to OAR 660-0009, “the intent of the Land Conservation and Development Commission is to provide an adequate land supply for economic development and employment growth in Oregon.” The intent OAR 660-009 is to link planning for an adequate land supply to infrastructure planning, community involvement and coordination among local governments and the state.” To meet those objectives OAR 660-009-0015(1) requires cities consider national, state, regional, county and local trends; this chapter summarizes economic trends and factors that will affect future economic growth in Veneta.

This chapter summarizes key findings from: (1) Appendix A: National, State, County, and Local Economic Trends, and (2) Appendix B: Factors Affecting Future Economic Growth in Veneta.

State, National and Local Trends

This section summarizes national, state, county, and local trends affecting Veneta. It presents a demographic and socioeconomic profile of Veneta relative to Lane County and Oregon, and describes trends that will influence the potential for economic growth in Veneta.

Short-term Trends

The U.S. economy continues to recover from the deep recession brought about by instability of financial and housing markets and has impacted Oregon in a variety of ways, most notably with the labor market showing high unemployment and the housing market’s oversupply of homes.

According to the Oregon Employment Department, Oregon’s employment peaked in the first quarter of 2008 (at more than 1.74 million jobs) and hit its lowest point in the first quarter of 2010 (at about 1.59 million jobs), losing 146,000 jobs over the two-year period. However, Oregon added about 52,000 jobs between 2010 and December 2012.

Nationally, housing demand decreased during 2008 and continued to decline through 2009. The OEA expects that Oregon’s housing market should recover more easily than other states that had greater increases in housing prices during the recent housing boom.⁵

Long-term National Trends

Economic development in Veneta over the next twenty years will occur in the context of long-run national trends. The most important of these trends include:

⁵ Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2010, Vol. XXX, No. 1, Page 6-7. <http://www.oregon.gov/DAS/OEA/docs/economic/forecast0310.pdf>. Page 11.

- **Economic growth will continue at a moderate pace.** Annual growth rates (in real GDP) are projected to be roughly 3 percent through 2017. The Congressional Budget Office (CBO) estimates that unemployment rates will continue to decline but remain above 6.0 percent until late 2016.
- **The aging of the baby boom generation, accompanied by increases in life expectancy.** The number of people age 65 and older will more than double by 2050. This trend can be seen in Oregon, where the share of workers 65 years and older grew 2.9 percent of the workforce in 2000 to 4.1 percent of the workforce in 2010, an increase of 41 percent.
- **Need for replacement workers.** The need for workers to replace retiring baby boomers will outpace job growth. According to the Bureau of Labor Statistics, net replacement needs will be 33.7 million job openings over the 2010-2020 period, compared with growth in employment of 21.1 million jobs.
- **The importance of education as a determinant of wages and household income.** According to the Bureau of Labor Statistics, a majority of the fastest growing occupations will require an academic degree, and on average they will yield higher incomes than occupations that do not require an academic degree.

State and Regional Trends

State, regional, and local trends will also affect economic development in Veneta over the next twenty years. The most important of State and Regional trends includes:

- **Continued in-migration from other states.** According to a U.S. Census study, Oregon had net interstate in-migration (more people moved to Oregon than moved from Oregon) during the period 1990-2010. Oregon had an annual average of 15,612 more in-migrants than out-migrants during the period 2010-2013.
- **Concentration of population and employment in the Willamette Valley.** Nearly 70 percent of Oregon's population lives in the Willamette Valley. The Oregon Office of Economic Analysis (OEA) forecasts that population will continue to be concentrated in the Willamette Valley through 2040, increasing slightly to 71 percent of Oregon's population.
- **Change in the type of the industries in Oregon.** The composition of Oregon's employment has shifted from natural resource based manufacturing and other industries to service industries.
- **Shift in manufacturing from natural resource-based to high-tech and other manufacturing industries.** Since 1970, Oregon started to transition away from reliance on traditional resource-extraction industries. A significant indicator of this transition is the decline in the level of employment in the Lumber & Wood Products industry and concurrent growth of employment in other manufacturing industries.

Economic Trends in Veneta and Lane County

Future economic growth in Veneta will be affected in part by demographic and economic trends in Veneta and surrounding Lane County region.

Population and Demographic Characteristics

Oregon's population grew from 2.8 million people in 1990 to 3.8 million people in 2012, an increase of more than 1,000,000 people at an average annual rate of 1.5 percent. Veneta grew more quickly than the State average during this period, growing at 2.79 percent annually. Lane County added 71,288 residents and Veneta added 2,552.

Migration is the largest component of population growth in Oregon. Between 2010 and 2013, in-migration accounted for 53 percent of Oregon's population growth. Over the same period, in-migration accounted for 82 percent of the population growth in Lane County, adding nearly 3,614 residents over the three-year period⁶.

The median age of Veneta residents is increasing. The average age of Veneta residents in 2012 was 34.9 years old, compared with 32.7 in 2000. By comparison, Lane County's median age was 36.6 years old in 2012 and 38.8 in 2000.

Individuals aged 65 and older in Veneta increased faster than any other age between 2000 and 2012 (409 people, an increase of 199 percent). The Oregon Office of Economic Analysis forecasts that Lane County's percent of people 65 years and older will increase from 13 percent in 2000 to 20 percent in 2030.⁷

Household and Personal Income

Income for Veneta residents and households is higher on average than the County, but lower than the state. In 2012, Veneta's median household income was \$48,598, compared with the County median of \$42,628. The State median household income was \$50,036.

A larger share of households in Veneta (17 percent) had an income between \$75,000 and \$99,999, compared to Lane County (11 percent) or the State (12 percent) in 2012. Veneta had a lower share of households with income below \$25,000 (18 percent), compared to Lane County (29 percent) and the State (24 percent).

In 2011, average annual pay for workers in Lane County was \$36,778, compared to Oregon's average of \$43,077 and the national average of \$48,043.

Lane County Employment Trends

Between 1980 and 2000, covered employment in the County grew from 97,600 to 139,696, an increase of 43 percent or 42,096 jobs. All sectors except Mining added jobs during this period, which was reduced by 33 percent or 77 jobs from 1980-

⁶ Portland State University, College of Urban and Public Affairs: Population Research Center, 2013 Annual Population Report Tables <http://www.pdx.edu/prc/population-estimates-0>

⁷ Oregon Office of Economic Analysis, Long Term County Forecast, State and County Population Forecasts by Age and Sex, 2000 to 2040

2000. The sectors with the greatest positive change in covered employment include Services; Retail Trade; Manufacturing; Government; Construction; and Agriculture, Forestry & Fishing, adding a total of 18,351 jobs in Lane County, or about 44 percent of all new jobs.

Lane County is forecasted to grow by about 124,018 between 2010 and 2040 – a 36 percent increase. Over the same period, Oregon is forecasted to grow by more than 1.5 million people, or 41 percent.

The sectors that will lead employment growth in Lane County between 2012 and 2022 are Health Care and Social Assistance (adding 3,800 jobs), Government (adding 3,700 jobs), Leisure and Hospitality (adding 2,900 jobs), and Professional and Business Services (adding 2,700 jobs). Together, these sectors are expected to add 13,100 new jobs or 60 percent of employment growth in Lane County.

Comparative and Competitive Advantages

Economic development opportunities in Veneta will be affected by local conditions as well as the national and state economic conditions described in Appendix A. Economic conditions in Veneta relative to these conditions in other nearby communities contribute to Veneta's competitive and comparative advantages for economic development. These advantages have implications for the types of firms most likely to locate or expand in Veneta.

There is little that Veneta can do to influence national and state conditions that affect economic development. Veneta can, however, influence local factors that affect economic development. Veneta's primary advantages are: location in the Willamette Valley, access to Highway 126 and Territorial Highway, and high quality of life.

The local factors that form Veneta's competitive and comparative advantages are summarized below.

- **Location.** Veneta is located in Lane County, along Highway 126 and Territorial Highway. The City is 14 miles from the Eugene/Springfield metro area. Businesses that need access to or want to attract customers from coastal communities or the Willamette Valley may locate in Veneta. Location can be considered both an advantage (the rural nature with close proximity to the Eugene-Springfield metropolitan area and the Eugene Airport) and a disadvantage (Veneta's distance from Interstate 5 is a disadvantage relative to communities that are adjacent to I-5).

A key competitive disadvantage is the location of Veneta's downtown. West Broadway Street (the main road through the downtown core) is not visible from Highway 126. While visibility is a challenge, the City has invested considerable resources into downtown improvements including street upgrades and property acquisition. The City's long term vision and strategies provide a strong foundation for future development.

- **Transportation.** Businesses and residents in Veneta have access to a variety of modes of transportation: automotive (Highways 126 and Territorial

Highway), air (Eugene Airport), rail (Union Pacific and Burlington Northern Santa Fe, Central Oregon and Pacific Railroad, Amtrak), and transit (Lane Transit District). Businesses that need access to multiple modes of transportation may choose to locate in Veneta. The City's distance from Eugene/Springfield metro area and the Oregon coast are a benefit to attracting businesses that need direct access to markets in the Coast or Willamette Valley.

The City is working with ODOT to get improvements to Highway 126 into the State Transportation Improvement Program (STIP). The city's proximity to the Eugene Airport is a particular advantage. While the Coos Bay Rail Link goes through Veneta, no industrial land is adjacent to the line and it has no spurs that access Veneta.

- **Infrastructure.** Veneta recently constructed a nine mile pipeline to connect the EWEB water system to Veneta's storage and distribution plant. The pipeline allows Veneta to provide an additional 6 to 8 million gallons of water a month. The water system will be enough to support growth over the next 20 years. The City has also developed a Wastewater Master Plan that will provide guidance for increasing capacity in the near future.
- **Tourism.** Veneta levies an 8 percent transient lodging tax on overnight accommodations. Between 2003 and 2013, Veneta's lodging tax revenue did not significantly vary, as revenue fluctuated from 0 to \$1 million throughout the ten-year period. Note that Veneta has no major chain hotels within its incorporated boundary.

The three day Oregon Country Fair hosts nearly 45,000 visitors every July, and is one of the most well-known tourism events in the city. Revenue from the 2008 Oregon Country Fair was generated by three main sources: crafters (39 percent), visitors (60 percent), and external funding (1 percent). The 2008 Oregon Country Fair had an economic impact of \$8,515,245 in Lane County, with \$2,931,985 of this coming from non-local visitors.

The Fern Ridge area, which includes Veneta, has several tourism initiatives such as bird watching, wine tasting, outdoor recreation, and handmade local crafts and food to attract visitors. Other outdoor activities that draw visitors to the Fern Ridge area include sailing, kayaking, canoeing, and cycling. In addition, the Fern Ridge area is also home to many wineries, such as King Estate, and others along Territorial Road. An important future strategy will be to capitalize on the potential of the wineries in this area, and create a wine route. Linking the growing agri-tourism and other local food and craft artisans to the wine route will be key to expanding wine tourism in the Fern Ridge area.

- **Buying power of markets.** The buying power of Veneta's households, residents of nearby communities and visitors provide a market for goods and services. Residents of nearby unincorporated communities go to Veneta to shop. Veneta's role as a sub-regional center for retail and

services is a competitive advantage for attracting retail and other services. Residents of Veneta on average spend \$3,000 more annually on commonly purchased goods. In addition, 17 percent of households have an income between 75,000 and \$99,999, which is higher than the state average. Moreover, Veneta contains a lower share of households with incomes below \$25,000 – almost 10 percent lower than Oregon and Lane County.

- **Labor market.** The availability of labor is critical for economic development. Availability of labor depends not only on the number of workers available but the quality, skills, and experience of available workers. Veneta has a higher labor force participation than Lane County and the State average. This provides an opportunity for workforce training and education. Many Veneta residents, however, commute to other communities for work.
- **Public Policy.** Public policy can impact the amount and type of economic growth in a community. The City can impact economic growth through its policies about the provision of land and redevelopment. Success at attracting or retaining firms may depend on the availability of attractive sites for development and public support for redevelopment. In addition, businesses may choose to locate in Veneta (rather than another Lane County community) based on: the City's tax policies, development charges (i.e., systems development charges), the availability and cost of public infrastructure (i.e., transportation or sanitary sewer), and attitudes towards businesses.
- **Land Supply.** Veneta has 44 industrial sites, 19 industrial-commercial sites, and 42 commercial sites within its UGB. Many of these sites are fully serviced and have access and exposure to Highway 126. These sites provide opportunities to attract businesses.

Summary

In summary, Veneta's comparative advantages include a well-educated population, a substantial inventory of commercial and industrial sites, infrastructure improvements, and a rural atmosphere. From a land use perspective, the City has made strategic investments that provide a foundation for business development. While Veneta's location will limit its attractiveness to businesses that need direct access to Interstate 5, the City is prepared to accommodate a range of industrial and manufacturing uses. A key challenge for commercial development is sales leakage to the Eugene-Springfield area; however, the local income profile is favorable to support more retail and commercial uses. The key challenge will be attracting pioneer businesses to the downtown core.

CHAPTER 4: EMPLOYMENT FORECAST AND DEMAND FOR EMPLOYMENT LAND

OAR 660-009 requires cities to maintain a 20-year inventory of sites designated for employment. To provide for at least a 20-year supply of commercial and industrial sites consistent with local community development objectives, Veneta needs an estimate of the amount of commercial and industrial land that will be needed to accommodate forecast employment over the planning period. Demand for commercial and industrial land will be driven by development in target industries, the expansion and relocation of existing businesses, and new businesses locating in Veneta.

Summary of Economic Development Objectives

In 2015, the City of Veneta adopted an economic development strategy action plan. Following is the City's economic development vision statement:

The City of Veneta will be a "complete community" that provides an array of job opportunities and local services. The City will work collaboratively to develop partnerships to implement economic and community development activities.

To implement the vision, City decision makers and staff will work to:

- Make Veneta a vibrant, safe, and welcoming place for community members and tourists.
- Support community members through the creation of long-term, family wage jobs in Veneta.
- Provide services and shopping amenities for residents and visitors.
- Provide for a majority of residents' basic needs.
- Create a healthy environment for supporting current and future businesses.
- Create a unique community identity that residents and businesses are proud to promote.
- Embrace a sustainable economic development approach that meets Veneta's current needs while anticipating future growth opportunities.

The five-year economic development action plan for the City of Veneta includes four goals that frame the plan. Following are goals and strategies from the Veneta Economic Development Strategic Action Plan.

Goal 1: Economic Development Commitment

The first goal in the strategy is commitment to economic development. Commitment is important because without leadership, resources, and staff time, the action plan will not get implemented.

Strategy 1.1: Demonstrate consistent commitment and support for long-term economic development in Veneta.

Strategy 1.2: Establish and maintain relationships with business development partners and with local, state, and federal economic development organizations.

Goal 2: Business Retention, Expansion, Recruitment, and Entrepreneurial Development

Economic development typically has four cornerstone strategies: (1) retention (strategies to retain existing businesses), (2) expansion (strategies such as Economic Gardening or other approaches focusing on helping existing businesses grow); (3) recruitment (attracting new businesses to the community), and (4) entrepreneurial development (assisting individuals with ideas turn those into businesses). The City of Veneta embraces all of these strategies and does not prioritize one over another.

Strategy 2.1: Facilitate economic development in Veneta through the retention and expansion of existing businesses.

Strategy 2.2: Make the community attractive to businesses and residents through marketing efforts.

Strategy 2.3: Increase capacity to recruit commercial, industrial, and traded sector businesses.

Goal 3: Retail and Commercial Development

A key concern is the amount of sales “leakage” that Veneta is losing to other communities. To reduce the amount of sales leakage, the City will work to offer a broader range of retail and commercial services, with emphasis on attracting businesses to the downtown area.

Strategy 3.1: Create a vibrant downtown core area that encourages residents and visitors to shop and spend time.

Strategy 3.2: Focus on quality retail and commercial development that will offer a full spectrum of products/services for the community.

Goal 4: Infrastructure Improvement

Infrastructure is a pre-requisite for economic development. While the City has made tremendous progress on infrastructure with the downtown street improvements and the water intertie, more work remains to be done.

Strategy 4.1: Continue infrastructure improvements to support the needs of current and future Veneta businesses.

Strategy 4.2: Make aesthetic and general beautification enhancements to make Veneta attractive to residents, visitors, and potential industries.

In short, the city is focusing on a multi-pronged business development strategy that weights recruitment, retention/expansion, and innovation/entrepreneurship equally. That focus is coupled with a commitment to provide adequate serviced or serviceable land and overall community improvements.

Potential Growth Industries

While Veneta is interested in working with a broad range of businesses, previous efforts identified specific “target” industries. Veneta chose the targeted industries by identifying industries that are viewed as a good fit for the area and that might consider Veneta a good fit given the City’s comparative advantages. The industries that fit with the Community’s aspirations for growth and identified as having growth potential in Veneta are:

- Food Processing – with a focus on specialty items
- Professional, Scientific, and Technical Services – focus on high-tech
- Secondary Wood Products – focus on niche markets
- Small-scale or Specialty Agriculture including Greenhouse, and Floriculture Products
- Tourism and Wine industry

While Veneta identifies these as target industries, the list above is not exclusive and does not prevent the City from working with businesses in other industrial sectors.

Forecast of Employment Growth

Goal 9 requires cities to plan for economic growth. Specifically, OAR 660-009-0015 requires cities to prepare an Economic Opportunities Analysis that “will compare the demand for land for industrial and other employment uses to the existing supply of such land.” Demand (or need) for land for industrial and other employment uses is a function of expected employment growth. Thus, a forecast of employment is required as a basis for estimating land demand.

The expansion of existing businesses and the location of new businesses in Veneta will drive demand for additional commercial and industrial land. The growth and expansion of new and existing businesses is measured by employment growth. This section a forecast of employment growth for the 2015 through 2035 period. The results from the employment forecast will serve as the basis for estimating land demand.

The forecast of employment uses a methodology developed by ECONorthwest and has three major steps:

1. **Establish base employment for the projection.** This first step includes estimating covered employment in Veneta’s Urban Growth Boundary. Covered employment does not include all workers, so we adjusted covered employment to reflect total employment in Veneta.
2. **Forecast total employment.** To forecast total employment, we used the safe harbor method described in OAR 660-024-0040(9)(a)(A).⁸ This method

⁸ OAR 660-024-0040(9) The following safe harbors may be applied by a local government to determine its employment needs for purposes of a UGB amendment under this rule, Goal 9, OAR chapter 660, division 9, Goal 14 and, if applicable, ORS 197.296.

(a) A local government may estimate that the current number of jobs in the urban area will grow during the 20-year planning period at a rate equal to either:

bases forecast off of the rate of job growth in the most recent regional forecast prepared by the Oregon Employment Department (OED).

3. **Allocate employment.** This step involves allocating employment to generalized land uses: industrial, commercial, and government. For this allocation, CPW used the share of employment based on Veneta's current of employment by sector as reported in the 2012 Quarterly Census of Employment and Wages (QCEW).

Employment Base for Projection

To forecast employment growth in Veneta, we first establish a base 2015 employment estimate. Table 4-1 shows the estimate of total employment in the Veneta UGB in 2012. To develop the figures, we start with covered employment in the Veneta Urban Growth Boundary (UGB) as reported by the QCEW.

Covered employment, however, does not include all workers. Most notably, covered employment does not include sole proprietors or farm employment. Analysis of U.S. Bureau of Labor Statistics (BLS) data shows that covered employment in Lane County is only about 75 percent of the total employment reported by the BLS. We assume the ratio of covered to total employment in Lane County is similar in Veneta and applied the ratios by sector to the QCEW data to convert covered employment to total employment. Table 2-1 shows Veneta had an estimated 1,789 employees within its UGB in 2012 and a population/employment ratio of 3.03.

(A) The county or regional job growth rate provided in the most recent forecast published by the Oregon Employment Department; or

(B) The population growth rate for the urban area in the adopted 20-year coordinated population forecast specified in OAR 660-024-0030.

Table 4-1. Estimated Total Employment in the Veneta UGB by Sector, 2012

Sector	Covered Employment		Estimated Total Employment
	Number	% of Total Emp.	
Natural Resources and Mining	c	90%	c
Construction	48	63%	76
Manufacturing	c	99%	c
Wholesale Trade	c	85%	c
Retail Trade	205	82%	249
Transportation & Warehousing & Utilities	c	74%	c
Information	c	78%	c
Finance & Insurance	c	54%	c
Real Estate & Rental & Leasing	c	30%	c
Professional, Scientific, and Technical Services	60	51%	117
Management of Companies and Enterprises	c	98%	c
Admin. & Support & Waste Mgt. & Remediation Srv.	c	73%	c
Private Educational Services	c	45%	c
Health Care & Social Assistance	111	81%	137
Arts, Entertainment, & Recreation	c	35%	c
Accommodation & Food Services	240	91%	263
Other Services (except Public Administration)	80	51%	156
Government	86	91%	94
Total	1,365	75%	1,789

Source: 2012 QCEW Data. Covered employment as a percent of total employment calculated by CPW using data for Lane County employment from the U.S. Department of Commerce, Bureau of Economic Analysis (total) and the Oregon Employment Department. Note: c=confidential. OED rules preclude reporting employment figures when there are three or fewer firms or a single firm accounts for 80% or more of employment.

Employment Forecast Assumptions

Forecasting employment growth in Veneta requires making assumptions about future economic conditions in Veneta and Lane County over the next 20 years. Some factors that we considered when creating the employment forecast for Veneta include historical growth trends in the County and Veneta's expected growth. To forecast Veneta's employment growth, CPW used the regional employment growth safe harbor rate prepared by the Oregon Employment Department. This assumes that employment will grow at a rate similar to that in the region.

The most recent Oregon Employment Department forecast shows regional employment growth at an average annual rate of 1.43 percent.⁹ Using the OED rate of 1.43 percent, Veneta's employment is forecast to increase from 1,789 to 1,867 in 2015 and then to 2,479 in 2035. Based on this forecast, Veneta's ratio of population to employment (PE ratio) will increase from 3.16 to 4.24.

Table 4-2 presents Veneta's employment forecast for the 2015 to 2035 period based on the OAR 660-024-0040(9)(a)(A) regional employment growth rate safe harbor. The regional employment growth rate for the safe harbor is 1.43%. Applying this to the base year employment estimate of 1,789 yields a 2015

⁹ <http://www.qualityinfo.org/pubs/projections/projections.pdf>

employment estimate of 1,867 and a 2035 forecast of 2,479. This is a net increase of 612 employees over the 20-year forecast period.

Table 4-2. Forecast Employment Growth, Veneta UGB, 2015-2035

Year	Population Forecast	Total Employment	PE Ratio
2012		1,789	
2015	5,902	1,867	3.16
2035	10,505	2,479	4.24
Change 2015 to 2035			
Employees		612	
Percent		25%	
AAGR		1.43%	

Source: Calculations by CPW using data for Lane County employment from the U.S. Department of Commerce, Bureau of Economic Analysis (total) and the Oregon Employment Department.

Allocation of Employment to Land Use Types

The next step in the employment forecast is to allocate future employment to land use types by grouping employment into either industrial, commercial, or government land use types based on the North American Industry Classification System (NAICS).

Industrial land use types include businesses in the following sectors: Natural Resources and Mining, Construction, Manufacturing, Wholesale Trade, and Transportation, Warehousing, and Utilities. Industrial employment accounted for 13 percent of Veneta's covered employment in 2012.

Commercial land use types include businesses in Retail Trade, Information, Finance and Insurance, Real Estate, Professional and Scientific Services, Management of Companies, Administrative and Support Services, Private Educational Services, Health Care and Social Assistance, Accommodations and Food Services, and Other Services. Commercial employment accounted for 82 percent of Veneta's covered employment in 2012.

Government land use types include employment in local, state, and federal agencies, including public educational services. Government employment accounted for 5 percent of Veneta's covered employment in 2012.

To allocate employment to different land uses for the 2015-2035 planning period, we assumed the share of industrial, commercial, and government employment would remain the same as the 2012 share. Table 4-3 shows the allocation of forecast employment by land use category. Applying the 2012 share by land use type results in 312 employees allocated to industrial land uses, 2,307 employees to commercial land uses, and 130 employees to government land uses.

Table 4-2. Forecast of Employment Growth by Land Use Type, Veneta UGB, 2012 and 2015-2035

Land Use Type	2012		2015-2035		
	Employment	% of Total	2015 Employment	2035 Employment	Change 2015 to 2035
Industrial	225	13%	235	312	77
Commercial	1,470	82%	1,534	2,037	503
Government	94	5%	98	130	32
Total	1,789	100%	1,867	2,479	612

Source: Calculations by CPW using data for Lane County employment from the U.S. Department of Commerce, Bureau of Economic Analysis (total), the Oregon Employment Department, and GIS data provided by the City of Veneta.

Land Available for Industrial and Other Employment Uses

Chapter 2 described the methods and results of the commercial and industrial buildable lands inventory in detail. This section summarizes results of the commercial and industrial buildable lands inventory for the City of Veneta.

Table 4-4 shows employment acres by classification and constraint status in the Veneta UGB in 2014. The inventory shows 153 acres in 87 tax lots that were designated for employment uses and were classified as vacant or partially vacant. Of those lands, six acres were developed and 40 acres constrained, leaving 107 suitable acres. Veneta has 45 acres of suitable land in the industrial designation, 44 acres in the Commercial designation, 19 acres in the Industrial-Commercial designation, and less than 0.5 acre in the Commercial-General Residential designation.

Table 4-3. Vacant and Partially Vacant Land by Plan Designation, Veneta UGB, 2014

				Land Not Suitable for New Employment		Land Suitable for New Employment
				Developed Acres	Constrained Acres	Vacant Acres
Plan Designation	Code	Number of Tax Lots	Total Acres			
Partially Vacant						
Commercial	C	7	26	6	5	16
Industrial	I	0	0	0	0	0
Industrial-Commercial	IC	0	0	0	0	0
Commercial-General Residential	U	0	0	0	0	0
Subtotal		7	26	6	5	16
Vacant						
Commercial	C	37	59	0	31	28
Industrial	I	22	49	0	4	45
Industrial-Commercial	IC	16	19	0	0	19
Commercial-General Residential	U	5	0	0	0	0
Subtotal		80	127	0	35	92
TOTAL		87	153	6	40	107

Source: GIS data provided by the City of Veneta; Analysis by CPW.

Land Demand Estimates

The final step in the analysis is to convert the employment forecast in to land demand estimates. This is done by dividing suitable acres of land by an employee-per-acre assumption. The land demand estimates assume the following number of employees per acre (EPA):

- Industrial: an average of 10 employees per acre
- Commercial and government: an average of 20 employees per acre

These employment densities are consistent with the Oregon Department of Land Conservation and Development (DLCD) Goal 9 Economic Development and Employment Land Planning Guidebook. Some types of employment will have higher employment densities (e.g., a multistory office building) and some will have lower employment densities (e.g., a convenience store with a large parking lot).

Table 4-5 shows that Veneta will need approximately 35 net acres and 41 gross acres to accommodate new employment forecast between 2015 and 2035. CPW used a 15% net to gross factor to estimate gross acres. The majority of land demand is for commercial employment (29.6 gross acres). The forecast estimates demand for 9.1 gross acres for industrial employment, and 1.9 gross acres for government employment.

Table 4-4. Estimated demand for employment land using safe harbor forecasts, Veneta UGB, 2015-2035

Land Use Type	Employment Growth	Employee Per Acre Assumption	Land Demand	
			Net Acres	Gross Acres
Industrial	77	10	7.7	9.1
Commercial	503	20	25.2	29.6
Government	32	20	1.6	1.9
Total	612		34.5	40.6

Source: Community Planning Workshop

CHAPTER 5: IMPLICATIONS

This chapter summarizes the implications of economic opportunities analysis for Veneta. It includes a comparison of land supply and demand and a determination of whether Veneta has an adequate 20-year land supply. It also provides a description of the characteristics of sites need to accommodate target employers and other businesses that might locate in Veneta.

Comparison of Land Supply and Demand

A key objective of the Veneta EOA was determining if the City has sufficient suitable commercial and industrial land to accommodate forecast employment growth between 2015 and 2035. Table 5-1 compares the supply of buildable land from Table 2-6 (Chapter 2) with the demand for employment land from Table 4-5 (Chapter 4):

- **Industrial:** Veneta has a supply of 44.6 acres of buildable land designated for industrial uses. The employment forecast projects demand for 9.1 gross acres of industrial land. Veneta has a surplus of 35.5 acres of industrial land.
- **Commercial:** Veneta has a supply of 43.5 acres of buildable land designated for commercial uses. The employment forecast project demand for 31.5 acres of commercial land. Veneta has a surplus of 12.0 acres of commercial land.
- **Industrial-Commercial:** Veneta has a supply of 19 acres of buildable land that is designated for industrial or commercial uses. Land designated industrial-commercial could accommodate both commercial and industrial uses and therefore contributes to Veneta's surplus of available buildable land.

In summary, the land sufficiency analysis shows that Veneta has a surplus of land in all plan designations in light of forecast employment growth between 2015 and 2035. In total, Veneta has a surplus of more than 66 acres.

Table 5-1. Comparison of sufficiency of employment land to accommodate employment growth, acres, Veneta, 2015 to 2035

Plan Designation/ Employment Type	Land Supply (Gross Acres)	Land Demand (Gross Acres)	Land Surplus (Deficit)
Industrial	44.6	9.1	35.5
Commercial			
Commercial	43.5	29.6	
Government		1.9	
Commercial Subtotal	43.5	31.5	12.0
Industrial-Commercial	18.6		18.6
Total	106.8	40.6	66.2

Source: Community Planning Workshop

Characteristics of Needed Sites

OAR 660-009-0015(2) requires the EOA to identify the number of sites, by type, reasonably expected to be needed for the 20-year planning period. Types of needed sites are based on the site characteristics typical of expected uses. The Goal 9 rule provides flexibility in how jurisdictions conduct and organize this analysis. The Administrative Rule defines site characteristics as follows in OAR 660-009-0005(11):

(11) “Site Characteristics” means the attributes of a site necessary for a particular industrial or other employment use to operate. Site characteristics include, but are not limited to, a minimum acreage or site configuration including shape and topography, visibility, specific types or levels of public facilities, service or energy infrastructure, or proximity to a particular transportation or freight facility such as rail, marine ports and airports, multimodal freight or transshipment facilities, and other major transportation routes.

This section presents a high-level discussion of the characteristics of land needed to accommodate the targeted industries, based on the identified need for: 9 gross acres of industrial land, 30 gross acres of commercial land, and 2 gross acres of land for government employment.

Table 5-2 shows common site requirements by industry sector as reported by Business Oregon. Given Veneta’s comparative advantages, General Manufacturing, Food Processing, High-tech Manufacturing and Campus Industrial are businesses that fit Veneta’s profile. Moreover, Veneta meets most of the special considerations for these industries (Veneta has no industrial sites larger than 20 as suggested for High-Tech Manufacturing. While Veneta does not have larger sites, the existing smaller serviced sites will accommodate many businesses in the High-Tech Manufacturing sector.

**Table 5-2. Common Site Requirements by Industrial Type, Business Oregon
Industrial Competitiveness Matrix**

Industry Sector	Site size* (Acres)	Site topography (Slope)	Site Access Max distance in miles to interstate or major arterial	Utilities (Min. line size in inches) Water / Sanitary Sewer	Special Considerations
Regionally to Nationally Scaled Clean-Tech Manufacturer	50	0-5%	10	10 / 10	Acreage allotment includes Expansion space (often an exercisable option). Very high utility volumes in one or more areas common. Sensitive to nearby uses.
Globally Scaled Clean Technology Campus	100	0-5%	10	10 / 10	Demanding criteria-driven site selection. High material and visitor throughput. Major Commercial Airport a must. Redundancy in trip routes and utilities vital. Surrounding Environmental (vibration, noise, etc.) Buffering and expansion space necessary. Sensitive to encroachment activities of nearby uses (residential, institutional, commercial).
Heavy Industrial/ Manufacturing	25	0-5%	10	8 / 8	Adequate distance from sensitive land uses (residential, parks, large retail centers) necessary. High throughput of materials. Large yard spaces and/or buffering required. Often transportation related requiring marine/rail links.
General Manufacturing	10	0-5%	20	8 / 8	Adequate distance from sensitive land uses(residential, parks) necessary.
Food Processing	20	0-5%	30	10 / 10	May require high volume/supply of water and sanitary sewer treatment. Often needs substantial storage/yard space for input storage. On-site water pretreatment needed in many instances.
High-tech Manufacturing or Campus Industrial	25	0-7%	15	10 / 10	Surrounding environment of great concern (vibration, noise, air quality, etc.). Increased setbacks may be required and/or on-site utility service areas. Avoid sites close to wastewater treatment plants, landfills, sewage lagoons, and other such land uses. May require high volume/supply of water and sanitary sewer treatment.
Regional (multistate) Distribution Center	200	0-5%	5 Only Interstate highway or equivalent	4 / 4	Transportation routing and proximity to/from major highways is crucial. Expansion options required. Truck staging requirements mandatory. Does not like to site or have routing issues between site and interstate that have rail crossings, school zones, airport runways, or drawbridges
Warehouse/ Distribution	25	0-5%	5 Only Interstate highway or equivalent	4 / 4	Transportation infrastructure such as roads and bridges to/from major highways is most competitive factor.

Industrial Sites

Based on the analysis of land supply and Veneta's comparative advantages, Veneta will need 9.1 acres of land for general industrial uses over the 2015 to 2035 period. Industrial sites may be used for one firm or may be used for an industrial park, to provide space for multiple, smaller firms.

- **Site size.** Veneta will need about 9 acres of industrial land over the 20-year planning period. The current inventory includes lots up to 20 acres and provides a range of choices for potential businesses and developers.
- **Street access.** Industrial sites should be located within one-half mile of Highway 126. The freight traffic from industrial sites should not be routed through residential neighborhoods. All of Veneta's industrial lands meet these criteria.
- **Topography.** Industrial sites should be relatively flat, preferably not more than 5% slope and not more than 10% slope. All of Veneta's industrial lands meet these criteria.
- **Unconstrained land.** Sites should not be constrained by floodplains or wetlands. Veneta's industrial sites do not have any significant development constraints.
- **Access to services.** City services should be accessible to the site, including arterial street access, sanitary sewer, and municipal water. Other services that industrial sites will need are: electricity, phone, and high-speed telecommunications. Some businesses may need higher capacity water or wastewater services (such as food processors) or higher capacity electricity (such as high-tech firms). If the site has access to services, the need for higher capacity services could be addressed when a business chooses to locate at the site. Sites in Veneta generally have access to services and services can easily be extended where they are not available.
- **Land ownership.** Sites with a single owner are strongly preferred, to reduce the cost of land assembly. A concern in Veneta is that a single owner controls much of the industrial land supply.
- **Surrounding land uses.** General industrial sites should be located near compatible uses, such as other industrial uses, warehousing and distribution, or some types of commercial uses, such as a business park. Veneta's industrial lands are well buffered.

Commercial

Based on the analysis of land supply in Table 5-1, Veneta will need about 30 acres of commercial land between 2015 and 2035. Veneta has a mixture of site sizes. Larger commercial sites could have a variety of uses: a campus site for a large business, a business park, large format retail, a grocery store or other grouping of retail stores, or other groupings of office and retail buildings.

- **Site size.** Veneta will need about 30 acres of commercial land in a variety of site configurations. The buildable lands inventory suggests Veneta has sufficient supply to meet the 20-year demand.
- **Street access.** Office sites should be located on an arterial or collector streets. Retail sites should be located along Highway 126, with access within one-half mile of Highway 126. Traffic from commercial sites should not be routed through residential neighborhoods. Most commercial land in Veneta meets these criteria.
- **Topography.** Commercial sites should be relatively flat, preferably not more than 15% slope. Commercial land in Veneta does not have slope constraints.
- **Unconstrained land.** Sites should not be constrained by the floodplain or wetlands. Several commercial sites in Veneta have significant flood or wetland constraints; these lands were deducted from the inventory. The remaining inventory is relatively free of constraints.
- **Access to services.** City services should be accessible to commercial sites, including street access, sanitary sewer, and municipal water. Other services that commercial sites will need are: electricity, phone, and high-speed telecommunications. All commercial sites are serviced.
- **Land ownership.** Sites with a single owner are strongly preferred, to reduce the cost of land assembly. Veneta has a range of sites in a range of ownerships.
- **Surrounding land uses.** Commercial uses may be compatible with light industrial uses, other services, or high-density residential uses. CPW's evaluation is that the location of commercial lands does not create and land use compatibility issues.
- **Visibility.** Many retailers—particularly larger format retailers—will need sites that are highly visible from Highway 126. Visibility is an issue on Broadway and has created challenges attracting retailers.

In summary, the site requirements for industries have many common elements. Firms in all industries rely on efficient transportation access and basic water, sewer and power infrastructure, but may have varying need for parcel size, slope, configuration, and buffer treatments. Transit, pedestrian and bicycle access are needed for commuting, recreation and access to support amenities.

Implications

Following are key conclusions and implications based on the Economic Opportunities Analysis:

- **Veneta does not need to amend the Urban Growth Boundary.** Veneta has a sufficient inventory of employment land in all plan designations and zones to meet forecast demand for the 2015-2030 planning period.

- **Veneta has a sufficient inventory of suitable, serviced employment sites.** The buildable lands inventory shows Veneta has about 107 acres of unconstrained industrial and commercial land. Forecasts indicate a total land need of 40 acres for the 2015-2035 planning period.
- **Veneta's location presents both advantages and disadvantages.** Veneta's distance from I-5 and proximity to the Eugene-Springfield metropolitan area (1) make Veneta less attractive to industries that need close proximity to the freeway, and (2) create a lot of retail and service leakage. Moreover, many Veneta residents work in Eugene-Springfield. On the positive side, Veneta's rural and small town environment are attractive. Close proximity to the Eugene Airport and access to Highway 126 are also positive attributes.
- **Veneta has a highly skilled population.** A significant number of Veneta residents work in professional occupations (see Table B-2, in appendix B) but work outside Veneta. This is a significant community asset.
- **Veneta has a small employment base.** CPW estimate Veneta has about 1,700 employees, or about one job per three persons. This low population-employment ratio confirms that Veneta is a bedroom community.
- **Veneta has potential to capture more retail and service expenditures.** Veneta households have high per capita disposable income, but Veneta has a lot of retail and service leakage, most of which probably goes to Eugene-Springfield businesses. This creates an opportunity to capture sales and create business opportunities. This is not an easy or automatic outcome—the City has been actively working to attract more commercial businesses with limited success.
- **Veneta has made significant infrastructure investments to support economic development.** Improvements to downtown and the EWEB water intertie are two major successes that provide a foundation for future economic growth in Veneta.

APPENDIX A: NATIONAL, STATE, REGIONAL, COUNTY, AND LOCAL TRENDS AFFECTING FUTURE ECONOMIC GROWTH

This appendix summarizes national, state, county, and local trends affecting Veneta. It presents a demographic and socioeconomic profile of Veneta relative to Lane County and Oregon, and describes trends that will influence the potential for economic growth in Veneta. The appendix covers recent and current economic growth in the city, as well as forecasts from the State Employment Department for employment growth in Lane County. This appendix meets the intent of OAR 660-009-0015(1).

National, State, and Regional Trends

This section summarizes national, state, county, and local trends and other factors affecting economic growth in Veneta. Each heading in this chapter represents a key trend or economic factor that will affect Veneta's economy and economic development potential. The trends are adapted from work by ECONorthwest.

Short-term Trends

The focus of the Economic Opportunities Analysis is to identify long-term economic opportunities and the need for land to accommodate employment growth. The EOA generally focuses on long-term economic cycles (Goal 9 requires a 20-year forecast). The recent recession, however, is severe enough that it may continue to affect Oregon's economy over the next five years, possibly longer. This section briefly summarizes big-picture, short-term economic trends.

The U.S. economy continues to recover from the deepest recession since World War II. The recession was brought about by instability of financial and housing markets and has impacted Oregon in a variety of ways, most notably with the labor market showing high unemployment and the housing market's oversupply of homes.

Oregon has seen gradual employment increases since the beginning of 2010.¹⁰ According to the Oregon Employment Department, Oregon's employment peaked in the first quarter of 2008 (at more than 1.74 million jobs) and hit its lowest point in the first quarter of 2010 (at about 1.59 million jobs), losing 146,000 jobs over the two-year period. Between early 2010 and December 2012, Oregon added about 52,000 jobs.

According to the Oregon Office of Economic Analysis (OEA), the state's job growth since mid-2011 has been slow but continuous, at about 1.2 percent per year, which is less than half of the average growth rate during an expansion year. The OEA predicts continued slow growth.

¹⁰ Office of Economic Analysis. Oregon Economic and Revenue Forecast, September 2012, Vol. XXXII, No. 3., Page 6-7. <http://www.oregon.gov/DAS/OEA/docs/economic/forecast0912.pdf>

Nationally, housing demand decreased precipitously during 2008 and continued to decline through 2009. This decrease is the result of a number of factors, including the sub-prime lending crisis, difficulties with the financial industry and resulting tightening of credit availability, the impact of decreases in home value for existing homeowners, and the impact of job losses.

The national housing market appears to be stabilizing, with housing starts beginning to increase. While housing prices are increasing in some markets, they are holding stable or continuing to decrease in some housing markets. The OEA expects that Oregon's housing market should recover more easily than other states that had greater increases in housing prices during the recent housing boom.¹¹

The Oregon Index of Leading Indicators grew in late 2011 through early 2012 but declined sharply in June 2012. The overall decline was driven by large decreases in a few indicators, particularly those related to global economic slowdown in the manufacturing sector. In general, recent trends in the Index suggest near-term economic growth.¹²

Governments across the globe attempted to stabilize the economy through economic stimulus. In the U.S. government stimulation that has directly impacted Oregon includes government subsidies for the housing market and the return of federal timber payments to Oregon's counties. But the federal timber payments were phased out over a four-year period, which ended in 2011. The withdrawal of these forms of stimulus may have adverse impacts on economic activity.¹³

Oregon's economic health is dependent on the export market. Oregon's exports in the first half of 2012 decreased by 5.1 percent relative to 2011 levels.¹⁴ The countries that Oregon has the most exports to are China, Canada, Malaysia, Japan, and Taiwan. These economies were all affected by the global recession. Exports to China and Malaysia, which accounted for 30 percent of Oregon's exports in 2011, are down 28 percent in the first half of 2012. The manufacturing slowdown in China and the euro zone recession have negatively impacted Oregon exports. As foreign economies recover from the recession, their increased purchasing power will aid U.S. producers looking to export, including export firms in Oregon.

Long-term National Trends

Economic development in Veneta over the next twenty years will likely occur in the context of long-term national trends. The most important of these trends include:

- **Economic growth will continue at a moderate pace.** Analysis from the Congressional Budget Office (CBO) predicts that, following a slow recovery from the recession, the economy will continue to grow at a solid pace in 2014 and for the next few years. Annual growth rates (in real GDP) are projected to be roughly 3 percent through 2017.

¹¹ Office of Economic Analysis. Oregon Economic and Revenue Forecast, March 2010, Vol. XXX, No. 1, Page 6-7. <http://www.oregon.gov/DAS/OEA/docs/economic/forecast0310.pdf>, Page 11.

¹² Office of Economic Analysis. Oregon Economic and Revenue Forecast, September 2012, Vol. XXXII, No. 3., Page 6-7. <http://www.oregon.gov/DAS/OEA/docs/economic/forecast0912.pdf>, page 46.

¹³ Ibid., 50.

¹⁴ Ibid., 19-22.

Unemployment rates have also improved with the recovery and CBO expects continued decline, but CBO estimates that it will remain above 6.0 percent until late 2016.

Beyond 2017, CBO projects that economic growth will decline to a pace below the average seen over the past several decades. This expectation reflects long-term trends—in particular, slower growth in the labor force due to the aging of the population.

- **The aging of the baby boom generation, accompanied by increases in life expectancy.** The number of people age 65 and older will more than double by 2050, while the number of working age people under age 65 will grow only 19 percent. The economic effects of this demographic change include a slowing of the growth of the labor force, an increase in the demand for healthcare services, and an increase in the percent of the federal budget dedicated to Social Security and Medicare.¹⁵

Baby boomers are expecting to work longer than previous generations. An increasing proportion of people in their early to mid-50s expect to work full-time after age 65. In 2004, about 40 percent of these workers expect to work full-time after age 65, compared with about 30 percent in 1992.¹⁶ This trend can be seen in Oregon, where the share of workers 65 years and older grew from 2.9 percent of the workforce in 2000 to 4.1 percent of the workforce in 2010, an increase of 41 percent. Comparatively, over the same ten-year period, workers 45 to 64 years increased by 15 percent.¹⁷
- **Need for replacement workers.** The need for workers to replace retiring baby boomers will outpace job growth. According to the Bureau of Labor Statistics, net replacement needs will be 33.7 million job openings over the 2010-2020 period, compared with growth in employment of 21.1 million jobs. The occupations with the greatest need for replacement workers includes: retail sales, food service, registered nurses, office workers and teachers.¹⁸
- **The importance of education as a determinant of wages and household income.** According to the Bureau of Labor Statistics, a majority of the fastest growing occupations will require an academic degree, and on average they will yield higher incomes than occupations that do not require an academic degree. The fastest growing of occupations requiring an academic degree will be: health care service, computer programming, management and business services, college teachers, and architectural and engineering services. Occupations that do not require an academic degree (e.g., retail sales person, food preparation workers, and home care aides) will grow, accounting for more than two-thirds of all new jobs by 2020. These occupations typically have lower pay than occupations requiring an academic degree.¹⁹

¹⁵ The Board of Trustees, Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, 2011, The 2011 Annual Report of the Board of Trustees of the Federal Old-Age and Survivors Insurance and Federal Disability Insurance Trust Funds, May 13, 2011.

¹⁶ "The Health and Retirement Study," 2007, National Institute of Aging, National Institutes of Health, U.S. Department of Health and Human Services.

¹⁷ Analysis of 2000 Decennial Census data and 2010 U.S. Census American Community Survey, 1-Year Estimates for the table Sex by Age by Employment Status for the Population 16 Years and Over

¹⁸ "Occupational Employment Projections to 2010-2020," Bureau of Labor Statistics, February 2012.

¹⁹ "Occupational Employment Projections to 2010-2020," Bureau of Labor Statistics, February 2012.

The national median income in 2013 was about \$43,004. Workers without a high school diploma earned \$18,460 less than the median income and workers with a high school diploma earned \$9,152 less than median income. Workers with some college earned slightly less than median and workers with a bachelor's degree earned \$14,612 more than median. Workers in Oregon experience the same patterns as the nation, but pay is generally lower in Oregon than the national average.²⁰

- **Need for diversity in the skills of workers.** While workers with academic degree or “high” skills are forecast to continue to be in demand (e.g., managers, lawyers, engineers, or health care practitioners), businesses will need other skilled workers. These workers, termed “middle-skill,” are in occupations such as sales, administrative support, construction, maintenance, or transportation. Middle-skill workers may have a high school diploma or may have completed an Associate's degree but are less likely to have a Bachelor's degree. Middle-skill workers have specialized skills and need more training than a high school diploma.

The Oregon Department of Employment projects that about 28 percent of job openings in Oregon between 2010 and 2020 will be in middle-skill occupations.²¹

- **Increases in labor productivity.** Productivity, as measured by output per hour, increased over the 1995 to 2005 period. The largest increases in productivity occurred over the 1995 to 2000 period, led by industries that produced, sold, or intensively used information technology products. Productivity increased over the 2000 to 2005 period but at a slower rate than during the latter half of the 1990's. The sectors that experienced the largest productivity increases over the 2000 to 2005 period were: Information, Manufacturing, Retail Trade, and Wholesale Trade. Productivity in mining decreased over the five-year period.²²
- **Continued shift of employment from manufacturing and resource-intensive industries to the service-oriented sectors of the economy.** Increased worker productivity and the international outsourcing of routine tasks lead to declines in employment in the major goods-producing industries. Projections from the Bureau of Labor Statistics indicate that U.S. employment growth will continue to be strongest in healthcare and social assistance, professional and business services, and other service industries. Construction employment will also grow but manufacturing employment will decline.²³
- **The importance of high-quality natural resources.** The relationship between natural resources and local economies has changed as the economy has shifted away from resource extraction. High-quality natural resources continue to be important in some states, especially in the Western U.S. Increases in the population and in households' incomes, plus changes in tastes and preferences, have dramatically increased the demand for outdoor recreation, scenic vistas, clean water, and other resource-related amenities. Such amenities contribute to

²⁰ Bureau of Labor Statistics, Employment Projections, March 2014.
http://www.bls.gov/emp/ep_chart_001.htm

²¹ “A careful Analysis of Oregon's middle-Skill Jobs,” July 2012 Oregon Employment Department.

²² Corey Holman, Bobbie Joyeaux, and Christopher Kask, “Labor Productivity trends since 2000, by sector and industry,” Bureau of Labor Statistics *Monthly Labor Review*, February 2008.

²³ “Occupational Employment Projections to 2010-2020,” Bureau of Labor Statistics, February 2012.

a region's quality of life and play an important role in attracting both households and firms.²⁴

- **Continued increase in demand for energy.** Energy prices are forecast to remain at relatively high levels, with continued, gradual increased prices over the planning period. While energy use per capita is expected to decrease by 2040, total energy consumption will increase with rising population. Energy consumption is expected to grow primarily from industrial and (to a lesser extent) commercial users, and remain relatively flat by residential users. Energy consumption for transportation is expected to decrease, as Federal standards for energy efficiency in vehicles increases.

Energy consumption by type of fuel is expected to change over the planning period. By 2040, the US will consume a little less oil and more natural gas and renewables. Despite increases in energy efficiency and decreases in demand for energy by some industries, demand for energy is expected to increase over the 2013 to 2040 period because of increases in population and economic activity.²⁵

- **Impact of rising energy prices on commuting patterns.** Energy prices may continue to be high (relative to historic energy prices) or continue to rise over the planning period.²⁶ The increases in energy prices may impact willingness to commute long distances.

- **Possible effect of rising transportation and fuel prices on globalization.** Increases in globalization are related to the cost of transportation: When transportation is less expensive, companies move production to areas with lower labor costs. Oregon has benefited from this trend, with domestic outsourcing of call centers and other back office functions. In other cases, businesses in Oregon (and the nation) have “off-shored” employment to other countries, most frequently manufacturing jobs.

Increases in either transportation or labor costs may impact globalization. When the wage gap between two areas is larger than the additional costs of transporting goods, companies are likely to shift operations to an area with lower labor costs. Conversely, when transportation costs increase, companies may have incentive to relocate to be closer to suppliers or consumers.

This effect occurs incrementally over time and it is difficult to measure the impact in the short-term. If fuel prices and transportation costs decrease over the planning period, businesses may not make the decision to relocate (based on transportation costs) because the benefits of being closer to suppliers and markets may not exceed the costs of relocation.

- **Growing opportunities for “green” businesses.** Businesses are increasingly concerned with “green” business opportunities and practices. These business practices include “the design, commercialization, and use of processes and products that are feasible and economical while reducing the generation of

²⁴ For a more thorough discussion of relevant research, see, for example, Power, T.M. and R.N. Barrett. 2001. *Post-Cowboy Economics: Pay and Prosperity in the New American West*. Island Press, and Kim, K.-K., D.W. Marcouiller, and S.C. Deller. 2005. “Natural Amenities and Rural Development: Understanding Spatial and Distributional Attributes.” *Growth and Change* 36 (2): 273-297.

²⁵ Energy Information Administration, 2013, *Annual Energy Outlook 2013 with Projections to 2040 Early Release Overview*, U.S. Department of Energy, December 2012.

²⁶ Energy Information Administration, 2014, *Annual Energy Outlook 2014 with Projections to 2040 Early Release Overview*, U.S. Department of Energy, April 2014.

pollution at the source and minimizing the risk to human health and the environment.”²⁷

Defining what constitutes a green job or business is difficult because most industries can have jobs or business practices that are comparatively environmentally beneficial. A 2009 study by the Pew Charitable Trust defines the clean energy economy as an economy that “generates jobs, businesses and investments while expanding clean energy production, increasing energy efficiency, reducing greenhouse gas emissions, waste and pollution, and conserving water and other natural resources.”²⁸

- **Potential impacts of global climate change.** There is a consensus among the scientific community that global climate change is occurring and will have important ecological, social, and economic consequences over the next decades and beyond.²⁹ Extensive research shows that Oregon and other Western states already have experienced noticeable changes in climate, and predicts that more change will occur in the future.³⁰

In the Pacific Northwest, climate change is likely to (1) increase average annual temperatures, (2) increase the number and duration of heat waves, (3) increase the amount of precipitation falling as rain during the year, (4) increase the intensity of rainfall events, and 5) increase sea level. These changes are also likely to reduce winter snowpack and shift the timing of spring runoff earlier in the year.³¹

These anticipated changes point toward some of the ways that climate change is likely to impact ecological systems and the goods and services they provide.

²⁷ Urban Green Partnership at urbangreenpartnership.org

²⁸ “The Clean Energy Economy: Repowering Jobs, Businesses and Investments Across America.” The Pew Charitable Trusts. June 2009. Pages 8-11.

http://www.pewcenteronthestates.org/uploadedFiles/Clean_Economy_Report_Web.pdf

²⁹ Karl, T.R., J.M. Melillo, and T.C. Peterson, eds. 2009. *Global Climate Change Impacts in the United States*. U.S. Global Change Research Program. June. Retrieved June 16, 2009, from www.globalchange.gov/usimpacts; and Pachauri, R.K. and A. Reisinger, eds. 2007. *Climate Change 2007: Synthesis Report. Contribution of Working Groups I, II, and III to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change*.

³⁰ Doppelt, B., R. Hamilton, C. Deacon Williams, et al. 2009. *Preparing for Climate Change in the Upper Willamette River Basin of Western Oregon*. Climate Leadership Initiative, Institute for a Sustainable Environment, University of Oregon. March. Retrieved June 16, 2009, from

http://climlead.uoregon.edu/pdfs/willamette_report3.11FINAL.pdf and Doppelt, B., R. Hamilton, C. Deacon Williams, et al. 2009. *Preparing for Climate Change in the Rogue River Basin of Southwest Oregon*. Climate Leadership Initiative, Institute for a Sustainable Environment, University of Oregon. March. Retrieved June 16, 2009 from http://climlead.uoregon.edu/pdfs/ROGUE_percent20WS_FINAL.pdf

³¹ Mote, P., E. Salathe, V. Duliere, and E. Jump. 2008. *Scenarios of Future Climate for the Pacific Northwest*. Climate Impacts Group, University of Washington. March. Retrieved June 16, 2009, from <http://cses.washington.edu/db/pdf/moteetal2008scenarios628.pdf>; Littell, J.S., M. McGuire Elsner, L.C. Whitely Binder, and A.K. Snover (eds). 2009. “The Washington Climate Change Impacts Assessment: Evaluating Washington's Future in a Changing Climate - Executive Summary.” In *The Washington Climate Change Impacts Assessment: Evaluating Washington's Future in a Changing Climate*, Climate Impacts Group, University of Washington. Retrieved June 16, 2009, from www.cses.washington.edu/db/pdf/wacciaexecsummary638.pdf; Madsen, T. and E. Figdor. 2007. *When it Rains, it Pours: Global Warming and the Rising Frequency of Extreme Precipitation in the United States*. Environment America Research & Policy Center and Frontier Group.; and Mote, P.W. 2006. “Climate-driven variability and trends in mountain snowpack in western North America.” *Journal of Climate* 19(23): 6209-6220.

There is considerable uncertainty about how long it would take for some of the impacts to materialize, and the magnitude of the associated economic consequences. Assuming climate change proceeds as today's models predict, however, some of the potential economic impacts of climate change in the Pacific Northwest will likely include:³²

- *Potential impact on agriculture and forestry.* Climate change may impact Oregon's agriculture through changes in: growing season, temperature ranges, and water availability.³³ Climate change may impact Oregon's forestry through increase in wildfires, decrease in the rate of tree growth, change in mix of tree species, and increases in disease and pests that damage trees.³⁴
- *Potential impact on tourism and recreation.* Impacts on tourism and recreation may range from: (1) decreases in snow-based recreation if snow-pack in the Cascades decreases, (2) negative impacts to tourism along the Oregon Coast as a result of damage and beach erosion from rising sea levels,³⁵ (3) negative impacts on availability of water summer river recreation (e.g., river rafting or sports fishing) as a result of lower summer river flows, and (4) negative impacts on the availability of water for domestic and business uses.

Short-term national trends will also affect economic growth in the region, but these trends are difficult to predict. At times these trends may run counter to the long-term trends described above. A recent example is the downturn in economic activity in 2008 and 2009 following declines in the housing market and the mortgage banking crisis. The result of the economic downturn has been a decrease in employment related to the housing market, such as construction and real estate. Employment in these industries will recover as the housing market recovers and will continue to play a significant role in the national, state, and local economy over the long run. This report takes a long-run perspective on economic conditions (as the Goal 9 requirements intend) and does not attempt to predict the impacts of short-run national business cycles on employment or economic activity.

State and Regional Trends

Veneta exists as part of the larger economy of the Willamette Valley and is strongly influenced by regional economic conditions. For many factors, such as labor, Veneta does not differ significantly from the broader region. For other factors, such as income, it does. Thus, Veneta benefits from being a part of the larger regional economy and plays a specific role in the regional economy.

³² The issue of global climate change is complex and there is a substantial amount of uncertainty about climate change. This discussion is not intended to describe all potential impacts of climate change but to present a few ways that climate change may impact the economy of cities in Oregon and the Pacific Northwest.

³³ "The Economic Impacts of Climate Change in Oregon: A preliminary Assessment," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

³⁴ "Economic Impacts of Climate Change on Forest Resources in Oregon: A Preliminary Analysis," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, May 2007.

³⁵ "The Economic Impacts of Climate Change in Oregon: A preliminary Assessment," Climate Leadership Initiative, Institute for Sustainable Environment, University of Oregon, October 2005.

State, regional, and local economic trends will affect economic activity in Veneta over the next twenty years. The most important of these trends includes: continued in-migration from other states, distribution of population and employment across the State, and change in the types of industries in Oregon.

- **Continued in-migration from other states.** Oregon will continue to experience in-migration from other states, especially California and Washington. According to a U.S. Census study, Oregon had net interstate in-migration (more people moved *to* Oregon than moved *from* Oregon) during the period 1990-2010. Oregon had an annual average of 26,290 more in-migrants than out-migrants during the period 1990-2000, while the annual average dropped to 9,800 during the period 2000-2010. Between 2010 and 2013, the annual average was 15,612 a year.³⁶
- **Concentration of population and employment in the Willamette Valley.** Nearly 70 percent of Oregon's population lives in the Willamette Valley. About 10 percent of Oregon's population lives in Southern Oregon, 9 percent lives in Central Oregon, and 6 percent live in Coastal counties. The Oregon Office of Economic Analysis (OEA) forecasts that population will continue to be concentrated in the Willamette Valley through 2040, increasing slightly to 71 percent of Oregon's population. Employment growth generally follows the same trend as population growth. Employment growth varies between regions even more, however, as employment reacts more quickly to changing economic conditions. Total employment increased in each of the state's regions over the period 1970-2006 but over 70 percent of Oregon's employment was located in the Willamette Valley.
- **Change in the type of the industries in Oregon.** As Oregon has transitioned away from natural resource-based industries, the composition of Oregon's employment has shifted from natural resource based manufacturing and other industries to service industries. The share of Oregon's total employment in Service industries increased from its 1970s average of 19 percent to 45 percent in 2011, while employment in Manufacturing declined from an average of 18 percent in the 1970s to an average of 10 percent in 2011.
- **Shift in manufacturing from natural resource-based to high-tech and other manufacturing industries.** Since 1970, Oregon started to transition away from reliance on traditional resource-extraction industries. A significant indicator of this transition is the shift within Oregon's Manufacturing sector, with a decline in the level of employment in the Lumber & Wood Products industry and concurrent growth of employment in other Manufacturing industries, such as high-technology manufacturing (Industrial Machinery, Electronic Equipment, and Instruments), Transportation Equipment Manufacturing, and Printing and Publishing.³⁷

³⁶ Portland State University Population Research Center, Population Report, Components of Population Change for 1990-2000, 2000-2010, and 2010-2013. <http://pdx.edu/prc/annual-oregon-population-report>

³⁷ Although Oregon's economy has diversified since the 1970's, natural resource-based manufacturing accounts for more than nearly 40 percent of employment in manufacturing in Oregon in 2010, with the most employment in Wood Product and Food manufacturing.

- **Continued importance of manufacturing to Oregon's economy.** Oregon's exports totaled \$19.4 billion in 2008, nearly doubling since 2000. Oregon's largest export industries were computer and electronic products and agricultural products, accounting for nearly 60 percent of Oregon's exports. Manufacturing employment is concentrated in five counties in the Willamette Valley or Portland area: Washington, Multnomah, Lane, Clackamas, and Marion Counties.³⁸
- **Small businesses continue to account for a large share of employment in Oregon.** While small firms played a large part in Oregon's expansion between 2003 and 2007, they also suffered disproportionately in the recession and its aftermath (64 percent of the net jobs lost between 2008 and 2010 in Oregon were from small businesses).

In 2011, small businesses (those with 100 or fewer employees) accounted for 96 percent of all businesses, and 41 percent of all private sector employment in Oregon. Said differently, most businesses in Oregon are small (in fact, 77 percent of all businesses have fewer than 10 employees), but the largest share of Oregon's workers work for large businesses.

The average annualized payroll per employee at small businesses was \$33,404 in 2011, which is considerably less than that at large businesses (\$47,661) and the statewide average for all businesses (\$41,802).³⁹
- **The changing composition of employment has not affected all regions of Oregon evenly.** Growth in High-Tech and Services employment has been concentrated in urban areas of the Willamette Valley and Southern Oregon, particularly in Washington, Benton, and Josephine counties. The brunt of the decline in Lumber & Wood Products employment was felt in rural Oregon, where these jobs represented a larger share of total employment and an even larger share of high-paying jobs than in urban areas.

Economic Trends in Veneta and Lane County

Future economic growth in Veneta will be affected in part by demographic and economic trends in the city and surrounding region. A review of historical demographic and economic trends provides a context for establishing a reasonable expectation of future growth in Veneta. In addition, the relationship between demographic and economic indicators such as population and employment can help assess the local influence of future trends and their resulting economic conditions. This section addresses the following trends in Veneta:

- Population and Demographic Characteristics
- Household and Personal Income
- Lane County Employment Trends
- Employment in Veneta
- Business Activity in Target Industries
- Outlook for Growth in Veneta

³⁸ Business Oregon, "Economic Data Packet"

³⁹ U.S. Census Bureau, 2011 Statistics of U.S. Businesses, Annual Data, Enterprise Employment Size, U.S. and States

Population and Demographic Characteristics

Population growth in Oregon tends to follow economic cycles. Historically, Oregon's economy is more cyclical than the Nation's, growing faster than the national economy during expansions, and contracting more rapidly than the nation during recessions. Oregon grew more rapidly than the U.S. in the 1990s (which was generally an expansionary period) but lagged behind the U.S. in the 1980s. Oregon's slow growth in the 1980s was primarily due to the nationwide recession early in the decade. As the nation's economic growth has slowed during 2007, Oregon's population growth began to slow.

Table A-1 shows the changes in population for U.S., Oregon, Lane County, and Veneta. Oregon's population grew from 2.8 million people in 1990 to 3.9 million people in 2013, an increase of more than 1 million people at an average annual rate of 1.4 percent. Oregon's growth rate slowed to 1.1 percent annual growth between 2000 and 2010. Approximately 1.3 percent of the county's population lived in Veneta in 2013.

Lane County grew more slowly than the State average between 1990 and 2013, growing at 1 percent annually. Veneta grew more quickly than the State average during this period, growing at 2.7 percent annually. Lane County added 73,213 residents and Veneta added 2,116.

Table A-1. Population in the U.S., Oregon, Lane County, and Veneta, 1990-2012

Area	Population			Change 1990 to 2013		
	1990	2000	2013	Number	Percent	AAGR
U.S.	248,709,873	281,421,906	316,128,839	67,418,966	27%	1.0%
Oregon	2,842,321	3,421,399	3,919,020	1,076,699	38%	1.4%
Lane County	282,912	322,959	356,125	73,213	26%	1.0%
Veneta	2,519	2,755	4,635	2,116	84%	2.7%

Source: 2000 U.S. Census Table DP-1, Table NST-EST2013-01; 2013 Population Research Center at Portland State University, Certified Annual Population Estimates

Migration is the largest component of population growth in Oregon. Between 2010 and 2013, in-migration accounted for 53 percent of Oregon's population growth. Over the same period, in-migration accounted for 82 percent of the population growth in Lane County, adding nearly 3,614 residents over the three-year period⁴⁰.

Based on review of Census and American Community Survey data, the median age of Veneta residents is increasing⁴¹. The average age of Veneta residents in 2012 was 34.9 years old, compared with 32.7 in 2000. In comparison, Lane County's median age was 36.6 years old in 2012 and 38.8 in 2000. The median age of Oregon's population in 2012 was 38.4 years and 36.3 in 2000.

⁴⁰ Portland State University, College of Urban and Public Affairs: Population Research Center, 2013 Annual Population Report Tables <http://www.pdx.edu/prc/population-estimates-0>

⁴¹ 2008-2012 American Community Survey Table DP05; 2000 U.S. Census Table DP-01

Table A-2 shows the change in age distribution for Veneta between 2000 and 2012. Population increased in all age groups. The age group that increased the most was people aged 65 and older, which tripled in size (an increase of 409 people). This age group's proportion of the total population increased from 7 percent to 14 percent during this time period. Veneta's younger population grew quickly too, with people under 5 years accounting to for 10 percent of the City's population in 2012, up from 7 percent in 2000.

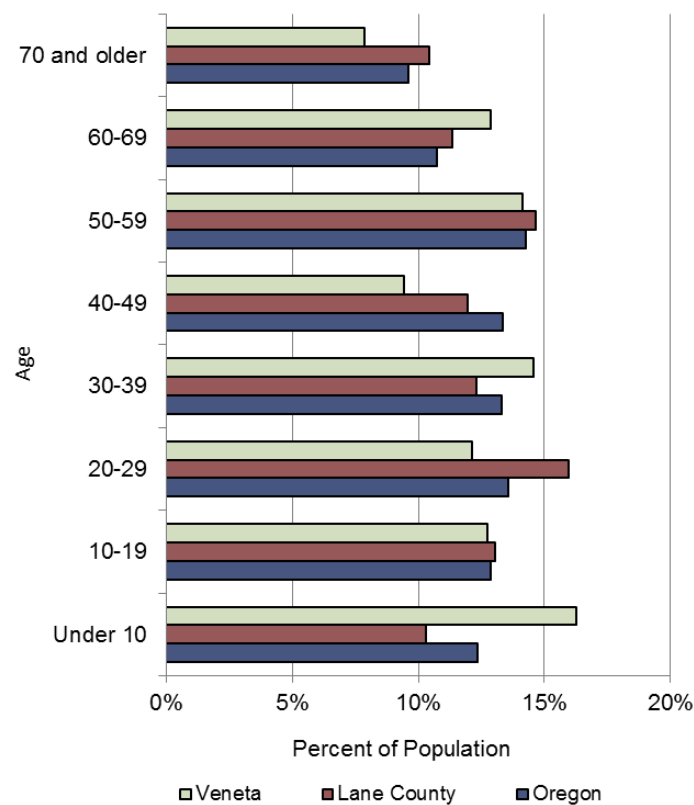
Table A-2. Change in age distribution, Veneta, 2000, 2008-2012

Age Group	2000		2012		Change 2000-2012		
	Number	Percent	Number	Percent	Number	Percent	Share
Under 5	195	7%	454	10%	259	133%	3%
5-17	713	26%	778	17%	65	9%	-9%
18-24	213	8%	275	6%	62	29%	-2%
25-44	841	31%	1,228	27%	387	46%	-3%
45-64	587	21%	1,146	25%	559	95%	4%
65 and over	206	7%	615	14%	409	199%	6%
Total	2,755	100%	4,496	100%	1,741	63%	0%

Source: 2000 U.S. Census, Table P12; 2008-2012 American Community Survey, Table B01001.

Figure A-1 shows the age structure for Oregon, Lane County, and Veneta during the 2008-2012 period. Lane County and Veneta have a similar age distribution as Oregon's. However, Veneta had a larger share of people under 10 years old (16 percent) than Oregon. Lane County had a larger share of people ages 20 to 29 (16 percent) compared to Veneta (12 percent) and Oregon (14 percent).

Figure A-1. Population by age, Oregon, Lane County, and Veneta, 2008-2012



Source: 2008-2012 American Community Survey, Table S0101.

The office of Economic Analysis forecasts that Lane County's percent of people 65 years and older will increase from 13 percent in 2000 to 20 percent in 2030, compared to Oregon's increase from 13 percent to 19 percent of the population.⁴²

Household and Personal Income

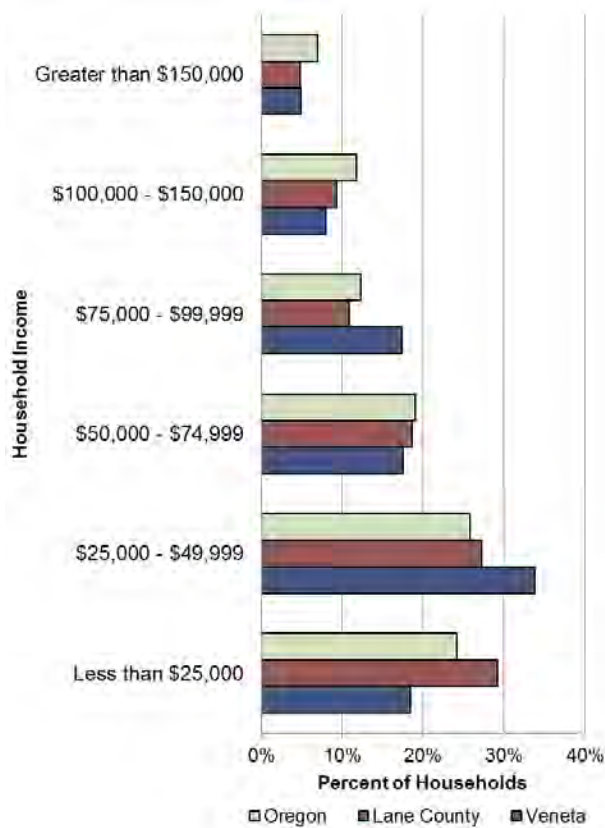
Income for residents of Veneta is higher on average than the county. In 2012, Veneta's median household income was \$48,598, compared with the county median of \$42,628 or the State median of \$50,036.⁴³

Figure A-2 shows the distribution of household income in Oregon, Lane County, and Veneta in 2012. A larger share of households in Veneta (17 percent) had an income between \$75,000 and \$99,999, compared to Lane County (11 percent) or the State (12 percent). Additionally, a larger share of households in Veneta (34 percent) had an income between \$25,000 and \$50,000, compared to Lane County (27 percent) or the State (26 percent). Finally, Veneta had a lower share of households with income below \$25,000 (18 percent), compared to Lane County (29 percent) and the State (24 percent).

⁴² Oregon Office of Economic Analysis, Long Term County Forecast, State and County Population Forecasts by Age and Sex, 2000 to 2040

⁴³ 2008-2012 American Community Survey, Table S1903.

Figure A-2 Distribution of Household Income of Oregon, Lane County, and Veneta, 2008-2012



Source: 2008-2012 American Community Survey, Table B19001.

Table A-3 shows average annual wage per employee in the U.S., Oregon, and Lane County for 2001 to 2013. The national average wage grew faster than State or county averages. The average U.S. wage increased by 33 percent, compared to the State (30 percent) and County (27 percent) increase. As a percentage of the U.S. average, wages in Lane County decreased by 3 percent over the ten-year period, from 80 percent to 77 percent. Wages in Lane County were 15 percent below the State average in 2011, a 2 percent increase from 2001.

In 2011, average annual wage for workers in Lane County was \$36,778, compared to Oregon's average of \$43,077 and the national average of \$48,043.

Table A-3. Average Annual Wage, US, Oregon and Lane County (nominal dollars), 2001-2011

Year	US	Oregon	Lane County	Lane County	
				% of US	% of State
2001	\$36,219	\$33,202	\$28,982	80%	87%
2002	\$36,764	\$33,685	\$29,427	80%	87%
2003	\$37,765	\$34,455	\$30,325	80%	88%
2004	\$39,354	\$35,627	\$31,339	80%	88%
2005	\$40,677	\$36,593	\$32,302	79%	88%
2006	\$42,535	\$38,070	\$33,240	78%	87%
2007	\$44,450	\$39,566	\$34,324	77%	87%
2008	\$45,563	\$40,486	\$35,363	78%	87%
2009	\$45,559	\$40,742	\$35,475	78%	87%
2010	\$46,751	\$41,669	\$35,889	77%	86%
2011	\$48,043	\$43,077	\$36,778	77%	85%
Change 2001-2013					
Nominal Change	\$11,824	\$9,875	\$7,796		
Percent Change	33%	30%	27%		

Source: Oregon Employment Department, OLMIS, Covered Employment and Wages; 2001-2011 Bureau of Labor Statistics, Occupational Employment Statistics, Table 00-0000;

Lane County Employment Trends

Tables A-4 and A-5 present data from the Oregon Employment department that show changes in covered employment⁴⁴ for Lane County between 1980 and 2013. These changes in sectors and industries are shown in two tables: the first shows changes from 1980-2000, and the second shows changes from 2001-2013. The analysis is divided into two tables because of changes in the industry and sector classification system that made it difficult to compare information about employment collected after 2001 with information collected prior to 2000.⁴⁵

Employment data in this section is summarized by sector, and each sector includes several industries. For example, the Manufacturing sector includes industries such as Food Manufacturing, Textile Mills, Computer and Electronic Product Manufacturing.

Table A-4 shows the changes in covered employment by sector in Lane County between 1980 and 2000. Covered employment in the County grew from 97,600 to 139,696, an increase of 43 percent or 42,096 jobs. All sectors added jobs during this period, except Mining, which declined by 33 percent or 77 jobs from 1980-2000. The Transportation, Communication & Utilities sector grew the least from 1980-2000, increasing by only 9 jobs. The sectors with the greatest positive change in covered employment include Services, Retail Trade, and Manufacturing which gained 33,433 jobs in Lane County (79 percent of all new jobs). Other sectors to add employment during this time period included Government (adding 2,674 jobs),

⁴⁴ Covered employment refers to jobs covered by unemployment insurance, which includes most wage and salary jobs but does not include sole proprietors, seasonal farm workers, and other classes of employees.

⁴⁵ Prior to 2001, data was organized by Standard Industrial Classification (SIC) codes. That system was changed and was replaced with the North American Industrial Classification System (NAICS) in 2001.

Construction (adding 2,234 jobs), and Finance, Insurance and Real Estate (adding 1,981 jobs).

The average annual pay per employee increased in Lane County from about \$28,982 in 2001 to \$38,349 in 2013.⁴⁶ The average annual pay in Lane County has been consistently lower than that of Oregon for the 2001 to 2013 period. Overall, from 2001 to 2013, average annual employment wage in Lane County increased by \$9,267 or 32 percent, compared to the \$11,808 or 36 percent increase in the state of Oregon.

Table A-4. Covered Employment in Lane County, 1980-2000

Sector	1980	1990	2000	Change 1980 to 2000		
				Difference	Percent	AAGR
Agriculture, Forestry & Fishing	1,137	1,863	2,101	964	85%	3.1%
Mining	231	179	154	-77	-33%	-2.0%
Construction	4,600	3,992	6,834	2,234	49%	2.0%
Manufacturing	19,638	20,654	23,658	4,020	20%	0.9%
Trans., Comm., & Utilities	3,836	3,750	3,845	9	0%	0.0%
Wholesale Trade	5,578	5,900	6,422	844	15%	0.7%
Retail Trade	20,299	24,429	28,758	8,459	42%	1.8%
Finance, Insurance & Real Estate	4,217	4,523	6,198	1,981	47%	1.9%
Services	18,272	27,817	39,236	20,964	115%	3.9%
Nonclassifiable/all others	13	50	37	24	185%	5.4%
Government	19,779	20,219	22,453	2,674	14%	0.6%
Total	97,600	113,376	139,696	42,096	43%	1.8%

Source: Oregon Employment Department, OLMIS, Covered Employment & Wages (Accessed 1/4/07); Summary by industry and percentages calculated by ECONorthwest.

Table A-5 shows the change in covered employment by sector for Lane County between 2001 and 2013. Employment increased by 935 jobs or 1 percent during this period. Natural Resources and Mining; Construction; Manufacturing; Information; Finance & Insurance; Real Estate Rental Leasing; Professional Scientific & Technical Services; Private Non-Classified; and Other Services were all sectors that decreased the number of covered employees from 2001-2013. Manufacturing accounted for the largest decreases, with a loss of 7,118 jobs. All other sectors fluctuated from 2001 to 2013, with the largest increases in covered employment coming from the Health & Social Assistance; Government; Accommodations & Food Services; and Retail sectors which accounted for 8,220 new jobs.

⁴⁶ Oregon Employment Department, Oregon Labor Market Information System, Covered Employment & Wages.

Table A-5. Covered Employment in Lane County, 2001-2013

Sector	2001	2013	Change 2001 to 2013		
			Difference	Percent	AAGR
Natural Resources and Mining	2,338	2,205	-133	-6%	-0.5%
Construction	6,366	5,223	-1,143	-18%	-1.6%
Manufacturing	19,697	12,579	-7,118	-36%	-3.7%
Wholesale	5,300	5,604	304	6%	0.5%
Retail	17,912	19,074	1,162	6%	0.5%
Transportation & Warehousing	2,606	2,939	333	13%	1.0%
Information	3,729	3,365	-364	-10%	-0.9%
Finance & Insurance	3,963	3,901	-62	-2%	-0.1%
Real Estate Rental & Leasing	2,508	2,208	-300	-12%	-1.1%
Professional, Scientific & Tech. Srv.	5,571	5,323	-248	-4%	-0.4%
Management of Companies	1,818	1,990	172	9%	0.8%
Admin. Support & Cleaning Srv.	6,399	7,137	738	12%	0.9%
Education	1,067	1,582	515	48%	3.3%
Health & Social Assistance	16,871	20,843	3,972	24%	1.8%
Arts, Entertainment & Recreation	1,542	1,866	324	21%	1.6%
Accommodations & Food Services	11,746	13,185	1,439	12%	1.0%
Other Services (except Public Admin.)	5,552	5,292	-260	-5%	-0.4%
Private Non-Classified	49	6	-43	-88%	-16.1%
Government	22,398	24,045	1,647	7%	0.6%
Total	137,432	138,367	935	1%	0.1%

Source: 2001, 2013 Oregon Employment Department, Oregon Labor Market Information System, Covered Employment & Wages; Summary by industry and percentages calculated by Community Service Center

Employment in Veneta

Table A-6 shows the estimate of total employment in the Veneta UGB in 2012. To develop the figures, we start with covered employment in the Veneta Urban Growth Boundary (UGB) as reported by the Quarterly Census of Employment and Wages (QCEW). Covered employment, however, does not include all workers in an economy. Most notably, covered employment does not include sole proprietors or farm employment.

Analysis of U.S. Bureau of Labor Statistics (BLS) data shows that covered employment in Lane County is only about 75 percent of the total employment reported by the BLS. We assume the ratio of covered to total employment in Lane County is similar in Veneta and applied the ratios by sector to the QCEW data to convert covered employment to total employment. Table A-6 shows Veneta had an estimated 1,789 employees within its UGB in 2012. Additionally, based on this data, Veneta had a population/employment ratio of 3.03 in 2012.

Table A-6. Estimated Total Employment in the Veneta UGB by Sector, 2012

Sector	Covered Employment		Estimated Total Employment
	Number	% of Total Emp.	
Natural Resources and Mining	c	90%	c
Construction	48	63%	76
Manufacturing	c	99%	c
Wholesale Trade	c	85%	c
Retail Trade	205	82%	249
Transportation & Warehousing & Utilities	c	74%	c
Information	c	78%	c
Finance & Insurance	c	54%	c
Real Estate & Rental & Leasing	c	30%	c
Professional, Scientific, and Technical Services	60	51%	117
Management of Companies and Enterprises	c	98%	c
Admin. & Support & Waste Mgt. & Remediation Srv.	c	73%	c
Private Educational Services	c	45%	c
Health Care & Social Assistance	111	81%	137
Arts, Entertainment, & Recreation	c	35%	c
Accommodation & Food Services	240	91%	263
Other Services (except Public Administration)	80	51%	156
Government	86	91%	94
Total	1,365	75%	1,789

Source: 2012 QCEW Data. Covered employment as a percent of total employment calculated by CPW using data for Lane County employment from the U.S. Department of Commerce, Bureau of Economic Analysis (total) and the Oregon Employment Department. Note: c=confidential. OED rules preclude reporting employment figures when there are three or fewer firms or a single firm accounts for 80% or more of employment.

Table A-7 shows the average employees and payroll in Veneta in 2012. Due to Oregon Employment Department rules related to confidentiality, data is provided only for sectors with more than 3 firms. Retail Trade and Accommodation and Food Services had the largest share of employees in Veneta, accounting for 15 percent and 18 percent of the workforce. Management of Companies and Enterprises (\$48,302) and Government (\$34,557) accounted for the largest average payroll of the sectors provided.

Table A-7. Employment and Payroll in Veneta, 2012

Sector	Average		Payroll	Average Payroll
	Firms	Employees		
Natural Resources and Mining	c	c	c	c
Construction	13	48	\$667,642	\$13,909
Manufacturing	c	c	c	c
Wholesale Trade	3	9	\$147,471	\$16,386
Retail Trade	10	205	\$3,377,547	\$16,476
Transportation & Warehousing & Utilities	3	30	\$670,279	\$22,343
Information	c	c	c	c
Finance & Insurance	c	c	c	c
Real Estate & Rental & Leasing	c	c	c	c
Professional, Scientific, and Technical Services	c	c	c	c
Management of Companies and Enterprises	1	4	\$193,209	\$48,302
Admin. & Support & Waste Mgt. & Remediation Srv.	3	7	\$91,380	\$13,054
Private Educational Services	c	c	c	c
Health Care & Social Assistance	11	111	\$2,549,764	\$22,971
Arts, Entertainment, & Recreation	c	c	c	c
Accommodation & Food Services	16	240	\$2,606,621	\$10,861
Other Services (except Public Administration)	c	c	c	c
Government	4	86	\$2,971,859	\$34,557
Total	76	1365	\$13,001,076	

Source: 2012 QCEW Data. Covered employment as a percent of total employment calculated by CPW using data for Lane County employment from the U.S. Department of Commerce, Bureau of Economic Analysis (total) and the Oregon Employment Department. Note: c=confidential. OED rules preclude reporting employment figures when there are three or fewer firms or a single firm accounts for 80% or more of employment.

Tourism Activity

Tourism continues to bring in economic activity into Lane County from outside sources. Table A-8 shows how travel spending in Lane County has steadily increased over the past 10 years. In 2013, tourism expenditures in Lane County accounted for \$733.6 million in direct travel spending, a 32.9 percent increase since 2004.

Table A-8. Direct Travel Spending in Lane County in millions of dollars

Year	Spending (\$Millions)	Percent Change
2004	552.1	
2005	592.7	7.4%
2006	628.0	6.0%
2007	652.5	3.9%
2008	680.9	4.4%
2009	649.6	-4.6%
2010	693.0	6.7%
2011	703.0	1.4%
2012	714.1	1.6%
2013	733.6	2.7%
Percent Change (04-13)		32.9%

Source: Dean Runyan Associates "Oregon Travel Impacts" 1991-2013, Lane County Travel Trends

Note: Dean Runyan Associates define travel spending as expenditures incurred by visitors that "stay overnight away from home, or travel more than fifty miles one-way on a non-routine trip (p. 227)."

Tourism in Veneta plays an important part in the local economy. The three-day Oregon Country Fair hosts nearly 45,000 visitors every July, and is one of the most well-known tourism events in the city. An analysis from 2009 details both the direct and indirect economic benefits that stem from the Oregon Country Fair⁴⁷. Revenue from the 2008 Oregon Country Fair was generated by three main sources: crafters (39 percent), visitors (60 percent), and external funding (1 percent). By combining both the 2008 direct and indirect spending, the Oregon Country Fair had an economic impact of \$8,515,245 in Lane County, with \$2,931,985 of this coming from non-local visitors.

The Fern Ridge area, which includes Veneta, has several tourism initiatives such as bird watching, wine tasting, outdoor recreation, and handmade local crafts and food to attract visitors.

Fern Ridge is home to 250 different bird species that make it a haven for bird watchers and tourists wanting to see wildlife. Other outdoor activities that draw visitors to the Fern Ridge area include sailing, rafting, or floating down the river.

In addition, Fern Ridge is also home to many wineries such as Domaine Meriwether, LaVelle Vineyards, King Estate, and others along Territorial Road. An important future strategy will be to capitalize on the potential of the wineries in this area, and create a wine route. Linking the growing agritourism and other local food and craft artisans to the wine route will be key to expanding wine tourism in the Fern Ridge area.

⁴⁷ L. Hudson and C. Carothers (2009). "The Oregon Country Fair: An Economic Impact Analysis." <http://economics.uoregon.edu/wp-content/uploads/sites/4/2014/07/ocf.pdf>

Outlook for Growth in Veneta

Table A-9 shows the population forecast developed by the Office of Economic Analysis for Oregon and Lane County for 2000 through 2040. Lane County is forecasted to grow at a slower rate than Oregon from 2010 to 2040. The forecast shows Lane County's population will grow by about 124,018 over the 30-year period – a 36 percent increase. Over the same period, Oregon is forecasted to grow by about 1.6 million people, or 41 percent.

Table A-9. Population Forecast, Oregon and Lane County, 2000-2040

Year	Oregon	Lane County
2000	3,436,750	323,950
2005	3,618,200	333,855
2010	3,843,900	347,494
2015	4,095,708	365,639
2020	4,359,258	387,574
2025	4,626,015	409,159
2030	4,891,225	430,454
2035	5,154,793	451,038
2040	5,425,408	471,511
Change 2010 to 2040		
Amount	1,581,508	124,018
% change	41%	36%
AAGR	1.16%	1.02%

Source: Oregon Office of Economic Analysis, Demographic Forecast, Long-Term Oregon State's County Population Forecast 2010-2050

Table A-10 shows the Oregon Employment Department's forecast for employment growth by industry for Lane County over the 2012-2022 period. The sectors that will lead employment growth in Lane County for the ten-year period are Health Care and Social Assistance (adding 3,800 jobs), Government (adding 3,700 jobs), Leisure and Hospitality (adding 2,900 jobs), Professional and Business Services (adding 2,700 jobs), and Retail Trade (adding 2,100 jobs). Together, these sectors are expected to add 13,100 new jobs or 60 percent of employment growth in Lane County.

Table A-10. Nonfarm Employment Forecast by Industry in Lane County, 2012-2022

Sector / Industry	2012	2022	Change 2012-2022		
			Amount	% Change	AAGR
Natural Resources & Mining	2,100	2,500	400	19%	1.76%
Construction	5,100	6,400	1,300	25%	2.30%
Manufacturing	12,300	13,900	1,600	13%	1.23%
Durable Goods	8,400	9,700	1,300	15%	1.45%
Wood product mfg.	3,300	3,900	600	18%	1.68%
Transportation equip. mfg.	600	700	100	17%	1.55%
Nondurable goods	3,900	4,200	300	8%	0.74%
Transportation, & utilities	3,000	3,400	400	13%	1.26%
Wholesale trade	5,400	6,000	600	11%	1.06%
Retail trade	18,600	20,700	2,100	11%	1.08%
Information	3,200	3,500	300	9%	0.90%
Financial activities	7,000	8,000	1,000	14%	1.34%
Professional & business srv.	14,800	17,500	2,700	18%	1.69%
Administrative & support srv	7,200	8,500	1,300	18%	1.67%
Education	1,700	2,000	300	18%	1.64%
Health care & social assist.	20,700	24,500	3,800	18%	1.70%
Health care	17,900	21,160	3,260	18%	1.69%
Leisure & hospitality	14,500	17,400	2,900	20%	1.84%
Accommodation & food srv.	12,700	15,300	2,600	20%	1.88%
Other srv.	4,800	5,400	600	13%	1.18%
Government	29,100	32,800	3,700	13%	1.20%
Federal government	1,600	1,700	100	6%	0.61%
State government	12,300	14,200	1,900	15%	1.45%
State education	9,800	11,000	1,200	12%	1.16%
Local government	15,200	16,900	1,700	11%	1.07%
Local education	8,200	9,300	1,100	13%	1.27%
Total nonfarm employment	142,300	164,000	21,700	15%	1.43%

Source: 2012-2022 OR Employment Department, Employment Projections by Industry, Region 5

APPENDIX B: FACTORS AFFECTING FUTURE ECONOMIC GROWTH IN VENETA

This appendix presents a detailed analysis consistent with the requirements of OAR 660-009-0015(4) of Veneta's competitive advantage relative to Lane County and Oregon. The information presented in this appendix is summarized in Chapter 3.

What is Competitive Advantage

Each economic region has different combinations of productive factors: land (and natural resources), labor (including technological expertise), and capital (investments in infrastructure, technology, and public services). While all areas have these factors to some degree, the mix and condition of these factors will vary. The mix and condition of productive factors may allow firms in a region to produce goods and services more cheaply, or to generate more revenue, than firms in other regions.

By affecting the cost of production and marketing, competitive advantages affect the pattern of economic development in a region relative to other regions. Goal 9 and OAR 660-009-0015(4) recognizes this by requiring plans to include an analysis of the relative supply and cost of factors of production.⁴⁸ An analysis of competitive advantage depends on the geographic areas being compared. Chapter 3 and Appendix A present trends and forecasts of conditions in Oregon and Veneta to help establish the context for economic development in Veneta. Local economic factors will help determine the amount and type of development in Veneta relative to other communities in Oregon.

This appendix focuses on the competitive advantages of Veneta relative to Lane County and the rest of Oregon.

Location, Size, and Buying Power of Markets

Veneta is a city with a population of approximately 4,635 people in 2013, located at the heart of the greater Fern Ridge area, fourteen miles west of Eugene and adjacent to the east slope foothills of the Coast Range. The area is less than a one-hour drive from the Oregon Coast and less than a two-hour drive to the Cascade Mountains. Veneta's location will continue to impact its future economic development.

- The Fern Ridge area encompasses the communities of Veneta, Elmira and Alvadore to the north, Noti to the west, and Crow and Lorane to the south. To the east is Fern Ridge Reservoir, a 9,000-acre lake adjacent to the Veneta, which provides for a wide variety of water related sports (boating, sailing, and swimming) and is considered by many to be Oregon's finest sailing lake. The land around Fern Ridge Reservoir supports four regional

⁴⁸ OAR 660-009-0015(4) requires assessment of the "community economic development potential." This assessment must consider economic advantages and disadvantages – or what Goal 9 broadly considers "competitive advantages."

parks and is a wildlife refuge. The area also consists of productive timber and agriculture lands, which provide a strong base for the local economy.

- The City of Veneta is 14 miles from the Eugene/Springfield metro area. It is intersected by a state highway and county facility: Highway 126 and Territorial Road, respectively.
- Veneta serves as a sub-regional center for the unincorporated communities in the Fern Ridge area (including Crow and Elmira). Veneta's quiet, small town community feel, close proximity to abundance of natural and scenic amenities, and location near the metro area are among the more compelling features attracting residential growth to the city. A comfortable commute from the metropolitan area, Veneta is a relatively close proximity to shopping, services, and jobs in West Eugene.
- Veneta's location near the Eugene/Springfield metro area provides convenient access to institutions of higher learning, including the University of Oregon, Northwest Christian University, and Lane Community College.

Veneta's distance from the Eugene/Springfield metropolitan area, the Oregon coast and Highway 126 will affect the types of businesses that locate in Veneta.

The buying power of Veneta and Lane County forms part of Veneta's competitive advantage by providing a market for goods and services. Table B-1 shows average household expenditures for common purchases in Lane County and Veneta in 2013. Veneta's households spend an average of \$46,532 on commonly purchased items, nearly \$3,333 more than the County average.

Table B-1. Average household expenditures, Lane County and Veneta, 2013

	Lane County		Veneta	
	\$ per Household	% of total	\$ per Household	% of total
Apparel	2,254	5%	2,217	5%
Entertainment	2,623	6%	2,576	6%
Education	1,052	2%	1,013	2%
Food and Beverages	7,338	17%	7,241	16%
Gifts	1,205	3%	1,180	3%
Household Furnishings	2,028	5%	1,999	4%
Shelter	5,076	12%	8,924	19%
Household Operations	1,627	4%	1,585	3%
Personal Care	685	2%	674	1%
Utilities	3,374	8%	3,341	7%
Reading	154	0%	151	0%
Tobacco	326	1%	324	1%
Transportation	9,571	22%	9,491	20%
Health Care	2,963	7%	2,939	6%
Miscellaneous Expenses	797	2%	789	2%
Personal Insurance	464	1%	455	1%
Contributions	1,662	4%	1,633	4%
Total	\$ 43,199	100%	\$ 46,532	100%

Source: Oregon Prospector, 2013

Businesses in Veneta may benefit from being located near the Eugene/Springfield metropolitan area. Residents in smaller nearby cities may find a larger selection of goods and services in Veneta, increasing the size of the market for area businesses.

Availability of Transportation Facilities

Veneta has automotive access for commuting and freight movement along Highway 126 and Territorial Highway. The City is 125 miles from the Portland metro area and 14 miles from the Eugene/Springfield metro area which offers access to the major automotive and rail facilities. Veneta is in close proximity to Interstate 5, the primary north-south transportation corridor on the West Coast, linking Veneta to domestic markets in the United States and international markets via West Coast ports.

- **Rail.** The Coos Bay Rail Link operates freight service between Coos Bay and Eugene, with service running through Veneta, though there is currently no facility for accessing the rail infrastructure in town. Rail shipments interchange in Eugene with Union Pacific, offering opportunities for shipment via the North American rail system. Three industrial sites have access to the Coos Bay Rail Link railway line, though none have existing infrastructure for loading.

The Eugene station provides the nearest passenger rail service, with Amtrak Routes running north to Canada and south to California. These lines account for significant passenger activity due to Amtrak's Coast Starlight train, which has stops in Seattle, Portland, Salem, Albany and Eugene, as well as connections to Chemult, Klamath Falls, and points all the way to Los Angeles.

- **Transit.** Lane Transit District provides a metro commuter-oriented service for Veneta. Route 93 offers service to Veneta residents to Downtown Eugene Monday through Friday and twice on Saturdays.
- **Air.** The Eugene Airport, located in north Eugene, is only a 20-minute drive from Veneta. The Mahlon Sweet Airfield is a 1,500-acre facility that provides commercial air service to a six-county region in mid-Oregon. The airport has an expanded air cargo facility to serve the growing air cargo demands of the region.

The considerable distance to major arteries and urban centers will affect the types of businesses that locate in Veneta and overall employment growth for the City. Veneta's transportation access provides the City with competitive advantages for attracting some business, such as businesses that prefer to locate on Highway 126 or those who prefer to locate near the Eugene/Springfield metro area. In addition, Veneta's location by Highway 126 gives the City access to workers in the Willamette Valley and heavy seasonal tourist traffic. There is also an opportunity to build infrastructure to take advantage of the rail lines that run through Veneta and could be easily accessed by potential industrial firms.

Public Facilities and Services

The provision of public facilities and services can impact a firm's decision to locate within a region. Businesses also take into account factors such as the regional availability and cost of labor, transportation, raw materials, and capital. Once a business has chosen to locate within a region, they consider the factors that local governments can most directly affect: tax rates, the cost and quality of public services, and regulatory policies. Economists generally agree that these factors do affect economic development, but the effects on economic development have only a modest impact on the level and type of economic development in the community.

Tax Policy

The tax policy of a jurisdiction is a consideration in economic development policy. In Fiscal Year 2012 to 2013, the property tax rate in Veneta for the City was \$6.30 per \$1,000 of assessed value⁴⁹. Veneta's property tax rate was in the middle of the range for Lane County, higher than Coburg (\$3.75), Creswell (\$2.67), and Florence (\$2.88), and lower than Cottage Grove (\$7.21), Springfield (\$7.01), and Eugene (\$8.14). Due to limitations on taxes paid by individual properties from State Ballot Measures 5 and 50, total property tax rates in Veneta cannot exceed \$15 per \$1,000 of real market value.⁵⁰

Water

The City of Veneta contracts with Eugene Water and Electricity Board (EWEB) to provide water resources for the City. The two entities partnered to construct a 10-mile pipeline that connects the City's water system to EWEB's existing distribution system, completed in 2013. Prior to this, the community relied on ground water wells to supply water to households and businesses. Since the pipeline's construction, EWEB has been selling surplus water and providing service to Veneta.⁵¹ The pipeline cost \$11 million to build, and the additional water source will allow the city to meet demand as it grows since the additional water can provide for nearly 20 percent of Veneta's water needs.⁵²

With the construction of the new pipeline, Veneta's *Water Master Plan* has additional recommendations for meeting the anticipated growth in the area⁵³:

- The construction of two additional water reservoirs is recommended in the *Water Master Plan*. The reservoirs should be strategically placed in areas with high demand such as near the Kingpin loop and the intersection of Territorial Highway and Perkins Road. The first reservoir is a short-term recommendation, and the second should be completed in the long-term.

⁴⁹ League of Oregon Cities, "City Property Tax Data" (2013)

http://www.orcities.org/Portals/17/Library/FY2012-13LOCPropertyTaxReport_Web.pdf

⁵⁰ City of Veneta, "Economic Development Strategic Plan", pages 21-22.

⁵¹ EWEB, "Creating Regional Water Supply Connections," <http://www.eweb.org/watersupply>

⁵² LaSalle, Katie, "Veneta Welcomes Pipeline Pumping Fresh Water to Town," (Oct. 17, 2013), <http://www.kval.com/news/local/Veneta-welcomes-pipeline-pumping-more-fresh-water-to-town-228253341.html>

⁵³ City of Veneta, "Water Master Plan"(2009)

- To accommodate new development west of 10th Street at the base of Bolton Hill, a 750-foot pressure zone would help ensure sufficient fire flows and minimum water pressures.

Wastewater

The City of Veneta is the sole provider of wastewater services within the city limits. The wastewater collection system consists of approximately 11.5 miles of gravity fed conveyance. In addition, the system has .42 miles of pressurized pipe and two pump stations. The existing treatment plant was designated for approximately 5,000 people, and in 2012 was at about 85 percent of its population loading capacity. Effluent from the treatment system is discharged into the Long Tom River during the wet months of the year and is used to irrigate pasteurized property and a plantation of hybrid poplar trees during the dry months of the year.

The treatment plant was constructed in 2001, and is estimated to reach capacity during the 20-year planning period. A doubling of the current capacity is necessary to meet treatment needs for the population. The *Wastewater System Master Plan* recommends several improvements in order to expand sewer collection systems to service all land within the urban growth boundary. Over the 20-year planning period, the City will be required to implement an additional treatment process due to limitations on the Long Tom River. This tertiary treatment process will result in a cleaner effluent, which opens up several options for disposal, reuses, and reclamation.

Stormwater

The City's stormwater drainage system diverts local surface runoff to a system of small intermittent drainage channels, wetlands, and pipes. As a result of the 1999 adoption of a peak runoff detention standard requiring that post development peak flows be held at predevelopment levels, the collection system includes a modest piped drainage network and more than a dozen open detention ponds. These detention systems have created significant maintenance issues.

The City is considered a Designated Management Agency under the Willamette Basin Total Maximum Daily Load (TMDL) program. This program places responsibility on local governments to reduce the transport of pollutants of concern to receiving waters from lands within their jurisdiction. The City has an adopted TMDL plan which calls for adoption of new standards for stormwater treatment.

In 2010, the City adopted regulations requiring the use of "green" stormwater infrastructure to increase runoff and alleviate some of the ponding and vector control problems experienced with open detention ponds. These systems need to be reviewed for performance and maintenance issues, but appear to provide significant benefits over more traditional systems. Plans for treatment, capital improvements, financing, and maintenance of drainage ways were addressed in the *Stormwater Capital Improvement Plan* adopted in 2005 (Resolution 894).⁵⁴

⁵⁴ City of Veneta, "Veneta Public Facilities Plan" (May 2012), pages 6-7.

Labor Market Factors

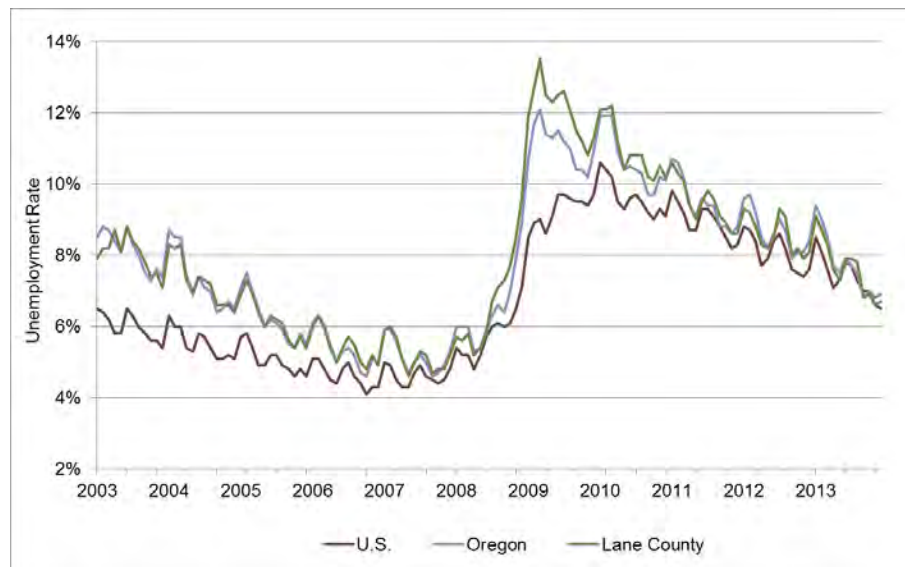
The availability of labor is critical for economic development. Availability of labor depends not only on the number of workers available, but the quality, skills, and experience of available workers as well. This section examines the availability of workers for Veneta.

The labor force in any market consists of the adult population (16 and over) who are working or actively seeking work. The labor force includes both the employed and unemployed. Children, retirees, students, and people who are not actively seeking work are not considered part of the labor force.

Veneta's labor force participation rate (percent of adult population who are employed or actively seeking work) was about 67 percent in 2012⁵⁵. In comparison, Lane County's labor force participation rate was 60.5 percent, compared with the State average of 63.7 percent.

The unemployment rate is one indicator of the relative number of workers who are actively seeking employment. Labor force data from the Oregon Employment Department shows that unemployment in Lane County in June 2012 was the same as the State average of nine percent and slightly higher than the national average of eight percent. Figure B-1 shows the unemployment rate for Lane County, Oregon, and the United States for the past decade. During this period, Lane County's unemployment has been similar to the statewide unemployment rate. The County and State unemployment rates have been consistently higher than the national average, but the difference has decreased in recent years.

Figure B-1. Unemployment Rates for Lane County, Oregon, and the U.S., January 2002 through December 2013



Source: Bureau of Labor Statistics, Table LNU04000000; LAUCN410390000000003; Oregon Employment Department, OLMIS, Local Area Unemployment Statistics;

Note: unemployment data is not seasonally adjusted

⁵⁵ 2011 American Community Survey, Table CP03

Table B-2 shows the types of occupations held by employees in Veneta. Office and Administrative Support (20 percent), Management, Business, and Financial (18 percent), and Sales and Related (12 percent) occupations account for half of the jobs held by Veneta residents. Industries that require skills similar to those needed by these sectors will benefit from having access to Veneta's current workforce.

Table B-2. Percent of Employees per Occupation Type, Veneta, 2009-2013 5-Year Estimate

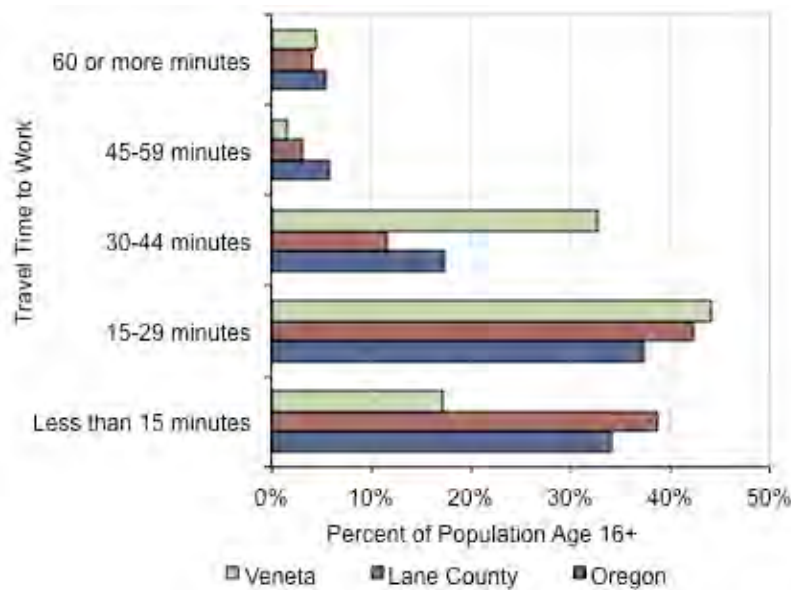
Occupation	Number of Employees	% of Total
Management, Business, and Financial	344	18%
Computer, Engineering, and Science	40	2%
Education, Legal, Community Service, Arts, and Media	104	6%
Healthcare Practitioner and Technical	97	5%
Healthcare Support	69	4%
Protective Service	29	2%
Food Preparation and Serving-Related	105	6%
Building and Grounds Cleaning Maintenance	51	3%
Personal Care and Service	46	2%
Sales and Related	220	12%
Office and Administrative Support	372	20%
Farming, Fishing, and Forestry	53	3%
Construction and Extraction	89	5%
Installation, Maintenance, and Repair	28	1%
Production	183	10%
Transportation	53	3%
Material Moving	6	0%
Total	1889	100%

Source: U.S. Census Bureau, 2009-2013 5-Year American Community Survey, Table S2401

Commuting Patterns

Analyzing commute times and where most residents live and work is important in understanding how employment affects Veneta's economy. Figure B-2 shows a comparison of the commute time to work for residents 16 years and older for Oregon, Lane County, and Veneta in 2012. Seventeen percent of Veneta residents have a commute of less than 15 minutes compared to 39 percent of Lane County residents and 34 percent of Oregon residents. The highest percentages of commute time in Veneta were for 15-29 minutes (44 percent) and 30-44 minutes (33 percent). Seventy-seven percent of Veneta residents have a commute time between 15 and 44 minutes, compared to 54 percent of Lane County and Oregon residents. This is likely reflective of the fact that most Veneta's residents work outside of Veneta.

Figure B-2. Commuting Time to Work for Residents 16 years and Older, in Minutes, Oregon, Lane County, and Veneta, 2012



Source: U.S. Census, 2008-2012 American Community Survey, Table B08303.

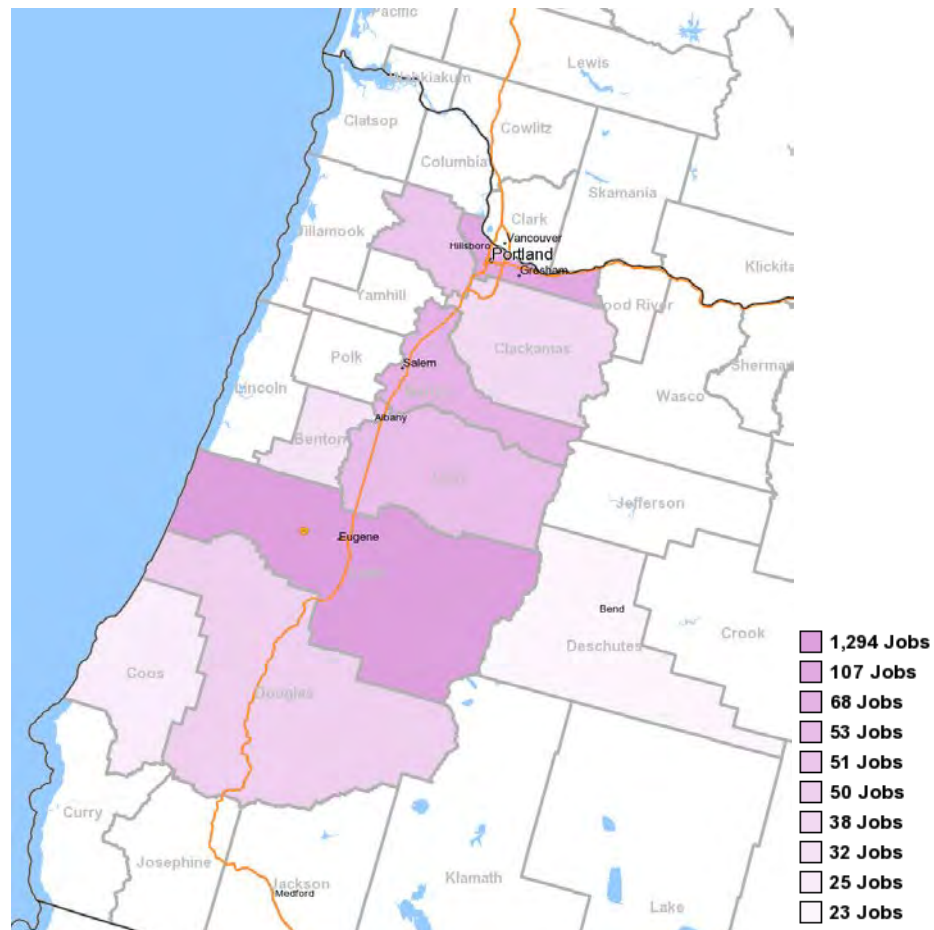
Table B-2 and Figure B-4 show the places where residents of Veneta were employed in 2011. Fifty-seven percent of Veneta's 1,770 working residents worked in Lane County, though only 5 percent worked within Veneta, and about 51 percent worked in either Eugene or Springfield. Thirteen percent of Veneta residents worked in other counties and 31 percent worked in other locations.

Table B-3. Places Where Residents of Veneta Were Employed, 2011

Location	Number	Percent
Lane County	1,015	57%
Veneta	86	5%
Eugene	732	41%
Springfield	179	10%
Junction City	18	1%
Multnomah County	105	6%
Portland	89	5%
Gresham	16	1%
Benton County	45	3%
Corvallis	26	1%
Albany	19	1%
Marion County	47	3%
Salem	47	3%
Douglas County	16	1%
Roseburg	16	1%
All Other Locations	542	31%
Total	1,770	100%

Source: U.S. Census Bureau, LEHD on the Map

Figure B-3. Places Where Residents of Veneta Were Employed, 2011



Source: U.S. Census Bureau, LEHD on the Map

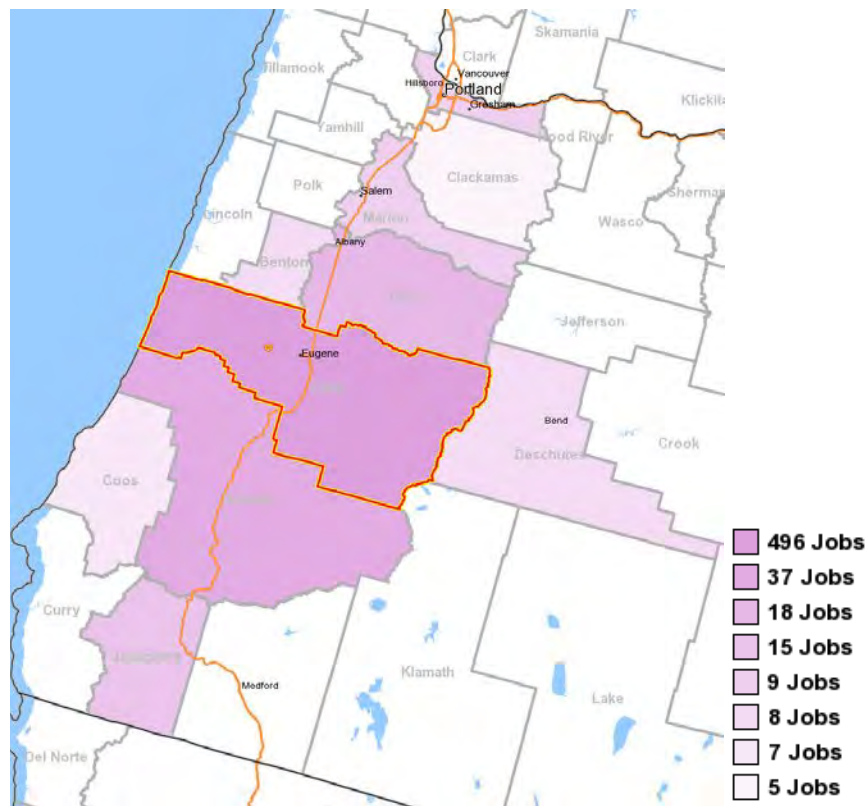
Table B-3 and Figure B-4 show where employees of firms located in Veneta lived in 2011. Forty-one percent of Veneta employees lived in Lane County. Of this 41 percent, only about 13 percent lived in Veneta, about 18 percent lived in Eugene, and 10 percent lived in Springfield. Over half (59 percent) of workers in Veneta lived in various other counties.

Table B-4. Places Where Workers in Veneta Lived, 2011

Location	Number	Percent
Lane County	271	41.0%
Veneta	86	13.1%
Eugene	116	17.7%
Springfield	63	9.6%
Junction City	6	0.9%
All Other Locations	385	59.0%
Benton County	8	1.2%
Multnomah County	7	1.1%
Deschutes County	6	0.9%
Curry County	5	0.8%
Josephine County	5	0.8%
Douglas County	6	0.9%
Other Locations	348	53.0%
Total	656	100.0%

Source: U.S. Census Bureau LEHD on the Map

Figure B-4. Places Where Workers in Veneta Lived, 2011

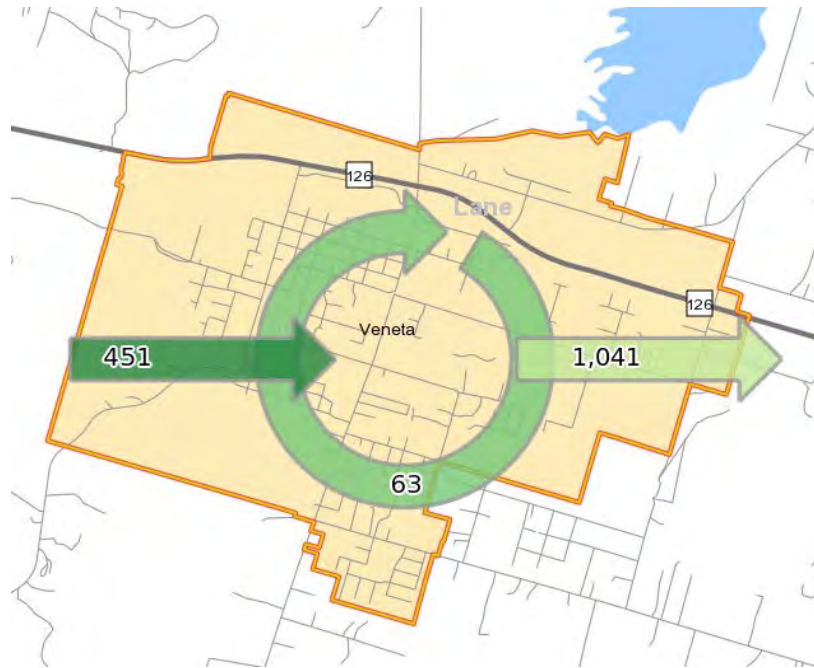


Source: U.S. Census Bureau LEHD on the Map

Figures B-5 and B-6 show the inflow and outflow of workers in 2002 and 2011. Figure B-5 shows that in 2002, of the 514 employees in Veneta, 451 or about 88 percent, lived outside of the city. In 2002, there were 1,104 residents in Veneta,

and about 95 percent or 1,041 of these residents worked outside of Veneta. Only 63 people both lived and worked in the city.

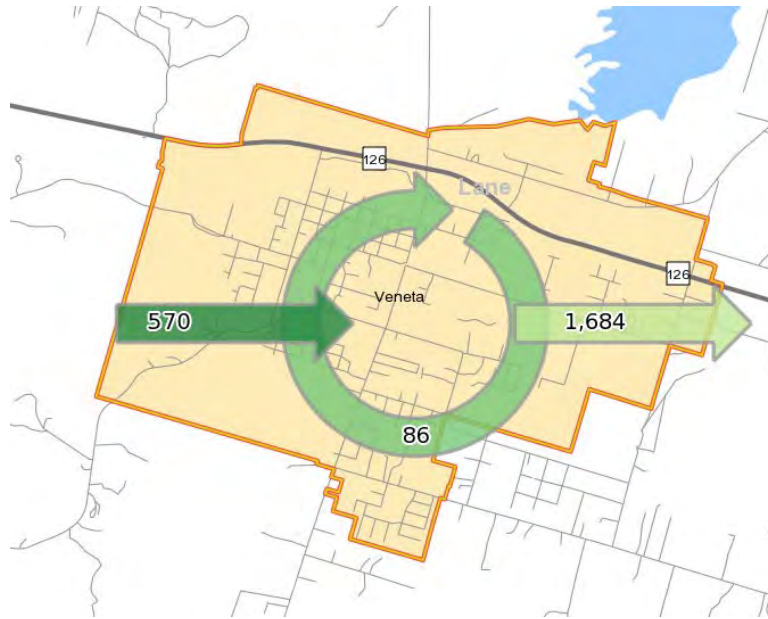
Figure B-5. Inflow/Outflow Analysis for Veneta, 2002



Source: U.S. Census Bureau LEHD on the Map

Figure B-6 does not show much change from 2002 to 2011. People living outside of the city comprise eighty-six percent of Veneta's workforce. The percentage of people living in Veneta, but working outside of the city, 95 percent, has not changed over this time period. Eighty-six people both lived and worked in the city in 2011.

Figure B-6. Inflow/Outflow Analysis for Veneta, 2011



Source: U.S. Census Bureau LEHD on the Map

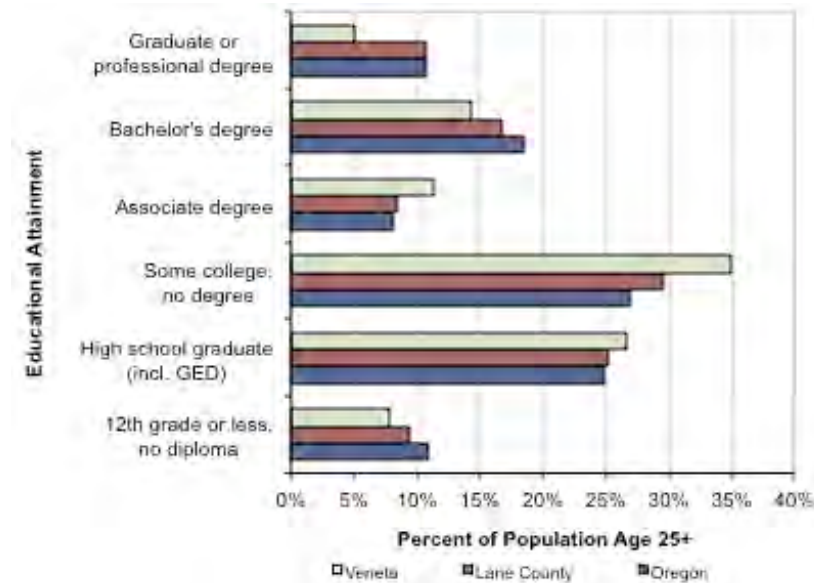
These commuting patterns show that Veneta firms have access to workforce living throughout various counties in Oregon, and in particular, Lane County. However, very few residents both live and work inside Veneta. A higher percentage of employees 16 and older generally have a longer commute than other employees in Lane County because most residents are working in other cities or counties and there are limited options for methods of travel outside of the Veneta area. Given that the majority of residents in Veneta commute, the commuting patterns create demand for automotive and other forms of transportation, particularly in the Lane County region.

Increasing energy prices may impact commuting patterns for workers in Veneta. The impact is most likely to be the greatest for workers living in cities like Veneta because the commute to other cities in and outside of Lane County will be longer than working closer to home.

Education

Educational attainment is an important labor force factor because firms need to be able to find educated workers. Figure B-7 shows the share of population by education level completed in Oregon, Lane County, and Veneta in 2012. About 31 percent of Veneta's residents had an associate's degree or higher, compared with 36 percent of Lane County residents and 37 percent of Oregonians.

Figure B-7. Educational Attainment for Population 25 Years and Over, Oregon, Lane County, and Veneta, 2012



Source: US Census, 2012 American Community Survey, Table B15002

Lane Community College provides opportunities for workforce training and post-secondary education for Lane County residents and serves more than 40,000 full-time and part-time adult education students each year⁵⁶. In addition to Lane Community College resources, Veneta residents also have access to the University of Oregon and Northwest Christian University.

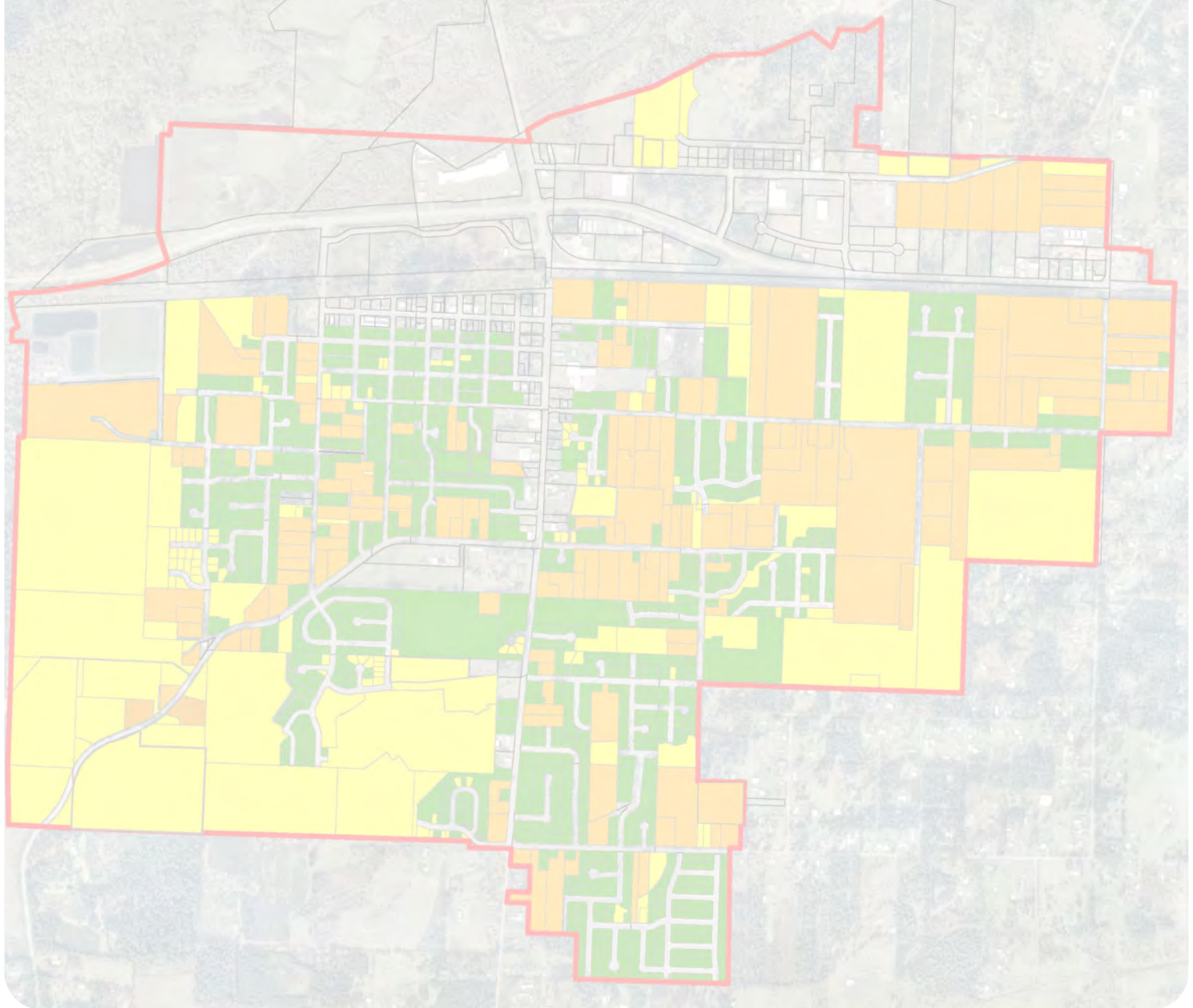
While Veneta currently has a lower percentage of workers with associates degrees or higher than either the State or County, they have a similar percentage of residents age 50 and above – many of whom may soon reach retirement age and leave the workforce.

⁵⁶ Lane Community College, "Lane Enrollment and Headcount"
<http://www.lanec.edu/research/ir/lane-enrollment-and-headcount>

Appendix B: Residential Buildable Land Inventory and Housing Needs Analysis

City of Veneta

Residential Buildable Land Inventory and Housing Needs Analysis



A Technical Supporting Document to the Housing Element
of the Veneta Comprehensive Plan

Prepared by the Veneta Community Development Department
2013

Adopted by Resolution No. 1170

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Executive Summary

The purpose of the Veneta Residential Land Inventory and Housing Needs Analysis is 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 Veneta Residential Lands Study followed these basic steps: 1) inventory how much buildable residential land the City has, 2) Identify housing needs based on certified population forecast, and 3) determine if there is enough land to accommodate growth between 2013 and 2033. Findings from the analysis are as follows:

Population Growth

- 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.
- Growth will be higher between 2010 and 2020 and will begin to slow afterwards until 2035.
- 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%.

Residential Land Inventory

- 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.

Housing and Land Need

- 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.
- A majority of the dwelling units needed will be for single family dwellings (84.0%) and the remaining housing types will be multi-family, duplexes, mobile homes and group quarters.
- 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.

Comparing Supply and Demand of Residential Acres

- 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.
- Veneta has an adequate supply of residential land to meet the 20 year projected demand within its current UGB.

Chapter One: Inventory Methodology and Results

Introduction

This document summarizes the Residential Buildable Lands Inventory and Housing Needs Analysis for the City of Veneta Urban Growth Boundary. The purpose of this work is to provide the city with information to evaluate the city's Comprehensive Plan and development code to determine if changes are needed to comply with Statewide Planning Goal 10, Housing. Goal 10 is, "to provide for the housing needs of the state." This goal requires cities to inventory buildable lands for residential use.

The purpose of conducting a "Buildable Lands Inventory" (BLI) is to quantify the amount of vacant and underdeveloped land available within the Urban Growth Boundary (UGB) of Veneta. A BLI allows a community to determine whether or not there is an adequate supply of buildable land to accommodate future housing needs based on a 20-year population forecast. This buildable land inventory is based on land information as of June 2013 and population forecast to the year 2033.

A Housing Needs Analysis will determine 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 Veneta will help us understand the **types** of housing that will best meet the needs of the community.

If it is determined that future population growth will require more buildable land than is available, a UGB analysis will be completed so the community's governing bodies can make informed decisions, and implement appropriate measures to provide for the unmet housing land needs.

Background

Since 2000, Veneta has been the fastest growing city in Lane County. Population has grown 67 percent from 2000 to 2013 from 2,755 to 4635 people¹.

Rapid growth has placed pressure on City facilities, specifically available water supply. The 2009 Water Master Plan in particular pointed out current and future deficiencies that could not be met by continued development of groundwater resources, leaving the City to look outside of the UGB for new water sources. These water limitations threaten both residential service and future economic development. Over the last three years, the City has developed a partnership with Eugene Water & Electric Board (EWEB) to supply water to Veneta; this pipeline will meet the City's water supply needs far into the future (50 years or more). The water pipeline project broke ground in the fall of 2012 and was completed in the fall of 2013. The water pipeline project is the impetus for the City to bring all its relevant planning documents, most of which were developed from 1998-2000, up to date in reflecting existing and future conditions and projections.

By 2035, Veneta is projected to have a population of 10,505 based on the Lane County Coordinated Population Forecast also warranting new analysis and plan amendments. In order

¹ Portland State University Certified Population Estimates.

to plan for this projected growth, the City will conduct several planning studies. These studies will be completed as individual projects, as described below to meet timing considerations of the City:

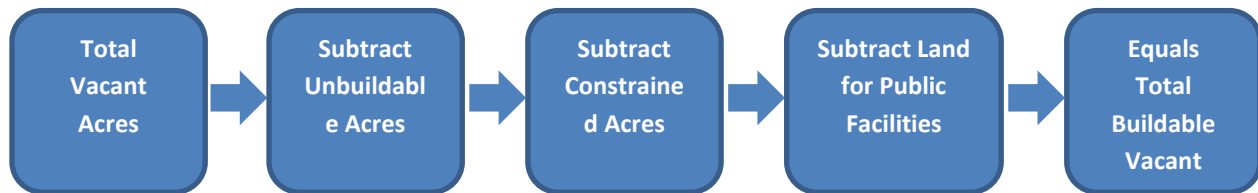
1. Residential Buildable Land Inventory: Identify the amount of built, vacant, potential infill, potential re-developable and environmentally constrained residential designated land within the existing UGB.
2. Commercial and Industrial Buildable Land Inventory (CIBL): Identify the amount of built, vacant, potential infill, potential re-developable and environmentally constrained employment land within the existing UGB.
3. Housing Needs Analysis (HNA): Determine the amount of residential land needed to meet future housing demand at appropriate densities and housing types. The analysis is based on historical and future population change, demographics, and development trends. The HNA will address Statewide Planning Goal 10 Housing requirements. The Department of Land Conservation workbook, "Planning for Residential Growth" is used as the primary guide.
4. Economic Opportunities Analysis (EOA): Estimate the types and amounts of industrial and commercial development and land that will be needed to accommodate forecasted economic growth.
5. Land Supply & Demand Analysis: Compare the land inventories (supply) with Statewide Planning Goal 9 (Economic) and Goal 10 (Housing) land need estimates (demand).
6. Efficiency Measures. Examine policies that will promote higher residential densities prior to any effort made to expand the Urban Growth Boundary (UGB).
7. UGB Expansion Analysis: Conduct analysis per Goal 14 Urbanization location factors, if UGB expansion is needed.
8. Comprehensive Plan & Map Amendments & Adoption: Prepare findings and incorporate the results of these studies and any policy changes into Comprehensive Plan text and Map for local adoption.

Buildable Land Inventory Methodology

Tasks outlined in the Department of Land Conservation handbook, "Planning for Residential Growth – A Workbook for Oregon's Urban Areas" are being used for this analysis. This chapter summarizes the methodology, assumptions, and results of the Buildable Lands Inventory. The BLI inventories the supply of buildable land inside the Urban Growth Boundary. Per Oregon Revised Statute 197.295, Buildable Land means, "residentially" designated land within the urban Growth boundary, including both vacant and developed land likely to be redeveloped, which is suitable, available and necessary for residential uses."

The results are based on analysis of Geographic Information System (GIS) data provided by Lane County Assessment and the City of Veneta. The analysis also relied on aerial photography. GIS data provided by Lane County was verified through field checking by Veneta City staff.

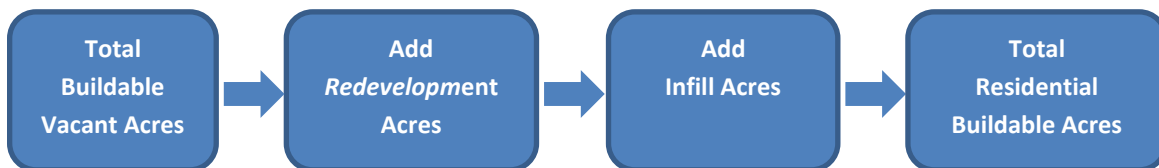
The Residential Buildable Land Inventory was performed using the following steps:



1. Update existing land use and plan designations in the GIS. Using the most current data calculate total gross vacant acres, including fully vacant and partially vacant parcels by plan designation.
2. Calculate and subtract gross acres of unbuildable land.
3. Calculate and subtract gross acres of constrained land.
4. Calculate and subtract percentage of acres needed for public facilities.

Steps 1 through 4 results in total net Buildable Acres by plan designation. Redevelopment and Infill land are then added to the inventory for total acres of available land for residential development.

5. Calculate potential residential redevelopment acres.
6. Calculate potential infill acres.



Residential Buildable Land Inventory

The first step in the BLI was to identify all land within the Veneta Urban Growth Boundary as the land base. This step was necessary in order to establish a baseline or total number of acres to work from.

Table 1 shows total acres within the Veneta UGB/City Limits as of July 2013. According to GIS analysis, Veneta has approximately 1,391 gross acres within its UGB. This includes all Plan Designations. Total acres do not include right-of-way.

Table 1: Acres in UGB by Plan Designation

Plan Designation	Acres	Percent of Total
(R) Rural Residential	246.1	17.7%
(L) Low Density Residential	461.8	33.2%
(M) Medium Density Residential	331.8	23.8%
(U) Commercial/ General Residential	14.3	1.0%
(C) Commercial	163.0	11.7%
(X) Public	54.5	3.9%
(P) Parks	18.6	1.3%
(D) Industrial - Commercial	38.3	2.7%
(I) Industrial	63.0	4.5%
Total:	1391.3	100.0%

The remainder of the BLI analysis focuses on residential designated land. Residential plan designations are identified in the Veneta Comprehensive Plan as follows:

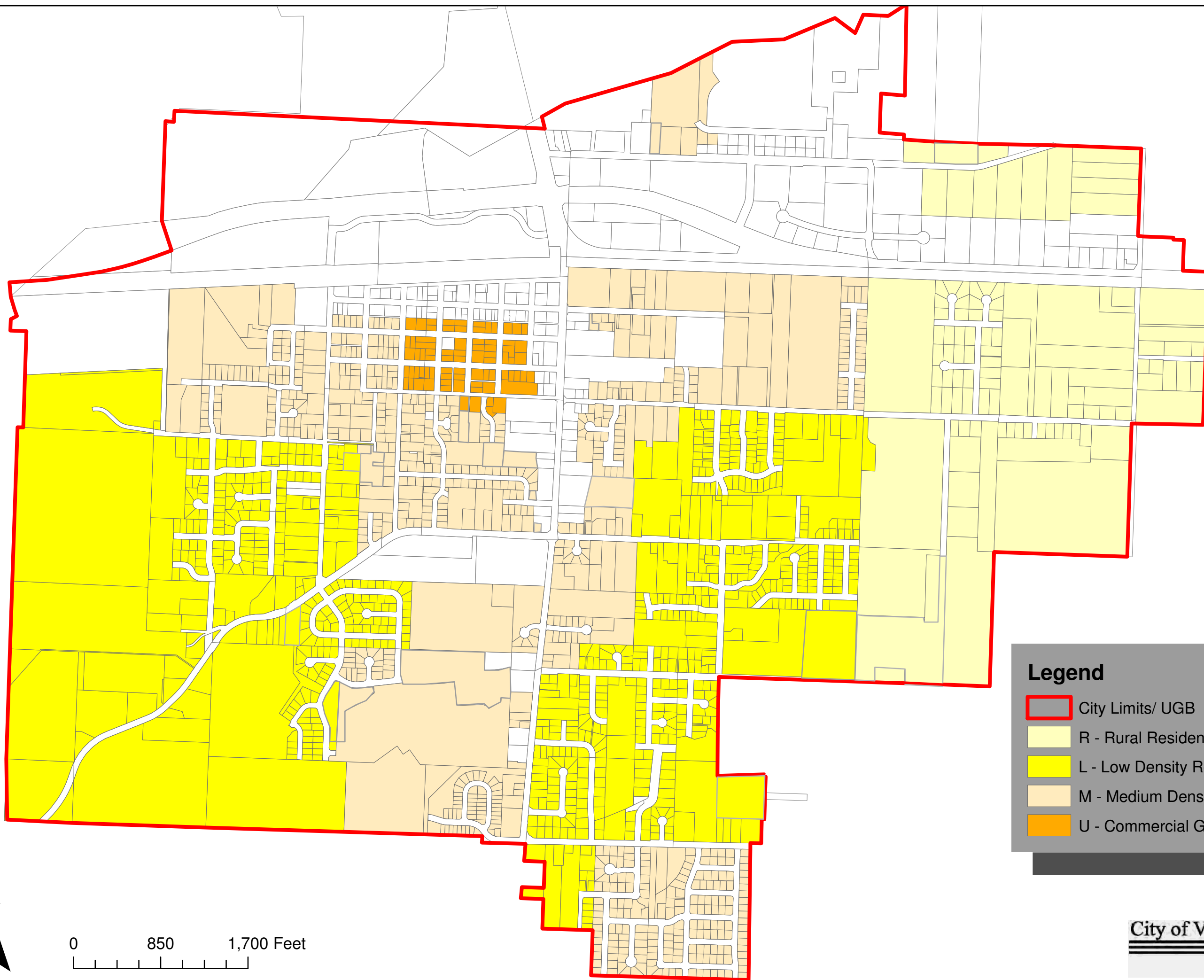
- Rural Residential
- Low Density Residential
- Medium Density Residential
- Commercial/Residential

Table 2 shows there are approximately 1,054 acres or 76% of land within the Veneta UGB in Residential plan designations. **Map 1** depicts Residential Comprehensive Plan Designations for Veneta.

Table 2: Total Residential Acres by Plan Designation

Plan Designation	Acres	Percent of Total
(R) Rural Residential	246.1	23.4%
(L) Low Density Residential	461.8	43.8%
(M) Medium Density Residential	331.8	31.5%
(U) Commercial/ General Residential	14.3	1.4%
Total:	1054.0	100.0%

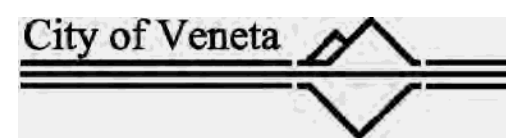
In order to determine how much land is available for future residential development, it is necessary to categorize residential land into the following categories: Vacant, Developed or Partially Vacant. Staff utilized a combination of data to categorize residential land including; property class codes from Lane County, aerial photography, building permit data and field inspection. Property Class codes define the type of land use and whether or not the property is vacant. Property Class Codes are assigned to each tax lot by Lane County Assessor's Office. The classifications are mutually exclusive meaning no parcel will have two different categories assigned to it.



0 850 1,700 Feet

Legend

-  City Limits/ UGB
-  R - Rural Residential
-  L - Low Density Residential
-  M - Medium Density Residential
-  U - Commercial General Residential



Residential Land Classifications

The following definitions were used to map and sort Veneta residential properties into the three classifications:

- **Developed:** Existing lots of less than one-half acre that are currently occupied by a dwelling (e.g. property contains a developed or improved property class code per Lane County data).
- **Vacant:** All vacant residential land (e.g. contains a “vacant” property class code per Lane County data). This includes land without a structure or with a structure and a value of \$1,000 or less.
- **Partially Vacant:** Existing lots that are equal to or greater than one-half acre and currently occupied by a dwelling (e.g. property contains a developed or improved property class code per Lane County data). These lots are generally large enough to accommodate additional residential development. Again, the results of the land classification mapping were verified by City Staff using aerial photography, building permit data, and field checking properties to ensure accuracy.

Map 2 shows Residential Land Classifications (Vacant, Developed, and Partially Vacant) within the Veneta UGB.

Table 3 summarizes Total Residential Acres by Property Classification and by Plan Designation within the UGB as of July 2013. Data shows there are about 299 acres classified as Developed (unavailable for development), 408 acres are classified as Vacant, and 346 acres as Partially Vacant.

Table 3: Total Residential Acres by Property Classification

Plan Designation (Residential)	Vacant Acres	Partially Vacant Acres	Developed Acres	Gross Acres
R-Rural Residential	89.97	130.79	25.37	246.13
L-Low Density Residential	216.93	122.04	122.85	461.82
M-Medium Density Residential	100.96	93.13	137.69	331.78
U-Commercial/ General Residential	0.48	0.00	13.78	14.26
Total:	408.3	346.0	299.7	1054.0

Partially Vacant Land

To account for the potential development of partially vacant land, the undeveloped portion of the partially vacant lot was added to the gross vacant acreage. Planning Commission recommended the analysis use the Safe Harbor methodology defined below. All partially vacant parcels, one-half acre or larger, with a dwelling, were assigned $\frac{1}{4}$ acre to residential use (developed) and the remainder of the acreage assigned as vacant (undeveloped). The total “undeveloped acres” were added to the “vacant” land inventory.

Safe Harbor when conducting and inventory - 660-024-0050

“(2) As safe harbors, a local government, except a city with a population over 25,000 or a metropolitan service district described in ORS 197.015(13), may use the following assumptions to inventory the capacity of buildable lands to accommodate housing needs: a) The infill potential of developed residential lots or parcels of one-half acre or more may be

determined by subtracting one-quarter acre (10,890 square feet) for the existing dwelling and assuming that the remainder is buildable land;"

Table 4 summarizes the developed and vacant portions of Partially Vacant acres using the safe harbor methodology described above. Out of the total 346 acres of partially vacant land, 44 acres were determined to be "Developed" and added to the "Developed" land classification and the remaining 302 acres were added to the "Vacant" land classification .

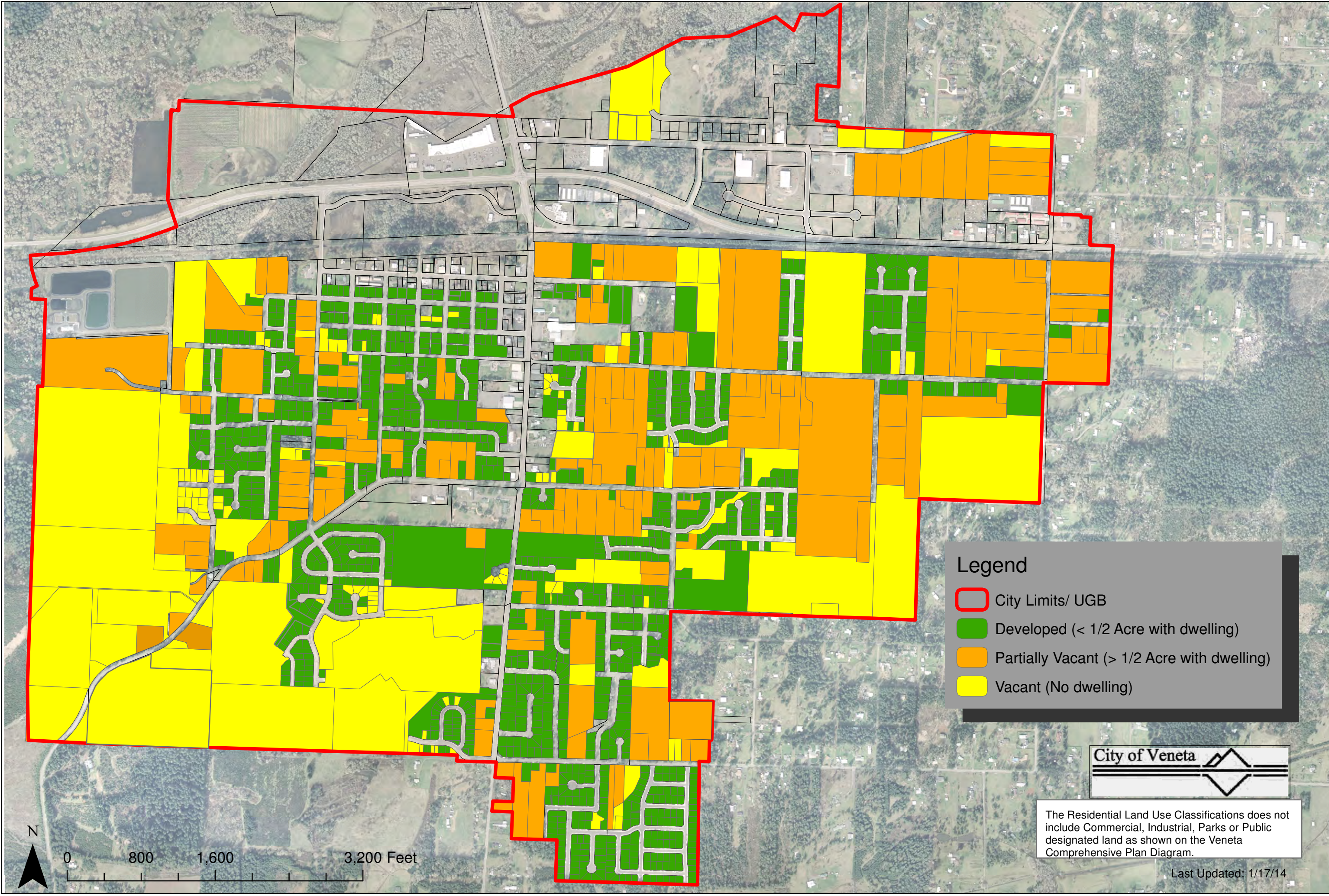
Table 4: Total Partially Vacant Residential Acres Using Safe Harbor

Plan Designation (Residential)	Total Partially Vacant Acres	Partially Vacant (Developed)	Partially Vacant (Vacant)
R-Rural Residential	130.8	9.8	121.0
L-Low Density Residential	122.0	19.0	103.0
M-Medium Density Residential	93.1	15.3	77.9
U-Commercial/ General Residential	0.0	0.0	0.0
Total:	346.0	44.0	302.0

Table 5 shows total vacant acres by plan designation with the addition of the partially vacant acres from Table 4. There is a total of 710 total vacant acres as a result of adding 302 acres back into the inventory.

Table 5. Total Residential acres by Property Class Code and Comp Plan Designation

Plan Designation (Residential)	Developed Acres	Vacant Acres	Partially Vacant (Vacant)	Total Vacant Acres
R-Rural Residential	35.12	89.97	121.04	211.01
L-Low Density Residential	141.85	216.93	103.04	319.97
M-Medium Density Residential	152.94	100.96	77.88	178.84
U-Commercial/ General Residential	13.78	0.48	0.00	0.48
Total:	343.7	408.3	302.0	710.3



Legend

-  City Limits/ UGB
-  Developed (< 1/2 Acre with dwelling)
-  Partially Vacant (> 1/2 Acre with dwelling)
-  Vacant (No dwelling)



The Residential Land Use Classifications does not include Commercial, Industrial, Parks or Public designated land as shown on the Veneta Comprehensive Plan Diagram.

Last Updated: 1/17/14

Unbuildable and Constrained Land

Some vacant and partially vacant land will not fully accommodate development because it is either unbuildable or constrained. Physical restrictions, such as steep slopes, wetlands, floodways, and the City's greenway, must be accounted for in determining whether land is realistically available for future development. State policy gives jurisdictions the flexibility to apply locally adopted regulations to determine what is buildable and what is not. Three main physical constraints will restrict development in specific areas of Veneta and include: Flood Hazard, Wetlands/Greenway, and Steep Slopes.

Map 3 displays all unbuildable land within Veneta's Urban Growth Boundary.

Unbuildable Land

The Planning Commission reviewed all unbuildable and constrained land categories to determine how much land is considered undevelopable and should be removed from the vacant land inventory. Following are the results of Planning Commission recommendations.

- **Slopes:** much of the land near the southwest border of Veneta' UGB contain steep slopes. It is anticipated that up to 25% slope will be built on therefore, land with slopes greater than 25% were removed from the inventory as unbuildable. Slopes greater than 25% accounted for about 17 acres of vacant acres in the Single Family Residential Plan Designation.
- **Public Facilities:** In addition to lands designated as public facilities or parks, some land designated residential is being utilized as stormwater detention facilities, as either detention ponds or swales as part of subdivision development. There are 12.5 acres of stormwater facilities considered unbuildable.
- **Wetlands and Greenway:** The wetland constraints are based on Veneta's adopted Local Wetland Inventory (LWI) and Veneta Greenway/Open Space Subzone. The Greenway subzone is aligned with the inventoried wetlands and includes a 50 foot buffer from wetland boundaries. Given the City's Zoning Ordinance prohibits all new development within the Greenway/Open Space Subzone except for utilities and infrastructure, these acres were considered unbuildable by Planning Commission and account for 113.7 acres removed from the inventory.

Table 6 summarizes unbuildable, vacant acres, by Plan designation. There are a total of 143.5 acres classified as unbuildable and account for 143.5 total acres of unbuildable land that will be removed from the inventory within the UGB and account for 20% of vacant land.

Table 6. Unbuildable Acres

Plan Designation (Residential)	Vacant Acres	Unbuildable Acres				
		Slopes (>25%)	Stormwater /Public Facilities	GW/ Wetlands	Total Unbuildable Acres	Percent Unbuildable
R-Rural Residential	211.01	0.0	0.0	39.7	39.7	18.8%
L-Low Density Residential	319.97	17.2	8.03	41.3	66.5	20.8%
M-Medium Density Residential	178.84	0.0	6.12	32.7	38.8	21.7%
U-Commercial/ General Residential	0.48	0.0	0.0	0.0	0.0	0.0%
Total:	710.3	17.2	14.2	113.7	145.1	20%

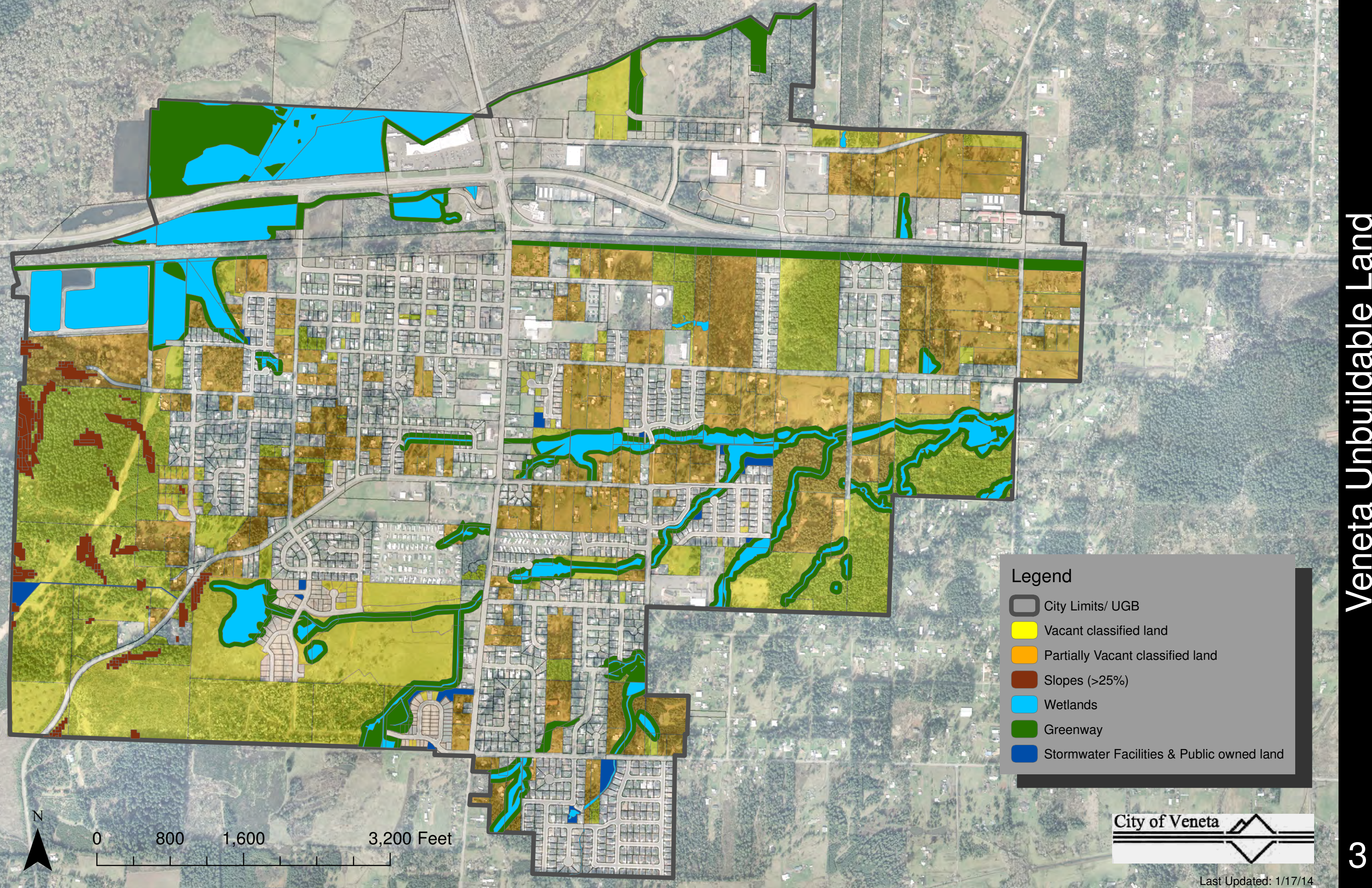
Constrained Land

Map 4 shows all constrained land within Veneta's Urban Growth Boundary. The following constraints were analyzed for the BLI.

- **Flood Hazard; City Flood Hazard Ordinance:** City Ordinance allows development within the 100-year flood plain with an approved flood plain permit. A majority of the floodplain is on lands designated Highway Commercial, north of Highway 126.
- **Slopes:** Slopes 14% - 25% are considered constrained because they can be developed but at densities lower than residential developments on relatively flat land. The City analyzed all approved subdivisions on sloped land to determine the average density by slope category. The City has built single family dwellings at an average of 6.2 dwelling units per acre on non-sloped land. Land on slopes 15-20% developed at an average density of 2.49 dwelling units per acre (or at 40% of average density) and 2.10 dwelling units per acre (or 34% of the average density) on land sloped 20-25%. In order to account for the lower density on sloped land, total acres by each slope category were modified so they equaled the percentage that could be developed at the average density of 6.2 du/acre.

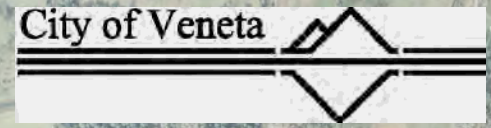
Example: 34 acres with 15-20% slope can develop at 40% the average density for a total of 84 dwelling units per acre, or alternatively 13.6 acres (40% of the 34 acres) multiplied by 6.2 (average density) totals 84 dwelling units per acre.

Table 7 summarizes sloped land by Plan Designation and acres impacted as a result of the slope analysis. Land designated Low Density Residential is the only land affected by slope in Veneta's UGB. There are a total of 34.8 acres with a slope 15-20% and 45.2 acres 20-25% for a total of 80 acres of constrained, sloped land. Based on the density that each slope category can be developed, a total of 50.7 acres was removed from the inventory leaving 29.3 acres of sloped land in the inventory for development.

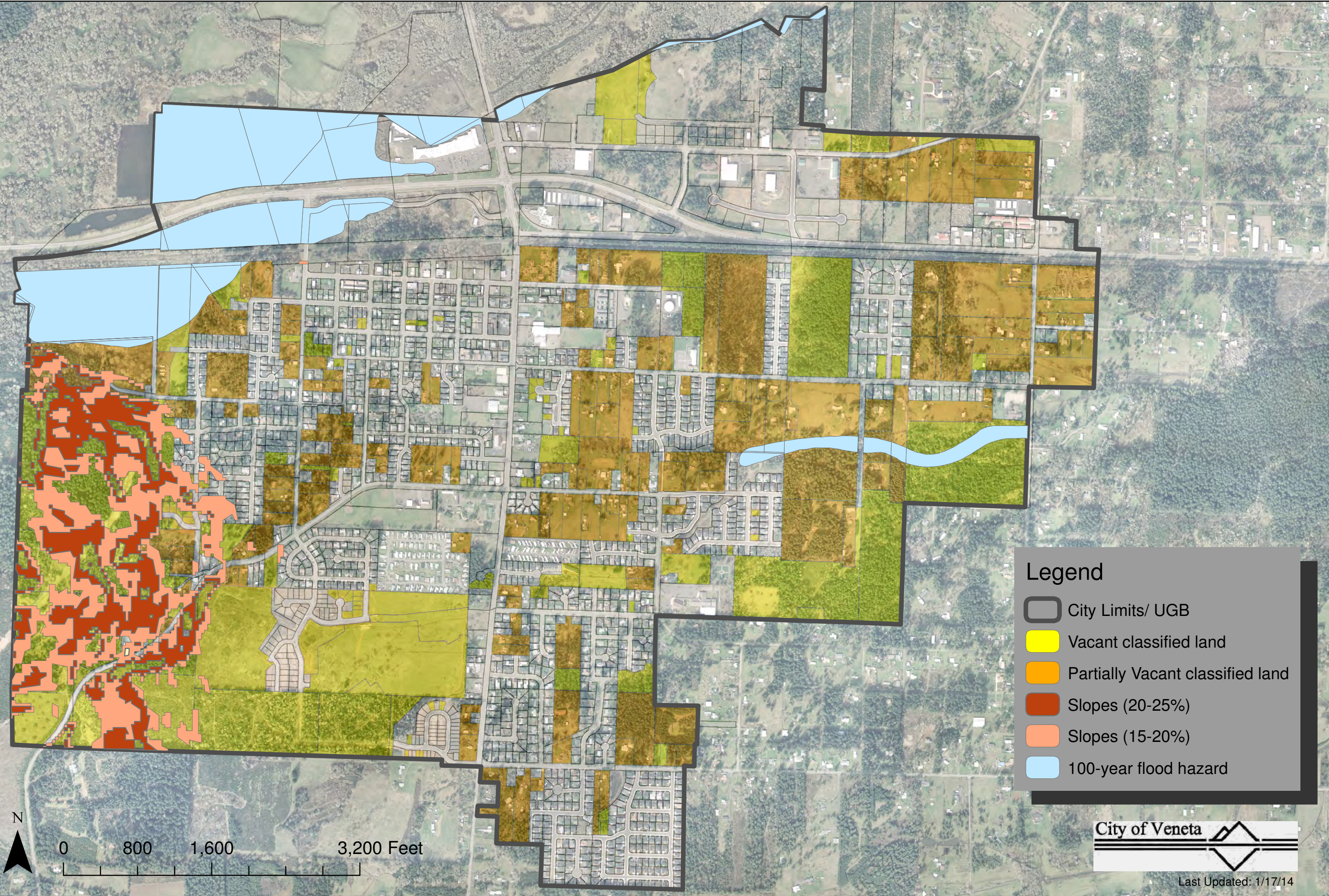


Legend

- City Limits/ UGB
- Vacant classified land
- Partially Vacant classified land
- Slopes (>25%)
- Wetlands
- Greenway
- Stormwater Facilities & Public owned land



Last Updated: 1/17/14



Legend

- City Limits/ UGB
- Vacant classified land
- Partially Vacant classified land
- Slopes (20-25%)
- Slopes (15-20%)
- 100-year flood hazard



Table 7. Inventory of Constrained Sloped Land and Acres Removed from Inventory						
Plan Designation (Residential)	Inventory of Sloped Land		Sloped Acres to be Removed		Net Sloped Acres (vacant)	
	Slopes 15-20%	Slopes 20-25%	Slopes 15-20%	Slopes 20-25%	Slopes 15-20%	Slopes 20-25%
R-Rural Residential	0.0	0.0	0.0	0.0	0.0	0.0
L-Low Density Residential	34.8	45.2	20.9	29.8	13.9	15.4
M-Medium Density Residential	0.0	0.0	0.0	0.0	0.0	0.0
U-Commercial/ General Residential	0.0	0.0	0.0	0.0	0.0	0.0
Total:	34.8	45.2	20.9	29.8	13.9	15.4

Table 8 summarizes acres by constraints. There is a total of 71.9 residential acres with one or more environmental constraints. A majority of constrained land is sloped and on land designated Low Density Residential. The 100-year flood hazard zone impacts 21 acres of residential land. Constrained land impacts 26% of total Vacant Residential Acres.

Table 8. Total Constrained Acres						
Plan Designation (Residential)	Vacant Acres	Constrained Acres				
		100-year Flood Hazard	Slopes 15-20%	Slopes 20-25%	Total Constrained	Percent Constrained
R-Rural Residential	211.0	9.5	0.0	0.0	9.5	5%
L-Low Density Residential	320.0	2.5	20.9	29.8	53.3	17%
M-Medium Density Residential	178.8	9.1	0.0	0.0	9.1	5%
U-Commercial/ General Residential	0.5	0.0	0.0	0.0	0.0	0%
Total:	710.3	21.1	20.9	29.8	71.9	26%

Land for Public Facilities

Not all vacant, residential designated land will be developed with residential uses. In general, there are more public facilities, such as churches, parks and other public land associated with residential designated land than commercial and industrial land. Typically, larger rather than existing small undeveloped lots will require rights-of-way, park dedication, or new stormwater facilities. For this analysis, Vacant and Partially Vacant parcels greater than 1 acre had 25% of the vacant land removed from the inventory to account for streets and non-residential uses. Results are shown in **Table 9** below.

Table 9. Acres for Public Facilities

Plan Designation	Public Facilities Acres to be Deducted (25%)
(R) Rural Residential	10.3
(L) Low Density Residential	16.3
(M) Medium Density Residential	12.3
Total Acres:	38.8

Table 10 summarizes total available vacant residential land by Plan designation. The 0.5 acres of land designated U - Commercial/General Residential will be addressed in the Economic Opportunity Analysis as available land for commercial development. Subtracting Unbuildable Acres, Constrained Acres (percentage of sloped land) and land for public facilities from the vacant land supply results in 477 net acres of available vacant land. The majority of available, vacant land (39%) is designated Low Density Residential.

Table 10. Total Available Vacant Land by Plan Designation						
Plan Designation (Residential)	Gross Vacant Acres	Total Unbuildable Acres	Total Constrained Acres Removed (sloped land)	Public Facilities Acres to be Deducted (25%)	Net Vacant Acres	Percent of Total
R-Rural Residential	211.0	39.7	0.0	10.3	161.1	33.9%
L-Low Density Residential	320.0	66.5	50.7	16.3	186.5	39.2%
M-Medium Density Residential	178.8	38.8	0.0	12.3	127.8	26.9%
U-Commercial/ General Residential	0.5	0.0	0.0	0.0	0.5	0.1%
Total:	710.3	145.1	50.7	38.8	475.8	100%

Chapter Two: Infill and Redevelopment

Determine Infill Potential

Residential infill was considered when a lot with a single-family residence may be large enough to divide, creating one or more new lots. This process is called a partition if three or fewer lots are created out of the original lot; a subdivision if four or more lots are created. The following infill/ redevelopment analysis focuses on infill occurring through the land division process.

To determine the potential for residential infill, only residential zoning districts were considered. For those residential zoning districts, the number of lots on which partitioning could occur were identified from the Veneta Residential Land Use Classification Map and those properties classified as 'Developed' as opposed to 'Partially Vacant' land which was analyzed earlier. The analysis varied by zoning district as follows:

Rural Residential: The minimum lot size for partitioning, per Veneta Land Development Ordinance 493 is one (1) acre or 43,560 square feet. Potential infill lots had to meet the following criteria:

- Tax lots greater than or equal to 2 acres or 87,120 square feet developed with one existing single-family, or manufactured dwelling.

Single Family Residential: The minimum lot size for partitioning, per Veneta Land Development Ordinance 493 is 6,000 square feet (SFR), 7,500 square feet minimum lot size (duplex lots), 18,000 square feet minimum lot size (multi-family lots), and additional 2,000 square feet required for average 15% pre-development slope or greater. Potential infill lots had to meet the following criteria:

- Tax lots greater than or equal to 12,000 square feet developed with one existing single-family, or manufactured dwelling.

General Residential: The minimum lot size for partitioning, per Veneta Land Development Ordinance 493 is 6,000 square feet minimum lot size, 5,400 square feet minimum in the downtown area per Comp Plan Map, 7,500 square feet minimum lot size (duplex lots), plus 2,000 square feet for each additional dwelling unit. Lot sizes smaller than 6,000 square feet are allowed for SF attached homes that do not exceed the overall net density allowed for multifamily housing. Potential infill lots had to meet the following criteria:

- Tax lots greater than or equal to 12,000 square feet developed with one existing single-family, or manufactured dwelling.

Residential Commercial: The minimum lot size for partitioning, per Veneta Land Development Ordinance 493 is 5,000 square feet minimum lot size (SFR), 6,000 square feet minimum (duplex), 9,500 square feet minimum (multi-family), 3,000 square feet minimum (townhome or attached single family). Potential infill lots had to meet the following criteria:

- Tax lots greater than or equal to 10,000 square feet with one existing single family or manufactured dwelling.

There were 98 lots which were considered developed in the residential buildable land analysis and also have potential for partitioning. Table 11 below shows the results by zoning district.

Table 11. Potential Number of Lots for Infill by Zoning District

Zoning District	Potential # of Lots
Rural Residential	1
Single Family Residential	42
General Residential	40
Residential Commercial	15
Total Lots	98

In order to develop an assumption as to how many infill lots will be created in the next 20-year period, partition activity was reviewed from 1998-2013. During that period, there were 20 approved partitions. These partitions created 56 lots. This is an average of 3.73 new lots created per year.

If this historical trend is projected into the future, there would be approximately 74.6 additional building lots created in the next two decades. For this residential buildable land analysis, it will be assumed that **75** additional lots will be created in the coming 20 years which will meet the housing demand for **75** single family detached dwellings.

Determine Redevelopment Potential

Redevelopable land is land on which development has already occurred but due to market forces or city policies, there is a strong likelihood that the existing development will be converted to, or replaced by, a new more intensive use. Redevelopment can occur if improvements, renovation, infill, or development of a more intensive use are feasible options.

The concept behind redevelopment is that it would add jobs or housing in an area that is already developed. For example, a warehouse could be converted to an office building. The office jobs would be developed without development of vacant lots, and the number of office jobs would be greater than the jobs provided by the warehouse. Another example is a dilapidated house on a corner lot that is torn down and replaced by a duplex. Through redevelopment, an additional dwelling unit is added without requiring additional vacant land. Property that is identified as having redevelopment potential, and is likely to be redeveloped, can be added to the inventory as buildable land. The methodology identified areas where redevelopment is likely. It will not require redevelopment on any property, as it only reveals redevelopment potential.

By state law, redevelopment potential of residential property must be considered during periodic review. In Veneta, there may be potential for redevelopment of parcels with existing uses that are less intense than the planned use; for example, a mobile home on land that allows for multi-family development. The criteria we used to identify residential redevelopment potential include:

Improvement value (value of buildings and other improvements) less than \$100,000. A relatively low value indicates that the investment in the property is not so great that it precludes redevelopment.

AND

Improvement value less than land value. If the improvement value is less than the land value, this would indicate a potential for redevelopment.

OR

The existing building is unused. Some buildings have been vacant for a period of time and the land use is coded as 'unused building'. This may indicate an opportunity for renovation of the building, or redevelopment of the property.

OR

Local knowledge of potential opportunities. Some properties that did not meet the criteria mentioned above may still have potential for redevelopment, based on the knowledge of city staff and the Planning Commission.

Table 12 summarizes by plan designation the residential acreages identified for redevelopment potential.

Table 12. Acres of Residential Redevelopment Potential

Zoning District	Acres
Rural Residential	0.00
Single Family Residential	1.20
General Residential	2.54
Residential Commercial	1.04
Total Acres	4.79

Chapter Three: Existing Conditions

Methodology

Tasks outlined in the Department of Land Conservation handbook, "Planning for Residential Growth – A Workbook for Oregon's Urban Areas" are being used for this analysis. Analysis of historical development trends provides insights into how the local housing market is working. The housing type, mix, and density of past trends are key variables in forecasting future land need. To undertake such an analysis the following factors are established:

- Determine the time period for which the data must be gathered.
- Identify types of housing to address (all needed housing types).
- Evaluate permit/subdivision data to calculate the actual mix, average gross density, and average net density of all housing types.

In completing this analysis the City reviewed the housing mix and density of development that occurred from 2000 through 2013. ORS 197.296 requires the analysis of housing mix and density to include the past five years or since the most recent periodic review, whichever time period is greater². In 2000, the City completed a Residential Land and Housing Needs Study using data for the 1990-1997 time periods. For this analysis the City used data from 1998-2013.

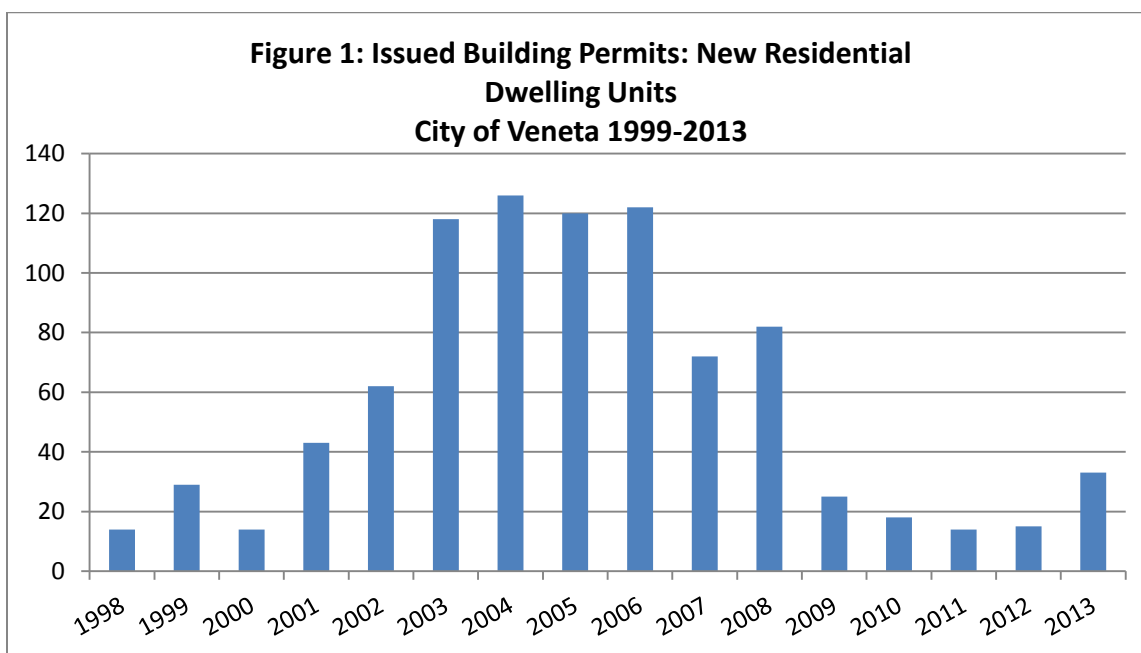


Figure 1 shows residential dwelling units approved in Veneta between 1998 and 2013. During this time period Veneta approved 892 dwelling units. The number of permits issued varies from

² ORS 197.296 (5)(6) states: "(a) Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity and need pursuant to subsection (3) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last periodic review or five years, whichever is greater." capacity and need pursuant to subsection (3) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last periodic review or five years, whichever is greater."

year to year but data show a significant increase between 2002 and 2006 after the City constructed improvements to the sewer treatment facilities and lifted a building moratorium in 2000. Most of the dwelling units approved were for single family dwellings. In 2008, the City approved 27 multi-family units.

As **Table 13** illustrates, between 1998 and 2013, 88% of all new housing permitted was for single family dwellings and was closer to 95% when you factor in manufactured homes on individual lots (not in mobile home parks). The only multi-family units during this time period were constructed in 2007 and 2008. In 2007 15 units were approved for Timberline Estates. In 2008 St Vincent DePaul constructed a 27 unit multi-family, townhome development, known as Heather Glenn which accounted for 32% of all approved dwelling units. Heather Glenn is subsidized housing for low to low-moderate income households.

Table 13. Building Permits Issued by Year by Unit Type					
YEAR	Single family	Mfd Home	Duplex	Multi-Family	Total
1998	5	9			14
1999	23	6			29
2000	10	4			14
2001	35	8			43
2002	56	6			62
2003	115	3			118
2004	126	0			126
2005	114	4	2		120
2006	120	2			122
2007	55	2		15	72
2008	52	3		27	82
2009	23	2			25
2010	15	3			18
2011	12	2			14
2012	11	4			15
2013	29	4			33
TOTAL UNITS	801	62	2	42	907
% of Units	88.3%	6.8%	0.2%	4.6%	100.0%

Currently, there are three mobile home parks in Veneta; Shalimar Mobile Home Park with 104 approved spaces, Country Living with 56 approved spaces, and Sertic Mobile Home Park with 6 approved spaces for a total of 158 mobile home park spaces. Per the City's Housing Unit and Population Questionnaire submitted in August 2013, there are a total of 146 occupied mobile homes in all parks combined. No new mobile home parks were created in the analysis time period.

Housing Mix and Tenure

Housing Mix and Tenure provide valuable information in evaluating Veneta's housing needs. Housing mix is influenced by many factors including cost of construction, type of land available for development (zoned for the type of housing), population characteristics, and employment trends. Table 14 shows the change in housing mix and tenure from 2000 to 2011.

According to the 2007-11 American Community Survey data, Veneta added 773 single family dwellings to the housing stock between 2000 and 2011. During this time period, single family dwellings increased in total share of housing units from 66% to 84%. Multi-family units decreased in total share from 13.5% to 7.1% with the addition of so many single family dwellings. In 2011, mobile homes in parks made up 7% of the total housing mix, a reduction in total share from 14% in 2000.

Table 14. Percentage of Housing Unit Type for 2000 and 2011

UNITS IN STRUCTURE	2000 Census		2007-11 ACS	
	Number	Percent	Number	Percent
Total housing units	973	100%	1746	100%
Single family, detached	645	66.3%	1469	84.1%
Single family, attached	29	3.0%	24	1.4%
Duplex	26	2.7%	8	0.5%
Multi-Family	131	13.5%	124	7.1%
Mobile home	142	14.6%	121	6.9%
Boat, RV, van, etc.	0	0.0%	0	0.0%
Housing Tenure	2000 Census		2007-11 ACS	
	Number	Percent	Number	Percent
Occupied Housing Units	966	100%	1,660	100%
Owner-Occupied	707	73.2%	1,255	75.6%
Renter-Occupied	256	26.8%	405	24.4%
Source: US Census 2000, Table DP-4, and 2007-2011 American Community Survey (ACS) Selected Housing Characteristics. ACS is a 5 year average.				

Census data shows home ownership rates increased by 2.4% between 2000 and 2011. The 2007-2011 American Community Survey shows that Veneta's home ownership rates are higher than Lane County and Oregon with Lane County at 60.2%, and the State at 63.1%. Veneta's home-ownership rate of 75.6% is also higher than other comparable small cities in Lane County. Creswell's and Junction City's homeownership rates are 66.7% and 51.2% respectively.³

Residential Density

Table 15 below summarizes the net density for approved residential development by dwelling unit type between 1998 and 2007. The most recent platted subdivision was approved in 2007. Multi-family development includes all existing multi-family development within the City of Veneta regardless of year since there has been less activity to review in the past 10 years. Density is calculated for net acres not gross acres. Net acres is the land in a development dedicated solely for individual lots, after rights of way, storm water facilities, etc. have been dedicated.

Density for mobile home parks was calculated separately. Mobile home parks were approved prior to the time period established for data gathering. However it is useful information when discussing future housing needs. A summary of density of mobile home parks is shown **Table 16**.

Data indicate density for single family dwellings averaged 6.2 dwelling units per net acre. Multifamily shows a higher net density, averaging 11.9 dwelling units per net acre. The average density for single family and multi-family units combined is 6.8 dwelling units per net acre.

Table 17 on the following page shows details of approved residential development from 1998-2007.

Table 15. Net Density of Approved Residential Development 1998-2007	UNITS	ACRES	Avg. Net Density
Single Family Dwelling Subdivisions Platted	749	120	6.2
Multi-Family Development	143	12	11.9
AVERAGE	892	132	6.8

Table 16. Net Density of Existing Mobile Home Park	Units	Acres	Avg. Net Density
Country Living	96	14	6.85
Shalimar	56	5	11.2
Sertic Mobile Home Park	5	1.58	3.16
AVERAGE	157	20.58	7.14

³ Source: American Community Survey 2007-2011 Table DP-4 Selected Housing Characteristics for Oregon, Lane County, Veneta, Creswell and Junction City.

Table 17: Density of Approved and Platted Subdivisions and Multi-Family Development 1998-2007

	Units	Year	Gross	Gross	Net	Net
SINGLE FAMILY DWELLINGS	Platted	Acres	Density	Acres	Density	
GARBER	16	1998	3.52	4.5	2.70	5.9
SHADOWRIDGE ESTATES	39	2000	7.83	5.0	5.50	7.1
PERKINS COUNTRY ESTATES 1&2	69	2000	15.63	4.4	13.80	5.0
BOWLING GREEN	68	2000	15.21	4.5	11.00	6.2
TAIT MEADOWS	20	2000	4.78	4.2	3.50	5.7
PINE GROVE ESTATES	11	2001	2.68	4.1	2.00	5.5
MEADOWDALE ESTATES	8	2001	2.22	3.6	1.50	5.3
HUNTER CREEK	21	2001	2.90	7.2	2.89	7.3
MARTINEZ	10	2002	2.50	4.0	1.90	5.3
SHADY HOLLOW	20	2002	5.09	3.9	3.80	5.3
ANGELA	6	2002	1.00	6.0	1.00	6.0
COVEN ESTATES	9	2002	1.80	5.0	1.50	6.0
HUNTER HEIGHTS	47	2002	10.90	4.3	7.18	6.5
PERKINS COUNTRY ESTATES 3&4	114	2003	23.82	4.8	17.74	6.4
FOREST GROVE	34	2003	7.74	4.4	5.08	6.7
ERNEST ACRES	6	2003	1.35	4.4	1.22	4.9
ANGEL CREEK	11	2004	2.79	3.9	2.29	4.8
TRINITY TERRACE	81	2004	23.50	3.4	12.93	6.3
RUBY MEADOWS	8	2004	1.64	4.9	1.25	6.4
ANGELS LANDING	7	2004	1.57	4.4	1.14	6.1
AUSTIN ACRES	25	2005	5.51	4.5	3.91	6.4
LAWLER	8	2005	1.82	4.4	1.39	5.8
APPLEGATE PHASE I	48	2007	10.64	4.5	4.88	9.8
APPLEGATE PHASE II	60	2007	18.79	3.2	9.49	6.3
ACRE OF GRACE	3	2007	1.05	2.9	0.41	7.3
TOTAL	749		176.29		120.00	6.24
MULTI-FAMILY DWELLINGS	Units				Net	Net
					Acres	Density
SUNBURST MANOR	6				0.44	13.6
HEATHER GLENN	27				2.72	9.9
THE BROADWAY	18				1.40	12.9
TIMBERLINE	15				0.95	15.8
PIONEER PARK (5TH ST)	19				1.86	10.2
APPLEGATE APARTMENTS	29				1.03	28.2
VENETA VILLA HACSA	29				3.59	8.1
TOTAL	143				11.99	11.93
ALL DEVELOPMENT	892				131.99	6.76

Chapter Four: Housing Needs Analysis

Housing Need Estimate

Projecting the number of new housing units needed in the next 20 years is the first step in conducting a Housing Needs Analysis. Veneta's estimated housing need is based on the recommended approach described in "Planning for Residential Growth: A Workbook for Oregon's Urban Areas," the Department of Land Conservation and Development's guidebook on local housing needs studies and follows the steps outlined in the workbook.

This first step will give us an estimate of 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 Veneta will help us understand the **types** of housing that will best meet the needs of the community based on forecasted trends.

In 2010 the City adopted the Lane County 20 year Coordinated Population prepared by Portland State University (PSU) and detailed in the report "Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035, May 2009". The 2030 Coordinated Population for Veneta is 9,847 and 10,505 for the year 2035. For this analysis staff extrapolated a population figure for the year 2033 by adding the average, yearly increase between 2030 and 2035 for a forecasted population of 10,242.

$(\text{Year 2035} - \text{Year 2030}) / (\text{number of years}) = \text{annual average growth.}$

$(10,505 - 9,847) / 5 \text{ years} = 131.6 \text{ people per year}$

$\text{Veneta Population in 2030} = 9847 + (131.6 * 3 \text{ years}) = 10,242$

Table 18 below shows Veneta's population is forecast to more than double between 2008 and 2035. According to PSU, growth will be higher between 2010 and 2020 and will begin to slow afterwards until 2035. 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%.

PSU Report states for Veneta: "Higher rates of increase are assumed and attributed to the affordable housing that will continue to attract young families; a continued increase in the Hispanic population will also be seen. Planned housing development supports higher rates of growth than in the past, but more development is planned for 2015-2020 than in 2010-2015. As the economy recovers housing construction will continue to be strong."⁴

⁴ Portland State University, Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035, page 34.

Table 18. Population Forecasts for Lane County and it's Cities 2008-2035

									2008-2035 Change		Annual Avg. Change	
		2008	2010	2015	2020	2025	2030	2035	No.	%	No.	%
Small Cities	Coburg	1,075	1,103	1,387	1,394	2,628	3,363	4,251	3,176	295%	118	10.9%
	Cottage Grove	9,828	9,957	10,616	11,424	12,261	12,856	13,542	3,714	38%	138	1.4%
	Creswell	5,321	5,647	6,802	8,263	9,758	11,060	12,172	6,851	129%	254	4.8%
	Dunes City	1,360	1,457	1,542	1,640	1,726	1,777	1,823	463	34%	17	1.3%
	Florence	10,767	11,212	12,355	13,747	15,035	16,323	17,434	6,667	62%	247	2.3%
	Junction City	6,375	6,567	9,343	10,799	12,067	13,136	13,887	7,512	118%	278	4.4%
	Lowell	1,015	1,043	1,228	1,459	1,714	2,022	2,345	1,330	131%	49	4.9%
	Oakridge	3,764	3,859	4,290	4,672	4,866	5,061	5,280	1,516	40%	56	1.5%
	Veneta	4,840	4,976	5,902	7,251	8,727	9,847	10,505	5,665	117%	210	4.3%
	Westfir	352	359	370	384	412	426	448	96	27%	4	1.0%
Metro	Eugene-Springfield	242,156	244,806	257,191	269,380	281,836	293,391	303,887	61,731	25%	2286	0.9%
Totals	Unincorporated areas outside UGBs	59,026	53,531	55,900	54,344	52,861	52,261	51,634	(7,392)	-13%	-274	-0.5%
	Lane County	345,880	349,516	366,924	385,297	403,892	421,522	437,207	91,327	26%	3,382	1.0%

Source: Portland State University, Population Research Center

Table 19 shows the estimate of needed housing units for the 2013-2033 time period. The housing need estimate is based on the future added population to Veneta. The housing need estimate for this analysis relies on other assumptions used by PSU such as group quarter population, average household size, and vacancy rates. Between 2013 and 2033 total population in Veneta will increase by 5,607. In order to determine the number of occupied dwelling units, group quarter population needs to be subtracted from total dwelling units. Group quarter population is the number of people who reside in residential care facilities, dormitories, or group homes for example.

Table 19. Assumptions for Housing Need Estimate	
Assumptions	Results
Current Population (2013 PSU Estimate)	4,635
Future Population (Coordinated Population)	10,242
Population Change	5,607
Group Quarter Population	63
Persons in Households	5,544
Average Household Size	2.75
New Occupied Dwelling Units	2,031
Vacancy Rate	4.4%
Vacant Units	89
Total Needed Dwelling Units	2,120
Dwelling Units Needed Annually	106

The group quarter population used by PSU was forecasted to be 60 persons for the year 2030 and 65 persons for the year 2035⁵. For this analysis 63 persons in group quarter population were used for the year 2033. Based on this figure, population in occupied households equals 5,544.

Total future occupied dwelling units are calculated by dividing persons in occupied households by the average household size. The report indicates household size in Veneta will decrease slightly from 2030 to 2035 from 2.75 to 2.72. For this analysis an average household size of 2.75 was applied, for a total of 2,031 new occupied dwelling units.

Not all dwelling units will be occupied therefore a vacancy rate is applied to the total number of occupied dwelling units to reach the number of total needed dwelling units. The vacancy rate supporting data used by PSU show a rate of 4.3% in 2030 and 4.6% in 2035. For this analysis a vacancy rate of 4.4% was used.

Applying these assumptions results in a need for 2,120 new dwelling units over the 2013-2033 planning period. This equates to an average of 106 dwelling units annually.

National, State, and Local Housing and Demographic Trends

The next step in the Housing Needs analysis is to identify relevant national, state, and local demographic and economic trends and factors that may affect the 20 year projection of residential structure type and mix. Generally these demographic characteristics determine housing choices:

- Homeownership rates increase as age increases
- Homeownership rates increase as income increases
- Single family detached housing is choice as income increases
- Income is a determinate of housing tenure for all age categories

Housing Trends

The latest State of the Nation's Housing Report from the Joint Center for Housing Studies of Harvard University provides trend information on the Housing Market, home ownership rates, and household growth. The 2012 Report states the following on the US housing market:

"After several false starts, there is reason to believe that 2012 will mark the beginning of a true housing market recovery. Sustained employment growth remains key, providing the stimulus for stronger household growth and bringing relief to some distressed homeowners. Many rental markets have already turned the corner, giving a lift to multifamily construction but also eroding affordability for many low-income households. While gaining ground, the homeowner market still faces multiple challenges. If the broader economy weakens in the short term, the housing rebound could again stall."

⁵ Portland State University, Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035, Supporting Data from Summary Tables, page 85.

Housing Market

- Steadier job growth and improving consumer confidence boosted sales of both new and existing homes in 2012, just one year after the worse year for housing completions since 1968.
- Even though the housing market is improving, a number of conditions may keep the recovery in the owner-occupied market relatively subdued such as the backlog of roughly two million loans in foreclosure keeping prices under pressure and the large inventory of vacant single family homes limiting demand for new construction.
- The rental market continues to grow where the number of renters surged by 5.1 million in the 2000s, the largest decade-long increase in the postwar era. Most of the growth is the disproportionate shares of young, minority, and lower-income households, who are traditionally more likely to rent. But the foreclosure crisis and the aging of the population have also spurred increases in renting among the middle-aged, as well as households that are white, married, and have moderate incomes. Overbuilding is not solely responsible for the large supply of vacant homes on the market. It is due to the lack of new homeownership formation.

US Home Ownership

- Homeownership rates continued to decline as increasing numbers of households opted—or were forced by foreclosure—to rent.
- The national homeownership rate dipped to 66.1 percent, down 0.7 percentage point from a year earlier and 2.9 percentage points from the 2004 peak however, the overall rate stands well above the 64 percent prevailing in the 1980s and first half of the 1990s.
- Regardless of the decrease, the national homeownership rate remained relatively high due to the fact that the 65 and older headed households are growing and homeownership among this age group is at record highs.
- Although young households have increasingly opted to rent in recent years, most still aspire to homeownership. “The late-2011 Fannie Mae National Housing Survey found that 86 percent of renters aged 18–34 believe they will ultimately own homes. In fact, the monthly mortgage payments for the typical home currently compare more favorably to rents than at any time since the early 1970s. However weakness in the economy and continued uncertainty may be deterring many would-be buyers from taking advantage of today’s home prices and low mortgage interest rates.”

Household Growth – Demographic Drivers

- Household growth is the primary driver of housing demand. Government surveys all agree that household growth has slowed dramatically since the recession.
- Since the Great Recession, fewer young adults are forming new households and fewer immigrants are coming to the United States. As a result, the pace of household growth is unusually slow.
- Many more young adults are living at home with their parents instead of forming their own households.
- Household formation rates among immigrants also declined significantly, mostly as a response to economic conditions.
- New households will form in the coming years as the large echo-boom population ages into adulthood. Echo Boomers already outnumber previous generations at similar ages.

- Minorities continue to be the driving force behind household growth and the rate among
- Hispanics is the largest share of minority households.
- The majority of household growth occurred outside large metropolitan areas, in the suburbs and exurbs.

Long Term Drivers

- The primary driver of household growth over the next 20 years is the Echo Boom generation.
- Baby Boomers will continue to push up the number of senior households for years. An influx of housing units dissolved by these individuals will not come onto the market for another 20 years.
- Immigration impacts to the US housing market is uncertain as this depends on US economic conditions and immigration reform as well as improved economic opportunities and lower birth rates in their home country.

Rental Housing

- Rental household growth increased dramatically which was spurred by the decline in home ownership rates across most age groups.
- Typically young adults under age 25 drive the growth of the rental market. However there was an increase in rental household of households aged 25-34 and 35-44 years when in previous years this age cohort was moving out of the rental market into homeownership.
- Minorities, because they are generally younger and less likely to own their own homes, make up the largest share of renters.
- A noteworthy shift in the rental market is the increasing number of married-couples that now rent instead of owning their own homes. Married couples accounted for 50 percent of the growth in renter households over the previous five years (2001-6). More middle and upper-income households are also renting.
- Renter household growth should remain strong for some time barring a dramatic bounce back of homeownership.
- In 2011 37 percent of all households pay more than 30 percent of their income for housing (moderate cost burden) and 18 percent of all households pay more than 40 percent of their income on housing (severe cost burden).
- Renters accounted for more than half of the severely cost burdened households.
- However larger shares of homeowners with mortgages face severe housing cost burdened than renters with comparable incomes.
- As the baby boomer population rises, cost burdened households will increase sharply over the next 20 years, escalating the need for assisted housing and support services for the elderly.

According to a 1996 report titled, "What is the Market Demand for Residential Real Estate in Eugene-Springfield?" conducted by ECO Northwest and Leland Consulting Group, household characteristics are the primary determinant of housing demand. Certain population and housing characteristics affect housing choices such as population growth, age of household head, marital status, presence of children, income, ethnicity, location of residential land (proximity to schools, employment and shopping and recreation).

The ECO Northwest, Leland Report states:

- Households are becoming smaller; more households are formed by “empty nesters”, young singles, and couples than by “traditional families.”
- Couples & families are more likely to own single family homes.
- Households 15-24 years in age are mostly apartment renters.
- The share of households with heads over 50 will increase.
- One parent families generally have lower incomes and lower rates of homeownership. However, ownership will increase as age of children increases.
- Declining household size suggests a shift towards smaller sized housing.
- Since 1975 average lot sizes have decreased while average house sizes have increased.
- Alternative forms of housing are coming on the market in response to changing household demographics and housing costs. Alternative forms of housing include mixed neighborhood development, small lot single family subdivisions, and mobile home parks.
- Age of the head of household is increasing which indicates the ability of these households to purchase housing; however after the age of 65 and older these households will downsize to smaller housing.
- Housing costs have generally increased more than income. More households are spending more than the recommended 30% of their household income on housing. The demand for more affordable housing will increase.
- Smaller, “traditional” style neighborhoods are under construction in Oregon as an alternative to the large lot single family subdivisions.
- While there is still a demand for large lot development, alternative housing types will take more of the market in the future.

Demographic Trends

Population Distribution

Figure 2 shows the age distribution of the population for Oregon, Lane County and Veneta for 2010. The 2010 Census shows Veneta’s population is younger than both Lane County and the State with a median age of 35.2, compared to Lane County (39.0 years) and the State (38.4 years). Children Under 9 years of age make up the largest percentage of Veneta’s population at 15% while 70 and older make up the smallest share of total population at 7%, which is less than Lane County and the State.

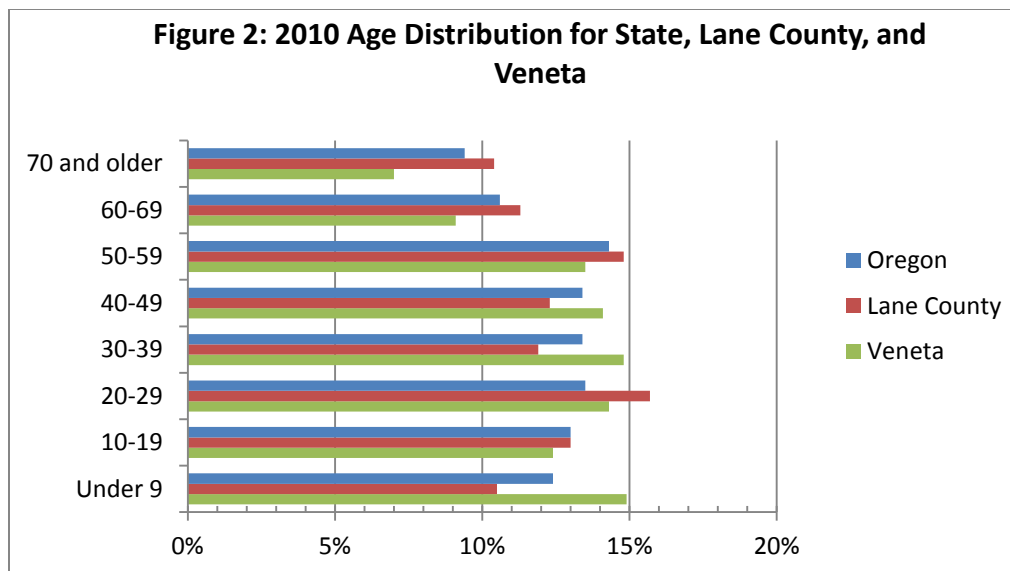


Table 20 below summarizes population change, by age, from 2000-2010 for Oregon, Lane County, and Veneta. Between 2000 and 2010 Veneta grew by 1,806 people for a total population of 4561. Veneta's population grew by 65% growing faster than both the State and Lane County. Population 55 – 74 years and over was the fastest growing population in the State, Lane County, and Veneta. Even though people aged 55 and over more than doubled in Veneta, the median age still remains lower than that of Lane County and the State. In 2010 the median age in Veneta was 35.2 and 39.0 and 38.4 for Lane County and the State respectively. Veneta also experienced rapid growth in younger age groups. The following age groups increased at higher rates than total population for Veneta; under 5 years, 20 to 24 years, and 25 to 34 years.

Table 20: Change in Population by age group, Oregon, Lane County and Veneta, 2000-2010

	Oregon		Lane County		Veneta	
	Number Change	Percent Change	Number Change	Percent Change	Number Change	Percent Change
AGE GROUP						
Total population	409,675	12.0	28,756	8.90	1806	65.6
Under 5 years	14,551	6.5	(203)	-1.09	175	89.7
5 to 9 years	2,740	1.2	(1,228)	-6.14	67	27.7
10 to 14 years	455	0.2	(1,605)	-7.38	12	3.9
15 to 19 years	10,433	4.3	936	3.81	-1	-0.4
20 to 24 years	22,642	9.8	3,561	12.92	126	96.2
25 to 34 years	53,449	11.4	3,997	9.51	409	113.0
35 to 44 years	(27,049)	-5.1	(6,073)	-12.97	139	29.0
45 to 54 years	31,920	6.3	(1,414)	-2.85	277	75.9
55 to 59 years	100,415	58.0	10,257	61.95	171	132.6
60 to 64 years	104,763	79.7	10,701	85.21	149	160.2
65 to 74 years	70,699	32.2	7,109	33.46	190	169.6
75 to 84 years	4,216	2.6	345	2.14	59	84.3
85 years and over	20,441	35.6	2,373	42.73	33	137.5
	2000	2010	2000	2010	2000	2010
Median age (years)	36.3	38.4	36.6	39.0	32.7	35.2

Source: US Decennial Census 2000 and 2010

Household Income and Home Ownership

The Oregon Housing Needs Model Methodology states that “household income and age are the two biggest factors determining homeownership and age is a key variable in determining the affordability component of housing need and is strongly correlated to housing tenure.”

The latest Census data show Veneta has a higher median household income than Lane County and is only slightly lower than that of the State. The median income for Non-Family households is also higher in Veneta compared to Lane County and only slightly less than the State.

Table 21. HOUSEHOLD INCOME AND BENEFITS (IN 2011 INFLATION-ADJUSTED DOLLARS)

	Oregon		Lane County		Veneta	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Total households	1,509,554	100%	144,806	100%	1,660	100%
Less than \$10,000	109,404	7.2%	14,018	9.7%	117	7.0%
\$10,000 to \$14,999	82,828	5.5%	8,941	6.2%	46	2.8%
\$15,000 to \$24,999	172,223	11.4%	19,212	13.3%	118	7.1%
\$25,000 to \$34,999	169,154	11.2%	18,004	12.4%	339	20.4%
\$35,000 to \$49,999	223,110	14.8%	21,297	14.7%	285	17.2%
\$50,000 to \$74,999	290,871	19.3%	27,521	19.0%	303	18.3%
\$75,000 to \$99,999	187,776	12.4%	15,912	11.0%	274	16.5%
\$100,000 to \$149,999	173,299	11.5%	13,329	9.2%	108	6.5%
\$150,000 to \$199,999	54,458	3.6%	3,388	2.3%	70	4.2%
\$200,000 or more	46,431	3.1%	3,184	2.2%	0	0.0%
Median household income (dollars)	49,850	(X)	42,621	(X)	48,524	(X)

Veneta also has a higher homeownership rate than Lane County and the State. The latest Census data in the table below show that Veneta's homeownership rate was about 75%, significantly higher than Oregon and Lane County.

Table 22. Housing Tenure Veneta 2011

HOUSING TENURE	Oregon		Lane County		Veneta	
	Estimate	Percent	Estimate	Percent	Estimate	Percent
Occupied housing units	1,509,554		144,806		1,660	
Owner-occupied	951,848	63.10%	87,138	60.20%	1,255	75.60%
Renter-occupied	557,706	36.90%	57,668	39.80%	405	24.40%

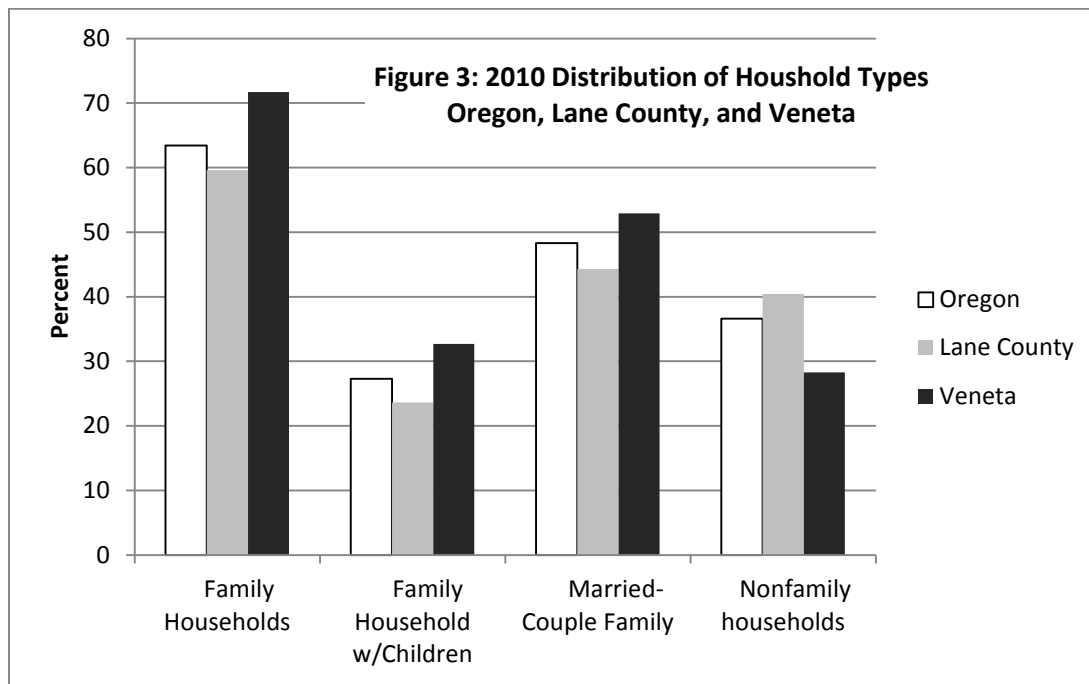
Source: US Census , 2007-2011 American Community Survey

Poverty Level

Veneta has a higher percentage of persons below the poverty level than the State but the percentage is lower than Lane County. In 2011 there were 25.1% persons below the poverty level in Veneta. Lane County reported 26.1% and the State 20.3%. This percentage is slightly higher than the poverty level reported since the last Comprehensive Plan update. In 1990 almost 20% of the population in Veneta was below the poverty rate. This rate was higher than both Lane County (16%) and the State (14%).

Household Types

Figure 3 compares household types between the State, Lane County and Veneta. Census data shows Veneta has a higher percentage of family households and family households with children.



As shown in the table below, between 2000 and 2010, the percentage of family households decreased from 76% to 72%. Family households with children decreased more significantly from 44% to 33% while non-family households increased from 24% to 28%. Non-family households include unmarried couples (without children) and single person households. In 2010 there was a higher percentage of non-family households than married couple households with children in Veneta. This is true for Lane County and the State and the US. Although average household size shrunk in size from 2.85 to 2.62 persons per household, household size in Veneta remains higher compared to Lane County (2.35) and the State (2.47)⁶.

⁶ 2010 Census DP-1, Profile of General Population and Housing Characteristics.

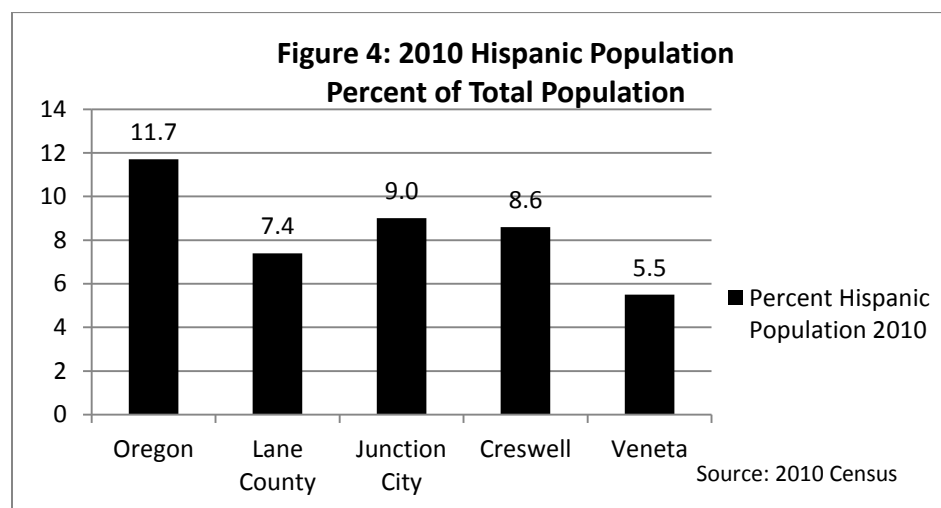
Table 23: Number of Households by Household Type in Veneta

HOUSEHOLD TYPE	2000	Percent of Total	2010	Percent of Total
Total households	966	100%	1,730	100%
Family households (families)	732	76%	1,241	72%
With own children under 18 years	422	44%	565	33%
Married-couple family	548	57%	916	53%
With own children under 18 years	288	30%	372	22%
Female householder, no husband present	128	13%	225	13%
With own children under 18 years	94	10%	137	79%
Nonfamily households	234	24%	489	28%
Average household size	2.85		2.62	
Average family size	3.23		2.98	

Source: US Census

Hispanic Population

According the National Housing Report, Hispanic population is the main driving force for household formation. PSU Report states Hispanic households generally have larger average household sizes⁷. The study also states that average household size in cities with a higher concentration of Hispanic population, such as Creswell and Junction City, will remain relatively the same because smaller, elderly household size will off-set higher persons per household associated with Hispanics. According to the 2010 Census, Veneta has significantly smaller Hispanic population compared to these similar sized jurisdictions and to Lane County and the State.



Cost Burdened Households

The table below shows the percentage of households that are considered cost burdened. According to US Department of Housing and Urban Development (HUD), if a household is paying more than 30% of its income for housing, the household is cost burdened. Households

⁷ "Population Forecasts for Lane County, its Cities and Unincorporated Area 2008-2035, May 2009", page 32.

with a cost burden can often have problems meeting other basic needs. In Veneta 37% of owner occupied households were cost burdened. This percentage is higher than both Lane County and the State. A greater percentage of renter household were cost burdened than owner occupied households. In Veneta 41% of all renter households were cost burdened. This percentage was lower than that for Lane County and the State.

Table 24. Housing Costs as a Percentage of Household Income (Owner & Renter) in the past 12 months (2011)

	Owner Occupied Households	Total Cost Burdened Households	Percent Cost Burdened
Oregon	951,848	319,035	34%
Lane County	87,138	28,212	32%
Veneta	1,255	464	37%
	Renter Occupied Households	Total Cost Burdened Households	Percent Cost Burdened
Oregon	557,706	274,047	49%
Lane County	57,668	30,538	53%
Veneta	405	167	41%

Source: 2007-2011 American Community Survey 5-Year Estimates

Cost burdened households varied by income. Generally as household income increased, the percentage of cost burdened households decreased. However data show owner households with income less than \$20,000 are significantly less cost burdened than other households. This may represent fixed income, older households, where mortgages have been paid off or are significantly less than new homeowner mortgages. Households with income between \$35,000 - \$49,000 showed the highest percentage of being cost burdened. This may represent first time homeowners who are younger and earning less than older households.

Table 25. Housing Costs as a Percentage of Household Income by Income Category (2011)

	Owner-occupied housing units:	Less than \$20,000:	\$20,000 to \$34,999:	\$35,000 to \$49,999:	\$50,000 to \$74,999:	\$75,000 or more:
Oregon	951,848	7%	51%	47%	36%	13%
Lane County	87,138	8%	48%	47%	31%	10%
Veneta	1,255	7%	52%	66%	27%	6%
	Renter-occupied housing units:	Less than \$20,000:	\$20,000 to \$34,999:	\$35,000 to \$49,999:	\$50,000 to \$74,999:	\$75,000 or more:
Oregon	557,706	26%	72%	30%	10%	3%
Lane County	57,668	31%	67%	31%	8%	2%
Veneta	405	22%	56%	30%	0%	0%

Source: US Census, American Community Survey 2007-2011

Summary of Trends

Summary of Veneta Demographic Characteristics from the Buildable Land Inventory and Housing Needs Summary Report, which can influence housing:

- Veneta is the fastest growing city in Lane County. Between 2000 and 2013 Veneta grew 65% (2,762 to 4,635).
- Veneta is attracting families with children. Veneta has a higher percentage of family households and family households with children than non-family households.
- Non-Family households however have increased at a faster rate than family households.
- Veneta has a lower median age than Lane County.
- Although Veneta is aging slower than Lane County or the State, the older population (55 and over) grew faster than all other age groups between the years of 2000-2010.
- More people own their home than rent in Veneta. Veneta's homeownership rate (75.6%) is significantly higher than both Lane County (60.2%) and the State (63.1%).
- Owner occupied units tend to be single family detached units.
- People will most likely continue to choose to live in Veneta and commute to jobs elsewhere because of the small town character and lower housing costs.
- Available, buildable land supply will help keep housing costs down.
- Veneta has a higher percentage of cost burdened households. Renters show a higher percentage of cost burdened households than owners.
- Veneta has a smaller Hispanic population than other small cities when compared to Lane County and the State.
- Based on cost burdened data, there will continue to be a need for more affordable housing options.
- In order to allow population to age in place, there will likely be a need for a variety of housing choices for older population choosing to downsize to smaller homes and a need for residential care facilities (group quarters not counted in housing mix).
- There will most likely be a need for a variety of housing choices for non-family households as this household type continues to grow. (A nonfamily household consists of a householder living alone (a one-person household) or where the householder shares the home exclusively with people to whom he/she is not related.)

Chapter Five: Future Housing Mix and Land Need by Plan Designation

Future Housing Mix

The housing mix scenarios are also based off the 2007-2011 American Community Survey, Housing Characteristics for Veneta. As shown in **Table 26**, in 2011 single family dwellings made up 84% of all housing types while multi-family units made up 7%.

Table 26. Veneta Housing Mix – 2007-2011 American Community Survey

Type of Housing	2011 Housing Mix
Single Family Dwelling	84.0%
Single Family Attached	1.4%
Duplex	0.5%
Multi-Family	7.1%
Mobile Home	6.9%
TOTAL	100%

In a likely, future housing mix scenario, the City is predicting single family dwellings will remain the dominant housing type given current trends; i.e. higher incomes, attraction of family households and family households with children. The share of single family homes will only decrease slightly over the 20 year planning period as the population ages and older households choose to downsize into alternative housing types such as single-family attached (townhome) or even multi-family. However, smaller, single family detached or owner occupied attached dwellings may be more attractive to older households who choose to downsize. Multi-family and single family attached units most likely will increase if the trend of increasing non-family households continues. A limited number of new mobile home parks may be created given the increasing cost of land.

Given the likely scenario described above, the City expects the following housing mix and land need as shown in the table below. Land need is arrived at by applying the actual densities for each housing type. Densities are based on information from Veneta building permit, planning and Lane County Assessor's data.

Table 27. Future Housing Mix and Land Need by Plan Designation

Type of Housing	No of Units	Future Housing Mix	Density	Acres	Plan Designation	LDR	MDR	TOTAL ACRES
Single Family Dwelling	1781	84.0%	6.2	287.2	LDR	287.2		287.2
Single Family Attached	64	3.0%	11.9	5.3	LDR/MDR		5.3	5.3
Duplex	21	1.0%	9.3	2.3	LDR/MDR		2.3	2.3
Multi-Family	212	10.0%	11.9	17.8	MDR		17.8	17.8
Mobile Home	42	2.0%	7.2	5.9	MDR		5.9	5.9
Group Quarters	63			3.3	MDR		3.3	3.3
TOTAL	2120	100.0%				287.2	34.6	321.9

LDR = Low Density Residential /MDR = Medium Density Residential

- Single Family dwellings are permitted in all residential zoning districts and therefore can be accommodated on LDR and MDR designated Land. For this analysis all single family housing units are allocated to LDR Acres.
- Duplexes are permitted on corner lots in Single Family Residential (LDR designed Land) and on any lots in the General Residential Zone (MDR designation). Given the restriction to corner lots, duplexes were allocated to MDR acres.
- Multi-Family units are permitted with Site Plan in the General Residential Zone (MDR designation). For this analysis all multi-family units, including single family attached units are allocated to MDR Acres.
- Mobile Homes are permitted through the conditional use process in the General Residential Zoning District (MDR Designation) and therefore allocated to MDR Acres.
- As the population ages, group quarter housing needs will increase. According to the 2013 PSU Housing Questionnaire, Veneta has four group quarter facilities that house 35 individuals on a total of 1.65 acres. All the existing group quarter facilities except for one are located in the single family residential zone. According to the housing unit need estimates in Table 19, Veneta is estimated to have 63 individuals in group quarters.
- Doubling the existing acres for group quarter population results in a need for 3.3 acres to house 63 individuals in group quarters. The Veneta Zoning Ordinance allows residential care facilities as a Conditional Use in the Single Family Residential Zone(Rural Residential and Single Family Residential Comp Plan Designation) and through
- Site Plan Review in the General Residential Zone (Medium Density Residential Comp Plan Designation). Group Quarter needs can be accommodated on either LDR or MDR land. Based on the future housing mix 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.

Based on the future housing mix 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.

Comparing Land Supply and Land Need

The Veneta Rural Residential Plan designation and zoning district is intended to allow rural type development within city limits until the land can be converted to urban densities. The City or property owner can initiate re-designation and rezone property when services become available

for development. For this analysis it is assumed vacant, rural residential land will develop at urban residential densities over the 20 year planning horizon. Given the location and likely housing types to be developed, Rural Residential Land was included with the total acres of vacant Low Density Residential.

The results of the BLI determined the City has **475.5** acres of vacant residential land; **161.1** designated Rural Residential, **186.5** acres designated Low Density Residential land, **127.8** acres designated Medium Density Residential. As shown in Table 3, the City has .48 acres of vacant available Residential-Commercial land. Because of the minor amount and the potential for commercial development it was not included in the total of Net Vacant Acres.

In order to accommodate the addition of 5,607 people and 2,120 new housing units by the year 2033, the City needs a total of **321.8** acres of residential land; **287.2** acres of Low Density Residential Land (LDR) and **34.6** acres of Medium Density Residential Land (MDR).

Table 28 below compares vacant and needed residential land by Plan Designation. Results indicate the City has a surplus of 60.4 acres of LDR land and 93.2 acres of MDR land for a total surplus of 153.6 acres.

Table 28. Residential Land Supply & Demand Comparison

Plan Designation (Residential)	Net Vacant Acres (Supply)	Acres Needed (Demand)	Surplus/Deficit (Acres)
Low Density Residential and Rural Residential	347.5	287.2	60.3
Medium Density Residential	127.8	34.6	93.1
Total:	475.3	321.9	153.4

Infill and redevelopment create additional opportunities to accommodate development without using vacant land. The analysis shown earlier indicates there is the potential to create 98 single family lots from already developed residential land and 4.78 acres have redevelopment potential. In this analysis infill and redevelopment acres were not added to the inventory and are included as informational only given the surplus of available residential land. The Planning Commission determined lots identified for redevelopment potential would likely not redevelop during the 20 year planning horizon. Mostly due to the fact the lots are developed with single family dwellings or manufactured dwellings that meet housing demand.