

# **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 by Ordinance 523 (*EOA and BLI amendments*)

May 22, 2019 by Ordinance 549 (*Transportation System Plan*)

December 14, 2020 by Ordinance 559 (*Parks, Recreation, and Open Space Master Plan*)

January 10, 2022 by Ordinance 564 (*Map Amendment*)

August 12, 2024 by Ordinance 586 (*Paths and Trails Master Plan*)

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## **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;<sup>1</sup> 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*

The 2020 Parks, Recreation, and Open Space Master Plan was the result of more than a year of public input. This input included presentations and opportunities for direct input at the 2019 Harvest Festival; meetings with the Territorial Sports Program, Mid Lane Cares and Elmira High School; an online survey in November 2019 and an online Virtual Open House in May 2020; multiple updates and presentations before the Park Board; and ultimately a total of three public hearings before the Planning Commission and City Council.

#### *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, C, D, E, and F 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), 2019.* The TSP is the long-range policy document that guides transportation planning within Veneta for the next 20 years.

#### *Parks, Recreation and Open Space Master Plan, 2020.*

This plan is a policy document that will guide the development of parks and recreation facilities and preservation of open space in Veneta over the next 20 years. The plan was developed by Cameron McCarthy Landscape Architecture and Planning with extensive community input. This plan includes:

- An inventory of existing park and recreation facilities in the Veneta planning area, including an analysis of park classifications and standards;
- A parks and recreation needs analysis based on national recreation trends and demographic data, and extensive public outreach, including interviews, focus groups, and online survey;
- A twenty-year capital improvement plan identifying specific improvements with estimated project costs and target completion dates;
- A parkland acquisition strategy identifying the amount of land needed by park type for the next 20 years and describing strategies for acquiring lands appropriate for inclusion in the parks system, including paths and trails, as well as natural areas and open space;
- Funding options and funding strategy, including a review of possible revenue sources.

#### *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.

#### *Paths and Trails Master Plan, June 2023*

This plan is a long-range policy document that will guide the development of Veneta's paths and trails system. The need for this plan was identified in the 2020 Parks, Recreation, and Open Space Master Plan. Prepared by Toole Design and with extensive community input, the plan includes an analysis of existing conditions; challenges and opportunities; a proposed paths and trails network; a list of potential projects and strategies for implementation; and a guide to path and trail design and maintenance.

### **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 platting<sup>2</sup> or by not allowing rural residential land parcels to

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<sup>2</sup> 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

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.
  - (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.

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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.

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 plats<sup>3</sup> 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.

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<sup>3</sup> 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:

Veneta will support its residents' pursuit of healthy and prosperous lives through developing a transportation system that meets the needs of the present and anticipates the future.

### **Goals:**

**Safety:** Improve the safety of all users of the system for all modes of travel.

**Mobility and Accessibility:** Promote efficient travel that provides access to goods, services, and employment to meet the daily needs of all users, as well as to local and regional major activity centers.

**Active Transportation:** Complete safe networks of facilities that make walking and biking an attractive choice by people of all ages and abilities.

**Grow the Economy:** Develop a transportation system that facilitates economic activity and draws business to the area.

**Environment:** Minimize environmental impacts on natural resources and encourage non-polluting transportation alternatives.

**Support Healthy Living:** Support options for exercise and healthy lifestyles to enhance the quality of life in Veneta.

**Prepare for Change:** Ensure that the choices being made today make sense at a time when Veneta is growing and the transportation industry is rapidly changing.

**Fiscal Responsibility:** Sustain an economically viable transportation system.

**Work with Regional Partners:** Partner with other jurisdictions to plan and fund projects that better connect Veneta with the region.

Policies:

1. Safety

- (a) The City shall strive to reduce the frequency of crashes and eliminate crashes resulting in serious injuries and fatalities by applying a comprehensive approach to improving transportation safety.
- (b) The City shall work with the Fern Ridge School District and other stakeholders to improve multi-modal safety in the vicinity of schools.
- (c) The City shall work with ODOT to improve the safety of north-south travel across Highway 126.

2. Mobility and Accessibility

- (a) The City shall plan for an interconnected network of streets to allow for efficient travel.
- (b) The City shall support transportation options for people of all ages and abilities, including expansions of the transit network and service.
- (c) The City shall support efforts to implement future Highway 126 improvements and alternative mobility targets that balance future mobility and community needs.
- (d) The City shall manage congestion according to adopted mobility standards.
- (e) The City shall work to ensure safe access to schools, parks, and other activity centers for all members of the community, including children, disabled, low-income, and elderly people.

### 3. Active Transportation

- (a) The City shall continuously improve existing transportation facilities to meet applicable City of Veneta and Americans with Disabilities Act (ADA) standards.
- (b) The City shall work to provide walking and biking facilities that are comfortable and attractive for all users all arterials and collectors and will consider low-cost, interim improvements to enhance walking and biking access and safety on these facilities.
- (c) The City shall support safe street crossing opportunities on high-volume, high-speed streets.
- (d) The City shall work to provide walking and biking access to transit routes and major activity centers in the city and will work to enhance connections to regional destinations and recreational routes.
- (e) The City shall progressively close gaps in the existing sidewalk network.
- (f) The City shall consider ways to implement the June 2023 Paths and Trails Master Plan to develop an interconnected system of walking and cycling facilities to promote active transportation.

### 4. Grow the Economy

- (a) The City shall support improvements that make the downtown a safe and comfortable place to explore on foot.
- (b) The City shall manage congestion according to adopted mobility standards, with a priority on freight routes and major employment centers.
- (c) The City shall support regional tourism and strategies to encourage stops in Veneta.
- (d) The City shall ensure downtown parking requirements support new development and that parking availability is sufficient to support businesses and patrons.
- (e) The City shall support Hwy 126 improvements that support the economic viability of the Veneta including industrial, commercial, recreational, and tourist activities.

### 5. Environment

- (a) The City shall work to find opportunities to provide access to alternative fuel sources.
- (b) The City shall support strategies that encourage a reduction in trips made by single-occupant vehicles, including collaboration with Lane Transit District.
- (c) The City shall consider facility design and construction practices that have reduced impacts on the environment, minimize negative impacts to natural resources and scenic areas, and restore or enhance habitat, where feasible.
- (d) The City shall consider ways to implement the June 2023 Paths and Trails Master Plan to encourage the reduction of trips made by single-occupant vehicles and reduce emissions.

## 6. Support Healthy Living

- (a) The City shall plan for and strive to maintain a connected network of inviting walking and biking facilities, including off-street trails, which includes recreational routes as well as access to employment, schools, shopping, and transit routes. The June 2023 Paths and Trails Master Plan identifies opportunities for the development of said network.
- (b) The City shall work to provide active transportation connections between neighborhoods and parks/open spaces.
- (c) The City shall work to implement the June 2023 Paths and Trails Master Plan to develop and maintain a connected network of inviting walking and cycling facilities to provide for active transportation connections between neighborhoods and parks/open spaces and across the City.

## 7. Prepare for Change

- (a) The City shall anticipate the impacts and needs of connected and automated vehicles.
- (b) The City shall seek to supplement traditional transportation options with new alternatives such as car sharing, bike sharing, connected and automated vehicles, and ride-sharing.
- (c) The City shall explore opportunities to partner with state, regional, and private entities to provide innovative travel options.

## 8. Fiscal Responsibility

- (a) The City shall identify and develop diverse and stable funding sources to implement transportation projects in a timely fashion and ensure sustained funding for transportation projects and maintenance.
- (b) The City will endeavor to preserve and maintain existing transportation facilities to extend their useful life and to improve the efficiency of existing transportation facilities before adding capacity.
- (c) The City shall ensure that development within Veneta is consistent with, and contributes to, the City's planned transportation system.

## 9. Work with Regional Partners

- (a) The City shall coordinate projects, policy issues, and development actions with all affected government agencies in the area.
- (b) The City shall build support with regional partners for the improvement of regional connections.

## **H. PARKS AND OPEN SPACE**

### NARRATIVE:

The City of Veneta ("City") occupies a special place in the southern Willamette Valley. Downtown Veneta is located approximately 7.5 miles west of Green Hill Road, the western edge of the City of Eugene's Urban Growth Boundary (UGB). The Fern Ridge Reservoir lies between Veneta and Eugene and includes a very large area subject to flood hazards, resulting in minimal development between the two jurisdictions.

The City is not yet fully developed and, as a result, there is a large amount of open space. The development of additional park facilities will depend upon community growth and availability of suitable sites and funding, but neither of these factors are predictable geographically or in time. The intent of the Parks, Recreation, and Open Space Master Plan is that appropriate areas are designated for both current and future recreation needs and permanent open space protection and preservation.

Some open space areas do not have development potential because of flooding and high groundwater/wetland 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 and should be maintained as natural forest areas. A major portion of open space has been designated along Highway 126, as this area is heavily forested and provides an excellent buffer zone, both visually and acoustically, from traffic and residential areas. Recreational opportunities immediately adjacent to Highway 126 are minimal.

Our open spaces will be more critical as development occurs and we see a conversion of greenfield areas to urban uses. The development of park sites for active recreation uses, as opposed to open spaces, which are more passive in nature, will be more important. As housing prices increase and building lots become smaller, the need for more community recreation sites will only increase.

The Parks, Recreation, and Open Space Master Plan encourages the City to identify 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.

Several of our current and future park sites are located in or close to open space and greenway areas. The City may seek to utilize some of our greenways as linear parks with trails to connect parks to each other, for recreation, and for off-street bicycle and pedestrian transportation. These opportunities for path and trail development are identified in the June 2023 Paths and Trails Master Plan.



The 2020 City of Veneta Parks, Recreation and Open Space Master Plan is the basis for this Element and is incorporated into this Element by reference. The 2020 City of Veneta Parks, Recreation and Open Space Master Plan is incorporated into the Comprehensive Plan as Appendix E.

The June 2023 Paths and Trails Master Plan is incorporated into this Element by reference. The June 2023 Paths and Trails Master Plan is incorporated into the Comprehensive Plan as Appendix G.

#### GOALS:

##### **Goal 1: Improve Community Safety, Access, and Stewardship.**

Create a safe and accessible PROS system that encourages and supports the ability of community members to enjoy a parks system at every stage of their lives.

##### **Goal 2: Strategic Greenway Acquisition and Development.**

Strategically acquire and develop greenway properties in order to increase the amount of land in the PROS inventory and improve local non-motorized transportation options.

##### **Goal 3: Expand Distribution and Connectivity**

Improve physical connections to and between park and recreation facilities and promote an equitable distribution of park and recreation facilities within the community.

##### **Goal 4: Secure Funding and Partnerships**

Ensure the financial stability of park development operations by securing additional funding options and partnerships.

##### **Goal 5: Expand Park Development**

Improve existing parks and acquire and develop new parks to meet identified community needs and to maintain or improve parkland level of service as the community grows.

#### RECOMMENDED SYSTEM IMPROVEMENTS:

##### **Parkland Improvement**

- Continue efforts to modernize, upgrade, and expand existing facilities.

##### **Park Development**

- Acquisition and development of new facilities, including constrained areas for preservation as open space.

##### **Trail Development**

- Construct shared-use paths identified in the TSP; utilize greenways and other corridors to link park and recreation facilities to other neighborhoods, downtown and each other.

##### **Funding**

- Identify funding sources for desired projects, including possible disposition of smaller existing parks to fund other park improvements

##### **Facilities**

The City of Veneta is home to a number of park and recreation facilities, all of which are inventoried in the 2020 Parks, Recreation, and Open Space (PROS) Master Plan (Appendix E of the Comprehensive Plan). The City's existing paths and trails facilities are inventoried in the June 2023 Paths and Trails Master Plan (Appendix G of the Comprehensive Plan). Veneta is fortunate to benefit from many nearby facilities owned and/or operated by Lane County, the State of Oregon, and the Army Corps of Engineers. These entities complement our local parks by providing larger facilities with a diverse set of activities to meet regional needs. The City may also wish to pursue a partnership with the Fern Ridge School District to cooperatively manage school grounds for public use when school is not in session.

## **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 elsewhere as designated in the Veneta Zoning and Floodplain Map.
- (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 SO<sub>2</sub> 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.

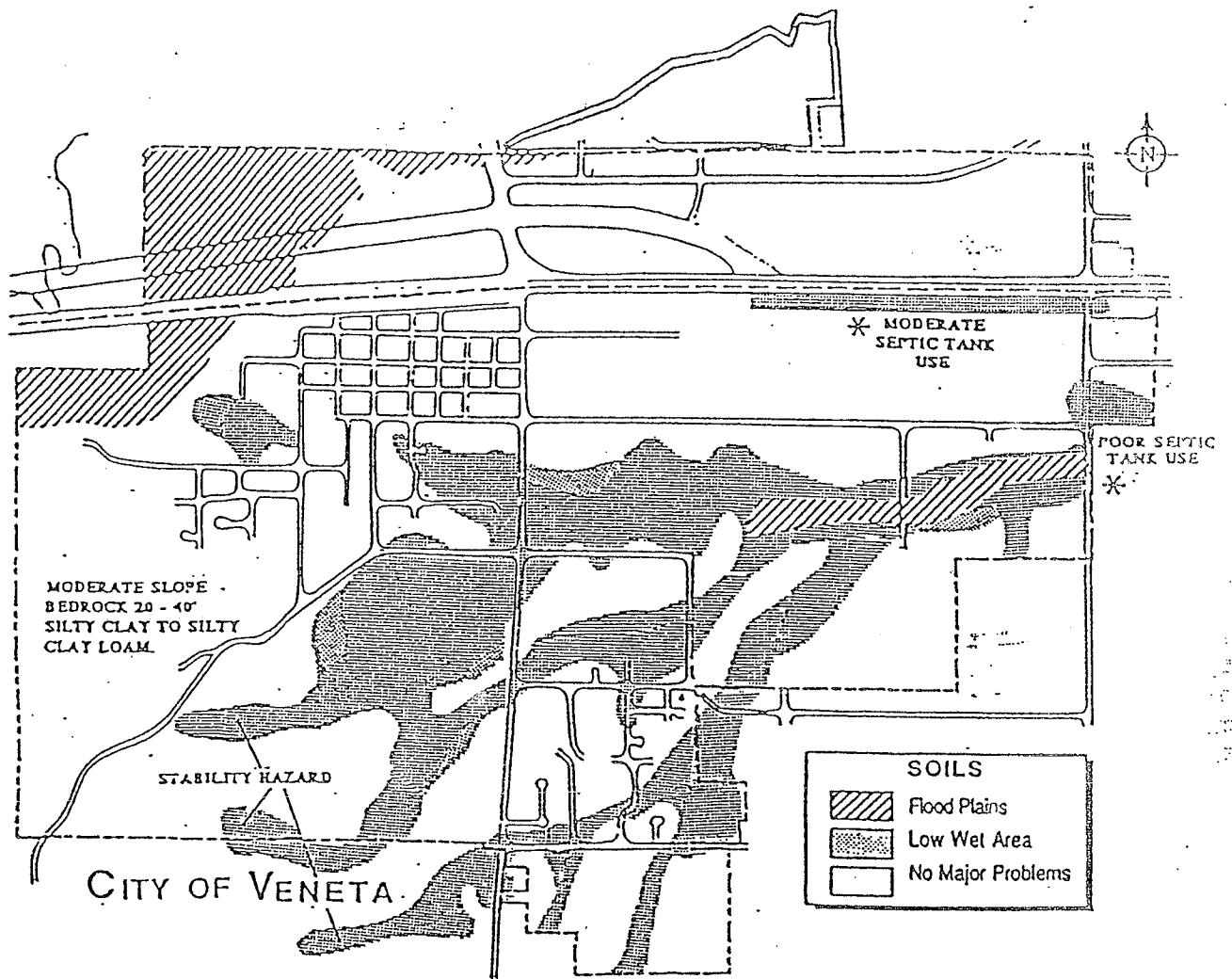
1. Storm Drainage Facilities: Storm water runoff has created a variety of minor flooding problems within the City of Veneta during the past 20 years. The City has storm-sewers within the new subdivisions and in some areas of the older Veneta Plat area. A map of existing storm-sewers is included in the 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 Veneta Zoning and Floodplain 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 consistent with the Veneta Zoning and Floodplain Map and the 2020 Parks, Recreation and Open Space Master Plan.

2. 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)



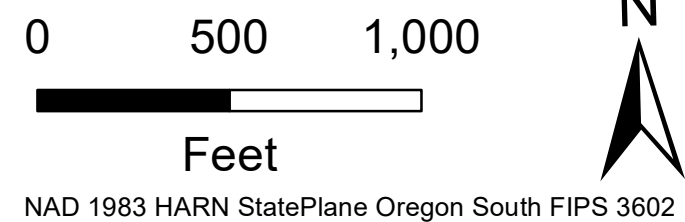
## **Plan Map**

# City of Veneta Plan Designations

ADOPTED BY ORD#	EFFECTIVE DATE:
416	9/25/2000
AMENDED BY ORD#	EFFECTIVE DATE:
432 & 433	8/26/2002
459	8/8/2005
471	12/27/2006
466	7/24/2006
473	9/24/2007
491	11/23/2009
499	11/22/2010
540	10/24/2016
552	10/9/2019
564	2/10/2022
570	12/14/2022

## Legend

- Commercial/General Res.
- Commercial
- Industrial/Commercial
- Industrial
- Low Density Residential
- Med. Density Residential
- Parks
- Public
- Rural Residential
- Open Space/Greenway
- 100-Year Floodplain/  
Flood Plain Subzone
- Section Lines
- Parcel Boundaries
- City Limits
- Urban Growth Boundary





## 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.