



## **JUNCTION CITY PLANNING FINDINGS FOR A TYPE-I DEVELOPMENT REVIEW**

**File Number:** AMD-22-37

**Summary of Findings:** The applicant has an approval (PUD-19-01) for the Rolling Meadows Planned Unit Development on tax lots 2400 and 2500, Assessor's Map 15-04-31-00. The PUD's Master Plan calls for one acre of high density residential (R3), nine acres of duplex residential (R2) and about 38 acres of single-family residential (R1). The remainder of the 85 acres are dedicated to streets, wetland and open space.

The applicant wishes to place two-unit attached residential units of the nine acres zoned R2. Currently, R2 zoning only allows duplexes, which have a single owner, as permitted uses. The proposed two-unit attached residential units are essentially townhouses, which are only allowed as conditional uses in the R2 Zone, and which are defined in the JCMC as being three or more attached units. The applicant wishes to amend Title 17 of the JCMC to allow single family attached dwellings as outright permitted uses in the R2 Zone. There are 54 lots zoned R2 in the Rolling Meadows Subdivision/PUD; 8 of which are located in the approved Phase 1.

**Applicant:** Pacific National Development, Inc., PO Box 3550, Salem, OR 97302

**Applicant's Representative:** Rhine-Cross Group, LLC., 112 N. 5<sup>th</sup> St., Suite 200, Klamath Falls, OR 97601

**Staff Contact:** Tere Andrews, Planning Technician, 1171 Elm St., Junction City OR 97448, [jcplanning@ci.junction-city.or.us](mailto:jcplanning@ci.junction-city.or.us), 541-998-3125; Gary Darnielle, Principal Attorney, Lane Council of Governments, [gdarnielle@lcog.org](mailto:gdarnielle@lcog.org), 41-228-7087.

**Subject Property/Zoning/Location:** The subject site is within the city limits on the west side of the City. It is bounded on the east by Oaklea Drive, on the north by Phase 1 of The Reserve of Junction City subdivision, on the west by the City's sanitary sewer treatment facility, and on the south by properties lying outside of the city limits.

**Relevant Dates:** The application was submitted on November 1, 2022 for an amendment to Title 17 of the JCMC. A letter of incompleteness was issued on November 14, 2022, because no application fee was submitted and because the application did not propose any precise language to change the code; just the desire to allow two-unit townhouses in the R2 Zone. A modified application was submitted on November 17, 2022 and was subsequently deemed complete on November 25, 2022.

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### **Request**

The applicant is seeking to allow single family attached dwellings as outright permitted uses in the R2 Zone at a density of 2,500 square feet per unit.

### **Public Notice and Referrals**

Notice to DLCD was sent on December 5, 2022. No response has been received. Notice of the public hearing was sent to all property owners in R2 zone on December 16, 2022, and notice was

published in the Register Guard on that same day. Notice was posted in four locations within the city on December 15, 2022.

Referral comments on the application were requested from various affected service providers and City departments on December 14, 2022. No substantive referral comments were received although several City departments replied that they had no comment.

## **AMENDING TITLE 17 OF THE JCMC**

### ***Section 17.145.010 Authorization to initiate amendments***

This section allows the text of Title 17 of the JCMC to be made by the city council, the planning commission or a property owner or their authorized agent. In the present case, the proposed amendments were made by the Rhine–Cross Group, LLC, as agent for the property owner, Pacific National Development, Inc. The proposed changes to Title 17 do not require an amendment to the Junction City Comprehensive Plan.

### ***17.145.020 Application and fee***

A revised application was submitted and was accompanied by the required \$950 application fee.

### ***17.145.030 Public hearing on amendment***

A public hearing before the Junction City Planning Commission has been scheduled for January 21, 2023. Notice was sent to all property owners of property zoned R2 on January 16, 2023, and notice was published in the Register Guard on the same day. After the Planning Commission's hearing and recommendation, a hearing will be scheduled before the Junction City City Council. Notice of the Council hearing will be sent not less than five days but not more than 20 days prior to the hearing.

## **PROPOSED CHANGES TO TITLE 17 OF THE JCMC**

Language proposed to be changed is underlined.

### **Section 17.05.020 of the JCMC**

The following additional definition is proposed to be added to this definitions section:

*“Dwelling single–family attached” means a building containing two dwelling units that share a single wall but are located on separate lots. Single family attached dwellings:*

*1. Shall conform to all residential use development standards for single–family dwellings.*

*2. Shall be constructed or installed in accordance with the State Building Code (CABO), as adopted by the city or as defined within the statutes of the State of Oregon.*

*3. Shall have a pitched roof of at least one foot in height for every three feet in width.*

*4. Exterior siding and roofing shall be similar in color, material, and appearance to that of surrounding buildings.*

5. The dwelling shall provide on-site covered parking consistent with the predominant construction patterns of immediately surrounding dwellings.”

**Section 17.15.010(A) of the JCMC**

This code section currently reads:

*“In the R2 zone, only the following uses and their accessory uses are permitted outright:*

*A. Single and two-family dwellings (duplexes)*

The amended code section would read:

*“In the R2 zone, only the following uses and their accessory uses are permitted outright:*

*A. Attached and detached single family dwellings and two-family dwellings (duplexes)*

**Section 17.15.030 of the JCMC (Lot Size)**

This code section currently reads:

*In an R2 zone, the minimum lot size shall be as follows:*

*A. The minimum lot area for single-family dwellings shall be 5,000 square feet.*

*B. The minimum lot area for two-family dwellings (duplexes) shall be 7,000 square feet.*

*C. The minimum lot area for multiple-family dwellings shall be 7,500 square feet.*

*D. The minimum lot depth shall be 75 feet.*

*E. The minimum lot width shall be 50 feet and 35 feet for cul-de-sac lots.*

The amended code sections would read:

*In an R2 zone, the minimum lot size shall be as follows:*

*A. The minimum lot area for single-family detached dwellings shall be 5,000 square feet.*

*B. The minimum lot area for single-family attached dwellings shall be 2,500 square feet.*

*C. The minimum lot area for two-family dwellings (duplexes) shall be 7,000 square feet.*

*D. The minimum lot area for multiple-family dwellings shall be 7,500 square feet.*

*E. The minimum lot depth shall be 75 feet.*

*F. The minimum lot width shall be 50 feet and 35 feet for cul-de-sac*

\*It should be noted that the proposed lot size reduction is not consistent with the current minimum lot depth and width standards, which require 3,750 square feet unless the lot is on a cul-de-sac. Reducing the minimum lot depth to 50 feet for single family detached dwellings would correct this deficiency.

**Section 17.05.010.D of the JCMC**

This code section currently reads:

*In an R3 zone, only the following uses, their accessory uses, and uses determined to be similar are permitted outright. Other uses are expressly prohibited.*

*D. Duplex (two-family attached dwelling on one lot), which shall comply with the standards in the R2 zone.*

This code section is amended to read:

*In an R3 zone, only the following uses, their accessory uses, and uses determined to be similar are permitted outright. Other uses are expressly prohibited.*

*D. Duplex (two-family attached dwelling on one lot) and single-family attached residences, which shall comply with the standards in the R2 zone.*

**Section 17.65.060.C.1.a of the JCMC**

This code section currently reads:

*C. Upon receiving the preliminary plan map and program, the planning commission shall review the proposed planned unit development and shall seek to determine that all of the following conditions are met:*

- 1. The planned unit development will be consistent with the comprehensive plan of the city. Specifically, this includes:
  - a. Information indicating how the housing provided in the PUD relates to Junction City area housing needs. All PUD proposals may, consistent with the density allowed by underlying zoning, proposed housing concepts including townhouses, condominium-owned multifamily units, mixtures of housing types and lot sizes, multiplex construction, mobile homes or other kinds of dwellings manufactured off site.**

The code section is amended to read:

*C. Upon receiving the preliminary plan map and program, the planning commission shall review the proposed planned unit development and shall seek to determine that all of the following conditions are met:*

- 1. The planned unit development will be consistent with the comprehensive plan of the city. Specifically, this includes:
  - a. Information indicating how the housing provided in the PUD relates to Junction City area housing needs. All PUD proposals may, consistent with the**

*density allowed by underlying zoning, proposed housing concepts including attached and detached single-family dwellings, townhouses, condominium-owned multifamily units, mixtures of housing types and lot sizes, multiplex construction, mobile homes or other kinds of dwellings manufactured off site.*

### **Section 17.90.010.E.1.a of the JCMC**

This code section currently reads:

*a. Single-family and two-family dwellings.*

The code section is amended to read:

*“a. Single-family attached and detached, and two-family dwellings.”*

### **APPROVAL CRITERIA**

The Junction City Municipal Code does not have approval standards for changes to the text of the zoning ordinance (Title 17 of the JCMC). Therefore, by law, the standards are consistency with the existing Comprehensive Plan, consistency with applicable Statewide Planning Goals, consistency with applicable statutes and administrative rules, and internal consistency with unchanged portions of Title 17.

### **Comprehensive Plan**

**Finding 1:** Section II of the Land Use Element of the Junction City Comprehensive Plan states that the medium density residential designation of the Plan’s Land Use Map provides for “detached and attached residential uses at a typical density of 8 to 12 dwelling units per acre.” The subject property’s Plan designation is medium density and the proposed change to the Title 17 would allow a density of 17.4 dwelling units per acre. The proposed textual change is not explicitly inconsistent with the medium density residential density which is framed as being that which is ‘typical’ for that designation. Further, multi-family residential units, which are allowed conditionally in the R2 Zone, would have a similar density.

**Finding 2:** The Section C of the Plan’s Urbanization Element notes that the City encourages “the compatible integration of different land uses such as single- and multi-family dwellings.” The proposed changes would allow an additional type of single family dwelling to the mix of residential uses. It would expand the opportunity for ownership of single-family dwellings in the R2 Zone.

**Finding 3:** Section III (Economic Development Objectives and Policies) of the Plan’s Economic Development Element lists “*Housing that is safe and affordable for Junction City residents at all income levels;*” as an objective. The proposed changes to Title 17 are intended to allow less expensive home ownership due to the reduction in minimum lot size required for a single family attached dwelling.

**Finding 4:** The Plan’s Housing Element has shown that the percentage of home ownership has increased 4 between 1990 and 2005. Goal 3 of the Housing Element’s policies is “[T]o lessen the impact of rising housing costs by requiring a more efficient use of lands available and buildable for new housing.” The proposed changes to Title 17 of the JCMC are consistent with this goal as they will increase the density allowed for single family attached dwellings in the R2 Zone.

In conclusion, the proposed changes to Title 17 of the JCMC are consistent with applicable provisions of the Junction City Comprehensive Plan.

## **Statewide Planning Goals**

**Finding 5:** Goal 2 Land Use: This goal requires that citizens and affected governmental units have an opportunity to review land use implementation ordinances. In this regard, all owners of property zoned R2 have been notified and the proposed changes have been sent to affected governmental units for their comment.

**Finding 6:** Goal 10 Housing: Goal 10 defines “needed housing” to include attached and detached single-family dwellings in cities larger than 2,500 people. The implementation of Goal 10 includes the optimal use of existing urban land. The proposed changes to Title 17 allows for the more efficient use of land zoned R2.

Conclusion, the proposed changes to Title 17 are consistent with applicable Statewide Planning Goals, which appear to be limited to Goals 2 and 10.

## **Statutes and Administrative Rules**

**Finding 7:** No statutes or administrative rules have been found to be applicable to the proposed change to the text of Title 17 of the JCMC.

## **Consistency with Title 17**

As noted above, a 2,500 square foot minimum is not consistent with the current minimum lot depth and width standards of the R2 Zone. Section 17.15.030.D, the minimum lot depth standard, would have to be reduced to 50 feet for single family attached dwellings to be allowed at that density in the R2 Zone.

## **Staff Recommendation:**

The proposed changes to Title 17 will expand the opportunities for affordable home ownership by allowing single-family attached dwellings in the R2 Zone. The only issue identified by staff is whether the Planning Commission is comfortable with the proposed change in density and the required reduction in minimum lot depth standards for single family attached dwellings.

Currently, the minimum lot size for duplexes is 7,000 square feet or 3,500 square feet per dwelling unit. The minimum lot size proposed by the applicant for a single family attached dwelling would be 2,500 square feet per dwelling unit. As noted, this density could not be achieved under the current minimum lot depth and width standards.

If the Planning Commission is comfortable with the proposed minimum lot size, which necessitates the reduction of the minimum lot depth standards for single family attached dwellings, then the question is whether it is reasonable to apply the same standards to duplexes?

In summary, staff can fully endorse reducing the minimum lot size to 3,500 square feet for single family attached dwellings in the R2 Zone. However, a reduction to 2,500 square feet, creates a density of over 17 units per acre, which exceeds the ‘typical’ density of 12 units per acre for property designated as medium density. It also creates the need to reduce the minimum lot depth standard by one-third to 50 feet. This is a significant policy issue that is best determined by the Planning Commission and the City Council.

## **Attachments**

1. Revised application
2. Applicant Email dated January 10, 2023

**APPLICATION FOR ROLLING MEADOWS PUD SUBDIVISION  
CODE AMENDMENT TO TITLE 17  
JUNCTION CITY  
LANE COUNTY, OREGON**

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**PROPERTY OWNER:** Pacific National Development, Inc.  
PO Box 3550  
Salem, Oregon 97302

**LOCATION:** Junction City Assessor's Map & Tax Lot #'s  
1504310002400 and 1504310002500

**ZONING DESIGNATION:**  
Low Density Residential  
Medium Density Residential  
High Density Residential

**PROPERTY SIZE:** +/-53.34/ACRES

**AGENT**



**RHINE-CROSS GROUP, LLC  
112 N 5<sup>TH</sup> STREET - SUITE 200  
PO BOX 909  
KLAMATH FALLS, OREGON 97601  
(541) 851-9405**

**BURDEN OF PROOF  
STATEMENT FOR APPLICATION FOR  
ROLLING MEADOWS PUD  
CODE AMENDMENT TO TITLE 17  
JUNCTION CITY, OREGON**

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**Applicant:** Pacific National Development, Inc  
P.O. Box 3550  
Salem, OR 97302  
Phone: (503) 990-7003

**Owner:** Pacific National Development, Inc  
PO box 3550  
Salem, OR 97302

**Representatives:** Rhine-Cross Group, LLC  
112 N 5th Street, Suite 200  
PO BOX 909  
Klamath Falls, OR 97601  
Phone: (541) 851-9405

**Location:** The property is located along the west side of Oaklea Drive, between  
6<sup>th</sup> and 10<sup>th</sup> Streets on the west side of Junction City, Oregon.

**Address:** 94262 Oaklea Drive, Junction City, OR 97448

**Reference Parcel No.:** Tax Lot 2400 & 2500, T15S, R4W Section 31

**Comp. Plan  
Designation:** Residential Mix – Low, Medium, and High Densities

**Zoning Designation:** Residential Zone (R1), Duplex Residential (R2), Multiple-Family  
Residential (R3)

**Property Size:** 52.3± Acres

**Proposal:** Approval of Code Amendment to Title 17 for Single-Family Attached  
Residence as an allowable permitted use within R-2 zoning.

**Date:** November 2022



**CITY OF JUNCTION CITY**  
**Type IV Land Use Application**

1171 Elm Street/PO Box 250 Junction City OR 97448  
 Ph 541-998-3125 ■ www.junctioncityoregon.gov

*The base fee is due at the time an application is submitted. See Table 1 below. Additional fees may apply. See Table 1 below. Additional fees may apply.*

**Type IV applications** require two public hearings; the first before the Planning Commission and the second before the City Council. The decision can be appealed under Junction City Municipal Code (JCMC) 17.150.120. A Type IV review process takes approximately 90 days once an application has been deemed complete.

**Note:** Review may reveal additional requirements. Concurrent review of other applications is at the applicant's own risk.

Table 1		
Lane Use Application	Base Requirements/Criteria	Base Fee
Annexation	1. Land Use Application 2. JCMC 17.165 3. Zoning criteria applicable to proposal/site	\$1,000
Annexation and withdrawal of property from Special District	1. Land Use Application 2. JCMC 17.165 3. Zoning Criteria applicable to proposal/site	\$1,000
Code Amendment to Title 17, Zoning Text or Map or; Title 16, Subdivision text	1. Land Use Application 2. JCMC 145 3. Applicable Comp Plan & Zoning Criteria	\$950
Comprehensive Plan Amendment (Text or Map)	1. Land Use Application 2. JCMC 17.145 3. Zoning Criteria applicable to proposal/site	\$950
Extraterritorial Extension (water, sewer or storm water)	1. Land Use Application 2. JCMC 17.165 3. Zoning Criteria applicable to proposal/site	\$1,000
<p><b>Other municipal codes may apply to your request/proposal. The review process may reveal further requirements. Additional information may be requested.</b></p>		
<p><i>Questions? Contact the Planning Technician for further information about criteria/requirements—541-998-3125</i></p>		
<p><b>Other municipal codes may apply to your request/proposal. The review process may reveal further requirements. Additional information may be requested.</b></p>		

	Type I	Type II	Type III	Type IV
Administrative Decision (City Administrator or Designee) Exception: Final Subdivision Plats are reviewed by the Planning Commission (Decision can be appealed to Planning Commission)	X			
Planning Commission Decision (no public hearing however one can be requested) (Decision can be appealed to City Council)		X		
Planning Commission Public Hearing and Decision (Decision can be appealed to City Council)			X	
Planning Commission Public Hearing and recommendation to City Council; City Council Public Hearing and Decision (Appealed to Oregon Land Use Board of Appeals)				X

	Type I	Type II	Type III Public Hearing	Type IV Public Hearings
1. Land Use application submitted	X	X	X	X
2. Completeness Review to determine if all necessary information is included with application (14-30 days)	X	X	X	X
3. Application is incomplete, necessary information is requested from applicant/representative (application on hold)	X	X	X	X
4. Application is deemed complete and applicant/representative notified	X	X	X	X
5. Tentative date set for application to go before the Planning Commission	X Final Plat	X	X	X
6. Tentative date set for application to go before the City Council				X
7. Department of Land Conservation & Development (DLCD) 35-day notice			X Amendment only	X Amendment only
8. Referrals sent to City Departments and outside agencies for their review (14-21 day response period, 30 days if Wetlands involved)	X	X	X	X
9. Opportunity to Comment mailed to property owners w/in 300-feet of subject site (may run concurrent w/ Referrals) (20-40 days before meeting)		X		
10. Planning Commission Notice of Public Hearing mailed to property owners within 300-ft of subject site (may run concurrent with referrals) (20-40 days prior to public hearing)			X	
11. Planning Commission review and decision	X Final Plat	X	X	
12. Planning Commission Recommendation to City Council			X Map Amendment	X
13. City Council Notice of Public Hearing mailed to property owners within 300-ft of subject site (may run concurrent with referrals) (20-40 days prior to public hearing)				X
14. City Council review and decision			X Map Amendment	X
15. Letter of Decision, with supporting documentation, sent to applicant/representative (w/in 5 business days of <b>decision</b> )	X	X	X	X
16. Appeal Period begins day notice is sent to applicant/representative	X	X	X	X
17. Decision becomes final (unless appealed)	X	X	X	X

\* Junction City Municipal Code 17.150.130 states multiple land use applications may be submitted at one time. An applicant may request reviews be conducted parallel to one another, or concurrently. If reviewed concurrently, they will be reviewed under the highest Land Use classification (i.e. a Type I review application concurrent with a Type IV, both are reviewed as a Type IV).



Received 11-17-22

Attachment 1

# CITY OF JUNCTION CITY LAND USE APPLICATION

1171 Elm Street/PO Box 250 Junction City OR 97448

Ph 541-998-3125 ■ [jcplanning@ci.junction-city.or.us](mailto:jcplanning@ci.junction-city.or.us) ■ [www.junctioncityoregon.gov](http://www.junctioncityoregon.gov)

Date Submitted:	Received By:	Fee Paid: \$	Supplemental Application:
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### Section 1

**LAND USE ACTION (SEE TABLE 1):**

Code Amendment To Title 17

### Section 2

<b>Site Address:</b> 94262 Oaklea Drive, Junction City, OR 97448	<b>Location Description:</b> Along the west side of Oaklea Drive, between 6th and 10th Streets on the west side of Junction City, Oregon
<b>Property Size:</b> Phases 2-7 +/-52.3/acres	<b>Assessor's Map &amp; Tax Lot #:</b> 1504310002400 and 1504310002500
<b>Present Use:</b> Approved Rolling Meadows PUD Subdivision	<b>Proposed Use:</b> Rolling Meadows PUD Phased Subdivision
<b>Brief Summary of Action Requested:</b> Code Amendment Title 17 to allow 2-unit townhomes as an allowable permitted use within R-2 zoning.	
<b>Are there other permit applications associated with this application?</b> If yes, list: SUB-20-26 and PUD-20-27 Rolling Meadows	

### Section 3

I have the following legal interest in the property (Circle one):

Owner of Record     Lessee     Contract Purchase     Holder of an exclusive Option to Purchase

*Written authorization from the owner to act as his/her agent must be provided if not the owner of record*


### Section 4

<b>Applicant:</b> Pacific National Development, Inc.	
<b>Address:</b> PO Box 3550, Salem, Oregon 97302	
<b>Phone:</b> (503) 990-7003	<b>E-Mail:</b> <a href="mailto:pndi@comcast.net">pndi@comcast.net</a>
<b>Property Owner:</b> Pacific National Development, Inc.	
<b>Address:</b> PO Box 3550, Salem, Oregon 97302	
<b>Phone:</b> (503) 990-7003	<b>E-Mail:</b> <a href="mailto:pndi@comcast.net">pndi@comcast.net</a>
<b>Contact:</b> (if different than Applicant) Rhine-Cross Group, LLC	
<b>Address:</b> 112 N 5th Street - Suite 200, PO Box 909, Klamath Falls, OR 97601	
<b>Phone:</b> (541) 851-9405	<b>E-Mail:</b> <a href="mailto:iani@rc-grp.com">iani@rc-grp.com</a>

City of Junction City  
LAND USE APPLICATION

Section 5	
Required Information	
	Written statement describing proposal in detail
	Narrative Statement explaining how the application complies with all relevant criteria with enough detail for review and decision-making. <i>Note: See Type I information, at the beginning of this packet, for the municipal code chapters and/or sections related to your land use request</i>
	Three (3) paper co pies of application packet including any plan sets
	Digital copy of application packet including any plan sets
	Non-refundable Application Fee

Section 6		
Supplemental Application:	Yes <input type="checkbox"/>	No <input checked="" type="checkbox"/>
Attachment(S):	Yes <input checked="" type="checkbox"/>	No <input type="checkbox"/>

Section 7	
<p>Your signature below acknowledges the following:</p> <ol style="list-style-type: none"> <li><b>Payment of the base fee may not cover the City's costs associated with processing the Application.</b> <i>Per Resolution 1053: All direct costs for contracted services shall be charged monthly to the applicant in the amount billed to City. Contracted city services include, but are not limited to, city engineer, city attorney, building inspector, traffic consultant, &amp;/or wetlands specialist. Direct costs 30 days past due shall be charged 9% interest in addition to the amount billed to the City.</i></li> <li><i>The foregoing statements and other information attached hereto are true and accurate to the best of my knowledge and belief.</i></li> <li><i>Signer agrees to pay all direct costs associated with processing this land use application.</i></li> </ol>	
Applicant Signature:	
Date:	11-17-22

## ***PROJECT OVERVIEW & DESCRIPTION***

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The applicant was approved for Rolling Meadows Planned Unit Development (#PUD-19-01), in accordance with the requirements set for the site during the annexation of the property into the Junction City Limits. The development is named Rolling Meadows Planned Unit Development and a master plan showing the proposed street layout and the underlying development of the mix of zoning was approved February 20, 2019.

The approved PUD included an 85.4-acre property located within the City limits on the west side of Junction City, Oregon. The site is bounded to the East by Oaklea Drive beyond which are sited rural residential properties, zoned Low Density Residential (R1). To the North is partially developed residential property known as "The Reserve at Junction City", which is partially developed with Phase 1. To the west is City owned property that contains the sanitary sewer treatment facility. The properties located on the South side of the subject property are larger (roughly 40 to 100-acre) properties that are outside of the City Limits and zoned Farm Use by Lane County. The site enjoys direct access to Oaklea Drive directly across from the intersecting roads of 6<sup>th</sup> and 10<sup>th</sup> Avenues.

The subject property included within this Junction City Code Amendment application is currently undeveloped. Fire protection services are provided by the Junction City Rural Fire District. The site is located within the Junction City limits for water service and sanitary sewerage district and is located within the Junction City Water Control District for storm water management. Other utilities readily available are power, gas, telephone, and cable TV all existing within the right of way of Oaklea Drive.

The Rolling Meadows PUD masterplan is currently designated as Residential with a mix by the Junction City Comprehensive Plan with the requirements of 1-acre high density residential (Multi-Family Residential Zone R3), 9 acres of medium density residential (Duplex Residential Zone R2), approximately 38 acres of low density residential (Single-Family Residential Zone R1), with the remainder of the 85 acres being streets, wetland, and open space. The applicant is submitting this application for a Code Amendment for the allowance of "single-family attached residence" as an allowable permitted use within the R-2 zoned properties. The intent of this application is to allow the single-family attached residence with a minimum lot size of 2,500 sq. ft. to be sold as separate units along the common wall and on individual lots. Additionally, the proposed Code Amendment is submitted to allow for affordable housing options within the community of Junction City.

This application for a Code Amendment of the Rolling Meadows PUD meets the requirements set forth in the Junction City Municipal Code (JCMC). No change in density would result from this amendment and the traffic impacts would result in no increase. The proposed Code Amendment would give Junction City residents additional options to affordable housing with the added incentive of residential and land ownership.

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## ***JUNCTION CITY MUNICIPAL CODE***

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### **Chapter 17.145 AMENDMENTS**

#### ***17.145.010 Authorization to initiate amendments.***

An amendment to the text of this title or the zoning map may be initiated by the city council, by the planning commission or by application of a property owner or his authorized agent. The planning commission shall, within 40 days after a hearing, recommend to the city council approval, denial, or modification of the proposed amendment. An amendment to the text or the zoning map may be consolidated with a related amendment to the comprehensive plan text or map. [Ord. 1170 § 6, 2007; Ord. 950 § 107, 1991.]

**Findings of Fact: The property owner initiated an amendment to Section 17 of the JCMC zoning code to include single-family attached residence as an allowable permitted use within the R-2 zoning. This change of zoning would allow homeowners the opportunity to own living space and yard space often at a lower price than a single-family home. Currently the zoning allows for single and two-family dwellings (duplexes).**

#### ***17.145.020 Application and fee.***

An application for amendment by a property owner or his authorized agent shall be filed with the city. The application shall be accompanied by a fee equal to the average cost of such applications as established by the city council. [Ord. 950 § 108, 1991.]

**Findings of Fact: The applicant (property owner) is submitting this application for a code amendment to be filed with the city. The application is accompanied by the fees established by the city council.**

#### ***17.145.030 Public hearing on amendment.***

A. Notice of Hearing. Notice of time and place of the public hearing before the planning commission and of the purpose of the proposed amendment shall be given by the city in accordance with JCMC 17.150.070 and 17.150.080.

**Findings of Fact: Notices for the Planning Commission public hearing will be posted and mailed by the Junction City Planning Department.**

B. Recess of Hearing. The planning commission may recess a hearing in order to obtain additional information or to serve further notice upon other property owners or persons it decides may be interested in the proposed amendment. Upon recessing for this purpose, the commission shall announce the time and date where the hearing will be resumed.

**Findings of Fact: Applicant acknowledges the above.**

C. Notice and Hearing Before City Council. After the hearing and recommendations have been made by the planning commission, the city council shall hold a public hearing on the proposed amendment. Notices of the hearing shall be by one publication in a newspaper of general circulation in the city not less than five days nor more than 20 days prior to the date of hearing. [Ord. 1112 § 1, 2003; Ord. 1037 § 1, 1997; Ord. 950 § 109, 1991.]

**Findings of Fact: Applicant acknowledges the above.**

#### ***17.145.040 Records of amendments.***

The city shall maintain a record of amendments to the text of this title and the zoning map in a form convenient for the use of the public. [Ord. 950 § 110, 1991.]

**Findings of Fact: If approved by the City Council, record of the amendment will be made available in a form convenient to the public by Junction City. The proposed amendment is consistent with the Statewide Planning Goals.**

## **Chapter 17.05 INTRODUCTION AND DEFINITIONS**

### ***17.05.010 Purpose.***

The several purposes of this title are to encourage the most appropriate use of land; to conserve and stabilize the value of property; to aid in the rendering of fire and police protection; to provide for adequate light and air; to lessen congestion; to encourage the orderly growth of the city; to prevent undue concentration of population; to facilitate adequate provisions for community utilities and facilities such as water, sewerage, electrical distribution systems, transportation, schools, parks and other public requirements; and in general, to promote public health, safety, convenience and general welfare. [Ord. 1266 § 2 (Exh. B), 2021; Ord. 950 § 1, 1991.]

**Findings of Fact: The request for single-family attached residence within R-2 zoning serves the purpose of encouraging and enhancing the most appropriate use of the land**

through providing additional affordable housing options. As housing demands grow, including single-family attached residences within R-2 zoning provides additional options for welcoming homeowners within and into the community.

The addition of single-family attached residence within R-2 zoning would not result in any additional traffic impacts. Duplexes are currently an allowed use within R-2 zoning and traffic may be decreased by single-family attached residence as they are owned and not rented.

### *17.05.020 Definitions.*

#### **JCMC CODE SECTION 17.05.020 WOULD BE AMENDED TO READ AS FOLLOWS:**

***“Dwelling single-family attached” means a building containing two dwelling units that share a single wall but are located on separate lots. Single family attached dwellings:***

- 1. Shall conform to all residential use development standards for single-family dwellings.***
- 2. Shall be constructed or installed in accordance with the State Building Code (CABO), as adopted by the city or as defined within the statutes of the State of Oregon.***
- 3. Shall have a pitched roof of at least one foot in height for every three feet in width.***
- 4. Exterior siding and roofing shall be similar in color, material, and appearance to that of surrounding dwellings.***
- 5. The dwelling shall provide on-site covered parking consistent with the predominant construction patterns of immediately surrounding dwellings.***

## **Chapter 17.15 DUPLEX RESIDENTIAL ZONE (R2)**

### ***17.15.010 Uses permitted outright.***

In an R2 zone, only the following uses and their accessory uses are permitted outright:

A. Single and two-family dwellings (duplexes).

B. A use permitted in the R1 zone.

C. A use similar to those listed above. [Ord. [1116](#) § 1, 2003; Ord. [950](#) § 15, 1991.]

**Findings of Fact:** Within the Junction City Municipal Code the above uses are those that are allowable under current zoning. The amendment of “A. would read Attached and detached single family dwellings and two-family dwellings (duplexes)” as an allowable use would increase home ownership opportunities at a more affordable cost. Oregon has passed several House Bills to address the housing shortages throughout the state. This application for a Code Amendment to Title 17 of the Junction City Municipal Code increases options for homeowners and helps address the Oregon housing concerns.

Additionally, by allowing “single-family attached residences” within R-2 zoning allows for ownership. Ownership typically means homeowners are more conscientious about the care and upkeep of their homes. Junction City would benefit from this additional option for home ownership as would it benefit individuals/families seeking affordable homes.

**JCMC CODE SECTION 17.15.010 (A) WOULD BE AMENDED TO READ AS FOLLOWS:**

In an R2 zone, only the following uses and their accessory uses are permitted outright:

- A. *Attached and detached single family dwellings and two-family dwellings (duplexes).*
- B. A use permitted in the R1 zone.
- C. A use similar to those listed above. [Ord. [1116](#) § 1, 2003; Ord. [950](#) § 15, 1991.]

***17.15.030 Lot size.***

In an R2 zone, the minimum lot size shall be as follows:

- A. The minimum lot area for single-family dwellings shall be 5,000 square feet.
- B. The minimum lot area for two-family dwellings (duplexes) shall be 7,000 square feet.
- C. The minimum lot area for multiple-family dwellings shall be 7,500 square feet.
- D. The minimum lot depth shall be 75 feet.
- E. The minimum lot width shall be 50 feet and 35 feet for cul-de-sac lots. [Ord. [1116](#) § 1, 2003; Ord. [1037](#) § 1, 1997; Ord. [950](#) § 17, 1991.]

**JCMC CODE SECTION 17.15.030 (A & B) WOULD BE AMENDED TO READ AS FOLLOWS WITH THE REMAINING PROVISIONS RENUMBERED AS SHOWN BELOW:**

In an R2 zone, the minimum lot size shall be as follows:

*A. The minimum lot area for single-family detached dwellings shall be 5,000 square feet.*

*B. The minimum lot area for single-family attached dwellings shall be 2,500 square feet.*

*C. The minimum lot area for two-family dwellings (duplexes) shall be 7,000 square feet.*

*D. The minimum lot area for multiple-family dwellings shall be 7,500 square feet.*

*E. The minimum lot depth shall be 75 feet.*

*F. The minimum lot width shall be 50 feet and 35 feet for cul-de-sac lots. [Ord. [1116](#) § 1, 2003; Ord. [1037](#) § 1, 1997; Ord. [950](#) § 17, 1991.]*

**Chapter 17.20  
MULTIPLE-FAMILY RESIDENTIAL ZONE (R3)**

***17.20.010 Uses permitted outright.***

In an R3 zone, only the following uses, their accessory uses, and uses determined to be similar are permitted outright. Other uses are expressly prohibited.

A. Multiple-family dwellings (three or more attached units on one lot).

B. Townhomes (attached single-family housing or row houses on their own lots with three or more units).

C. Neighborhood commercial uses as defined in JCMC [17.20.130](#).

D. Duplex (two-family attached dwelling on one lot), which shall comply with the standards in the R2 zone (Chapter [17.15](#) JCMC).

E. Accessory structures.

F. Residential care homes and residential care facilities (ORS [197.660](#) through [197.670](#)).

G. Uses similar to those listed above. [Ord. [1242](#) § 1 (Exh. A), 2016; Ord. [1116](#) § 1, 2003; Ord. [950](#) § 21, 1991.]

**JCMC CODE 17.20.010.D WOULD BE AMENDED TO READ AS FOLLOWS:**

***“D. Duplex (two-family attached dwelling on one lot) and single-family attached residences, which shall comply with the standards in the R2 zone (Chapter 17.15 JCMC).***

**Chapter 17.65  
PLANNED UNIT DEVELOPMENT (PUD)*****17.65.060 Preliminary approval (stage 2).***

C. Upon receiving the preliminary plan map and program, the planning commission shall review the proposed planned unit development and shall seek to determine that all of the following conditions are met:

1. The planned unit development will be consistent with the comprehensive plan of the city.

Specifically, this includes:

- a. Information indicating how the housing provided in the PUD relates to Junction City area housing needs. All PUD proposals may, consistent with the density allowed by underlying zoning, propose housing concepts including townhouses, condominium-owned multifamily units, mixtures of housing types and lot sizes, multiplex construction, mobile homes or other kinds of dwellings manufactured off site.
- b. Description of the municipal service and utilities needed at initial and later phases of PUD occupancy, and whether it is consistent with the city's capital facilities plan.
- c. Indication that the streets required off site are provided already, or planned and funded by appropriate city or county agencies. Sufficient access will be required to meet vehicular movement and storage generated by the proposed development. Continuity with future streets in adjoining developments and dedication of sufficient arterial street right-of-way for the proposed development and other developments generally anticipated in the capital facilities plan.
- d. Assurance that if density of the development in the PUD's initial stages does not warrant public sewer or water connections, that the layout allows for later increases of density to a level that makes such connections financially feasible.
- e. Deed restrictions to support future assessments to provide services necessary for urban densities of development.

**JCMC CODE 17.65.060.C.1.a WOULD BE AMENDED TO READ AS FOLLOWS:**

***“a. Information indicating how the housing provided in the PUD relates to Junction City area housing needs. All PUD proposals may, consistent with the density allowed by underlying zoning, proposed housing concepts including attached and detached single-family dwellings, townhouses, condominium-owned multifamily units, mixtures of housing types and lot sizes, multiplex construction, mobile homes or other kinds of dwellings manufactured off site.”***

**Chapter 17.90  
OFF-STREET PARKING AND LOADING**

***17.90.010 Off-street parking.***

E. Off-Street Parking Spaces. The minimum number of off-street parking spaces shall be provided as follows:

<b>Use</b>	<b>Standard</b>
1. Residential.	
a. One- and two-family dwellings	Two spaces per dwelling unit, located in driveway or garage, and one of which may be located within any required yard, with both paved in accordance with design requirements in JCMC <a href="#">17.90.030</a> (l).

**JCMC CODE 17.90.010.E.1.a WOULD BE AMENDED TO READ AS FOLLOWS:**

***“a. Single-family attached and detached, and two-family dwellings.”***

## ***JUNCTION CITY COMPREHENSIVE PLAN***

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### **Chapter 1: Citizen Involvement and Plan Review**

**Findings of Fact:** The applicant is submitting the application with the required information. Junction City provides the guidance for following the prescribed procedures for public hearings before the Planning Commission and City Council as required by Title 17, Zoning of the Junction City Municipal Code.

### **Chapter 3: Land Use Element**

#### **I. Introduction**

This chapter and Chapter 4 (Economic Element) were updated in 2012 to remove outdated, repetitive and extraneous information and to incorporate new and relevant information and policy. This chapter:

Describes the relationships that exist among Junction City's Comprehensive Plan land use designations and implementing zoning districts;

Explains the relationships among the Junction City Comprehensive Plan, adopted functional plans, background documents to the Comprehensive Plan, and implementing land use regulations; and

Sets forth annexation policies.

#### **II. Comprehensive Plan Map Designations and Implementing Zoning Districts**

It is important to insure consistency between the Comprehensive Plan text, map and implementing zoning districts.

The land use categories mapped on the Comprehensive Plan Land Use Map are:

- *Low-Density Residential* – single-family residential uses at a typical density of one to eight dwelling units per acre for detached residential structures. Additional density may be achieved through a Planned Unit Development.
- *Medium-Density Residential* – detached and attached residential uses at a typical density of 8 to 12 dwelling units per acre.
- *High-Density Residential* – detached, attached, or stacked residential uses at a typical density of 12 or more dwelling units per acre.
- *Commercial/Residential* – areas where both commercial and high-density residential uses are allowed. Uses may be allowed individually or within the same building.
- *Commercial* – may include retail, office, and/or multifamily uses, depending on the location. Retail uses are those which provide goods and/or services directly to the consumer, including service uses not usually allowed within an office use. Commercial areas can range in size and function from small residential markets serving the immediate neighborhood to a regional commercial center.
- *Industrial* – uses predominantly connected with manufacturing, assembly, processing, wholesaling, warehousing, distribution of products, and high technology.
- *Open Space/ Wetlands* – natural or landscaped areas used to meet active or passive recreational needs, protect environmentally sensitive areas, and/or preserve natural landforms and scenic views.
- *Public* – Public uses and facilities such as schools and government facilities.

**Table 3-1 Comparison of Land Use Categories and Zoning District**

Land Use Categories		Zoning Districts	
Low Density Residential	L	Single Family Residential	R1
Medium Density Residential	M	Duplex Family Residential	R2
High Density Residential	H	Multi-Family Residential	R3
	H	Multi-Structural Residential	R4
Commercial/Residential	CR	Commercial/Residential	CR
Commercial	C	Central Commercial	C2
		General Commercial	GC
Industrial	I	Light Industrial	M1
		Heavy Industrial	M2
Open Space/Wetlands*	OS/W	Base Zohe	
		Wetland Resource Overlay District *	WRD
Public	PL	Public Land	PL

### C. Residential Land Use

The City has a mix of residential land densities and types to meet the varying needs for different housing. The City encourages the utilization of existing vacant or partially vacant lots to promote a more compact urban growth form. The City also encourages the compatible integration of different land uses such as single- and multi-family dwellings, and mixed use residential/commercial buildings through the development and use of development standards. Chapter 9 of the Comprehensive Plan and accompanying appendices of the Comprehensive Plan identify the City's residential land needs in more detail.

**Findings of Fact: The Junction City Comprehensive Plan currently serves as the controlling land use document for the City. The proposed Code Amendment would add language to the Junction City Municipal Code which would allow for the construction of single-family attached residence within R-2 zoned properties as a permitted use. The Comprehensive Plan policies provide the overarching framework for implementation of the Zoning Code. The applicants request meets the intent of the above by addressing varying needs for alternative housing. This amendment would encourage the utilization of compatible integration of different land uses within R-2 zoning.**

## **Chapter 9: Housing Element**

### **I. Background**

Statewide Planning Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies. At a minimum, local comprehensive plans and policies that address housing must meet the requirements of Goal 10. Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of all households.

The Housing Element is intended to comply with Statewide Planning Goal 10 (Housing). It assesses housing needs for a 20-year planning horizon in order to determine (1) whether sufficient residential land

exists to meet the 20-year needs, and (2) to review housing policies to ensure the city is meeting the needs of current and future residents.

### **Purpose**

The purpose of the Junction City Housing Element is to meet the requirements of Goal 10 and OAR 660-008. State policy requires the Housing Element identify local housing needs. The goals of the Housing Element are to:

1. Describe characteristics of the existing mix and density of housing in Junction City
2. Describe recent residential development trends in the City,
3. Evaluate housing affordability, and
4. Project future need for housing in Junction.

### **Framework For The Housing Needs Analysis**

Oregon cities are required to comply with Statewide Planning Goal 10, which addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies. At a minimum, local housing policies must meet the requirements of Goal 10 (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).<sup>3</sup> Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.” ORS 197.303, which applies to Junction City, defines needed housing types:

- a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;
- b) Government assisted housing;<sup>4</sup>
- c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and
- d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

**Findings of Fact: Oregon’s Goal 10 Housing 660-008-0000 Purpose (1) The purpose of this division is to ensure opportunity for the provision of adequate numbers of needed housing units, the efficient use of buildable land within urban growth boundaries, and to provide greater certainty in the development process so as to reduce housing costs.**

**The applicant is addressing Oregon Goal 10 through the R-2 zoning Title 17 provision. An adequate housing supply along with diverse housing options. Housing takes many forms and should be built to serve people at a variety of income levels. This proposal for single-family attached residence within R-2 zoning provides that diversity. By allowing permitted single-family attached residence within R-2 zoning provides future homeowners with an alternative to multi-family units.**

**The proposed Code Amendment would encourage the availability of additional/diverse numbers of housing units in price and rent ranges commensurate with financial capabilities of its households.**

**Conclusion:**

**Thank you for your consideration of this application and the proposed Code Amendment to Title 17 of the Junction City Municipal Code. The change in R-2 zoning for the permitted allowance of single-family attached residence would add additional alternatives to housing needs.**

**Tere Andrews**

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**From:** lani@rc-grp.com  
**Sent:** Tuesday, January 10, 2023 12:10 PM  
**To:** Tere Andrews; marc@rc-grp.com  
**Cc:** 'DARNIELLE Gary L'  
**Subject:** RE: Junction City Municipal Code

Hi Tere,

As a follow up to the email below the applicant (Pacific National Development, Inc.) would like to make the following changes to the Code Amendment request to be inline with staff recommendations.

The proposed lot size of 2,500 square feet for “Single Family Attached Dwelling” is being removed from the Code Amendment request and applicant agrees with staff recommendations of a reduction of density to 3,500 square feet per unit. This would leave JCMC Section 17.15.030 Lot size as it is currently reads.

Thank you,  
Lani

*Lani Hickey  
Land Use Planner  
Rhine-Cross Group, LLC  
112 N 5<sup>th</sup> St-Suite 200  
Klamath Falls, Oregon 97601  
(541) 851-9405*

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**From:** Tere Andrews <[tandrews@ci.junction-city.or.us](mailto:tandrews@ci.junction-city.or.us)>  
**Sent:** Monday, January 9, 2023 2:14 PM  
**To:** [marc@rc-grp.com](mailto:marc@rc-grp.com); [lani@rc-grp.com](mailto:lani@rc-grp.com)  
**Cc:** DARNIELLE Gary L <[gdarnielle@lcog.org](mailto:gdarnielle@lcog.org)>  
**Subject:** FW: Junction City Municipal Code

Marc/Lani,

A copy of the staff report for AMD-22-37, PNDI, zoning code amendment is attached. Gary Darnielle, Principal Attorney at Lane Council of Governments, who provides Planning services to Junction City, found there was a piece of code that was not addressed in the application. This is the lot size proposal of

2,500 square feet (see code section copied below). Please see his comment below in italics. As the applicant's representative, you will have opportunity to respond and make suggestions regarding possible alternative code language to address lot size (or other issues) at the public hearing on January 18<sup>th</sup>, after Gary Darnielle completes the staff report. Please let me know if you have questions.

*The requested density of 2,500 square feet per unit could not be achieved under the current minimum lot depth and lot width standard (75'x50'=3750). (Actually, a duplex at the minimum density could also not meet those standards unless it was on a cut-de-sac.) Therefore, staff can only recommend a reduction of density to 3,500 square feet per unit. The issue to allow 2,500 square feet and a reduction in the minimum lot depth standard is a policy issue best left to the Planning Commission and City Council.*

**17.15.030 Lot size.**

In an R2 zone, the minimum lot size shall be as follows:

- A. The minimum lot area for single-family dwellings shall be 5,000 square feet.
- B. The minimum lot area for two-family dwellings (duplexes) shall be 7,000 square feet.
- C. The minimum lot area for multiple-family dwellings shall be 7,500 square feet.
- D. The minimum **lot depth** shall be 75 feet.

E. The minimum lot width shall be 50 feet and 35 feet for cul-de-sac lots. [Ord. 1116 § 1, 2003; Ord. 1037 § 1, 1997; Ord. 950 § 17, 1991.]

Sincerely,  
*Tere Andrews*  
Admin Aide/Planning Technician  
City of Junction City  
680 Greenwood St/PO Box 250  
Junction City OR 97448  
541-998-2153 ext. 207  
541-393-7089 (cell)

The Junction City Zoning Code can be viewed at: JC Zoning Code: [Title 17 ZONING AND LAND USE \(codepublishing.com\)](http://codepublishing.com)

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