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JUNCTION CITY PLANNING FINDINGS FOR A TYPE-IV ZONE TEXT AMENDMENT

File Number: RZ-24-07 & CPA-24-08

Summary of Findings: Staff believes that the proposal to redesignate and rezone three tax lots at 474 West 10th is generally consistent with applicable Statewide Planning Goals, applicable Junction City Comprehensive Plan goals and policies, and Junction City Municipal Code Title 17

Owner/Applicant: Bothland, LLC, 1602 Coburg Road, Eugene, OR 97401

Applicant's Representative: Jed Truett & Kim O'Dea, Metro Planning and Consulting, Inc., 846 A Street, Springfield, OR 97477

Staff Contact: Chloe Trifilio, Planner, Lane Council of Governments, ctrifilio@lcog.org, 541-682-4247; Dawn Northey, Planning Technician, 1171 Elm St., Junction City OR 97448, jcplanning@ci.junction-city.or.us, 541-998-3125

Subject Property Location: 474 West 10th, assessor's map number 15-04-32-23; tax lots: 02500, 02600 and 02700.

Site Size: 0.26 Acres

Zoning/Plan Designation: Commercial/Residential (CR) - Junction City Municipal Code 17.40
Current Comprehensive Plan Designation is Commercial/Residential

Relevant Dates: The application was submitted on February 15, 2024 for Plan and Zone Amendment. A letter of completeness was issued on February 27, 2024.

Relevant Criteria: Junction City Municipal Code 17.145 Amendments, Junction City Comprehensive Plans, Applicable Statewide Planning Goals



Request

The applicant is seeking to change the subject property's plan designation from Commercial/Residential to Commercial, and the zoning from Commercial/Residential (CR) (JCMC 17.40) to General Commercial (GC) (JCMC 17.35).

Public Notice and Referrals

- Notice to DLCD was sent on March 11, 2024. No response has been received.
- Notice of the public hearing was sent to all property owners and residents within 300 feet of the subject property on March 13, 2024
- Notice was published in the Register Guard on March 18, 2024.
- Notice was posted in four locations within the city on March 13, 2024.
- Referral comments on the application were requested from various affected service providers and City departments on March 12, 2024. No substantive referral comments were received although several City departments replied that they had no comment.

Background

The subject property, consisting of three tax lots 2500, 2600 and 2700. It is currently zoned Commercial/Residential (CR) and designated Commercial/Residential by the Junction City Comprehensive Plan. The tax lots are 0.26 acres together. There are no mapped wetlands or floodplain on the subject property. It is currently a parking lot that serves the Dairy Queen to the east. Access can be taken off of Juniper Street, and the alley between Juniper Street and Ivy Street (State Highway 99). The applicants intend to change the plan and zone designation to Commercial/General Commercial (GC) so that it can be included in the drive-through design when replacing the adjacent Dairy Queen. There is an active alley between the two lots. The subject property is surrounded by residential uses to the north and south and a low intensity commercial use (dentist's office) to the west. The existing zoning explicitly excludes automobile-oriented food service uses and other such commercial uses that serve a regional market rather than the immediate neighborhood. The GC zone allows higher intensity commercial uses.



Figure 2. Zoning Map



Figure 1. Plan Designation Map

The Junction City Municipal Code does not have approval standards for changes to the zone and plan map of the JCMC and the Junction City Comprehensive Plan. Therefore, by law, the standards are; consistency with the applicable goals and policies of the Junction City Comprehensive Plan, consistency with applicable Statewide Planning Goals, consistency with

applicable statutes and administrative rules, and internal consistency with unchanged portions of Title 17.

FINDINGS

JUNCTION CITY MUNICIPAL CODE COMPLIANCE

AMENDING TITLE 17 OF THE JCMC

Section 17.145.010 Authorization to initiate amendments

Finding 1: 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 property owner, Bothland, LLC, and the application was prepared and submitted by Jed Truett at Metro Planning & Consulting, Inc. as an agent for the property owners. The proposed changes to Title 17 also require an amendment to the Junction City Comprehensive Plan and the application to change the plan designation has been consolidated with the related zone map amendment.

17.145.020 Application and fee

Finding 2: An application was submitted and was accompanied by the required \$950 application fee.

17.145.030 Public hearing on amendment

Finding 3: The notice of the proposed amendment has been given to the city in accordance with JCMC 17.150.070 and 17.150.080. A public hearing before the Junction City Planning Commission has been scheduled for April 16, 2024. Notice of the public hearing was sent to all property owners and residents within 300 feet of the subject property on March 13, 2024, and notice was published in the Register Guard on March 18, 2024. Notice was posted in four locations within the city on March 13, 2024. 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.

Section 17.35 General Commercial (GC)

Finding 4: The proposed zoning change would be from JCMC 17.40 Commercial/Residential Zone (CR) (see Attachment 6), to JCMC 17.35 General Commercial (GC) (see Attachment 7). Although there is no stated purpose for either zoning district, they can be characterized by their permitted uses, restrictions, and development standards.

Uses- The subject tract currently allows any uses in the Commercial/Residential Zone (CR) and the Multiple Family Residential Zone (R3). These uses are generally high-density residential uses and low intensity commercial uses. The proposed zone change would allow any use in the General Commercial Zone (GC) and Central Commercial Zone (C2). These uses are generally high intensity commercial, and some multifamily residential uses may be permitted. Changing the zoning would mean changing the intended use of the property to a higher intensity commercial or higher density residential type use. Some notable uses that would become allowed are a drive-through food service, other auto-oriented uses (car wash, paint shop, repair shop, service station, sales, etc.), amusement enterprises (indoor pools, skating, bowling, etc.), motels/hotels, museums, brew pubs and supply sales.

Allowing higher intensity commercial uses appears to be compatible with surrounding uses as the highway on Ivy Street is visible from the subject property, and some other multiple family dwellings as well as commercial uses exist to the south and west of the subject tract.

Restrictions- The General Commercial zone does not allow “residential dwellings” on the ground floor, however in the Central Commercial zone “56. Residential uses, second story or multiple-family” is allowed outright. Any residential use in this zone is highly encouraged to be on the second story of a mixed-use building (commercial and residential). This is different from the existing zoning where Commercial/Residential allows duplexes and single family attached residences on the ground floor. The only change in residential uses is that the duplexes/single family attached dwelling allowance would be eliminated. Higher-density housing remains an option.

Development Standards- All commercial and multiple family residential development is required to meet the Development Standards of JCMC 17.160, which addresses general public improvements such as paving, curbing and public facility extension. The new zoning would have the same height restriction as the old zoning of 35 feet. The General Commercial zoning district has no lot coverage minimum unlike the existing zoning that caps it at 60%. The setbacks would go from a range of 10-15 feet depending on the type of use proposed to no setbacks in the General Commercial zone. However, in the General Commercial zone additional development standards apply including hiding outside storage, building orientation, parking lot siting, building articulation, building windows and trash receptacle screening. It addresses drive-through facility stacking lanes and delivery and loading facilities as well.

The proposed zoning of General Commercial will be buffered by Commercial/Residential zoning to the north, west and south and will not abut an expressly residential zone. Although more high intensity commercial uses are allowed, additional development standards apply that protect the surrounding lower intensity uses. The proposed zone change would extend the existing General Commercial zoning along Ivy Street (State Highway 99) across the block along West 10th Avenue, allowing the already auto-oriented commercial uses along the highway to expand. No comment from surrounding property owners/residents were received. Staff finds that the proposed zone change would result in a new zoning and plan designation that is generally compatible with the surrounding area.

JUNCTION CITY COMPREHENSIVE PLAN (2013)

CHAPTER 1: CITIZEN INVOLVEMENT AND PLAN REVIEW

The first goal of this chapter is to “develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process”.

Finding 5: The noticing, referral and public hearing processes have been followed as required by JCMC 17.150. Notice of the public hearing was sent to all property owners and residents within 300 feet of the subject property on March 13, 2024, and notice was published in the Register Guard on March 18, 2024. Notice was posted in four locations within the city on March 13, 2024. Staff finds the proposal complies with these goals/policies. As of the date of this staff report, no responses have been received.

CHAPTER 2: ENVIRONMENTAL ELEMENT

Finding 6: The current use of the subject tract is a parking lot and is zoned for high-density residential or neighborhood commercial uses. The proposed plan amendment and zone change will not affect any environmental element such as soils, groundwater, air quality or vegetation. The subject tract is not within a designated special flood hazard area or mapped wetlands. Staff finds the proposal complies with these goals/policies.

CHAPTER 3: LAND USE ELEMENT

This Chapter describes the relationship between Junction City’s Comprehensive Plan land use designations and implementing zoning districts.

Finding 7: The existing land use category assigned to the subject tract is “Commercial/Residential – areas where both commercial and high-density residential uses are allowed. Uses may be allowed individually or within the same building.” The proposed land use category is “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.” The main difference in these two land use categories that make up the plan designations is the additional allowance of service uses not usually allowed within an office use and that could be built to a regional commercial scale. The subject property is surrounded by the Commercial plan designation to the east, and the Commercial/Residential plan designation to north, south and west. The Commercial/Residential plan designation continues to the north and south of the subject properties so changing this designation would mark a variation from the pattern of Commercial/Residential plan designation along Juniper Street (running north-south).

“Table 3-1 Comparison of Land Use Categories and Zoning District” in the Junction City Comprehensive Plan lists the zoning districts that implement the land use categories. Designating the subject property as Commercial is the correct land use category to rezone the property to General Commercial (GC).

V. Urbanization – B. General

It is a goal of this plan to establish an Urban Growth Boundary with sufficient amounts of urbanizable land to accommodate projected city expansion needs. The City shall promote land use and development patterns that sustain and improve quality of life, maintain the community’s identity, and meet the needs of existing and future residents for housing, employment, and parks and open spaces.

Finding 8: This proposal does not involve expansion of the city or Urban Growth Boundary. Changing the plan designation to Commercial and the zoning to General Commercial would eliminate the allowance of single-family attached dwellings and duplexes but would continue to allow multifamily dwellings (three or more units). It is currently zoned for neighborhood commercial uses and high-density residential uses. The General Commercial zoning would allow a range of commercial uses, including anything allowed in the Central Commercial Zone (JCMC 17.30). The uses along Juniper Street to the north, south and west of the subject property appear to match the characteristics of a neighborhood commercial and residential type of area. This is in contrast to the uses along Ivy Street (State Highway 99) which is the adjacent block to the east and includes more concentrated high-intensity commercial uses.

As of the date of the staff report, no responses were received from surrounding property owners or residents. The proposal would continue to promote land use and development patterns that sustain the quality of life and maintains the allowance of multifamily residential as well as high intensity commercial uses close to the commercial center along Ivy Street. Staff finds the proposal complies with these goals/policies.

V. Urbanization – 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.

Finding 9: The proposed plan designation and zone change continues to allow multifamily residential uses as well as mixed use residential/commercial buildings. The residential zone and plan designation to the west of the subject tract would remain buffered by a strip of Commercial/Residential zone and plan designation to the north, south and west. The allowance of higher-intensity commercial uses on the subject tract would not directly abut a strictly residentially zoned property, which encourages compatible integration of different land uses. Staff finds the proposal complies with these goals/policies.

V. Urbanization – D. Commercial Land Use

In order to promote the land use and development patterns that will enable the City to provide a commercial center, the City has established the following goals:

It is a goal of this plan to provide depth (distance) to the commercial areas along the major arterials serving the business areas.

Finding 10: Amending the plan designation to Commercial and changing the zoning to General Commercial of the subject tract would create more depth to the existing General Commercial zoned area along Ivy Street (State Highway 99) immediately to the east. According to the applicant's narrative, the rezoning and re-designation of the property to match the adjacent parcel under the same ownership would double the size of the tract and increase its depth, making it available for larger and/or combined uses. Staff finds the proposal complies with these goals/policies.

CHAPTER 4: ECONOMIC DEVELOPMENT ELEMENT

In short, the vision is for Junction City to be a community that has opportunities for people to live, work, and play. Functionally, that means that the City have:

Adequate land for the commercial uses that Junction City will need as the City grows, including providing commercial land to serve neighborhoods and businesses on the southern side of Junction City and in the surrounding rural communities that rely upon Junction City for their day-to-day service needs

Adequate employment opportunities that sustain the population and maintain a population/employment ratio that does not result in Junction City being a “bedroom community” to the major employment centers in Lane County;

A range of shopping and services available to meet most everyday needs of Junction City residents, together with those near by smaller communities and rural areas,

such as (but not limited to) a full-service grocery stores, department store, home improvement store, other large format retail stores, personal services (e.g., a branch bank or beauty salon), restaurants, food and clothing stores;

Finding 11: The proposed zone and plan designation would allow a range of commercial uses, meaning there is potential for employment opportunities along the same block that fronts Ivy Street (State Highway 99) where major commercial uses are currently located. Doubling the size of the tract under the same ownership as the property to the east, and bringing it also into the General Commercial zoning will allow a higher range of full-service commercial uses. Staff finds the proposal complies with these goals and no additional policies apply.

CHAPTER 9: HOUSING ELEMENT

Goal 3: To lessen the impact of rising housing costs by requiring a more efficient use of lands available and buildable for new housing.

Finding 12: The proposed plan designation and zone change would discontinue the allowance of duplexes and attached single family dwellings but would continue to allow multifamily residential uses (three or more units). Staff finds the proposal does not significantly impact the efficiency of the use of the land when it comes to housing. No policies within the housing element were identified that are affected by this proposal.

STATEWIDE PLANNING GOALS

GOAL 1 CITIZEN INVOLVEMENT

Finding 13: As part of this application process staff conducted the following actions in support of Goal 1: Notices were sent to Department of Land Conservation and Development; surrounding property owners; applicable agencies; and published the proposed application in the Register Guard newspaper. As of the date of this staff report, staff have received no comments. Furthermore, this application will be presented in a public hearing with the Junction City Planning Commission and a separate public hearing with the City Council. Citizens will have the opportunity to provide verbal comments and submit written testimony for each of these public hearings. In addition, the application materials and Staff Report (with attachments) are also published on the City of Junction City website at link: [- Planning Department - Junction City \(junctioncityoregon.gov\)](http://junctioncityoregon.gov) for anyone to access and review a week prior to the public hearings. Based upon this information, staff concludes the application meets Goal 1 guidelines.

GOAL 2 LAND USE PLANNING

This goal requires that citizens and affected governmental units have an opportunity to review proposed revisions to comprehensive plans and zone maps.

Finding 14: In this regard, all owners and residents within 300 feet of the subject properties have been notified and the proposed changes have been sent to affected governmental units for their comment. DLCD was noticed and a notice was posted in the Register Guard as well as posted in four public locations. Based upon this information, staff concludes the application meets Goal 2 guidelines.

GOAL 3 & 4 AGRICULTURAL LANDS AND FOREST LANDS

Finding 15: The proposal does not affect any land designated for agricultural or forest use. Goal 3 and 4 do not apply.

GOAL 5 NATURAL RESOURCES, SCENIC AND HISTORIC AREAS, AND OPEN SPACES

Finding 16: The subject property has not been inventoried as being a scenic, historic or open space resource. Nor does it contain any mapped wetlands. The property subject to the plan diagram and zone change is vacant property that is not encumbered by any known natural resource. Staff finds the proposal complies with this goal.

GOAL 6 AIR, WATER AND LAND RESOURCES QUALITY

Finding 17: All new development will be subject to applicable local, state and federal air and water quality standards. The proposed amendment does not alter the City's acknowledged compliance with Goal 6. Staff finds the proposal complies with this goal.

GOAL 7 AREAS SUBJECT TO NATURAL HAZARDS

Finding 18: The subject property is not located within the 100-year flood hazard area and is flat. No known natural hazards are present. Staff finds the proposal complies with this goal.

GOAL 8 RECREATIONAL NEEDS

Finding 19: The subject tract has not been designated as a recreational resource in Junction City's acknowledged Comprehensive Plan. The proposal will not affect the City's supply of land available for recreational areas or facilities. Staff finds the proposal complies with this goal.

GOAL 9 ECONOMIC DEVELOPMENT

Finding 20: To address this Statewide Planning Goal, Junction City has adopted an economic analysis as part of the Comprehensive Plan and applicable goals and policies of the Economic Development Chapter have been addressed in Finding 10. Staff finds the proposal complies with this goal.

GOAL 10 HOUSING

Finding 21: To address this Statewide Planning Goal, Junction City has adopted an housing analysis as part of the Comprehensive Plan and applicable goals and policies of the Housing Chapter have been addressed in Finding 11. Staff finds the proposal complies with this goal.

GOAL 11 PUBLIC FACILITIES AND SERVICES

Finding 22: The subject tract is within the city limits of the City of Junction City and all public facilities either exist or can be efficiently provided to serve the subject tract. As of the date of the staff report, no referral comments have been received from affected agencies. Staff finds the proposal complies with this goal.

GOAL 12 TRANSPORTATION

Finding 23: The proposed zone and plan designation change will not affect transportation system, and impact on the system will be evaluated upon development review. The City of Junction City has an adopted and acknowledged Transportation System Plan, of which Staff have not identified any applicable goals or policies. According to the Applicant’s narrative, the amendment will allow the creation of a vibrant commercial area, taking advantage of the strategic location near other commercial uses and major transportation corridors. Staff finds the proposal complies with this goal.

GOAL 13 ENERGY

Finding 24: There are currently no non-renewable energy resources on the subject tract and the proposed change to the plan designation and zoning will not amend or affect any land use regulations enacted to implement Goal 13. New development will be required to comply with local, state and federal codes related to energy conservation. Staff finds the proposal complies with this goal.

GOAL 14 URBANIZATION

Finding 25: The subject property lies within Junction City and does not represent an expansion of the Junction City Urban Growth Boundary or the corporate limits of the city. The proposed plan amendment and zone change are consistent with Goal 14. Staff finds the proposal complies with this goal.

GOALS 15 – 19 WILLAMETTE RIVER GREENWAY & COASTAL GOALS

Finding 26: Staff finds these goals are not applicable as the subject tract is not within the Willamette River Greenway or on the coast.

BUILDABLE LAND INVENTORY

Finding 27: In multiple places within Junction City’s Revised Commercial and Industrial Buildable Lands Inventory and Economic Opportunities Analysis (2012), the Commercial/Residential plan designation is listed as a commercial designation and used in inventories of commercial land. Therefore, changing the subject tract’s plan designation to Commercial would not impact the employment lands inventory.

STATUTES AND ADMINISTRATIVE RULES

Finding 28: No statutes or administrative rules have been found to be applicable to the proposed change to the Plan Designation map or the Zoning map.

CONCLUSION AND STAFF RECOMMENDATION:

Staff believes that the proposal is generally consistent with applicable Statewide Planning Goals, applicable Junction City Comprehensive Plan goals and policies, and Junction City Municipal Code Title 17.

ATTACHMENTS

1. Application materials
2. Referral and notice materials
3. Department of Land Conservation & Development notice
4. Junction City existing Comprehensive Plan Map
5. Junction City existing Zoning Map
6. Junction City Municipal Code 17.40 Commercial/Residential
7. Junction City Municipal Code 17.35 General Commercial