



PLANNING DEPARTMENT STAFF REPORT AND FINDINGS

MAJOR MODIFICATION OF THE ROLLING MEADOWS PUD – PUD 23–24

Application Summary:

The applicants request a major modification to Phase 1 of the Rolling Meadows PUD.

Owner/Applicant:

Pacific National Development, Inc.; Chad Davis Construction, LLC; Holt Holding OR, LLC; and Richard & Deborah Weaver.

Applicants' Representative:

Marc Cross, Rhine–Cross Group, LLC, 112 N 5th Street, Suite 200, Klamath Falls, Oregon 97601.

Lead City Staff:

Tere Andrews, City of Junction City Planning Technician; Gary Darnielle, Principal Attorney, Lane Council of Governments.

Subject Property/Zoning/Location:

Phase 1 of the Rolling Meadows PUD is located at the southwest corner of the intersection of 10th Avenue and Oaklea Drive. It is composed of tax lots 2400 and 2500, assessor's map 15–04–31–00 and is zoned with a mixture of residential densities. As noted above, the primary impact of the major modification is on the R2–zoned lots.

Wetlands:

Delineated wetlands were present on Lots 7, 8 and 18 of Phase 1.

Relevant Dates:

The application was submitted on May 17, 2023; deemed complete on May 30, 2023.

Present Request:

The applicants propose a major modification to Phase 1 of the Rolling Meadows PUD. The proposed modifications apply to the eight lots designated for medium–density residential development but the proposal also impacts R1–zoned lots:

1. The applicants are interpreting the 15 percent density bonus to apply to the minimum lot standard resulting in a minimum lot size of 5,100 square fit. They also apply the bonus percentage to the lot width and setback standards in the R1 Zone.

2. The applicants propose that in the R2 Zone, the minimum lot size be reduced to 3,000 square feet, that lot width and frontage requirements be reduced to 34 feet, and the minimum lot depth be increased to 90 feet.
3. The intersection of Farmington Drive and 4th Avenue be realigned so that they don't meet at a 90-degree angle and Farmington Drive does not appear that it will be serving unincorporated properties to the south.

Public Notice and Referrals:

- **Junction City Public Works, Gary Kaping** – As a condition of approval of the plat for Phase 1 of the Rolling Meadows PUD/Subdivision, the applicant was to have submitted “as built” drawings for the PUD/subdivision prior to recording. The City has yet to receive these drawings. This requirement has been added as a condition of approval that must be satisfied prior to final approval of the major modification to the PUD.

General Property Information:

The applicants are requesting approval of a major modification to a 92-lot PUD that is intended for residential purposes. Of the 92 lots, eight are proposed for development as medium density residential. The PUD represents Phase 1 of the development. The subject property is 85.4 acres in size and is located within the City Limits of Junction City. The site is bounded on the East by Oaklea Drive and on the north by The Reserve at Junction City. The properties to the south are outside the city limits and are zoned for farm use by Lane County.

Evaluation:

The applicants have requested a minor partition for the eight R2-zoned lots in Phase 1 of the Rolling Meadows PUD. However, several of the proposed partitions do not meet the 50-foot minimum width requirement or the 3,500 square foot minimum lot size requirements of the R2 Zone or the 60-foot frontage requirement of Title 16 of the JCMC (Subdivision Ordinance). In order to be able to approve the minor partitions, the above-described standards have to be modified for the PUD. Because these changes allow lot dimensions less than that required by the R2 Zone and, in terms of lot width and frontage, of that required by 16.05.050.E.1.a.i and iv., the modification must be considered to be major as they are necessary to allow attached single-family dwellings, which were not contemplated at the time the PUD was approved.

In addition to the above, the applicants assume that the 15 percent density bonus granted by the Planning Commission to the PUD also applies to required lot widths and setbacks in the R1 Zone. Thus, the applicant has assumed that the lot width in the R1 zone is reduced from 60 feet to 50 feet and that side yard setbacks in the R1 Zone can be reduced to 5 feet from 6 feet for interior side yards and to 10 feet from 15 feet for exterior side yards (those that face a street). It should be noted that all of these reductions exceed 15 percent even assuming that the density bonus was intended to apply to lot widths and setbacks.

Section 17.65.080.A of the JCMC provides that major changes in the final PUD plan program shall be considered as a new application and shall follow the procedures specified in JCMC 17.65.040. Section 17.65.040 of the JCMC requires that an application for a PUD to contain a letter of intent to develop a planned unit development along with a conditional use permit application. This section requires a three-stage review process that includes a pre-preliminary conference, preliminary approval by the planning commission and final approval by the planning commission.

Compliance with Title 17: Zoning and Land Use

17.10 Single Family Residential Zone (R1)

17.10.010 Uses permitted outright.

Finding #1: Phase 1 of the Rolling Meadows PUD contains 38 acres of low-density residential use (R1). Section 17.10.010.A of the JCMC permits single-family dwellings outright.

17.10.030 Lot size.

Finding #2: Section 17.10.030.A of the JCMC provides that the minimum lot area shall be 6,000 square feet and Section 17.10.030.B provides that the minimum lot width shall be 60 feet except in cul-de-sac lots. The applicants point out that Phase 1 of the PUD was approved with a 15 percent density bonus; which allows a 900 square foot reduction in lot size. All lots within the R1-zoned portion of the PUD will have a minimum area of 5,100 square feet, reflecting the 15 percent density bonus, and a minimum lot width/frontage of 50 feet. While there is no indication that the percentage of density bonus also applied to lot width and depth, if it were applied to lot width it would result in a minimum of 51 feet not 50 feet. Staff assumes that the applicant is relying upon the flexibility of the PUD major modification process to reduce some of the lot parameters by more than 15 percent.

17.10.040 Setback requirements

Finding #3: This section of the Code requires a minimum setback of 18 feet of front yard (and 20 feet to the garage), side yard setbacks of six feet for interior side yards and 15 feet for exterior side yards, and 15-foot setbacks for rear yards. The applicants propose that the 15 percent reduction in density allows a five-foot setback for interior side yards and 10 feet for exterior side yards. Again, even assuming that the density bonus percentage applies to lot standards other than area, the applicant's proposal for side yards exceeds a 15 percent reduction.

17.10.050 Heights of buildings

Finding #4: This section requires that all buildings be 30 feet in height or less. All buildings in the R1-zoned portion of Phase 1 of the PUD will be 30 feet or less in height.

17.10.060 Lot coverage

Finding #5: Primary structures in the R1 Zone may not occupy more than 40 percent of the lot area and primary structures plus an accessory dwelling unit combined may not occupy more than

50 percent of the lot. All buildings in the R1-zoned portion of Phase 1 of the PUD will meet these coverage requirements.

17.15 Attached and Detached Single Family Dwellings and Two Family Duplex Residential Zone (R2)

17.15.010 Uses permitted outright.

Finding #6: Section 17.15.010.A allows attached and detached single-family dwellings and duplexes as outright uses in the R2 Zone. The applicants intend to partition the eight lots zoned R2 to allow attached single-family dwellings.

17.15.030 Lot size.

Finding #7: In the R2 Zone, the minimum lot area for single-family attached dwellings is 3,500 square feet; the minimum lot depth is 70 feet; and the minimum lot width is 50 feet except for cul-de-sacs. The applicants point out that Phase 1 of the PUD was approved with a 15 percent density bonus; which allows a 525 square foot reduction in lot size. The applicants propose that the minimum lot area be reduced to 3,000 square feet; the minimum lot depth be increased to 90 feet; and the minimum lot width be reduced to 34 feet.

While a 15 percent reduction in minimum lot width only results in a lot width of 42.5 feet, staff does not believe that the density bonus applies to lot dimensions or setbacks. Rather, the major modification process allows the Planning Commission to set whatever standards that it thinks reasonable given the zoning and proposed type of development.

17.15.040 Setback requirements.

Finding #8: This section of the Code requires a minimum setback of 18 feet of front yard (and 20 feet to the garage), side yard setbacks of six feet for interior side yards and 15 feet for exterior side yards, and 15-foot setbacks for rear yards. The applicants propose that the 15 percent reduction in density allows a five-foot setback for interior side yards and 10 feet for exterior side yards. Again, even assuming that the density bonus percentage applies to lot standards other than area, the applicant's proposal for side yards exceeds a 15 percent reduction.

17.15.050 Height of buildings.

Finding #9: This section requires that all buildings be 35 feet in height or less. All buildings in the R2-zoned portion of Phase 1 of the PUD will be 35 feet or less in height.

17.15.060 Lot coverage.

Finding #10: Buildings cannot occupy more than 50 percent of the lot area. All buildings zoned R2 in Phase 1 of the PUD will meet this standard.

17.2 Multiple Family Residential Zone (R3)

Finding #11: One acre of R3–zoned land is contained in Phase 1 of the PUD. The applicants have no specific uses proposed for this land and has not requested that the 15 percent density bonus be applied to the minimum lot size, lot width or depth, or lot coverage standards.

17.65 Planned Unit Development

17.65.01 Purpose

Finding #12: This section states that the purpose of a planned unit development is to permit greater flexibility in land use regulations. However, the section goes on to say that “it is not intended to circumvent conventional land use regulations” and should not be “used as a device to force a decrease in residential density below that otherwise allowed by the comprehensive plan and underlying zoning. Section 17.65.060.C.2.c of the JCMC allows the approval of a 15 percent density bonus but the purpose section of the PUD regulations does not appear to allow a reduction of density beyond this point. Thus, the minimum lot size in the R1–zoned portion of Phase 1 of the PUD cannot be less than 5,100 square feet.

17.65.020 Ownership.

Finding #13: This section states that the tract or tracts of land within a proposed PUD may be in one ownership or the subject of a joint application by owners of all the property included. In the present case, some of the lots in Phase 1 have been sold. However, all of the current owners have participated in the application for a major modification of the PUD. The owners are Pacific National Development, Inc.; Chad Davis Construction, LLC; Holt Holdings OR, LLC; and Richard and Deborah Weaver.

17.65.030 General requirements.

Finding #14: Subsection A of this provision requires that a PUD be allowed as a conditional use and that the minimum site area must be two acres. The applicants have applied for a conditional use permit to request a major modification of Phase 1 of the PUD and the PUD itself is over 85 acres in size.

Finding #15: Subsection B grants the Planning Commission the right to condition its approval on a performance bond, an economic impact statement, an environmental impact statement, an area for parks or playgrounds, streets designed and constructed according to city standards and dedicated to the city, easements for public utilities and an adequate guarantee to ensure permanent retention of common open space and recreation areas.

The approved PUD includes over 19 acres of open space with pedestrian trails and a one–acre park. As a condition of approval, streets will be constructed to City standards and will be dedicated to the City. The issue of performance bonds will be discussed as future phases of the PUD come before the Planning Commission for approval.

Finding #16: Subsection C notes that when a PUD is subject to Chapter 16.05 of the JCMC, the procedures and regulations of that chapter shall apply. Phase 1 of the PUD has received subdivision approval in SUB 22–23 and the only change is the minor realignment to the

intersection of Farmington Drive and 4th Avenue which does not require a replat. The findings in the Final Order approving SUB 22–23 are adopted herein by reference.

17.65.040 Procedures.

Finding #17: Subsection A concerns the application for a PUD and requires a letter of intent to be submitted along with the conditional use permit application. The applicants’ burden of proof statement is sufficient to serve as a letter of intent.

Finding #18: Subsection B states that there is a three–stage review process for the approval of a PUD application: pre–preliminary conference, preliminary approval, and final approval.

Finding #19: Subsection C addresses the fees associated with each of the three stages of review. The applicants have warranted that they would follow the process and pay the required fees.

17.65.050 Pre–preliminary conference (stage 1).

Finding #20: Discussions between staff and the applicants’ representatives on May 5, 2023, regarding the need for a major PUD modification to approve the applicant’s eight minor partition requests constitutes the pre–preliminary conference. The Planning Commission has scheduled a June 20, 2023, hearing to determine whether preliminary approval should be granted.

17.65.060 Preliminary approval (stage 2).

A. The applicant shall submit to the planning commission four copies of the preliminary plan map for the proposed planned unit development. The plan map shall show the following information:

- 1. Legally described property lines.*
- 2. Section lines.*
- 3. Existing streets, buildings, watercourses, tree masses, sanitary and storm sewers, water mains, culverts and other existing underground facilities.*
- 4. Location and size of the nearest water main and sewer outlet.*
- 5. Title of the proposed planned unit development and the name of the developer.*
- 6. Ownership of adjoining parcels within 300 feet of the proposed planned unit development.*
- 7. Contours referred to a city engineer’s bench mark with intervals sufficient to determine the character and topography of the land to be developed.*
- 8. North point, scale and date.*
- 9. Location and size of all proposed streets, buildings, sanitary sewer or other sewage disposal facilities, water mains, stormwater facilities, sidewalks, parks, open spaces and signs.*

Finding #21: The Rolling Meadows PUD master plan was submitted and approved by the City. The information considered in that approval process, which addresses the above-listed factors, has not changed. This application includes modifications to single-family attached dwelling lot width and depth, a revised Master Plan lot layout for the R2-zone properties, and the slight realignment of the intersection of Farmington Drive and 4th Avenue.

B. A preliminary plan program or outline of the following shall accompany the preliminary plan map:

1. Proposed ownership and maintenance of streets.

Finding #22: All onsite streets will be developed as local streets and will be dedicated to the City.

2. Drafts of appropriate restrictive covenants and drafts of documents providing for the maintenance of any common space, or required dedications or reservations of public open spaces and any dedications of development rights.

Finding #23: The CC&Rs and a Homeowner's Association agreement have been recorded.

3. A list of the types of buildings proposed.

Finding #24: All buildings in the lots zoned R1 will be single-family residential structures. The R2-zoned lots will be occupied with attached single-family dwellings if the minor partition requests are approved. Buildings for the one-acre lot zoned R3 will be determined at the time of Design Review.

4. The amount of land area to be devoted to the various types of buildings and a calculation of the average residential density per net acre.

Finding #25: The PUD's Master Plan identifies one acre of R3 zoning, nine acres of R2 zoning and the remainder of 40 acres zoned for R1. Given an expectation of 406 residential units per the 85 acres of the PUD, the resulting density is about 4.8 residential units per acre.

5. The nature of all proposed signs.

Finding #26: A subdivision sign is proposed for both entrances to the PUD.

6. All landscaping plans.

Finding #27: Landscaping consists of street trees identified on the preliminary plan and specific landscaping of the open space areas.

7. Plans or written statements regarding grades of proposed streets, width and type of pavement, type of sanitary sewer or other sewage disposal facilities and any grading plans.

Finding #28: The PUD is relatively flat, and no street grade will exceed 4 percent. Onsite streets will be designed as local streets with pavement widths of 36 feet and paved with asphalt

concrete. All lots will be connected to the City's sanitary sewer, with underground sewer mains connecting to the pump station recently installed with the Reserve at Junction City development.

8. *A stage development schedule setting forth a schedule thereof if the final development plan is to be developed in stages.*

Finding #29: The PUD is proposed to be developed in six phases. The PUD's Master Plan lists the proposed timelines for construction of each phase.

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.*

Finding #30: The PUD consists of a mix of allowable housing types that follow the requirements of the underlying zoning.

- 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.*

Finding #31: The PUD is required to connect to the Reserve sewer system and lift station for sanitary sewer services. Public water mains will be extended onsite connecting to the existing mains in Oaklea Drive. These services will be sized and installed at a sufficient depth to serve the entire PUD property.

- 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.*

Finding #32: The impact of the PUD has been addressed with a traffic impact analysis. The analysis breaks out the required improvements by phase.

- 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.*

Finding #33: Phase 1 of the PUD will require public sewer and water.

- e. *Deed restrictions to support future assessments to provide services necessary for urban densities of development.*

Finding #34: The necessity of deed restrictions will be examined with each phase of the PUD.

- 2. *The planned unit development can be developed in harmony with the surrounding area, and between uses within the PUD itself. Specifically:*
 - a. *Height, bulk and density of buildings not radically different from those anticipated on adjacent or facing properties. Exceptions could be made if the PUD were in a transitional area between a higher-intensity district and a lower-intensity residential district.*

Finding #35: The proposed zoning within the PUD is consistent with the surrounding residential zoning of the area. The Comprehensive Plan designates this area for residential use.

- b. *Preservation of natural and cultural assets within the area.*

Finding #36: About 19 acres of open space will be dedicated as the phases of development progress. These open spaces will help preserve natural wetland areas of the property.

- c. *Density bonuses of 15 percent may be granted by the planning commission as an incentive to go through the PUD process, and providing at least three of the following:*
 - i. *Landscaping.*
 - ii. *Public open space.*
 - iii. *Provision of low cost housing.*
 - iv. *Enhancement of public enjoyment of natural or cultural assets on site.*
 - v. *Solar energy protection.*

Finding #37: The Planning Commission granted a 15 percent density bonus for the PUD. This is based upon landscaping, public open space, and the enhancement of public enjoyment of natural onsite assets. The PUD anticipates multiple park areas throughout the PUD for play structures, landscaping, pedestrian connections to Oaklea Drive, and an enhanced trail system consisting of a wood-chip path within the large open space/wetland tract on the west side of the property.

- 3. *The time table for the completion of the planned unit development is within reason.*

Finding #38: The PUD Master Plan has a timetable for completion. The timetable will be discussed with the City as development proceeds.

D. If, in the opinion of the planning commission, the foregoing provisions are satisfied, the planned unit development proposal shall be processed for a public hearing according to Chapter [17.130](#)JCMC.

Finding #39: The Rolling Meadows PUD was processed and approved at a public hearing. This application for a major modification of the PUD will also be processed and approved at a public hearing.

E. After the hearing, the planning commission shall determine whether the proposal still conforms to the permit criteria according to this section.

Finding #40: The application for a major modification to the PUD will be heard by the Junction City Planning Commission on June 20, 2023. At this time, they will determine whether the proposed modification conforms to applicable permit criteria.

F. The planning commission may approve or place conditions upon approving the preliminary plan map and preliminary plan program as suggested in JCMC [17.65.030](#)(B), or any other conditions it deems necessary.

Finding #41: The application for a major modification to the PUD will be heard by the Junction City Planning Commission on June 20, 2023. At this time, it will determine whether the proposed modification conforms to applicable permit criteria and whether conditions of approval are appropriate.

G. The planning commission may deny the planned unit development application or return the planned unit development to the applicant for revisions.

Finding #42: The Planning Commission will make this determination at their June 20, 2023, meeting.

H. If the preliminary plan map and preliminary plan program are approved, the applicant may proceed to final approval (Stage 3).

Finding #43: The Planning Commission will make this determination at their June 20, 2023, meeting.

17.65.070 Final approval (state 3)

Finding #44: If the Planning Commission grants preliminary approval to the request for a major modification to the Rolling Meadows PUD, the final approval will be scheduled at its July 18 meeting. Section 17.65.070.A requires final approval within one year of preliminary approval.

17.65.080 Changes and modifications

- A. *Major changes in the final plan map and final plan program from the preliminary plan map and program shall be considered the same as a new application and shall follow the procedures specified in JCMC 17.65.40.*

Finding #45: The applicants are proposing a major change to the Rolling Meadows PUD and have addressed the requirements of JCMC 17.65.40.

17.65.090 Modification and adherence to the approved planned unit development.

- A. *All building permits in a planned unit development shall be issued only on the basis of the approved final plan map and final plan program.*

Finding #46: The applicants have warranted that building permits will be submitted in accordance with the approved (and modified) PUD maps and program.

- B. *All public site dedications for the entire site and regulations regarding a homeowners' association, if proposed, shall be properly recorded prior to the issuance of any building permit. [Ord. [1037](#) § 1, 1997; Ord. [950](#) § 76, 1991.]*

Finding #47: The HOA and the CC&Rs were recorded with Phase 1 of the subdivision plat.

Recommendation:

Based upon the available information and findings set forth above, staff concludes that the proposed major modification to the Rolling Meadows PUD (PUD 23-24) generally complies with the applicable approval criteria and related standards set forth within the Junction City Municipal Code. Staff does have reservations about the applicant's assumptions about the relaxation of setback standards, which would apply to both the R1 and R2 Zones. Approval of the Applicant's application for a major modification to the Rolling Meadows PUD is therefore recommended, subject to the Conditions of Approval noted below. Additional requirements and informational items related to the subsequent building permit processes are also included below, for the Applicant's benefit.

Planning Department Conditions of Approval:

Condition of Approval #1: The conditions of approval in SUB 20-07 remain unchanged except where explicitly modified by PUD 23-24.

Condition of Approval #2: The Rolling Meadows Master Map is amended to reflect that the intersection of Farmington Drive and 4th Avenue is realigned so that the two streets do not meet at a 90-degree angle.

Condition of Approval #3: All lots within the R1-zoned portion of the PUD may have a minimum area of 5,100 square feet, reflecting the 15 percent density bonus, and a minimum lot width/frontage of 50 feet. R-1 zoned lots may have a five-foot setback for interior side yards and 10 feet for exterior side yards.

Condition of Approval #4: For lots zoned R2, the minimum lot area may be 3,000 square feet, the minimum lot depth is 90 feet, and the minimum lot width is 34 feet. R-2 zoned lots may have a five-foot setback for interior side yards and 10 feet for exterior side yards.

Condition of Approval #5: Where lots zoned R2 are developed with attached single-family residences, the lots utilize shared driveways with the adjacent lot.

Condition of Approval #6: Prior to building permit approval, R2-zoned lots that will accommodate attached single-family residences must have recorded covenants that address the maintenance of shared facilities such as driveways, roofs, and fences.

Condition of Approval #7: The applicant must submit “as built” plans for Phase 1 of the Rolling Meadows PUD/Subdivision prior to final approval of the major modification to the PUD.

For more information on the Planning Department conditions above, contact Tere Andrews, Planning Technician at 541-998-3125, or by email at: tandrews@ci.junction-city.or.us