

STAFF REPORT  
CITY OF COTTAGE GROVE; ZC 3-25  
LAND USE MAP CHANGE  
HWY 99 FROM EMERSON LN TO EDGE OF URBAN GROWTH BOUNDARY  
APPROXIMATELY 5,050 FEET IN LENGTH  
OCTOBER 1, 2025  
REVISED NOVEMBER 18, 2025

PROPOSAL DESCRIPTION

Date application filed: September 22, 2025

Applicant: City of Cottage Grove  
400 E. Main St  
Cottage Grove, OR 97424

Owner: Georgine Gleason  
ODOT  
555 13<sup>th</sup> St NE  
Salem, OR 97302

Location: Hwy 99, starting at Emerson Ln extending south to the UGB

Map / Tax Lot: N/A

Current Zoning: RI – Rural Industrial, RR5 – Rural Residential, RC – Rural Commercial, F2 – Impacted Forest

Current Comprehensive Plan: C – Community Commercial, I – Industrial, and L – Low Density Residential

Proposed Zoning: RC – Residential Commercial, M – Industrial, and R1 – Low Density Residential

Proposal:

To amend the Cottage Grove Land Use Map to apply zoning consistent with the Comprehensive Plan designation to a portion of Hwy 99, approximately 5,050 linear ft of public right-of-way, starting at Emerson Ln and extending south/southwest to the edge of the Urban Growth Boundary (UGB).

This portion of Hwy 99 is located within the UGB, and has a concurrent annexation application (A 3-25). Per Section 18.04.090 Zoning of Annexed Property, the applicant is required to file a Zone Change application to convert from County zoning to City zoning prior to the City filing documentation with the Secretary of State, hence this application.

Currently, this portion of Hwy 99 is zoned by Lane County as RC – Rural Commercial, RR5 – Rural Residential (5ac), RI – Rural Industrial, and F2 – Impacted Forest. This zoning corresponds to the abutting parcel's zoning.

The above referenced section of right-of-way has a Cottage Grove Comprehensive Plan Designation of approximately 863ft of L – Low Density Residential, 3,946ft of I – Industrial, and 241ft of C – Community Commercial.

The applicant has requested that the following is applied:

Designated I – Industrial, zoned M – Industrial

Designated C – Community Commercial, zoned RC – Residential Commercial

Designated L – Low Density Residential, zoned R1 – Low Density Residential.

The Industrial designation can be zoned M – Industrial or BP – Business Park

The Community Commercial designation can be zoned C2P – Community Commercial or RC – Residential Commercial.

The Low Density Residential can be zoned R – Restricted Residential, R1 – Low Density Residential, or MHS – Manufactured Home Subdivision.

All proposed zones are appropriate for their current designation.

#### COMMENTS RECEIVED

None.

#### *APPROVAL CRITERIA AND FINDINGS; ZC 3-25*

##### ***14.47.500 Criteria for Legislative & Quasi-Judicial Amendments***

*A recommendation or a decision to approve, approve with conditions or to deny an application for a legislative amendment or a quasi-judicial land use district map amendment shall be based on all of the following criteria:*

- 1. Approval of the request is consistent with the Statewide Planning Goals;*

#### Staff response and findings of fact:

This request is consistent with the Statewide Planning Goals. As this application modifies the adopted Land Use Diagram of the Comprehensive Plan, the Statewide Planning Goals that are directly impacted by this request are Goal 1: Citizen Involvement, Goal 2: Land Use Planning, Goal 4: Forest Lands, Goal 5: Open Spaces, Scenic & Historic Areas and Natural Resources, Goal 6: Air, Water & Land Resources Quality, Goal 9: Economic Development, Goal 11: Public Facilities and Services, Goal 13: Energy Conservation and Goal 14: Urbanization.

Goal 1 – Citizen Involvement: This request is consistent with Goal 1. Adequate public notice of the proposed changes has been provided through the Type III public notice process as specified in Section 18.04.050 (Annexation and Extraterritorial Extension Standards and Procedures, Expedited Procedure) of the Cottage Grove Municipal Code. The Department of Land Conservation and Development was notified of the intended modification on October 1, 2025, and did not express any concerns in writing about the changes. The required public hearing was held at the Planning Commission on December 17, 2025 to receive public comment. Our process involves various forms of notification of the public in the immediate area, notification in local media, and notification of impacted governmental agencies and recognized neighborhood groups.

Goal 2 – Land Use Planning: The City has established a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions. The proposed change followed the process established

in Title 14 of the City of Cottage Grove Municipal Code and has been found compatible with the City's Comprehensive Plan.

Goal 4 – Forest Lands: There is a small portion of the subject right-of-way (approximately 1,700ft) that is zoned F2 – Impacted Forest. This zoning encompasses the existing right-of-way from the edge of the abutting parcels to the abutting parcels across the road. This zoning is consistent with the abutting F2 zoned parcels. As the right-of-way is already developed, no forest practices take place within the subject right-of-way.

Goal 5 – Open Spaces, Scenic & Historic Areas and Natural Resources: The subject portion of this right-of-way is known to be adjacent to local wetlands, but no historic structures. These resources will be recognized and protected as part of future development.

Goal 6 – Air, Water & Land Resources Quality: Development of this subject portion of right-of-way will comply with city, state, and federal standards to protect air and water quality. No identified natural resources are being degraded by this rezoning. Any development on this right-of-way will be required to identify and protect these resources.

Goal 9 – Economic Development: This annexation/zone change allows for the expansion of City services, including water and sewer to serve additional industrial parcels towards the south of the subject portion of right-of-way. Currently, both water and sewer extend to the edge of Map/Tax Lot 21-03-05-10-00904, which encompasses the majority of existing residential dwellings. The industrially designated parcels at the southern edge of the subject right-of-way are identified in the 2025 Economic Opportunities Analysis as vacant/partially vacant industrial land, contributing to the Buildable Lands for new development and redevelopment.

Goal 11 – Public Facilities: As mentioned above, water and sewer services extend halfway down this subject right-of-way area. This annexation/zone changes allows for City services to be fully extended to the southern boundary of the UGB, providing public facilities to the existing industrial developments. This annexation/zone change also allows the abutting property owners to annex into the city to tie into public facilities.

Goal 13 – Energy Conservation: This right-of-way can be served by City streets and services. Preservation of existing development patterns maximizes energy conservation.

Goal 14 – Urbanization: This right-of-way is already in Cottage Grove's Urban Growth Boundary and city limits through Annexation File No. A 3-25, approved through City Council on October 13, 2025 by ORD No. 3199.

This criterion is met as proposed.

2. *Approval of the request is consistent with the adopted Comprehensive Plan designation, including the Transportation System Plan, for the area;*

Staff response and findings of fact:

The proposed zone change application is consistent with the adopted Comprehensive Plan Designations. Approval of the request is consistent with the adopted Comprehensive Plan designation, including the 2015 Transportation System Plan for the area. The land is within the Urban Growth Boundary of Cottage Grove, and was annexed into City limits by City Council on October 13, 2025 by ORD. No. 3199. The appropriate zoning must be applied upon annexation.

The proposed RC – Residential Commercial, R1 – Low Density Residential, and M – Industrial zoning for this section of right-of-way are proper implementing zones for the Comprehensive Plan Designations of C – Community Commercial, I – Industrial, and L – Low Density Residential. The proposed locations of the different zones correlates with the abutting property's designation. As the subject of this application is a right-of-way, the application of the proposed zoning does not impact adjacent property owners.

The City of Cottage Grove Comprehensive Plan, under “The Plan in General,” states that it contains broad generalized patterns of land use for those areas in which a given land use is best suited, where a land use is compatible to surrounding land uses and where the need for a given land use exists. The RC – Residential Commercial, R1 – Low Density Residential, and M – Industrial zones are compatible to surrounding land uses to the subject properties, which have been committed to residential and industrial uses for decades. Surrounding properties within the Cottage Grove Urban Growth Boundary and/or City limits are designated I – Industrial or L - Low Density Residential. This criterion is met as proposed.

3. *The property and affected area is presently provided with adequate public facilities, services and transportation networks to support the use, or such facilities, services and transportation networks are planned to be provided in the planning period;*

Staff response and findings of fact:

Existing public facilities, services and transportation networks already support the adjacent uses. City services may be expanded to meet the needs of future development of this section of right-of-way. This criteria is met as proposed.

4. *The change is in the public interest with regard to neighborhood or community conditions, or corrects a mistake or inconsistency in the comprehensive plan or land use district map regarding the property which is the subject of the application; and*

Staff response and findings of fact:

The proposed zone implementation is in the public interest with regard to neighborhood or community conditions, as it applies the appropriate base zoning on an already designated right-of-way. This criteria is met as proposed.

5. *The change is consistent with the function, capacity and performance standards for the streets used for access, consistent with the Cottage Grove TSP, the Oregon Highway Plan, and the Transportation Planning Rule (OAR 660-12); and*

Staff response and findings of fact:

The proposed use of the right-of-way is consistent with the function, capacity, and performance standards of streets uses for access, including Rachel Rd., Dugan Ln., and Latham Rd. This use is planned as part of the Cottage Grove TSP, which is consistent with the Oregon Highway Plan and Transportation Planning Rule. This criterion is met as proposed.

6. *The amendment conforms to the Transportation Planning Rule provisions under Section 14.47.800.*

Staff response and findings of fact:

The proposed RC – Residential Commercial, M – Industrial, and R1 – Low Density Residential zones are the proper implementing zones for the right-of-way’s Comprehensive Plan Designation, which conforms to the provisions of the Transportation Planning Rule. This criterion is met as proposed.

#### CONCLUSION

Zone Change approval pursuant to Sections 14.47.500 Criteria for Quasi-Judicial Amendments is supported by the findings of fact that establish compliance with the applicable state and local standards.

#### STAFF RECOMMENDATION

**Approval** of ZC 3-25 to amend the Cottage Grove Land Use Map to apply appropriate zoning to the subject portion of Hwy 99; approximately 5,050ft total, with approximately 863ft zoned R1 – Low Density Residential, approximately 3,946ft zoned M – Industrial, and approximately 241ft zoned RC – Residential Commercial, pursuant to Section 14.47.500, which is supported by findings of fact in the staff report.

#### CONDITIONS OF APPROVAL

None.

#### MATERIALS TO BE PART OF THE RECORD

File ZC 3-25

#### EXHIBITS

A. Draft Ordinance

EXHIBIT A:  
ORDINANCE NO. \_\_\_\_\_

AN ORDINANCE AMENDING THE CITY OF COTTAGE GROVE MUNICIPAL  
CODE TITLE 14 LAND USE, THE CITY WIDE ZONING MAP FOR A PORTION OF HWY  
99, APPROXIMATELY 5,050 FEET IN LENGTH

WHEREAS, the purpose of this ordinance is to implement the Planning Commission's decision dated December 17, 2025, approving an amendment to the adopted citywide Land Use District Map to apply zoning to a portion of HWY 99, approximately 5,050 feet in length, recently annexed through A 3-25 (ORD No. 3199) as shown on the map attached as Exhibit A from Lane County RCP Zoning – RI – Rural Industrial, RR5 – Rural Residential (5ac minimum), F2 – Impacted Forest, and RC – Rural Commercial to R1 – Low Density Residential, M – Industrial, and RC – Residential Commercial;

WHEREAS, as provided in the City's Development Code at Section 14.47.400.1, the Council has delegated authority to review and decide zone change applications to the Planning Commission; and

WHEREAS, the City Council recognizes the Planning Commission's decision outlined above as the City's final decision; and

WHEREAS, the purpose of this ordinance is to implement the Planning Commission's final zone change decision and allow Lane County and LCOG to make all necessary map changes at the county and regional level.

THE CITY OF COTTAGE GROVE ORDAINS AS FOLLOWS:

Section 1. Implementation. The Planning Commission's decision (Exhibit B), including all findings of fact in support of the decision and contained therein, is implemented and the zone change will be reflected on all relevant maps.

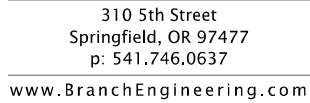
Section 2. Effective Date. This ordinance will take effect 30 days after enactment.

PASSED BY THE COUNCIL AND APPROVED BY THE MAYOR THIS 12<sup>TH</sup> DAY  
OF JANUARY, 2026,

ATTEST:

\_\_\_\_\_  
Mindy Roberts, City Recorder  
Dated: \_\_\_\_\_

\_\_\_\_\_  
Candace Solesbee, Mayor  
Dated: \_\_\_\_\_



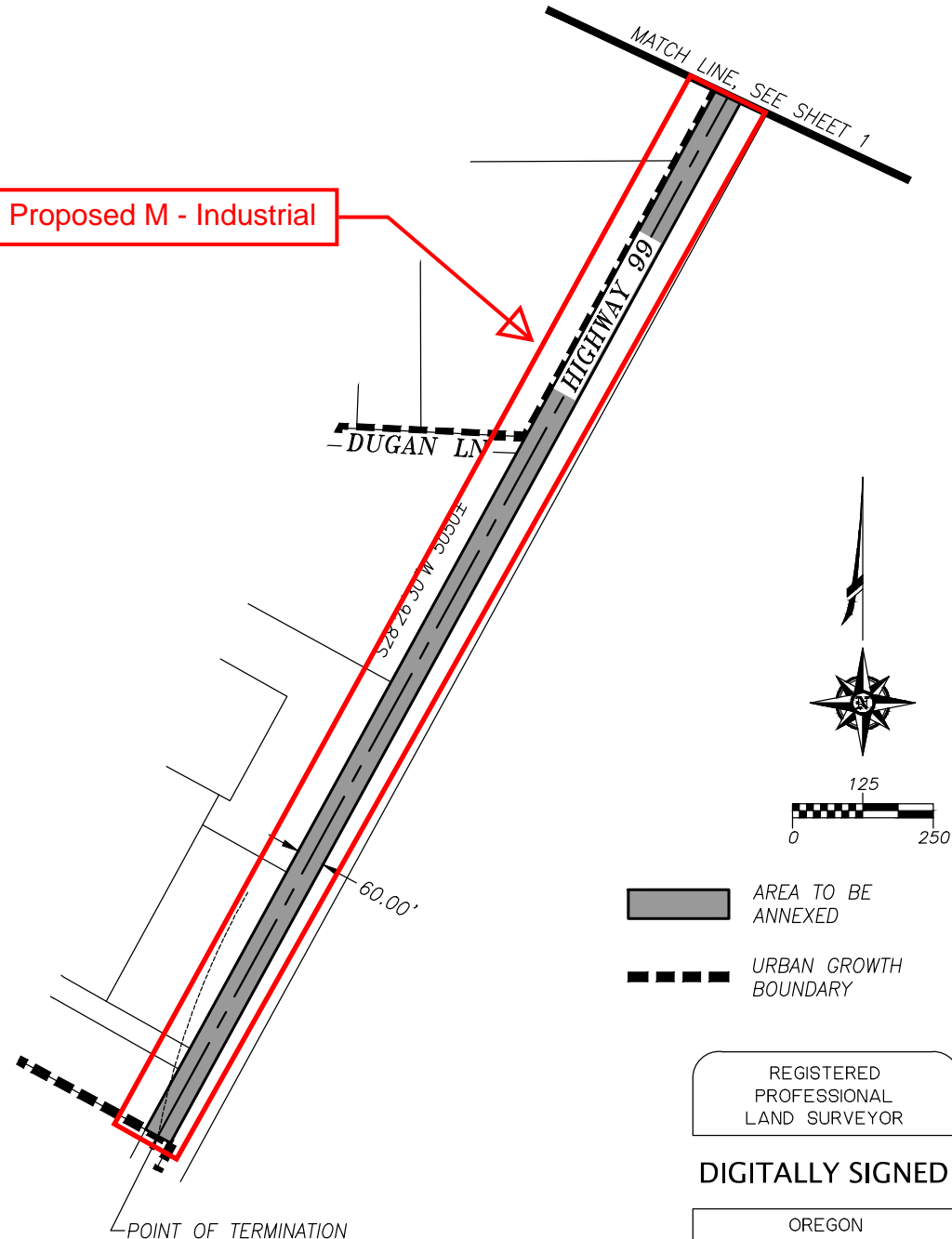
CITY OF COTTAGE GROVE  
SEC 5, T21S, R3W, WM  
FEB. 5, 2025  
SCALE: 1"=250'  
PAGE 1 OF 2



EXPIRES: December 30, 2025  
PROJECT No. 25-001A

## LAND ANNEXATION

CITY OF COTTAGE GROVE  
SEC 5, T21S, R3W, WM  
FEB. 5, 2025  
SCALE: 1"=250'  
PAGE 2 OF 2



REGISTERED  
PROFESSIONAL  
LAND SURVEYOR

**DIGITALLY SIGNED**

OREGON  
NOVEMBER 30, 2007  
RENEE CLOUGH  
69162LS

EXPIRES: December 30, 2025  
PROJECT No. 25-001A



February 5, 2025

**LEGAL DESCRIPTION**

**HWY 99 ANNEXATION TO COTTAGE GROVE**

Branch Engineering Inc. Project No. 25-001a

All that portion of Highway 99 right-of-way lying in Section 5 of Township 21 South, Range 3 West, Willamette Meridian between the existing southerly City Limits of Cottage Grove and the existing Urban Growth Boundary; said portion being more particularly described as follows:

**BEING** a strip of land 60.00 feet wide, by perpendicular measurement, the centerline of which is described as follows:

**COMMENCING** at the centerline-centerline intersection of said Highway 99 and Emerson Lane; **THENCE** South 28°26'30" West, 17 feet, more or less, to a point on the existing southerly City Limits of Cottage Grove, said point being the **POINT of BEGINNING**; **THENCE** South 28°26'30" West, 5,050 feet, more or less, to a point on the existing southerly Urban Growth Boundary of Cottage Grove, there **TERMINATING**.

The bearings herein are based on Oregon Department of Transportation (ODOT) Drawing Number 3B-11-11.

REGISTERED  
PROFESSIONAL  
LAND SURVEYOR

DIGITALLY SIGNED

OREGON  
NOVEMBER 30, 2007  
RENEE CLOUGH  
69162LS

RENEWAL DATE: 12/30/25

## EXHIBIT B: FINDINGS

ORDINANCE NO. \_\_\_\_\_

1. The City of Cottage Grove has made an application to rezone a portion of Hwy 99 beginning at Emerson Ln extending south to the UGB from RI – Rural Industrial, RR5 – Rural Residential (5ac minimum) and RC – Rural Commercial to RC – Residential Commercial, M – Industrial, and R1 – Low Density Residential.
2. The land is within the Urban Growth Boundary of Cottage Grove, and was annexed on October 13, 2025. It is designated as I – Industrial, C – Community Commercial and L – Low Density Residential on the Cottage Grove Comprehensive Plan map.
3. The Comprehensive Plan Land Use Diagram identifies C2P – Community Commercial and RC – Residential Commercial as the implementing zones for the C – Community Commercial designation.
4. The Comprehensive Plan Land Use Diagram identifies R-Low Density Residential, R-1 Single Family Residential, and Manufactured Home Subdivision as the implementing zones for the L – Low Density Residential designation.
5. The Comprehensive Plan Land Use Diagram identifies M – Industrial and BP – Business Park as the implementing zones for the I – Industrial designation.
6. The Planning Commission voted to apply the RC – Residential Commercial, M – Industrial, and R1 – Low Density Residential land use designations to this right-of-way parcel at their December 17, 2025 hearing (ZC 3-25).
7. The City of Cottage Grove Comprehensive Plan, under “The Plan in General,” states that it contains broad generalized patterns of land use for those areas in which a given land use is best suited, where a land use is compatible to surrounding land uses and where the need for a given land use exists. The RC – Residential Commercial, R1 – Low Density Residential, and M – Industrial zones are compatible to surrounding land uses to the subject properties, which have been committed to residential and industrial uses for decades. Surrounding properties within the Cottage Grove Urban Growth Boundary and/or City limits are designated I – Industrial or L - Low Density Residential. This criterion is met as proposed.
8. The following Statewide Planning Goals are not applicable to the proposed rezoning: Goal 3 – Agricultural Lands; Goal 4 – Forest Lands; Goal 12 - Transportation; Goal 15 – Willamette River Greenway; Goal 16 – Estuarine Resources; Goal 17 – Coastal Shorelands; Goal 18 – Beaches & Dunes; and Goal 19 – Ocean Resources.
9. The following Statewide Planning Goals are applicable and the amendment complies with them as noted below:
  - a. Goal 1 – Citizen Involvement: This request is consistent with Goal 1. Adequate public notice of the proposed changes has been provided through the Type III public notice process as specified in Section 18.04.050 (Annexation and Extraterritorial Extension Standards and Procedures, Expedited Procedure) of the Cottage Grove Municipal Code. The Department of Land Conservation and Development was notified of the intended modification on October 1, 2025, and did not express any concerns in writing about the changes. The required public hearing was held at the Planning Commission on December 17, 2025 to receive public comment. Our process involves various forms of notification of the public in the immediate area, notification in local media, and notification of impacted governmental agencies and recognized neighborhood groups.
  - b. Goal 2 – Land Use Planning: The City has established a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions. The proposed

change followed the process established in Title 14 of the City of Cottage Grove Municipal Code and has been found compatible with the City's Comprehensive Plan.

- c. Goal 5 – Open Spaces, Scenic & Historic Areas and Natural Resources: The subject portion of this right-of-way is known to be adjacent to local wetlands, but no historic structures. These resources will be recognized and protected as part of future development.
  - d. Goal 6 – Air, Water & Land Resources Quality: Development of this subject portion of right-of-way will comply with city, state, and federal standards to protect air and water quality. No identified natural resources are being degraded by this rezoning. Any development on this right-of-way will be required to identify and protect these resources.
  - e. Goal 9 – Economic Development: This annexation/zone change allows for the expansion of City services, including water and sewer to serve additional industrial parcels towards the south of the subject portion of right-of-way. Currently, both water and sewer extend to the edge of Map/Tax Lot 21-03-05-10-00904, which encompasses the majority of existing residential dwellings. The industrially designated parcels at the southern edge of the subject right-of-way are identified in the 2025 Economic Opportunities Analysis as vacant/partially vacant industrial land, contributing to the Buildable Lands for new development and redevelopment.
  - f. Goal 11 – Public Facilities: As mentioned above, water and sewer services extend halfway down this subject right-of-way area. This annexation/zone changes allows for City services to be fully extended to the southern boundary of the UGB, providing public facilities to the existing industrial developments. This annexation/zone change also allows the abutting property owners to annex into the city to tie into public facilities.
  - g. Goal 13 – Energy Conservation: This right-of-way can be served by City streets and services. Preservation of existing development patterns maximizes energy conservation.
  - h. Goal 14 – Urbanization: This right-of-way is already in Cottage Grove's Urban Growth Boundary and city limits through Annexation File No. A 3-25, approved through City Council on October 13, 2025 by ORD No. 3199.
- 10. The proposed zone application is consistent with the adopted Comprehensive Plan Designation. Approval of the request is consistent with the adopted Comprehensive Plan designation, including the 2015 Transportation System Plan for the area. The land is within the Urban Growth Boundary of Cottage Grove, and was annexed into City limits by Council on October 13, 2025 by ORD. No. 3199.
  - 11. The proposed RC – Residential Commercial, R1 – Low Density Residential, and M – Industrial zoning for this right-of-way are proper implementing zones for the Comprehensive Plan designations of C – Community Commercial, I – Industrial, and L – Low Density Residential. With the recent annexation of this property, it is appropriate to apply the RC – Residential Commercial, R1 – Low Density Residential, and M – Industrial zones to this right-of-way.
  - 12. Existing public facilities, services and transportation networks already support the adjacent residential uses. City services may be expanded and/or extended to meet the needs of future development of this parcel.
  - 13. The proposed zone implementation is in the public interest with regard to neighborhood or community conditions, as it applies the base zoning on an already designated right-of-way.

14. The proposed use of the right-of-way is consistent with the function, capacity, and performance standards of streets uses for access. This use is planned as part of the Cottage Grove TSP, which is consistent with the Transportation Planning Rule.
15. The proposed RC – Residential Commercial, R1 – Low Density Residential, and M – Industrial zones are the proper implementing zones for the right-of-way's Comprehensive Plan Designation, which conforms to the provisions of the Transportation Planning Rule.
16. The Planning Commission voted on December 17, 2025 to approve this application (ZC 3-25) to amend the Cottage Grove Land Use Map to apply appropriate zoning to the subject portion of Hwy 99; approximately 5,050ft total, with approximately 863ft zoned R1 – Low Density Residential, approximately 3,946ft zoned M – Industrial, and approximately 241ft zoned RC – Residential Commercial, as shown on the Branch Engineering maps, as presented, pursuant to Section 14.47.500, which is supported by findings of fact in the staff report.