

Community Development Department

Planning Division Building Safety Division Environmental Soils Division

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STAFF REPORT

FILE NUMBERS: 247-15-000263-CU / 264-SP

HEARING DATE: July 21, 2015, 6:30 p.m.

Barnes & Sawyer Rooms
Deschutes Services Center
1300 NW Wall Street

Bend, OR 97701

APPLICANT: High Desert Shooting Sports Foundation

Attn: Kate Chandler

P.O. Box 14

Redmond, OR 97756

Redmond Rod and Gun Club

Attn: Bill Layton P.O. Box14

Redmond, OR 97756

PROPERTY OWNER: The Halligan Ranch, Inc.

19855 SW Touchmark Way #C-16

Bend, OR 97702

ATTORNEY: Tia M. Lewis

Schwabe, Williamson & Wyatt, P.C. 360 SW Bond Street, Suite 500

Bend, OR 97702

REQUEST: Conditional Use Permit and Site Plan to expand a private park in an

Exclusive Farm Use zone. A portion of the property is also within an

Airport Safety (AS) combining zone.

STAFF CONTACT: Paul Blikstad, Senior Planner

I. STANDARDS AND APPICABLE CRITERIA:

Title 18 of the Deschutes County Code, the Deschutes County Zoning Ordinance Chapter 18.16, Exclusive Farm Use Zone (EFU)

18.16.031, Nonresidential Conditional Uses on Nonhigh Value Farmland Only 18.16.040, Limitations on conditional uses

18.16.060, Dimensional standards

18.16.070, Yards

Chapter 18.80, Airport Safety Combining Zone (AS)

18.80.026, Notice of Land Use and Permit Applications

18.80.028, Height Limitations on Allowed Uses in the Underlying Zone

18.80.044, Land Use Compatibility Requirements

18.80.054, Conditional Uses

18.80.072, Water Impoundments

Chapter 18.128, Conditional Use

18.128.015, General standards governing conditional uses

18.128.090, Medical Clinic, Veterinary Clinic, Club, Lodge...

Chapter 18.124, Site Plan Review

18.124.060, Approval criteria

18.124.070, Required minimum standards

Chapter 18.116, Supplementary Provisions

18.116.030, Off-street parking and loading

18.116.031, Bicycle parking

II. BASIC FINDINGS:

- **A. LOCATION:** The subject property has an assigned address of 9020 S. Highway 97, Redmond, and is identified on County Assessor's Maps 16-12-13, as tax lot 101, and 16-13, as tax lot 700.
- **B. ZONING:** The subject property is zoned Exclusive Farm Use Alfalfa subzone (EFU-AL), and is designated Agriculture by the Deschutes County Comprehensive Plan. A portion of the subject property (all of tax lot 101, the northwest portion of tax lot 700) is also located within the Airport Safety (AS) combining zone associated with the Redmond Airport.
- **C. PROPOSAL:** The applicant is proposing to expand a private park and includes the following proposed changes:

"The property will be used in a similar capacity as the original approval for a private park, authorized under Files CU-09-17/SP-09-11; however a few modifications are proposed, including relocating the sporting clays area, and adding a rifle range, a pistol range, and a trap and skeet range on the site.

More specifically, the Applicant is proposing to add 5 clay launching machines at 5 shooting stations, a parking area and an "archery rounds paper" area on the northern portions of tax lot 101. On Tax Lot 100, Applicant proposes a shooting clays range/a 5-stand skeet range, rifle and pistol ranges, cowboy action shooting range, an archery practice range and two parking areas."

The applicant also indicates on page 24 of the burden of proof statement that the parking areas and driveways will have gravel surfacing.

D. SITE DESCRIPTION: The subject property includes both tax lots listed above (101, 700) for a total of approximately 223 acres and has a varied topography of some generally level areas, and rock outcrops. There are two existing dwellings and several

accessory buildings. Tax lot 700 has no structures and is currently undeveloped. The property is accessed from an existing private driveway that extends east from Highway 97 across adjacent property to the west, as well as across a right of way grant from the Bureau of Land Management. The driveway has a cinder/gravel surface and is wide enough for only one-way traffic. The property contains juniper trees and scrub brush on the undisturbed portions of the property, and dead grass and weeds on the disturbed (previously irrigated) portions of the property. The property is fenced and cross-fenced.

E. PUBLIC AGENCY COMMENTS: The Planning Division sent notice of the land use applications to several public agencies and received the following responses:

County Transportation Planner:

I have reviewed the transmittal materials for 247-15-000263-CU/264-SP to replace an existing shotgun and skeet park with a relocated rifle and pistol range along with sporting clays in the Exclusive Farm Use (EFU) zone at 65600 Hwy 97, aka 16-13, Tax Lot 700, and 16-12-13, Tax Lot 10. The applicant had submitted an earlier application (247-15-000045-MC) and these comments are consistent with those provided earlier.

Deschutes County Code (DCC) at 17.16.115(C)(4)(a) states no traffic analysis is required for any use that will generate less than 50 new weekday trips. The applicant has submitted a traffic study by Clemow Associates dated May 11, 2015, demonstrating the proposed use will generate less than 50 trips a day based on seven years of observed data at the existing Redmond Rod and Gun Club. I agree with the Clemow report that the proposed use will generate less than new 50 new weekday trips and therefore no further traffic analysis is needed.

Board Resolution 2013-020 sets a transportation system development charge (SDC) rate of \$3,758 per p.m. peak hour trip. The use will not consume any additional roadside capacity as that term is commonly understood and thus no SDC is required.

County Health Division:

No EH concerns. If they do end up having a provision to supply drinking water to the public via private well, have applicant or Tia contact our water lead, Jeff Freund, 541-388-6563, for what may be required.

Redmond Fire Department:

If there are questions regarding fire code issues, please contact the Redmond Fire and Rescue Deputy Fire Marshal at 541-504-5016 or email at clara.butler@redmondfire_and rescue.org.

Water:

Area without fire hydrants:

NFPA 1142 Requirements

• If the structure is being built in an area without a public water supply system, then the water flow requirements will come from NFPA 1142.

 Note: The following information will need to be provided in order to determine accurate water flow requirements:

Building height, length and width

Use of the building

Type of construction

Whether the structure is 100 sq ft or larger and within 50 feet of any other structures

Structures with Automatic Sprinkler systems – 2007 NFPA 1142 Chapter 7

 The authority having jurisdiction shall be permitted to waive the water supply required by this standard when a structure is protected by an automatic sprinkler system that fully meets the requirements of NFPA 13 or NFPA 13D.

Access:

Premises Identification - 2010 OFC 505.1

Approved numbers or addresses shall be placed on all new and existing buildings in such a position as to be plainly visible and legible from the street fronting the property. Said numbers shall contrast with their background and visible at night. Number/letter shall be a minimum of 4" high and a .5 stroke width.

Fire Apparatus Access Roads – 2010 OFC Section 503 & Appendix D

Fire apparatus access roads shall extend to within 150 feet of all portions of the building as measured by an approved route around the exterior of the building.

Fire apparatus access roads shall have an unobstructed width of not less than 20 feet and an unobstructed vertical clearance of not less than 13 feet 6 inches.

Fire apparatus roads shall be designed and maintained to support the imposed loads of 70,000 lbs. and shall be surfaced so as to provide all-weather driving capabilities.

The required turning radius of a fire apparatus access road shall be 30 feet inside and 50 feet outside.

The grade of the fire apparatus access roads shall be within the limits established by the fire code official (10%).

Fire Lanes - 2010 OFC 503.3 & Appendix D

Approved signs or other approved notices shall be provided for fire apparatus access roads to identify such roads or prohibit the obstruction thereof. Such signs or notices shall be kept in legible conditions at all times. The stroke shall be 1 inch with letters 6 inches high and read "**No Parking Fire Lane.**" Spacing for signage shall be every 50 feet.

Recommended to also (in addition to Fire lane signs) paint fire lane curbs in bright red paint with white letters.

Appendix D Section D103.6.1 Roads 20-26 feet wide: Shall have Fire Lane signs posted on both sides of a fire lane.

Appendix D Section 103.6.2 Roads more than 26 feet wide: Roads 26-32 feet wide shall have Fire Lane signs posted on one side of the road as a fire lane.

Aerial Access Roads – 2007 OFC Appendix D, Section D105

Buildings or portions of buildings or facilities exceeding 30 feet in height above the lowest level of fire department vehicle access shall be provided with approved fire apparatus access roads and capable of accommodating fire department aerial apparatus. Overhead utility and power lines shall not be located within the aerial fire apparatus access roadways. At least one of the required access routes meeting this condition shall be located within a minimum of 15 feet and a maximum of 30 feet from the building, all access roads shall have an unobstructed width of not less than 26 feet and shall be positioned parallel to one entire side of the building.

Dead-Ends - 2010 OFC Section 503.2.5

Dead-end fire apparatus access roads in excess of 150 feet in length shall be provided with an approved area for turning around fire apparatus. Contact Redmond Fire & Rescue for requirements.

The above requirement has not been met. See turn-around requirements below.

Additional Access – 2010 OFC Section 503.1.2

The fire code official is authorized to require more than one fire apparatus access road based on the potential for impairment of a single road by vehicle congestion, conditions or terrain, climatic conditions or other factors that could limit access.

Emergency Access Road Gates – 2010 OFC Appendix D 103.5

Minimum 20 feet wide.

Gates shall be swinging or sliding type.

Shall be able to manually operated by one person.

Electric gates shall be equipped with a means of opening by emergency personnel and approved by fire official.

Locking devices shall be fire department padlocks purchased from A-1 Lock Safe Co, Curtis Safe and Lock, on line at www.knoxbox.com, or contact Redmond Fire & Rescue for an order form.

Section 503.3: Install a sign on the gate "Emergency Access."

Key Boxes - 2010 OFC Section 506.1

An approved key box shall be installed on all structures equipped with a fire alarm system and/or sprinkler system. Approved key boxes can only be purchased at A-1 Lock Safe Co., Curtis Safe and Lock, on line at www.knoxbox.com, or contact Redmond Fire & Rescue for an order form.

Commercial & Industrial Development – 2014 OFC Appendix D 104

- Buildings exceeding three stories or 30 feet in height shall have at least 2 means of fire apparatus access for each structure.
- Buildings exceeding 62,000 square feet in area shall be provided with two separate and approved fire apparatus access roads.
- When 2 access roads are required, they shall be placed not less than ½ the length of the overall diagonal dimension of the property or area to be served, measured in a straight line between accesses.

Deputy Fire Marshal Clara Butler also submitted the following additional comments:

"I have attached the comments for the gun club project¹. The last page is a handout of the turn-around requirements. This is as specific as I can get as I have not seen a site plan that is to scale. When the site plan is received I can let you know what needs to be done to meet the requirements. If the access road to the site is more than 750 feet long, they must obtain special approval from us. They may also need an easement for the property they cross that leads to their site.

More buildings? I met with Bill last fall concerning the project and we discussed the access and water requirements. He informed me the structures would be sprinklered to meet the water requirement. I am not sure how you would meet this for a sprinklered, moving structure. I am also concerned with access requirements on the site with mobile structures. How do I apply access to a building they move? Access may meet the requirements on the plans I see then they move the structure; how do we know where and when they move a structure and if they have met the requirements? This could be a liability for them should something happen at the site and all the fire code requirements were met at the time a permit was issued but then they move structures.

Bureau of Land Management:

Thank you for the opportunity to respond to the request from the High Desert Shooting Sports Foundation/Redmond Rod & Gun Club for a conditional use permit and site plan review to expand a private park.

Access:

When taking a very quick look at a Google Earth map, showing the BLM land status, I see that the road to the southern parcel goes through a small portion of BLM managed lands. Depending upon the use, and maintenance needs for the road, they would have to apply to the BLM for a Road Right-of-Way, prior to any road improvements or maintenance. However, the private land owner may already have a ROW for the access road through the BLM off the highway and for this small portion of road. If not, they would need to contact the BLM at 541-416-6700.²

¹ The comments are the fire code provisions above.

² The scanned record for this property shows a United States Department of the Interior right of way grant to Reginald G. Halligan dated May 4, 1984. Condition no. 8 of the grant indicates that it expires 30 years from the date of the grant. The approval would have expired on May 4, 2014. The applicant needs to

Fire danger is always a concern so fire precautions would need to be put in place to prevent the spread of a wildland fire, should a fire occur on the private lands. Although I am sure they are aware, Federal land managers have banned the use of exploding targets on public lands in the Northwest.

Another concern we would have would be any inadvertent trespass onto the BLM managed lands. Debris from the skeet range would be a concern should the shot-fall zone extend onto public lands.

The area is an active grazing allotment (Pronghorn Resort) and during certain times of the year, the gate at the railroad crossing would need to be kept close at all times. They may consider working with the grazing permittee and the BLM to put in a cattle guard.

The BNSR RR may have other concerns regarding the amount of vehicle traffic over the private RR crossing.

Redmond Fire Department may have some concerns as well for responding to any emergencies that might occur because of the private crossing or fire danger.

Redmond Airport:

Thank you for forwarding the Notice of Application for the proposed High Desert Shooting Sports Foundation/Redmond Rod & Gun Club project to the Redmond Airport for review. Because the proposed project is located in the general vicinity of the Redmond Airport, this project may require submittal of an airspace evaluation consistent with Deschutes County Code 18.80.078. FAA Notification (Form 7460-1).

The prime objectives of the FAA are to promote air safety and the efficient use of the navigable airspace. To accomplish this mission, aeronautical studies are conducted based on information provided by proponents on an FAA Form 7460-1, Notice of Proposed Construction or Alteration. The requirements for filing with the FAA for the proposed structures vary based on a number of factors: height, proximity to an airport, location, and frequencies emitted from the structure, etc.

To assist the Applicant, the FAA has developed an online "Notice Criteria Tool" available at: https://oeaaa.faa.gov/oeaaa/external/portal.jsp (left hand column, approximately 15 items from the top) to help provide initial identification whether or not the proposed construction may require the more detailed FAA Notice of Proposed Construction or Alteration submittal.

This online system will provide faster completion of the review in lieu of the traditional paper submittal. If the County, or the Applicant, requires additional information and assistance regarding the initial Notice Criteria Tool for the proposed project, please do not hesitate to contact the Redmond Airport at 541-504-3499 or rdm@flyrdm.com; we are happy to assist in this process.

address the status of the right of way grant for the subject property. Additionally, it is not clear from the Railroad crossing agreement whether the applicant has the right to use the existing railroad crossing.

Due to the proximity to the Airport and the use of pistols and rifles, I would like to request additional information for clarification as to the direction of fire and impact zones to ensure there are no potential hazards to aircraft by errant rounds. I am unable to get a clear understanding of those items from the conceptual range layout drawings.

Finally, due to the unique nature of this project, it may be advisable to have the applicant conduct the full 7460 process to ensure FAA has sufficient opportunity to determine if there are any potential hazards to air navigation with this site given the location near the Redmond and Bend Airports and aircraft/helicopter operations conducting overflight of the general area on a daily basis.

Oregon Department of Aviation:

Thank you for the notice of the proposed expansion of the private park which will include "relocating the sporting clay range, skeet range, rifle and pistol range, cowboy action shooting range and archery practice range.

ODA reviewed the proposal and has prepared some primary findings and recommendations. The site location is over five (5) miles from Runway 4 at the Redmond Airport, however planes could be flying between 500' to 1500' above the private park as planes depart/arrive from the airport.

ODA recommends that safety measures are followed so that guns are not fired vertically in the air directly above the site as to possibly endanger aircraft in the immediate area. ODA also recommends that the Redmond Airport is notified of the project so that if needed, air traffic controllers can direct aircraft away from the immediate area to help prevent any conflict between the users at the private park and aircraft flying in the immediate area."

Staff note: As indicated above, the Redmond Airport Director submitted comments into the record.

No responses were received from: Central Oregon Irrigation District, Deschutes County Environmental Soils and Building Safety Divisions, Deschutes County Assessor, Deschutes County Road Department, Central Electric Cooperative, Pacific Power and Light, Centurylink, Oregon Department of Environmental Quality, Oregon Department of Transportation, Redmond Area Parks and Recreation District.

E. PUBLIC COMMENTS: The Planning Division sent notice of the proposed land use applications and public hearing to all property owners within 750 feet of the subject property. One response to the notice has been received to date. The letter is from Rowan Hollitz and it states: "I recently reviewed the conditional use application for the Redmond Rod and Gun Club and High Desert Shooting Sports Foundation. I have a few concerns:

It would appear that shooting is to occur adjacent to neighboring properties along the shared fence line. I am concerned for the safety of people, wildlife and livestock on adjacent lands and the real possibility of lead contamination.

From the proposed site plan layout, it appears that irrigated ground will be used for shooting ranges and possibly contaminated with lead. The DIAL interactive map clearly

shows these areas as irrigated and with livestock. There are numerous other unirrigated areas on the property that could be utilized that would not negatively impact productive farm ground.

It appears that notification of neighboring properties is inadequate. The Motel as well as the BNSF Railroad Agency and Saturn Power Corporation are within the notification range and appear to have been omitted."

Staff note: The notice area required (750 feet from the property boundaries) is established in both County Code and State Law. Staff has provided notice as required. Staff has also recently notified Burlington Northern Santa Fe of the proposed use.

- **F. REVIEW PERIOD:** The conditional use and site plan applications were submitted on May 21, 2015. The applications were accepted and deemed complete on June 22, 2015. The 150th day on which the County must take final action on these applications is November 19, 2015.
- **G. LOT OF RECORD:** Tax lot 16-13, 700 is recognized as a legal lot of record pursuant to file no. LR-06-33. Staff believes that based on the lot of record approval for tax lot 700, tax lot 101 is left as a remainder parcel, due to the numerous building and septic permits issued for tax lot 101 (MH 2184, 13533; B 26375, 40990; S 5907, 26505, 40774, 43446).
- H. PREVIOUS LAND USE HISTORY: The subject property was approved for a farm dwelling under conditional use permit application no. CU-89-35 (a temporary use permit TU-89-9 was submitted with CU-89-35). Staff is not sure why a conditional use permit was necessary, as the permit history shows a placement permit for a manufactured home (MH 2184) approved in 1984, and a subsequent manufactured placement permit from 1997 (MH 13533). Additionally, a building permit for a conventional home (B 26375) was approved in 1989. Septic permits were issued for two septic systems on the property (S 5907, 26505).

A conditional use permit (CU-00-87) for a wireless telecommunications facility (150-foot metal lattice tower) was denied in January of 2001 on the property. An appeal of this denial was submitted, and the Deschutes County Board of Commissioners, through Order no. 2001-024, denied review of the appeal.

Conditional Use Permit and Site Plan review (CU-09-17/SP-09-11) for a private hunting preserve and sporting clays park was approved by the County Hearings Officer on July 7, 2009.

I. SOILS: The subject property has the following soil types as shown on the Natural Resource Conservation Service map: 142B, Stukel-Rock outcrop-Deschutes complex, dry, 0 to 8 percent slopes; 138A, Stukel sandy loam, 0 to 3 percent slopes. Neither of these two soil types are considered high value soil, as that term is defined in DCC 18.84.030. The entire property is thus considered nonhigh value farmland.

142B, Stukel-Rock outcrop-Deschutes complex, dry, 0-8% slopes. This soil complex is composed of 35% Stukel soils and similar inclusions, 30% Rock outcrop, 20% Deschutes soils and similar inclusions and 15% contrasting inclusions. The complex is well drained and has a moderately rapid permeability, with an available water capacity of about 2 inches. The major use of this complex is livestock grazing. The Stukel soil is

³ The 30th day following the submittal of the applications is June 20, 2015, which is a Saturday. Accordingly under DCC 22.08.070, the time computation extends to June 22nd.

rated 4E/6E; the Deschutes soil is rated 3E/6E; and the Rock outcrop is rated 8S. This complex is not a high value soil. This complex comprises approximately 95 percent of the property.

138A, Stukel sandy loam, 0 to 3% slopes: This soil complex is composed of 85% Stukel soil and similar inclusions, and 15% contrasting inclusions. The Stukel soil is well drained with a moderately rapid permeability, and an available water capacity of about 2 inches. The major use of this soil complex is livestock grazing. The NRCS rates this complex as 6S, with no rating for irrigated soil. This soil complex is not considered a high value soil. This soil comprises approximately 5 percent of the property.

III. CONCLUSIONARY FINDINGS:

- A. Chapter 18.16, Exclusive Farm Use (EFU-SC) zone.
 - 1. Section 18.16.031, Conditional Uses on Nonhigh Value Farmland Only.

The following uses may be allowed only on tracts in the Exclusive Farm Use Zones that constitute nonhigh value farmland subject to applicable provisions of the Comprehensive Plan and DCC 18.16.040 and other applicable sections of DCC Title 18.

E. Private parks, playgrounds, hunting and fishing preserves and campgrounds.

FINDING: The applicant addressed the use on page 4 of the burden of proof as follows:

"Applicant proposes to expand the private park approved as a hunting preserve and a sporting clays facility, which was authorized under a conditional use permit and site plan (CU-09-17/SP-09-11), a use permitted only on nonhigh value farmland. The subject property is comprised of soil units 142B and 138A, which are not designated high value soils, establishing the entire property as nonhigh value farmland.

Files CU-09-17/SP-09-11 approved a sporting clays use as a "private park" use on the property, and also approved a hunting preserve on the site. The proposed expansion will maintain the "private park" use as a hunting/shooting facility, but in addition to sporting clays, the proposal will expand the recreational firearms disciplines to include trap shooting, skeet shooting, and rifle and pistol disciplines, as well as cowboy action shooting, and an archery practice range. Although a variety of uses will exist on Tax Lot 700, a significant amount of unoccupied space will exist on the site and the Applicant will maintain the hunting preserve use on the site, including occasional ODFW-sponsored youth bird hunting activities."

Staff finds that the proposed use can be considered an expansion of the private park use previously approved, since they are both recreation oriented uses.

- 2. Section 18.16.040, Limitations on conditional uses.
 - A. Conditional uses permitted by DCC 18.16.030 may be established subject to ORS 215.296 and applicable provisions in DCC 18.128 and upon a finding by the Planning Director or Hearings Body that the proposed use:

- 1. Will not force a significant change in accepted farm or forest practices as defined in ORS 215.203(2)(c) on adjacent lands devoted to farm or forest use; and
- 2. Will not significantly increase the cost of accepted farm or forest practices on surrounding lands devoted to farm or forest use; and
- 3. That the actual site on which the use is to be located is the least suitable for the productions of farm crops or livestock.

Staff note: The above criteria (1 and 2) are virtually the same as those described in ORS 215.296(1)(a and b), and staff will consider the ORS standards to be addressed with findings on the above criteria.

FINDING: For the purposes of this review, staff considers the area of analysis one that is generally a 1-mile radius surrounding the property, which is similar to the "area" relied upon for the review of nonfarm dwellings.

Change in farm practices and costs:

With respect to the potential for a significant change in accepted farming practices on adjoining lands from the changes to the facility, Staff believes there would be some increased noise from both the vehicles traveling to and from the applicant's property, as well as the additional people who would visit the site for shooting pistols and rifles as well as archery use. There would also be the existing noise created by the use of shotguns for both the sporting clays use and the private hunting preserve.

Staff finds that the farm use on tax lot 16-12-12, 700 would be the most directly affected by the proposed changes to the site and is approximately 1,500 feet from the subject property. Based on a staff site visit to the area, the farm use on this tax lot appears to be irrigated pasture. This property is zoned Multiple Use Agricultural (MAU-10). The property identified on County Assessor's map 16-12-13, as tax lots 501, 502 and 503 is no longer in farm use. When the review of CU-09-17/SP-09-11 was completed, these tax lots were in farm use (pasture for horses), and this was the closest property in farm use at that time. No comments have been received to date from any of the adjacent property owners.⁴

The response from the BLM indicates there is a grazing allotment for Pronghorn in the area. The applicant will need to address the gate closing and possible cattle guard mentioned in the response.

The applicant has submitted a trip generation report for the proposed changes, prepared by Clemow Associates LLC. The traffic report anticipates no significant increase in the amount of vehicles coming to the site (less than 50 trips), with very few trips occurring during the peak hours of Highway 97.

The adjacent farm use is separated from the applicant's site by the railroad tracks and the highway, as well as being separated by approximately 1,500 feet. Staff believes that the railroad tracks and highway, and the distance between the subject property and the adjacent farm use, would serve as a buffer for the adjacent farm use.

⁴ The letter received from Rowan Hollitz does not indicate what property he might own. There is no record of property owned by him in the County's DIAL system.

Change in forest practices and costs:

None of the properties within one mile of the site has any forest use associated with it, as the primary vegetation in the entire area is juniper trees, scrub brush and native grasses. Juniper trees are not a commercial tree species.

Least suitable for farm use:

The existing dwellings and outbuildings are located on the developed portion of the property (tax lot 101), and there is also a farm use (llamas with pasture) on the southern portion of tax lot 101. Tax lot 101 is 72.35 acres and is proposed to be used for the trap ranges and archery rounds/paper (targets), and includes one parking area for both uses. Staff notes that the northern portion of tax lot 101 has had historical farm use as recently as 2012 (as evidenced by aerial photography⁵, but has no current farm use. This area that has had prior farm use is level ground that has been previously cleared for the farm use. It is not clear from the record whether this area – to be used for the trap ranges and archery – has any current water rights. It is not currently in farm use. The trap ranges and archery site require level ground, and the area where the shots take place for the trap ranges is on the edge of the cleared ground. Most of the rest of the property has surface rock or rock outcropping.

Tax lot 700 is 153.08 acres and is undeveloped. A portion of the western side of tax lot 700 also appears to have had historical farm use as recently as 2012 (as evidenced by aerial photography mentioned above. The rifle range (200/300, 400 and 600 yard ranges), conex shooting bays, and sporting clays course activities are to occur on tax lot 700. The rifle range would be located on a portion of tax lot 700 that has historically been irrigated. The sporting clays course, archery course, cowboy action area, and shooting bays would be located on the dry portions of tax lot 700.

The applicant states the following on page 5 of the burden of proof:

"There is no portion of the property that is currently used for the production of farm crops or livestock, and the proposed modification will maintain this existing condition. Furthermore, all proposed activities will be carried out with temporary or mobile structures, thus will not permanently impact any areas of the property that may be suitable for the production of farm crops or livestock. As previously addressed above, the site consists of soils that classified (sic) as nonhigh value."

Staff believes that the proposed activities will not cause any permanent impact on the potential for the production of farm crops or livestock, as there will be no permanent structures located on what has previously been irrigated land. With the exclusion of the archery areas, cowboy action area, and sporting clay course, all new facilities are located on areas that are level, cleared, and that have been irrigated as recently as 2012. Staff is uncertain if this proposal complies with the requirement that the actual site on which the use is to be located is the least suitable for the productions of farm crops or livestock. Staff is also uncertain if the relatively recent cessation of farm activity on formerly irrigated areas changes the suitability of these areas for farm use. Staff requests that the Hearings Officer make specific findings on this issue.

⁵ Staff has included several aerial photographs in the record. It appears that the majority of the cleared, leveled, and sometimes irrigated ground has been in some farm use since 1953.

- 3. Section 18.16.060, Dimensional standards.
 - E. Building height. No building or structure shall be erected or enlarged to exceed 30 feet in height, except as allowed under DCC 18.120.040.

FINDING: The applicant is proposing only small mobile structures for storage. These structures will be required to meet the height requirement above. The pictures submitted by the applicant indicate that these mobile structures will all be 10 feet in height or less.

- 4. <u>Section 18.16.070, Yards</u>.
 - A. The front yard shall be 40 feet from a property line fronting on a local street, 60 feet from a property line fronting on a collector, and 100 feet from a property line fronting on an arterial.
 - B. Each side yard shall be a minimum of 25 feet, except that for a nonfarm dwelling proposed on parcels or lots with side yards adjacent to a property currently employed in farm use, the side yard shall be a minimum of 100 feet.
 - C. Rear yards shall be a minimum of 25 feet, except that for a nonfarm dwelling proposed on parcels or lots with rear yards adjacent to a property currently employed in farm use, the rear yard shall be a minimum of 100 feet.
 - D. In addition to the setbacks set forth herein, any greater setbacks required by applicable building or structural codes adopted by the State of Oregon and/or the County under DCC 15.04 shall be met.

FINDING: As indicated in the foregoing finding, the applicant is proposing small structures for storage. The above setbacks would apply to any new structures proposed for the site. The site plan indicates that these structures will meet the above setbacks.

B. Chapter 18.128, Conditional Use

1. Section 18.128.015, General standards governing conditional uses.

Except for those conditional uses permitting individual single-family dwellings, conditional uses shall comply with the following standards in addition to the standards of the zone in which the conditional use is located and any other applicable standards of the chapter:

- A. The site under consideration shall be determined to be suitable for the proposed use based on the following factors:
 - 1. Site, design and operating characteristics of the use;

FINDING: The site for the proposed expansion of the private park is an existing ranch that consists of two tax lots totaling approximately 223 acres, which has two existing dwellings, a shop building, equipment shed, barn, animal (llama) shelters, irrigated areas and dry areas, as well as driveways. The site has a somewhat varied topography of level areas, as well as some rock outcrops, and areas of surface rock. The site is accessed from a private road extending east from Highway 97, through adjacent private property (tax lot 502) and public property (tax lot

602) to the west. The proposed locations for the shooting sports are on both tax lots 101 and 700. The parking and staging area for registering and organizing the patrons of the uses is to occur on tax lot 101, adjacent to the existing dwellings and other buildings.

The burden of proof on pages 8-9 lists the following for the <u>design</u> of the proposed shooting sports facility:

"The existing sporting clay and hunting preserve uses (specifically the shotgun shooting) are on Tax Lot 700 and will remain on Tax Lot 700 but the sporting clay area will be relocated as shown on the attached Site Plan. The parking and staging areas for registering and organizing the patrons of the shooting disciplines are shown on the submitted Site Plan and are well screened from surrounding properties by distance, topography and intervening vegetation or uses.

The Trap Range will have a layout as shown on the Site Plan and described in the AECOM report submitted herewith as Exhibit D, which is consistent with the NRA Design Manual. The trap range will provide members 5 targets at which to shoot. The trap area will be 300 yards deep, a distance that has been established for safety, however all shot drops at 150-170 yards.

The Archery Practice Range will be located in the northeast corner of Tax Lot 101.

The Rifle Range will have shooting range of up to 600 yards. Bullet impact will be in the berms that surround the rifle range on the three down-range sides.

The Pistol Range will have shooting range of up to 50 yards. The shooters will be able to shoot from 50 yards from each shooting table. Bullet impact will be in the berms that surround the rifle range on the three down-range sides. The pistol range can be turned slightly so that either the rifle or the pistol range can shoot when the other is down.

The Sporting Clays will have 12 moveable trap throwers that will be set up around the area shown. They can be placed anywhere, but will be set up so the shooters will be shooting inward to keep the shot on the subject property.

The Skeet Range will have house and a low house with eight shooting stations which will be on a combined range with sporting clays. As with the sporting clays, shooters will be shooting inward to keep the shot on the subject property.

The Cowboy Action Range is located in the southeast corner of Tax Lot 700. The range will accommodate pistol, shotgun and rifle using false front western town structures.

The Applicant has hired AECOM, an environmental engineering firm that specializes in firearms parks and facilities, to study the operating characteristics of the site and each of the ranges. The attached AECOM study and Site Plan show the proposed range locations, discharge areas, and other site features. As detailed on the Exhibits, all ranges are oriented in a way so that the combination of shot distance and range location can contain all discharge on site. As proposed, the range locations are situated away from neighboring properties, parking, and non-shooting uses and avoid discharges onto neighboring properties, thus providing safety throughout the site; ensuring a safe and functional site in conformance to this section."

The burden of proof on pages 9-10 lists the following for the <u>operating characteristics</u> of the proposed shooting sports facility:

"The operating characteristics of the use include sport clay, trap, skeet, rifle and pistol shooting, including a cowboy action range. The existing bird hunting will continue to occur as allowed under CU-09-17. The range will be open year-round, 4 days per week (Tuesdays, Wednesdays, Saturdays and Sundays).

The operation of the range only at scheduled times allows for a controlled environment and minimal off-site impacts. The following schedule is proposed.

Trap

- * Wednesday, 10am 2 pm with 10-12 shooters on a consistent basis.
- * Wednesday, 5pm 9pm with 10-12 shooters on a consistent basis
- * Sunday, 10am 2pm and the number of shooters varies throughout the year ranging from 10.20.

Skeet

- * Tuesday, 10am 2pm with 12 or fewer shooters on a consistent basis.

 Occasional youth group attendance with more shooters.
- * Sunday, 10am 2pm and the number of shooters varies throughout the year ranging from 10-20.
- * The number of shooters at this discipline varies and the skeet range has at times been closed due to lack of shooters and qualified personnel to operate the discipline.

Sporting Clays

- * 1st and 3rd Saturdays from March thru August, 10am 2pm.
- * The number of shooters at this discipline varies greatly and is high early in the season and very low at the end. Estimated 10-15 shooters on any particular day.

Rifle/Pistol/Archery

* Operates all 4 days the Club is open beginning at 8am. The number of shooters varies greatly depending on season and weather from 0 to a maximum of 40. Estimated 10-12 shooters on an average day.

The operation of the range with participants using the Club only at scheduled times allows for a controlled environment and minimal off-site impacts. More than 30% of shooters carpool when traveling to/from the Club with two or more shooters per vehicle. Based on the historical operations at the present location, operators have observed that there are days with very few or no shooters and there are days with events such as Holiday "turkey shoots" or youth activities where there are a large number of shooters. The Club will occasionally host scheduled events sanctioned by local and regional shooting organizations. The Club will have advance notice of large numbers for scheduled events and estimates these occur less than 10 times per year. The Club is only open 4 days a week, and only the rifle/pistol/archery discipline is open all days. The other disciplines operate 1 or 2 days per week for 4-hour time periods. The Club estimates average daily trip generation to be 45 trips or less. With the proposed land use action, Club operations and amenities will increase; however, there are a limited number of shooters in the Club service area and overall facility trip generation is not anticipated to significantly increase."

Staff believes that the applicant needs to address:

 Redmond Fire and Rescue comments about fire apparatus access roads on the subject property, and the requirements for any necessary turnarounds. • ODA comments regarding safety measures, assuring that guns are not fired vertically in the air directly above the site as to possibly endanger aircraft in the immediate area.

Redmond Airport comments relating to the full 7460 process to ensure FAA has sufficient opportunity to determine if there are any potential hazards to air navigation as well as clarification as to the direction of fire and impact zones to ensure there are no potential hazards to aircraft by errant rounds.

2. Adequacy of transportation access to the site; and

FINDING: The burden of proof on pages 10-11 states the following for this criterion:

The proposal does not modify access to the site. Access to the subject property is from Highway 97 via an easement through the adjacent property to the west (16-12-13, 502). The Applicant also has access through BLM property (16-12-13, 602). The existing access road is approximately 12 feet wide with a cinder road surface.

Through membership, events and scheduled activities, the Applicant has indicated that the planned uses will not generate more trips than previously anticipated, 45 ADT and 16 pm peak hour trips; therefore the proposal will not alter the site's conformance to this section as established in CU-09-17/SP-09-11.

The submitted trip generation report from Clemow & Associates establishes conformance with this section.

Staff notes that no response from the Oregon Department of Transportation was submitted, and the County Road Department did not respond to the notice, an indication of their lack of concern over the proposed expansion of the private park. Additionally, the County Transportation Planner has indicated no further traffic analysis is required. Staff finds that transportation access to the Highway can be adequate for the proposed use. The applicant needs to contact the Bureau of Land Management (BLM) to determine if a right of way grant of access is necessary to cross through BLM land, as mentioned in the transmittal response from the BLM. Staff recommends the Hearings Officer condition any approval of this application on written confirmation from BLM that access is properly permitted, prior to initiation of the use. In addition the BLM commented, "The BNSF RR may have other concerns regarding the amount of vehicle traffic over the private RR crossing." Staff recommends the Hearings Officer condition any approval of this application on written confirmation from BNSR that the railroad crossing is properly permitted and adequate for the use, prior to initiation of the use.

3. The natural and physical features of the site, including but not limited to, general topography, natural hazards and natural resource values.

FINDING: The natural and physical features of the site include the existing trees, scrub brush and grasses in unirrigated areas, as well as the natural topography. The topography of the subject property appears to be well suited for the shooting disciplines. There are no apparent natural hazards associated with the property, based on a staff site visit to the property. The applicant is proposing to retain the natural resource values of vegetation and open space of the site.

Staff is uncertain if potential lead contamination of agricultural areas and undeveloped wildlife habitat is a relevant concern under this criterion. Staff notes that the Hearings Officer required

development and implementation of a lead management plan for the Bend Trap Club under this criterion in CU-09-17/SP-09-11.

B. The proposed use shall be compatible with existing and projected uses on surrounding properties based on the factors listed in (A) above.

FINDING: As indicated in a foregoing finding, the property to the west (16-12-13, 501/502/503) is no longer in farm use, and staff believes that the proposed expansion to the facility should have little impact on any other farming activity in the area. The closest farm use is on the property identified on County Assessor's map 16-12-12, as tax lot 700. The farm use on this property is separated from the proposed shooting sports facility by the railroad tracks, Highway 97, as well as hundreds of feet of distance, and a cover of juniper trees between the subject property and the highway. The other adjacent property is all public land under the administration of the BLM, and some State of Oregon-owned property. These public lands will likely continue to be managed for open space and recreational uses. The BLM has raised several issues, incorporated herein by reference, including the issue of whether a right of way to cross over BLM between the two tax lots may be needed. Staff believes that projected uses on adjacent lands would primarily be for open space (public lands), and dwellings and possible hobby farming on private land.

Staff notes that tax lots 700 and 101 constitute a remote private property and the public land in the area has very limited access from any roads. Staff believes that the proposed uses may be compatible with existing and projected uses on surrounding properties in the area, if the issues raised by the BLM can be adequately addressed.

C. These standards and any other standards of DCC 18.128 may be met by the imposition of conditions calculated to insure that he standard will be met.

FINDING: The applicant should be required to address the safety issues raised by BLM, the Redmond Airport, Oregon Department of Aviation and Redmond Fire and Rescue, in order to allow the Hearings Officer to determine that these issues can be addressed to ensure compatibility with surrounding uses.

2. Section 18.128.040. Specific Use Standards.

A conditional use shall comply with the standards of the zone in which it is located and with the standards and conditions set forth in DCC 18.128.045 through 18.128.370.

FINDING: As described in the Hearings Officer's decision for CU-09-17 and CU-09-11, Staff believes that the proposed expansion of the shooting sports use is subject to the standards listed below.

3. Section 18.128.090, Medical Clinic, Veterinary Clinic, Club, Lodge, Fraternal Organization, Community Center, Grange Hall, Golf Course, Horse Stable and Horse Events Requiring Conditional Uses, Grounds and Buildings For Games or Sports, Country Club, Swimming, Boating, Tennis Clubs and Similar Activities, Government Structures and Land Uses, Parks, Playgrounds.

In considering the above, the Planning Director or Hearings Body may authorize the conditional use after it has been determined that the following will be provided:

- A. Access from principal streets subject to Deschutes County Road Department standards.
- B. Off-street parking subject to DCC 18.116.030.
- C. Building and site design provisions, including landscaping, that will effectively screen neighboring uses from noise, glare, odor and other adverse impacts.
- D. Playgrounds, recreation facilities and community centers in the Wildlife Area Combining Zone are subject to the provisions of DCC 18.88.

FINDING: In CU-09-17, the Hearings Officer found that the "grounds and buildings for games or sports" language above was applicable to the use approved. Staff finds that it also should apply to the proposed expansion of the private park. Since hunting and associated shooting are generally considered a sport, the above criteria should be addressed.

As indicated in foregoing findings, access to the subject property is from a private driveway extending east from Highway 97, as well as a right of way grant from the BLM. In the original approval ODOT indicated that, based on the relatively low number of vehicle trips associated with the proposed uses, no specific improvements to the highway are necessary. No additional concern has been expressed by ODOT in this proceeding.

Off-street parking is addressed below. Staff believes that the proposed private park expansion will not require any special building or site design provisions. The only changes to the site will include some temporary structures. There should be no significant impacts from noise, glare or odor from the proposed uses. There will be noise created from the rifles and pistols. However, staff believes that that based on the applicant's noise study, neighboring properties will not experience adverse impacts. The subject property is not located within a wildlife area combining zone.

C. Chapter 18.80, Airport Safety Combining Zone

1. <u>Section 18.80.026, Notice of land use and permit applications within overlay zone area.</u>

Except as otherwise provided herein, written notice of applications for land use or limited land use decisions, including comprehensive plan or zoning amendments, in an area within this overlay zone, shall be provided to the airport sponsor and the Department of Aviation in the same manner as notice is provided to property owners entitled by law to written notice of land use or limited land use applications.

For the Redmond, Bend, Sunriver and Sisters airports:

- A. Notice shall be provided to the airport sponsor and the Department of Aviation when the property, or a portion thereof, that is subject to the land use or limited land use application is located within 10,000 feet of the sides or ends of a runway.
- B. Notice of land use and limited land use applications shall be provided within the following timelines.
 - 1. Notice of land use or limited land use applications involving public hearings shall be provided prior to the public hearing

at the same time that written notice of such applications is provided to property owners entitled to notice.

- 2. Notice of land use or limited land use applications not involving public hearings shall be provided at least 20 days prior to entry of the initial decision on the land use or limited land use application.
- 3. Notice of the decision on a land use or limited land use application shall be provided to the airport sponsor and the Department of Aviation within the same timelines that such notice is provided to parties to a land use or limited land use proceeding.

FINDING: Notice of the proposed conditional use permit/site plan applications for the expansion of the shooting sports facility uses was sent to the Redmond Airport and the Oregon Department of Aviation. The Redmond Airport Manager submitted a letter indicating that a full 7460 process should be conducted to ensure FAA has sufficient opportunity to determine if there are any potential hazards to air navigation with this site given the location near the Redmond and Bend airports, and aircraft/helicopter operations conducting overflight of the general area. Staff believes that this should be made a condition of approval for any approval granted for these applications. Additionally, the Oregon Department of Aviation submitted comments which are listed in a foregoing finding.

2. <u>Section 18.80.028, Height limitations on allowed uses in underlying zone.</u>

All uses permitted by the underlying zone shall comply with the height limitations in DCC 18.80.028. When height limitations of the underlying zone are more restrictive than those of this overlay zone, the underlying zone height limitations shall control.

- A. Except as provided in DCC 18.80.028(B) and (C), no structure or tree, plant or other object of natural growth shall penetrate an airport imaginary surface.
- B. For areas within airport imaginary surfaces but outside the approach and transition surfaces, where the terrain is at highest elevations than the airport runway surfaces such that existing structures and permitted development penetrate or would penetrate the airport imaginary surfaces, a local government may authorize structures up to 35 feet in height.
- C. Other height exceptions or variances may be permited when supported in writing by the airport sponsor, the Department of Aviation and the FAA. Applications for height variances shall follow the procedures for other variances and shall be subject to such conditions and terms as recommended by the Department of Aviation and the FAA (for Redmond, Bend and Sunriver).

FINDING: The EFU zone in this instance is the underlying zone. This zone has a 30-foot height limit, which can only be exceeded by an owner applying for a height exception, up to 36

feet in height. The subject property is not within the visual approach surface, but it appears that it is located within the transitional surface. The applicant is not proposing any structures which would exceed 30 feet in overall height.

3. Section 18.80.044, Land use compatibility requirements.

Applications for land use or building permits for properties within the boundaries of this overlay zone shall comply with the requirements of DCC 18.80 as provided herein. When compatibility issues arise, the Planning Director or Hearings Body is required to take actions that eliminate or minimize the incompatibility by choosing the most compatible location or design for the boundary or use. Where compatibility issues persist, despite actions or conditions intended to eliminate or minimize the incompatibility, the Planning Director or Hearings Body may disallow the use or expansion, except where the action results in loss of current operational levels and/or the ability of the airport to grow to meet future community needs. Reasonable conditions to protect the public safety may be imposed by the Planning Director or Hearings Body.

Noise. Within airport noise impact boundaries, land uses shall be A. established consistent with the levels identified in OAR 660. Division 13, Exhibit 5 (Table 2 of DCC 18.80). Applicants for any subdivision or partition approval or other land use approval or building permit affecting land within airport noise impact boundaries, shall sign and record in the Deschutes County Book of Records, a Declaration of Anticipated Noise declaring that the applicant and his successors will not now, or in the future complain about the allowed airport activities at the adjacent airport. In areas where the noise level is anticipated to be at or above 55 Ldn, prior to issuance of a building permit for construction of a noise sensitive land use (real property normally used for sleeping or as a school, church, hospital, public library or similar use), the permit applicant shall be required to demonstrate that a noise abatement strategy will be incorporated into the building design that will achieve an indoor noise level equal to or less than 55 Ldn. (Note: FAA Order 5100.38A, Chapter 7 provides that interior noise levels should not exceed 45 decibels in all habitable zones.)

FINDING: The proposed use is within the noise impact boundaries for the Redmond Airport. The approval will thus need to be subject to the applicant/owner signing the declaration of anticipated noise, prior to commencement of the use, if that has not already been completed.

B. Outdoor lighting. No new or expanded industrial, commercial or recreational use shall project lighting directly onto an existing runway or taxiway or into existing airport approach surfaces except where necessary for safe and convenient air travel. Lighting for these uses shall incorporate shielding in their designs to reflect light away from airport approach surfaces. No use shall imitate airport lighting or impede the ability of pilots to distinguish between airport lighting and other lighting.

FINDING: Lighting for any proposed buildings on the subject property must meet the restrictions under DCC Chapter 15.10.

C. Glare. No glare producing material, including but not limited to unpainted metal or reflective glass, shall be used on the exterior of structures located within an approach surface or on nearby lands where glare could impede a pilot's vision.

FINDING: Staff believes that the proposed temporary structures will not produce glare which would affect a pilot's vision, based on the color photographs submitted by the applicant. These are the only new structures proposed at the site.

D. Industrial emissions. No new industrial, mining or similar use, or expansion of an existing industrial, mining or similar use..

FINDING: The proposed shooting sports facility would not involve uses that would be considered industrial, mining or other similar use.

E. Communcations Facilities and Electrical Interference. No use shall cause or create electrical interference with navigational signals or radio communications between an airport and aircraft. Proposals for the location of new or expanded radio, radiotelephone, and television transmission facilities and electrical transmission lines within this overlay zone shall be coordinated with the Department of Aviation and the FAA prior to approval. Approval of cellular and other telephone or radio communications towers on leased property located within airport imaginary surfaces shall be conditioned to require their removal within 90 days following the expiration of the lease agreement. A bond or other security shall be required to insure this result.

FINDING: Staff believes that the shooting sports facility use should not cause electrical interference with airplane signals or any radio communications.

F. Limitations and Restrictions on Allowed Uses in the RPZ, Approach Surface, and Airport Direct and Secondary Impact Areas. For the Redmond, Bend, Sunriver, and Sisters airports, the land uses identified in DCC 18.80 Table 1, and their accessory uses, are permitted, permitted under limited circumstances, or prohibited in the manner therein described. In the event of conflict with the underlying zone, the more restrictive provisions shall control. As used in DCC 18.80.044, a limited use means a use that is allowed subject to special standards specific to that use.

FINDING: Only the northwest portion of tax lot 700 is within the AS zone, which in this instance is a transitional surface. Table 1 listed above allows parks/open space use in the transitional surface, which staff believes the proposed use falls under.

4. <u>Section 18.80.054</u>.

18.80.054, Conditional uses.

Uses permitted conditionally shall be those identified as conditional uses in the underlying zone with which the AS Zone is combined, and shall be subject to all conditions of the underlying zone except as provided in DCC 18.80.044.

FINDING: The shooting sports use is subject to conditional use review under chapters 18.16 and 18.128 of Title 18, which are addressed in foregoing findings.

5. Section 18.80.072, Water Impoundments.

Any use or activity that would result in the establishment or expansion of a water impoundment shall comply with the requirements of DCC 18.80.072.

FINDING: The applicant is not proposing any water impoundments as part of these applications.

D. Chapter 18.124, Site Plan Review

1. Section 18.124.010. Purpose

DCC 18.124.010 provides for administrative review of the design of certain developments and improvements in order to facilitate safe, innovative and attractive site development compatible with the natural and man-made environment.

2. Section 18.124.020. Elements of Site Plan

The elements of a site plan are: The layout and design of all existing and proposed improvements, including, but not limited to, buildings, structures, parking, circulation areas, outdoor storage areas, bicycle parking, landscape areas, service and delivery areas, outdoor recreation areas, retaining walls, signs and graphics, cut and fill sections, accessways, pedestrian walkways, buffering and screening measures and street furniture.

FINDING: In staff's opinion, the application materials address all required and relevant elements of site plan review.

- 3. Section 18.124.030, Approval Required
 - A. No building, grading, parking, land use, sign or other required permit shall be issued for a use subject to DCC 18.124.030, nor shall such a use be commenced, enlarged, altered or changed until a final site plan is approved according to DCC Title 22, the Uniform Development Procedures Ordinance.
 - B. The provisions of DCC 18.124.030 shall apply to the following:
 - 5. All other uses that serve the general public or that otherwise require parking facilities, including, but not limited to, landfills, schools, utility facilities, churches, community buildings, cemeteries, mausoleums, crematories, airports, parks and recreation facilities and livestock sales yards; and

- D. Noncompliance with a final approved site plan shall be a zoning ordinance violation.
- E. As a condition of approval of any action not included in DCC 18.124.030(B), the Planning Director or Hearings Body may require site plan approval prior to issuance of any permits.

FINDING: The use is a recreational facility that requires parking facilities and, thus, staff finds that site plan review is required under B(5) above.

4. Section 18.124.060, Approval criteria.

Approval of a site plan shall be based on the following criteria:

A. The proposed development shall relate harmoniously with the natural environment and existing development, minimizing visual impacts and preserving natural features including views and topographical features.

FINDING: The applicant is proposing a few changes to the site. The existing buildings and driveways are to remain as constructed. The applicant is proposing to add clay launching machines at shooting stations, moveable storage containers for equipment and clays, on tax lot 700. The natural environment of trees, scrub brush and grasses will be preserved. There will be no views or topographical features that will be impacted.

B. The landscape and existing topography shall be preserved to the greatest extent possible, considering development constraints and suitability of the landscape and topography. Preserved trees and shrubs shall be protected.

FINDING: As indicated in a foregoing finding, the applicant will be adding trap range and archery shooting on tax lot 101, and sporting clays and skeet shooting, rifle and pistol shooting, as well as archery shooting. The relatively level topography on the property and the nature of the proposed use will not require much in the way of topographic changes. The applicant is proposing to preserve the natural vegetation.

C. The site plan shall be designed to provide a safe environment, while offering appropriate opportunities for privacy and transition from public to private spaces.

FINDING: The transmittal responses from BLM and the Redmond Airport indicate concerns they have for the proposed expansion of the use on the site. BLM was concerned with fire danger, railroad crossing, and trespass onto BLM managed lands. The Redmond Airport indicates the applicant should be required to go through an FAA Form 7460-1 process to ensure safety of the airport for the proposed changes. The letter from the Airport Director states in part: "Due to the proximity to the Airport, and the use of pistols and rifles, I would like to request additional information for clarification as to the direction of fire and impact zones to ensure there are no potential hazards to aircraft by errant rounds. I am unable to get a clear understanding of those items from the conceptual range layout drawings."

Staff believes that the applicant needs to address the concerns expressed by the BLM and Airport Director, and conditions of approval need to be included to cover their concerns.

Access to the site is from Highway 97. ODOT does not appear to have any concerns with the proposed expansion, based on the lack of response to the County's notification.

D. When appropriate, the site plan shall provide for the special needs of the handicapped persons, such as ramps for wheelchairs and Braille signs.

FINDING: The applicant is not proposing any new structures for the site, other than temporary storage buildings, which would not require ADA compatibility.

E. The location and number of points of access to the site, interior circulation patterns, separations between pedestrians and moving and parked vehicles, and the arrangement of parking areas in relation to buildings and structures shall be harmonious with proposed and neighboring buildings and structures.

FINDING: The subject property has one existing access from a private road extending east from Highway 97. Staff believes, based on lack of response from ODOT, that the existing access to Highway 97 will be sufficient.

The proposed interior circulation pattern would be accommodated on both the existing and new driveways within the property. There will be no pedestrians on the site, except for patrons going to and from their shooting areas. Patrons will be able to walk on the property, and there should be no conflict with between them and vehicles on the site. The proposed new parking areas for the site will be immediately adjacent to the shooting areas, allowing easy access to and from these areas. Staff believes that the proposed uses, with gravel driveways and parking areas, will be harmonious with the existing uses on the site, and will not have any impact on neighboring buildings.

F. Surface drainage systems shall be designed to prevent adverse impacts on neighboring properties, streets, or surface and subsurface water quality.

FINDING: The applicant is proposing that surface water drainage be to soil and natural landscape areas surrounding the site. With the topography on the site, runoff into the ground will easily occur. There should be no drainage to neighboring properties. This drainage into soil and natural landscaped areas should have no impact on surface or subsurface water quality.

G. Areas, structures and facilities for storage, machinery and equipment, services (mail, refuse, utility wires, and the like), loading and parking and similar accessory areas and structures shall be designed, located and buffered or screened to minimize adverse visual impacts on the site and neighboring properties.

FINDING: Staff believes that with the limited amount of improvements proposed and the size of the property, as well as the lack of development adjacent to the property, there should be adequate screening. The propose development will not require machinery and equipment, except for the sport shooting equipment. Solid waste (garbage) can be taken to the closest landfill. Any utilities needed for development at the site should have minimal, if any, impact on the subject property or the adjoining properties. Mail will be handled by the applicant and staff at the site.

H. All above-ground utility installations shall be located to minimize adverse visual impacts on the site and neighboring properties.

FINDING: The applicant states that no new utility installations are proposed.

I. Specific criteria are outlined for each zone and shall be a required part of the site plan (e.g. lot setbacks, etc.).

FINDING: The subject property is located within the Exclusive Farm Use zone and the Airport Safety (AS) Combining Zone. There are no additional criteria for the EFU zone or the AS zone than those listed in foregoing findings.

J. All exterior lighting shall be shielded so that direct light does not project off-site.

FINDING: A condition of approval should be established which requires that all exterior lighting for the hunting preserve/sporting clays facility will be shielded and not project off-site, and must meet the lighting code requirements of Chapter 15.10 of the Deschutes County Code.

- K. Transportation access to the site shall be adequate for the use.
 - Where applicable, issues including, but not limited to, sight distance, turn and acceleration/deceleration lanes, right-ofway, roadway surfacing and widening, and bicycle and pedestrian connections, shall be identified.
 - 2. Mitigation for transportation-related impacts shall be required.
 - 3. Mitigation shall meet applicable County standards in DCC 171.6 and DCC 17.48, applicable Oregon Department of Transportation (ODOT) mobility and access standards, and applicable American Association of State Highway and Transportation Officials (AASHTO) standards.

FINDING: Access was discussed in a foregoing finding. Staff believes that the access to the site from Highway 97 should be adequate for the proposed use. Staff believes the concerns, described in detail above and incorporated herein by reference, regarding access across BLM lands and the railroad crossing need to be resolved prior to any finding of compliance with this criterion.

- 5. <u>Section 18.124.070, Required minimum standards</u>.
 - B. Required Landscaped Areas.
 - 1. The following landscape requirements are established for multi-family, commercial and industrial developments, subject to site plan approval:
 - a. A minimum of 15 percent of the lot area shall be landscaped.

FINDING: Staff believes that the proposed hunting preserve/sporting clays facility expansion would not be considered a commercial, multi-family or industrial use under this section. This is consistent with the hearings officer's decision on application nos. CU-09-17/SP-09-11 for the existing facility. Consequently, Staff believes that the proposed expansion of the use would not be subject to DCC 18.124.070(B)(1).

- 2. In addition to the requirement of DCC 18.124.070(B)(1)(a), the following landscape requirements shall apply to parking and loading areas:
 - a. A parking or loading area shall be required to be improved with defined landscape areas totaling no less than 25 square feet per parking space.
 - b. In addition to the landscaping required by DCC 18.124.070(B)(2)(a), a parking or loading area shall be separated from any lot line adjacent to a roadway by a landscaped strip at least 10 feet in width, and from any other lot line by a landscape strip at least five feet in width.
 - c. A landscape strip separating a parking or loading area from a street shall contain:
 - i. Trees spaced as appropriate to the species, not to exceed 35 feet apart on the average.
 - ii. Low shrubs not to reach a height greater than 3 feet zero inches, spaced no more than eight feet apart on the average.
 - iii. Vegetative ground cover.
 - d. Landscaping in a parking or loading area shall be located in defined landscaped areas which are uniformly distributed throughout the parking or loading area.
 - e. The landscaping in a parking areas shall have a width of not less than five feet.
 - f. Provision shall be made for watering planting areas where such care is required.
 - g. Required landscaping shall be continuously maintained and kept alive and attractive.
 - h. Maximum height of tree species shall be considered when planting under overhead utility lines.

FINDING: The proposed new parking areas are to be located adjacent to the new trap range, sporting clays course, skeet range, rifle and pistol ranges, as well as the archery courses. The parking areas are located where they will not be visible from adjoining properties. No landscaping beyond the existing natural vegetation should be required. With the natural landscaping, no watering of trees or other shrubs will be necessary. The majority of the site will remain in its natural state, and serve as the vegetation for landscaping. No new landscaping is proposed and the existing vegetative cover is to be preserved. Staff believes that this should be

made a condition of approval. No new overhead utility lines are proposed with this development.

C. Non motorized access.

1. Bicycle Parking. The development shall provide the number and type of bicycle parking facilities as required in Sections 18.116.031 and 18.116.035 of this title. The location and design of bicycle parking facilities shall be indicated on the site plan.

FINDING: The applicant is proposing 30 new vehicular parking spaces. This number would require six bicycle parking spaces. Staff believes that the applicant's proposal qualifies for an exception to the bicycle parking requirements under DCC 18.116.031(A)(1)(c). Therefore bicycle parking would not be required. However, the applicant has stated and staff concurs, that the bicycle parking can be accommodated within the existing buildings on the site. This is consistent with the Hearings Officer's decision on application nos. CU-09-17/SP-09-11).

2. Pedestrian Access and Circulation:

a. Internal pedestrian circulation shall be provided in new commercial, office and multi family residential developments through the clustering of buildings, construction of hard surface pedestrian walkways, and similar techniques.

FINDING: This proposal does not include commercial, office or multi-family residential development. This criterion does not apply.

- b. Pedestrian walkways shall connect building entrances to one another and from building entrances to public streets and existing or planned transit facilities. On site walkways shall connect with walkways, sidewalks, bikeways, and other pedestrian or bicycle connections on adjacent properties planned or used for commercial, multi family, public or park use.
- c. Walkways shall be at least five feet in paved unobstructed width. Walkways which border parking spaces shall be at least seven feet wide unless concrete bumpers or curbing and landscaping or other similar improvements are provided which prevent parked vehicles from obstructing the walkway. Walkways shall be as direct as possible.
- d. Driveway crossings by walkways shall be minimized. Where the walkway system crosses driveways, parking areas and loading areas, the walkway must be clearly identifiable through the use of elevation changes, speed bumps, a different paving material or other similar method.
- e. To comply with the Americans with Disabilities Act, the primary building entrance and any walkway that connects a transit stop to building entrances shall have a maximum slope of five percent. Walkways up to eight percent slope are permitted, but are treated as ramps with special standards for railings and landings

FINDING: Staff finds that, following the Board's adoption of findings in 247-14-000229-SP, criteria (b) through (e) apply to any use subject to site plan review, independent of the requirements in criterion (a). Staff finds that, however, that this proposal does not include new building entrances. No new walkways are proposed or required and, therefore, no new connections with walkways, sidewalks, bikeways, and other pedestrian or bicycle connections on adjacent properties planned or used for commercial, multi family, public or park use are required.

D. Chapter 18.116, Supplementary Provisions

- 1. Section 18.116.030, Off-Street Parking and Loading.
 - A. Compliance. No building or other permit shall be issued until plans and evidence are presented to show how the off-street parking and loading requirements are to be met and that property is and will be available for exclusive use as off-street parking and loading. The subsequent use of the property for which the permit is issued shall be conditional upon the unqualified continuance and availability of the amount of parking and loading space required by DCC Title 18.
 - B. Off-Street Loading. Every use for which a building is erected or structurally altered to the extent of increasing the floor area to equal a minimum floor area required to provide loading space and which will require the receipt or distribution of materials or merchandise by truck or similar vehicle, shall provide off-street loading space on the basis of minimum requirements as follows:
 - 1. Commercial, industrial and public utility uses which have a gross floor area of 5,000 square feet or more shall provide truck loading or unloading berths subject to the following table:

Less than 5,000 No berths required.

FINDING: Staff believes that since the proposed use would be considered recreational, the proposed use would not require a loading berth. This is consistent with the hearings officer's decision on CU-09-17/SP-09-11.

- C. Off-Street Parking. Off-street parking spaces shall be provided and maintained as set forth in DCC 18.116.030 for all uses in all zoning districts. Such off-street parking spaces shall be provided at the time a new building is hereafter erected or enlarged or the sue of a building existing on the effective date of DCC Title 18 is changed.
- D. Number of Spaces Required. Off-street parking shall be provided as follows:
 - 9. Other uses not specifically listed above shall be provided with adequate parking as required by the Planning Director or Hearings Body. The above list shall be used as a guide for determining requirements for said other uses.

FINDING: This section has no specific standard for a use such as the proposed hunting preserve/sport shooting facility. The applicant has proposed 30 parking spaces. Staff believes that the parking areas proposed will accommodate the required parking for the proposed uses.

E. General Provisions. Off-Street Parking.

- 1. More Than One Use on One or More Parcels. In the event several uses occupy a single structure or parcel of land, the total requirement for off-street parking shall be the sum of requirements of the several uses computed separately.
- 2. Joint Use of Facilities. The off-street parking requirements of two or more uses, structures or parcels of land may be satisfied by the same parking or loading space used jointly to the extent that it can be shown by the owners or operators of the uses, structures or parcels that their operations and parking needs do not overlap at any point of time. If the uses, structures or parcels are under separate ownership, the right to joint use of the parking spaces must be evidence by a deed, lease, contract or other appropriate written document to establish the joint use.
- 3. Location of Parking Facilities. Off-street parking spaces for dwellings shall be located on the same lot with the dwelling. Other required parking spaces shall be located on the same parcel or another parcel not farther than 500 feet from the building or use they are intended to serve, measured in a straight line from the building in a commercial or industrial zone. Such parking shall be located in a safe and functional manner as determined during site plan approval. The burden of proving the existing of such off-premise parking arrangements rests upon the applicant.
- 4. Use of Parking Facilities. Required parking space shall be available for the parking of operable passenger automobiles of residents, customers, patrons and employees only and shall not be used for the storage of vehicles or materials or for the parking of trucks used in conducting the business or used in conducting the business or use.

FINDING: The proposed uses include the hunting preserve and sport shooting facility. The applicant has indicated that the uses will be tied together, as many of the patrons will participate in a variety of uses. Staff believes that the proposed uses will have sufficient parking as shown on the site plan. The parking spaces are located adjacent to the shooting areas. The applicant states that parking will be used for patrons and employees, and not used for the storage of vehicles or materials, or for the parking of trucks used in the business. This should be made a condition of approval.

F. Development and Maintenance Standards for Off-street Parking Areas. Every parcel of land hereafter used as a public or private parking area, including commercial parking lots, shall be developed as follows:

1. Except for parking to serve residential uses, an off-street parking area for more than five vehicles shall be effectively screened by a sight-obscuring fence when adjacent to residential uses, unless effectively screened or buffered by landscaping or structures..

FINDING: Staff believes that the proposed parking areas will not require that a fence be constructed, as they will not be visible from adjoining properties. Staff believes that the existing vegetative cover will provide the screening envisioned under this criterion.

2. Any lighting used to illuminate off-street parking areas shall be so arranged that it will not project light rays directly upon any adjoining property in a residential zone.

FINDING: No adjoining property is in a residential zone.

3. Groups of more than two parking spaces shall be located and designed to prevent the need to back vehicles into a street or right of way other than an alley.

FINDING: The site plan indicates that the parking areas will not require any vehicles to back out into a street or right of way.

- 4. Areas used for the standing and maneuvering of vehicles shall be paved surfaces adequately maintained for all-weather use and so drained as to contain any flow of water on the site. An exception may be made to the paving requirements by the Planning Director or Hearings Body upon finding that:
 - a. A high water table in the area necessitates a permeable surface to reduce surface water runoff problems; or
 - b. The subject use is located outside of an unincorporated community and the proposed surfacing will be maintained in a manner which will not create dust problems for neighboring properties; or
 - c. The subject use will be in a Rural Industrial Zone or an Industrial District in an unincorporated community and dust control measures will occur on a continuous basis which will mitigate any adverse impacts on surrounding properties.

FINDING: The applicant has proposed that the new driveways, as well as the new parking areas, will have a gravel surface to prevent dust from becoming a problem. As a condition of any approval, staff recommends that the Hearings Officer require that areas used for the standing and maneuvering of vehicles be maintained in a manner which will not create dust problems for neighboring properties. The subject property is located outside of an unincorporated community, and with the gravel driving surfaces and parking areas, dust control should be sufficient.

Staff notes that, following the Board's adoption of findings in 247-14-000229-SP, cinders are not an all-weather surface under this criterion. Staff recommends that, as a condition or any approval, the applicant be required to gravel or pave all new areas used for the standing and maneuvering of vehicles prior to the initiation of the use.

Access aisles shall be of sufficient width for all vehicular turning and maneuvering.

FINDING: Table 1 of DCC 18.116.030, specifies that access aisles in parking lots be a minimum 12 feet wide for one-way traffic and 24 feet wide for two way traffic. The applicant submitted parking lot design materials do not indicate how traffic flow within the parking area will be designed. Staff recommends as a condition of any approval that the applicant be required to provide a revised parking lot diagram showing the layout of all proposed parking spaces and access aisles in accordance with DCC 18.116.030 and develop that parking area prior to initiation of the new uses.

- 6. Service drives to off-street parking areas shall be designed and constructed to facilitate the flow of traffic, provide maximum safety of traffic access and egress and maximum safety of pedestrians and vehicular traffic on the site. The number of service drives shall be limited to the minimum that will accommodate and serve the traffic anticipated. Service drives shall be clearly and permanently marked and defined through the use of rails, fences, walls or other barriers or markers. Service drives to drive in establishments shall be designed to avoid backing movements or other maneuvering within a street other than an alley.
- 7. Service drives shall have a minimum vision clearance area formed by the intersection of the driveway centerline, the street right of way line and a straight line joining said lines through points 30 feet from their intersection.
- 8. Parking spaces along the outer boundaries of a parking area shall be contained by a curb or bumper rail placed to prevent a motor vehicle from extending over an adjacent property line or a street right of way.

FINDING: The term "service drive" is not defined in Title 18. Section 18.04.030 defines "driveway" as "a way created to provide vehicular access from a public or private road to a garage or parking area." There is an existing driveway providing access from Highway 97 to the property and to the proposed parking area. Therefore, these criteria are not applicable because no service drives are proposed.

G. Off-Street Parking Lot Design. All off-street parking lots shall be designed subject to county standards for stalls and aisles as set forth in the following drawings and table:

FINDING: The site plan shows the proposed parking area, with individual parking areas drawn separately. The parking areas appear to meet the parking space requirements (9 x 20 feet). The applicant submitted parking lot design materials, which do not indicate how traffic flow within the parking area will be designed. Staff recommends as a condition of any approval that the applicant be required to provide a revised parking lot diagram showing the layout of all

proposed parking spaces and access aisles in accordance with DCC 18.116.030 and develop that parking area prior to initiation of the new uses.

2. <u>Section 18.116.031, Bicycle Parking</u>

New development and any construction, renovation or alteration of an existing use requiring a site plan review under DCC Title 18 for which planning approval is applied for after the effective date of Ordinance 93-005 shall comply with the provisions of DCC 18.116.031.

- A. Number and Type of Bicycle Parking Spaces Required.
 - 1. General Minimum Standard.

* * *

- c. When the proposed use is located outside of an unincorporated community, a destination resort, and a rural commercial zone, exceptions to the bicycle parking standards may be authorized by the Planning Director or Hearings Body if the applicant demonstrates one or more of the following:
 - i The proposed use is in a location accessed by roads with no bikeways and bicycle use by customers or employees is unlikely.
 - ii. The proposed use generates less than 50 vehicle trips per day.
 - iii. No existing buildings on the site will accommodate bicycle parking and no new buildings are proposed.
 - iv. The size, weight, or dimensions of the goods sold at the site makes transporting them by bicycle impractical or unlikely.
 - v. The use of the site requires equipment that makes it unlikely that a bicycle would be used to access the site. Representative examples would include, but not be limited to, paintball parks, golf courses, shooting ranges, etc.

FINDINGS: Staff believes that an exception under these criteria is available as the subject property is located outside of an unincorporated community, a destination resort, and a rural commercial zone, and because it is unlikely patrons of the facility would access the remote site by bicycle. The proposed use would generate fewer than 50 vehicle trips per day. Therefore, staff believes that the applicants' proposal qualifies for an exception to the bicycle parking requirements under this section. The applicant notes that bicycle parking could be accommodated in existing structures.

B. Bicycle Parking Design.

1. General Description.

* * *

FINDINGS: Staff believes that applicants' proposal qualifies for an exception to the bicycle parking requirements under 18.116.031(A)(1)(c). Therefore, these criteria do not apply.

IV. CONCLUSION:

Staff believes that the applicant needs to the address the following for the proposed hunting preserve/sport shooting facility expansion:

- The validity of both the right of way grant from the Bureau of Land Management, as well as the railroad crossing agreement with Burlington Northern. Both of these appear to be in the name of the Halligans, and they do not appear to be transferable documents. The BLM grant also indicates a 30-year approval, which appears to have expired in May of 2014. BNSF has indicated that the approved crossing for the former applicant (Farmland Preservation Group) has expired.
- FAA form 7460-1 and the need for it.
- The Pronghorn grazing allotment and the need for the gate closure and cattle guard.
- Fire apparatus road standards and turnaround requirements, as well as fire protection for new buildings on the site.
- Lead management plan and the need for it
- Clarification as to the direction of fire and impact zones to ensure there are no potential hazards to aircraft by errant rounds.
- Why the proposed sites for the trap, archery rounds, and rifle range are the "least suitable" for farm use on the property.

If the Hearings Officer approves the conditional use permit and site plan, staff recommends the following conditions of approval, along with any other conditions which the Hearings Officer believes are necessary:

- 1. Approval of the site plan for the proposed hunting preserve and sporting clays facility expansion is based on the submitted burden of proof statement and site plan. Any substantial change to the proposal will require a new application.
- 2. All exterior lighting for the project shall be installed in compliance with Chapter 15.10 of the County Code, Outdoor Lighting Control.
- 3. Clear vision areas shall be maintained at the driveway locations for the site.
- 4. The applicant shall gravel or pave all new areas used for the standing and maneuvering of vehicles prior to the initiation of the use.

- 5. The hunting preserve shall be limited to the subject property only, and shall not include hunting activity on the adjacent public or private land. The applicant shall meet all requirements of the Oregon Department of Fish and Wildlife for the proposed hunting preserve.
- 6. Areas used for the standing and maneuvering of vehicles shall be maintained in a manner which will not create dust problems for neighboring properties. This may include watering the roads when necessary.
- 7. The applicant shall meet all requirements of the Oregon Health Division for the drinking water supply for the proposed hunting preserve and sporting clays facility.
- 8. If required by the Burlington Northern Santa Fe Railroad, the applicant/owner shall execute a private crossing agreement with BNSF Railroad for use of the railroad crossing. This agreement shall be completed prior to commencement of operation of the new activities at the site.
- 9. The applicant shall obtain any necessary right of way grant from the Bureau of Land Management (BLM) for access to the subject property.
- 10. Required parking space shall be available for the parking of operable passenger automobiles of residents, customers, patrons and employees only and shall not be used for the storage of vehicles or materials or for the parking of trucks used in conducting the business or used in conducting the business or use.
- 11. The applicant shall provide a revised parking lot diagram showing the layout of all proposed parking spaces and access aisles in accordance with DCC 18.116.030 and develop that parking area prior to initiation of the new uses.

Dated this 14th day of July, 2015

Mailed this 14th day of July, 2015