

**COLUMBIA COUNTY PLANNING COMMISSION
STAFF REPORT**

August 27,2024

Major Variance to Operating Hours in SM Zone

HEARING DATE: September 9, 2024

FILE NUMBER: V 25-01

APPLICANT/OWNER: Willow Creek Land LLC (represented by Kerr Contractors c/o John Arambul and Bryan Kerr)
P.O. Box 1060
Woodburn, OR 97071

PROPERTY LOCATION: The subject property is located at the northeast intersection of Nicolai Road and Goble School Road in Rainier

TAX ID: 6212-00-01100 (#19332)

ZONING: Surface Mining (SM)

PROPERTY SIZE: Approximately 32.47-acres

REQUEST: The applicant is seeking a variance from the extended operation provision for Surface Mining Sites, which typically permits operations beyond the standard operating hours of 7:00 a.m. to 6:00 p.m. once every six months for up to two weeks in the Surface Mining (SM) Zone. Specifically, the applicant proposes to operate a temporary asphalt batch plant for a period of 60-days or less between the hours of 7:00 p.m. and 6:00a.m. from April 1, 2025, to September 30, 2025, for the purpose of completing an ODOT highway paving project.

APPLICATION COMPLETE: 08/02/2024

150 DAY DEADLINE: 11/30/2024

APPLICABLE CRITERIA:

<u>Columbia County Zoning Ordinance</u>		<u>Page Number</u>
Section 1040	Surface Mining (SM)	5
Section 1504	Variances	10

SUMMARY:

The applicant Kerr Contractors c/o John Arambul and Bryan Kerr, authorized representatives of the property owner, Willow Creek Land LLC, have submitted a request for a Major Variance to the extended operation provisions for Surface Mining Sites in Section 1044.5. Section 1042.8 allows for temporary asphalt batch plants to be operated for a maximum duration of 60-days, and Section 1044.5 allows for operations to extend beyond the standard operating hours of 7:00 a.m. to 6:00 p.m. once every six months for up to two weeks in the Surface Mining (SM) Zone. The submitted request would allow the applicant to operate a temporary asphalt batch plant for a period of 60-days or less, from 7:00 p.m. to 6:00 a.m. between April 1, 2025, and September 30, 2025, for the purpose of completing an Oregon Department of Transportation (ODOT) Highway 30 paving project.

The subject property, identified as the Goble Pit, is located on the northern side of Nicolai Road in Rainier and is Zoned Surface-Mining (SM). The property was approved for surface mining operations through Conditional Use Permits CU 35-91 and CU 26-92 and has been used for the extraction and processing of raw aggregate for over 30 years. Per the submitted application; *“the ODOT State highway paving project is scheduled for the allowable working season between April 1, 2025, and September 30, 2025. The actual work schedule and operation for the asphalt plant is estimated to be 60-days once weather permits”*. The Goble Pit is located in an area characterized by surface mining operations, small-scale agriculture, and low-density residential uses. Kerr Contractors Inc. and Willow Creek Land LLC own the properties to the northwest and east of the Goble Pit. As such, it is not anticipated that the extended operating hours will have a significant impact on surrounding properties in the area.

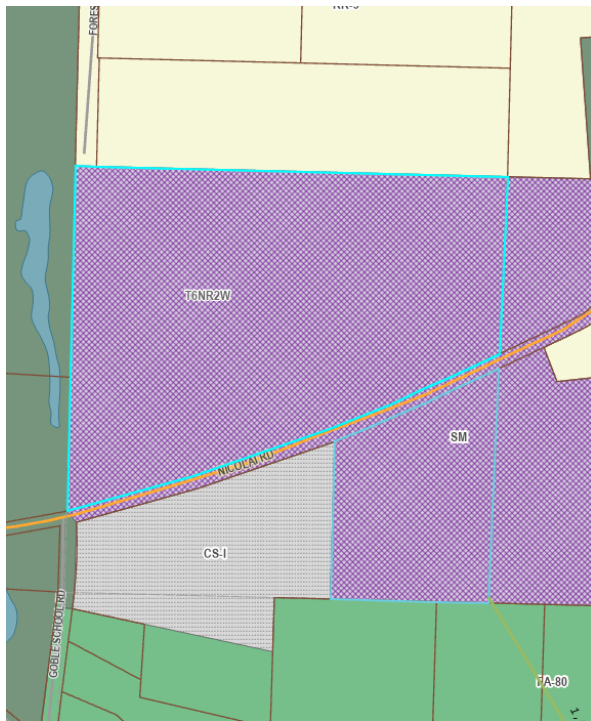
Natural characteristics of the site are as follows: According to the Oregon Department of State Wetlands Inventory Map and the Oregon Department of Forestry Stream Classification Maps, there are no water ways or other natural features that would limit development in the proposed area. The Tide Creek CPAC Beak Maps indicate that the subject property is located within a Peripheral Big Game Habitat Area. However, the site does not contain any threatened, endangered, or sensitive wildlife, plant and/or animal species, or other significant natural areas. Staff conducted a site visit on August 22, 2024, and confirmed the information on the County maps were accurate with the documentation submitted for V 25-01. FEMA Flood Insurance Rate Map (FIRM) Panel 41009C0195D identifies no special flood hazard associated with the subject property. Emergency services are provided by Columbia River Fire and Rescue (CRF&R) and the Columbia County Sheriff.

The remainder of this report will discuss the extent to which this Variance proposal conforms to the applicable criteria listed in the Columbia County Zoning Ordinance.

Submitted Site Plan



Subject Property's Aerial and PF-80 Zoning Maps



Site Visit Pictures (8/22/2024)



REVIEW CRITERIA:

The following sections of the Columbia County Zoning Ordinance apply to this application:

Section 1040 SURFACE MINING SM

1041 Purpose:

- .1 To provide for development and utilization of deposits of aggregate and resource materials.
- .2 To provide for the protection and utilization of these resources in a manner which does not conflict with other land uses.
- .3 To assure economy in handling and transportation costs by locating removal, processing, and storage activities in as close proximity to the point of end use as feasible.

1042 Permitted Uses:

The following uses shall be permitted subject to compliance with Section 1044 and all other applicable rules, standards, or statutes governing such uses, including the Columbia County Comprehensive Plan, the Surface Mining and Land Reclamation Ordinance, the Zoning Ordinance of

Columbia County, and Oregon Department of Environmental Quality rules governing sewage disposal, air, and water quality:

- .1 Removal, excavation, and processing of aggregate materials.
- .2 Equipment and structures, except residences, which are necessary or accessory to the operation of an aggregate site.
- .3 Storage of heavy equipment necessary for operation.
- .4 Agricultural practices except marijuana growing and producing.
- .5 Aggregate stockpiling.
- .6 Sedimentation ponds when used in conjunction with aggregate removal operations.
- .7 The managing, growing, processing and harvesting of timber and forest products, including the operation of accessory equipment used in the manufacturing, growing, and harvesting of forest products, as permitted in ORS 215.283(2)(i).
- .8 Concrete and asphalt batch plant on a temporary basis not to exceed 60 days.

Finding 1: The applicant is proposing to operate a temporary asphalt batch plant in the northeastern portion of the subject property. The applicant states that the requested variance to the standard operating hours required by Section 1044.5 is necessary for the ODOT State Highway paving project to occur at night. Conducting operations at night will ensure that the paving project is performed in the safest possible manner, with limited disturbance to residents of Columbia County. Per the applicant, the subject property is in close proximity to the location of the Highway Project, and siting/operating the temporary asphalt plant on this property will mitigate the number of trucks and truck traffic generated by the project.

As stated previously, this property is already authorized for uses permitted under Section 1042. The proposal submitted for V 25-01 to operate a temporary asphalt batch plant for a period of 60-days or less is a permitted use of the SM Zone. The extent to which the requested variance satisfies the variance criteria in CCZO Section 1504.1 (A) will be evaluated in Findings 6-9. Staff finds the proposal requested for V 25-01 satisfies the purpose and permitted uses of the SM Zone.

The following sections of the Columbia County Zoning Ordinance apply to this application:

1044 Operating Standards:

All mineral resource operations, either permitted or allowed by conditional use, shall conform to the following standards:

- .1 The landowner and operator shall be jointly responsible for signing the

application.

- .2 The operator and landowner must remain in compliance with, and be responsible for, all the requirements of affected agencies.
- .3 Lot or parcel size: The minimum parcel size for a permitted or conditional use shall be 2 acres.
- .4 Operating Setbacks: Each aggregate site within the district shall observe the following minimum setbacks:
 - A. No extraction or removal of aggregate is permitted within 50 feet of the right-of-way of public roads or easements of private roads.
 - B. No extraction or removal of aggregate is permitted within 50 feet of another property, nor within 200 feet of a residence or zoning district which allows a residence as a permitted use, without written consent of the property owner(s).
 - C. Processing equipment and batch plants shall not be operated within 50 feet of another property without written consent of the property owner(s). Processing equipment and batch plants shall not operate within 50 feet of a public road right-of-way

Finding 2: The applicant, Kerr Contractors c/o John Arambul and Bryan Kerr, are authorized representatives of the property owner, Willow Creek Land LLC. Notice of the proposal submitted with V 25-01 was sent to local government agencies and surrounding property owners within 1,000 ft. on August 12, 2024. As of the date of this report, LDS has not received any objections to the proposal requested for V 25-01. The approximate 32.47-acre subject property is bordered by PF-80 Zoned property to the west, RR-5 zoned property to the north, SM Zoned property to the east, and CS-I/FA-80 Zoned property to the south. The temporary asphalt batch plant is proposed to be located on the northeastern portion of the subject property, in a location that satisfies the minimum setback requirements. Staff finds that the proposal submitted for V 25-01 complies with the operating standards in CCZO Section 1044.1-1044.4.

1044 Operating Standards:

- .5 Operating Hours: Operation shall not start before 7:00 a.m., nor continue after 6:00 p.m. daily, except as authorized by Subsection 1046. The Department may exempt isolated aggregate sites from the established operating hours. Notice of the proposed change in operating hours must be provided to all property owners within a 1,000 foot radius of the aggregate site and to owners of property adjacent to private aggregate site access road. If no request for a public hearing is made within ten calendar days of mailing said notice, the operating hours shall be changed as requested by the aggregate operator. The Commission may, at any time, require resumption of standard

operating hours. If a request is made for a public hearing, adjustment of standard operating hours shall be determined by the County. The Department may approve one period of extended operation beyond the 7:00 a.m. to 6:00 p.m. operating hours once every six months, not to exceed a two week period.

Finding 3: The applicant proposes to operate a temporary asphalt batch plant for a period of 60-days or less from April 1, 2025, to September 30, 2025, between the hours of 7:00 p.m. and 6:00 a.m. CCZO Section 1044.5 allows for surface mining operations to extend beyond the standard operating hours of 7:00 a.m. to 6:00 p.m. once every six months for a maximum time period of two weeks, as granted by the Department. With that being said, the proposed use of the property to extend the operating hours for a period of 60 days requires variance approval from the Commission. Staff finds the extent to which the proposal submitted for V 25-01 satisfies the variance criteria in Section 1504.1(A) will be evaluated in Findings 6-9.

1044 Operating Standards:

- .6 Visual Impacts: Existing trees and other natural vegetation adjacent to any public park, residential development, public road, or residential zoning district shall be preserved for a minimum width of 25 feet. Screening shall be provided at the boundary of the property on which the surface mining operation is located. If such trees and other vegetation are insufficient to provide a screen, such screening may be accomplished by one or more of the following:
 - A. A sight-obscuring fence or wall;
 - B. A landscaped berm or preservation of a natural slope;
 - C. Use of native vegetation, or plants and trees with demonstrated ability to thrive under the anticipated conditions.
- .7 Access: The operation shall have access to a public road with two-way capacity. The County may impose weight/load restrictions and/or require the operator to post an adequate surety bond for road repairs. An on-site access or service road used for mining shall be dust-free at all points within 300 feet of a public road or residence off the property being mined.
- .8 Noise: Each aggregate site shall operate with the applicable noise standards required by the Department of Environmental Quality or other state or federal agencies.
- .9 Water Quality: All aggregate sites in the district shall be operated in a manner which will not create turbidity, cause siltation, deposit undesirable materials, or adversely affect water temperatures in any stream, drainage, or river. In addition, the operator shall not cause contamination of groundwater or change a stream channel unless the

channel change has previously been approved by all applicable state and federal agencies. Provisions for settling ponds, diversion dikes, channels, and other structures may be required to protect these water resources.

Finding 4: The site plan submitted with V 25-01 and the site visit conducted by Staff on August 22, 2024, indicate that the temporary asphalt batch plant will be located in an area that is screened from adjacent properties and roadways. Additionally, the temporary asphalt plant will not require the applicant to remove additional trees or other vegetation as the area has already been disturbed by routine operations associated with the Goble Pit.

The application indicates that access to the property will be achieved via Nicolai Road. The following conditions of approval have been added to reflect the comments submitted by Columbia County Public Works on August 23, 2024:

- The Applicant must obtain a road access permit for the existing access point that connects to Nicolai Road.
- The Applicant shall install a temporary streetlight at the active access point onto Nicolai Road to help improve safety at the intersection.
- The applicant shall place temporary signage warning drivers of the truck traffic/trucks entering the roadway during the extended hours of operation.

The applicant states that the close proximity between the asphalt plant and the paving project will significantly reduce the number of trucks required. Additionally, conducting operations at night will reduce conflict with residential traffic patterns, resulting in minimal disturbance to neighboring residents. Staff concurs with the statements made by the applicant, and LDS has not received any objections from neighbors or residents of Columbia County as of the date of this report. Lastly, the proposal will not create any adverse water quality impacts as there are no natural water ways, ponds, or wetlands located on the site. Staff finds the request submitted with V 25-01 satisfies the criterion in CCZO Section 1044.6-1044.9.

Continuing with Section 1504 of the Columbia County Zoning Ordinance:

1504 VARIANCES:

Except as provided in Section 1504.4 below, there are 2 classes of variances to the standards established in this ordinance. A Minor Variance is defined as a request for a variance of less than 25% from a dimensional requirement such as setbacks, height, lot or parcel coverage, lot or parcel width, or lot or parcel depth, or a request for a variance of less than 10% from a minimum lot or parcel size requirement. All other variances are defined as Major Variances. Use variances are not permitted under this ordinance except as permitted under Section 1505.1 "Temporary Permits: Use Not Allowed in District".

Major Variances from the lot or parcel size requirements of the Primary

Agriculture (PA-38), Forest Agriculture (FA-19), Primary Forest (PF-76) and Rural Residential (RR-5) zones are not permitted under this ordinance.

- .1 Major Variances: The Planning Commission may permit and authorize a variance from the requirements of this ordinance when unusual circumstances cause undue hardship in the application of it. The granting of such a variance shall be in the public interest.

Finding 5: The proposal submitted for V 25-01 does not require deviations from the minimum dimensional requirements or lot and parcel size requirements of the SM zone. Therefore, the proposal submitted for V 25-01 shall be reviewed and approved by the Planning Commission as a Major Variance. More specifically, the applicant requests a variance from CCZO Section 1044.5, which allows for surface mining operations to extend beyond the standard operating hours of 7:00 a.m. to 6:00 p.m. once every six months for a maximum time-period of two weeks. If approved, the applicant will be authorized to operate the temporary asphalt batch plant between the hours of 7:00 p.m. and 6:00 a.m., for a period of up to 60-days, from April 1, 2025, to September 30, 2025.

On July 26, 2024, the applicant submitted a Major Variance Permit Application to Land Development Services (LDS) in compliance with the requirements in Section 1504.3(A and B) of the Zoning Ordinance. On August 12, 2024, LDS notified surrounding property owners within 1,000 ft. with a Notice of Public Hearing, and the affected government agencies and the Tide Creek CPAC with a Referral and Acknowledgement of the proposal requested for V 25-01. As of the date of this report, none of the notified neighbors or affected agencies have submitted any objections to the proposal requested for V 25-01. For these reasons, Staff finds the requirements in Section 1504.1 have been satisfied.

Continuing with the Columbia County Zoning Ordinance Section 1504.1(A):

- A. A variance shall be made only when all the following conditions and facts exist:
 1. The granting of the variance will not be detrimental to the public safety, health, or welfare, or injurious to other property;

Finding 6: Staff finds the granting of this Major Variance should not be detrimental to the public safety, health, or welfare, or injurious to other properties as this request is limited to extending the operating hours of a temporary asphalt batch plant, a permitted use in the SM Zone, and the site currently operates as a surface mining operation. Documents submitted with V 25-01 indicate that truck deliveries between the asphalt plant and the Highway 30 project in Rainier, will be between the hours of 7:00 p.m. and 6:00 a.m., a time where conflicts with residential traffic will be minimized. Additionally, the applicant states that the subject property is in close proximity to the Highway 30 project, which will significantly reduce the number of trucks required. Lastly, and per the applicant, “*granting this variance allows for improving (the)*

paving of Highway 30 in Columbia County, which contributes to improving public safety and welfare on this highway”.

With the conditions of approval added to reflect comments submitted by Columbia County Public Works, and with no comments submitted by Columbia River Fire & Rescue (CRF&R), there is no evidence indicating that public roads or emergency/fire services and facilities will be significantly impacted by the proposed use of the property. Staff finds the proposal submitted for V 25-01 satisfies the criterion in Section 1504.1(A)(1).

Continuing with the Columbia County Zoning Ordinance Section 1504.1(A):

2. The conditions upon which the request for a variance is based are unique to the property for which the variance is sought and are not applicable generally to other property;

Finding 7: Per the applicant, *“asphalt paving material must be produced and installed within a very limited window of time”*. The subject property’s unique conditions are attributed to the fact that it is located in close proximity to the Highway 30 project in Rainier. If approved, the proposal submitted for V 25-01 would enable the production and efficient transportation of asphalt from the Goble Pit to the Highway 30 project, at a time of day where impact on residential traffic would be minimized. Additionally, and as mentioned throughout this report, the subject property is already approved for surface mining uses, and temporary asphalt batch plants for a period of 60-days or less are a permitted use in the SM Zone. The request submitted for V 25-01 would only authorize operations of a permitted use to occur between the hours of 7:00 p.m. and 6:00 a.m. for a period up to 60 days. Staff finds that the subject property’s current uses and proximity to the Highway 30 project are unique and generally do not apply to other property in the SM Zone. Staff finds the criterion in Section 1504.1(A)(2) has been met.

Continuing with the Columbia County Zoning Ordinance Section 1504.1(A):

3. Approval of the application will allow the property to be used only for purposes authorized by the Zoning Ordinance;

Finding 8: As covered in Finding 1, concrete and asphalt batch plants on a temporary basis not to exceed 60-days is a permitted use within the SM Zone. The proposal submitted for V 25-01 only requires a variance from the standard operating hours established in CCZO Section 1044.5, to conduct the Highway 30 paving project during the night. Staff finds that the proposed temporary asphalt batch plant is a permitted use on the subject Surface Mine zoned property. With this finding, the criterion in Section 1504.1(A)(3) has been met.

Continuing with the Columbia County Zoning Ordinance Section 1504.1(A):

4. Strict compliance with the Zoning Ordinance would create an unnecessary hardship;

Finding 9: As stated in Finding 4, strict compliance with the Zoning Ordinance and specifically the required operating hours of 7:00 a.m. to 6:00 p.m. would create an unnecessary hardship for the applicant and residents of Columbia County. Adhering to the standard operating hours would require the applicant to conduct transportation to and from the highway project during peak transit hours and for a duration that could potentially exceed 60-days. Authorization of this variance would help to ensure that the Highway project is done in an efficient manor, at a time of day that has reduced impact on traffic patterns and residents of Columbia County.

Continuing with the Columbia County Zoning Ordinance Section 1504.1(A):

5. The granting of the variance will not adversely affect the realization of the Comprehensive Plan nor violate any other provision of the Zoning Ordinance.

Finding 10: The request for a variance from the standard operating hours for surface mining sites does not appear to adversely affect the realization of the Comprehensive Plan nor be inconsistent with the intent of the SM Zone as consistently demonstrated throughout this report.

The research and analysis supporting these previous Findings identify various reasons why Planning Staff supports the submitted variance, all of which are uniquely characterized and apply only to the subject 32.47-acre SM zoned site. This report has evaluated evidence and consistently found that the proposal requested for V 25-01 will only authorize the subject SM Zoned parcel to be used for operations that comply with Section 1040 of the Columbia County Zoning Ordinance. All future site development will be reviewed by the County Planner for consistency for with the applicable Goals and Policies of the Comprehensive Plan that are implemented through the County's Zoning Ordinance. For these reasons, Staff finds this criterion is satisfied.

Continuing with the Columbia County Zoning Ordinance Section 1504.1:

- B. A variance so authorized shall become void after the expiration of 1 year if the next step in the development process has not been applied for.

Finding 11: If this variance is approved, the applicant shall submit a copy of the final contract for the ODOT Highway Project to LDS and begin operations for the project within 1 year of the final decision, or this approval will expire. The final contract shall provide the proposed start and end dates for the project and demonstrate consistency with the request associated with the variance application V 25-01.

Continuing with the Columbia County Zoning Ordinance Section 1504.1:

- C. The Planning Commission may impose whatever reasonable requirements it feels will fulfill the intent of this ordinance.

Finding 12: Staff has proposed conditions 1-6 at the end of this staff report. The Commission may modify/add/remove conditions onto their decision as they deem appropriate.

COMMENTS:

County Building Official: Has reviewed the application and has no objection to its approval as submitted.

Columbia River PUD: Has reviewed the application and has no objection to its approval as submitted.

Columbia County Public Works Department: The Applicant must obtain a road access permit for the existing access point that connects to Nicolai Road. The Applicant shall install a temporary streetlight at the active access point onto Nicolai Road to help improve safety at the intersection. The applicant shall place temporary signage warning drivers of the truck traffic/trucks entering the roadway during the extended hours of operation.

County Sanitarian: No comments have been received as of the date of this report.

Columbia River Fire and Rescue: No comments have been received as of the date of this report.

Tide Creek CPAC: No comments have been received as of the date of this report.

Oregon Department of Geology and Mineral Industries (DOGAMI): No comments have been received as of the date of this report.

Oregon Department of Transportation (ODOT): No comments have been received as of the date of this report.

STAFF COMMENTS, CONCLUSION AND RECOMMENDATION:

Based on the facts, findings, and comments herein, Planning Staff recommends that the Planning Commission **APPROVE variance application V 25-01**, the applicant's request of a Major Variance to the extended operation provisions for Surface Mining Sites in Section 1044.5, for the SM zoned property, to allow the applicant to operate a temporary asphalt batch plant for a period not to exceed 60-days, between the hours of 7:00 p.m. and 6:00 a.m. from April 1, 2025, to September 30, 2025, for the purpose of completing an ODOT highway paving project subject to the following conditions:

Conditions of Approval:

1. This variance shall become void if the applicant does not submit a copy of the final contract with ODOT and begin operations for the project within **one year** of the

final decision for V 25-01. The final contract or other documentation shall include the proposed start date and end date for the proposed project.

2. The applicant shall operate the temporary asphalt batch plant for a period of no more than 60 days within the project timeframe of April 1, 2025 – September 30, 2025.
3. The Applicant shall obtain a road access permit for the existing access point that connects to Nicolai Road.
4. The Applicant shall install a temporary streetlight at the active access point onto Nicolai Road to help improve safety at the intersection.
5. The applicant shall place temporary signage warning drivers of the truck traffic/trucks entering the roadway during the extended hours of operation.
6. All future site development on the property shall be reviewed for consistency with the applicable provisions in Section 1040 of the Zoning Ordinance related to development of SM zoned properties.

Attachments: Submitted Application and Site Plan
Vicinity Map, Address Map, Zoning Map, Agency Comments