

**COLUMBIA COUNTY PLANNING COMMISSION
STAFF REPORT**

January 27, 2025

Determination of Similar Use and Site Design Review for the Old St. Helens Golf Course

HEARING DATE: February 3, 2025

FILE NUMBER: DSU 25-01 & DR 25-04

APPLICANT/OWNER: Columbia County Sports LLC (Represented by Matt Treat)
506111 Hemlock Avenue, Scappoose, OR 97056.

PROPERTY LOCATION: 57246 Hazen Road, Warren, OR 97053

TAX MAP ID: 4213-D0-00103 (#8930)
4213-A0-03000 (#8923)

ZONING: Community Service - Recreation (CS-R)
Rural Residential - 5 (RR-5)

PROPERTY SIZE: Approximately 77-acres
Approximately 0.55-acres

REQUEST: Columbia County Sports LLC has applied for a Determination of Similar Use Application (DSU 25-01) to allow a frisbee golf course, wedding/event venue, putting course, golf simulators, driving range, indoor/outdoor sports, golf course, practice greens, club house and restaurant, and a Site Design Review Application (DR 25-04) for a frisbee golf course with check-in stand and associated operations.

APPLICATION COMPLETE: 11/08/2024

150 DAY DEADLINE: 04/07/2025

APPLICABLE CRITERIA:

<u>Columbia County Zoning Ordinance</u>	<u>Page Number</u>
Section 1020 Community Service Recreation (CS-R)	5
Section 1100 Flood Hazard Overlay	15
Section 1170 Riparian Corridors and Wetlands	19
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Section 1550 Site Design Review	37

January 6, 2025, Planning Commission Meeting:

On January 6, 2025, during the Planning Commission Meeting, the Commission opened and immediately continued the hearing for Columbia County Sports LLC's Determination of Similar Use Application (DSU 25-01) and Site Design Review Application (DR 25-04) to February 3, 2025. This continuation was based on staff's recommendation to allow the applicant additional time to submit the required Trip Generation memo and Fire Marshall Setback Letter. Both have since been received, are included in the record before the Planning Commission for this matter and are discussed in detail below. The following background provides an overview of the applications and the proposed uses under consideration. The applications have been consolidated into a single proceeding pursuant to ORS 215.416(2).

Background

The applicant, Columbia County Sports LLC, represented by Matt Treat, is seeking approval for two applications as part of this consolidated proceeding: a Determination of Similar Use (DSU 25-01) and a Site Design Review (DR 25-04) together, the "application". The application proposes an immediate establishment of an 18-hole frisbee golf course, and a check-in shed on a 77-acre property located at 57246 Hazen Road in Warren. The property, historically the St. Helens Golf Course, was operational from approximately 1959 to 2018. The zoning designation for the site is Community Service - Recreational (CS-R). The site also includes a smaller parcel, associated with Map ID 4213-A0-03000, measuring approximately 0.55 acres, adjacent to the main property. This parcel is located within the Rural Residential - 5 (RR-5) zone. While this parcel is part of the same tract, no activities or recreational activities are proposed on this property at this time.

Staff has determined that the proposed uses are not explicitly listed as permitted or conditional uses in the CS-R zone. Thus, DSU 25-01 seeks approval under Columbia County Zoning Ordinance (CCZO) Section 1022.4, which allows the Planning Commission to authorize new uses deemed "similar" to those permitted in the zone.

In addition to the frisbee golf course and check-in shed, DSU 25-01 outlines a broader long-term vision to restore and expand the property's recreational facilities. Proposed future uses include a revised 9-hole golf course with practice greens, driving range, putting course, golf simulators, a field house with indoor and outdoor sports, a revitalized clubhouse and restaurant, and an events barn. However, those uses will require separate design review approval prior to permit issuance and implementation. Only the frisbee golf course and check-in shed are being considered under the current Site Design Review application (DR 25-04).

Scope of Applications

Uses included for review in DSU 25-01 and DR 25-04

Proposed for immediate approval and implementation

- 18 Hole Frisbee Golf Course
- 1 check-in shed

Uses included for review in DSU 25-01 but not included in DR 25-04

The following proposed Uses were submitted for review with DSU 25-01; however, they will require approval via separate Design Review application(s) prior to implementation/permit issuance

- Revised 9-hole Golf Course with Practice Greens
- Revitalized clubhouse and restaurant
- New 300-yard driving range
- New putting course (higher quality miniature golf)
- New Golf simulators
- New Field house with indoor and outdoor sports
- New events barn for hosting weddings/events, food and beverage options for the golf course.

The applicant's narrative asserts that the proposed frisbee golf course and check-in shed will have minimal impact on the site and its surroundings while enabling short-term operation during an estimated 1–2-year period in which the applicant intends to procure funding and design approval for future phases that will incorporate the other uses included in DSU 25-01 but not included as part of DR 25-04.

Operational Features

Parking and Access

Access to the site will be achieved by an existing driveway that connects Hazen Road to the southern parking lot. Per the submitted site plan, the existing parking lot provides 65 parking spaces, including 2 standard ADA-compliant spaces, 1 van-accessible ADA-compliant space, and a fire truck turnaround. The applicant proposes providing temporary overflow parking for tournaments in the field located to the south of the existing parking lot.

Tournaments

The applicant indicates that they desire to host frisbee golf tournaments three to six times per year, with a maximum of 150 participants depending on the format. A Trip Generation Memo has been provided per the request of Columbia County Public Works to evaluate the transportation impacts of these events, discussed below.

Check-In Shed

The check-in shed will be used to check-in frisbee golfers and will offer minimal refreshments and gear. The use of the property as proposed under DR 25-04 will not require water connections, and water infrastructure limitations have been noted by the Warren Water Association. Wastewater generated by this use will be managed using portable toilets.

Existing Structures:

The site contains a 1934 single-family dwelling, a clubhouse, and a maintenance barn. Public access to these structures will be restricted, with limited employee access to the maintenance barn. The demolished cart barn is not proposed to be rebuilt during this phase. No new permanent structures are proposed at this time.

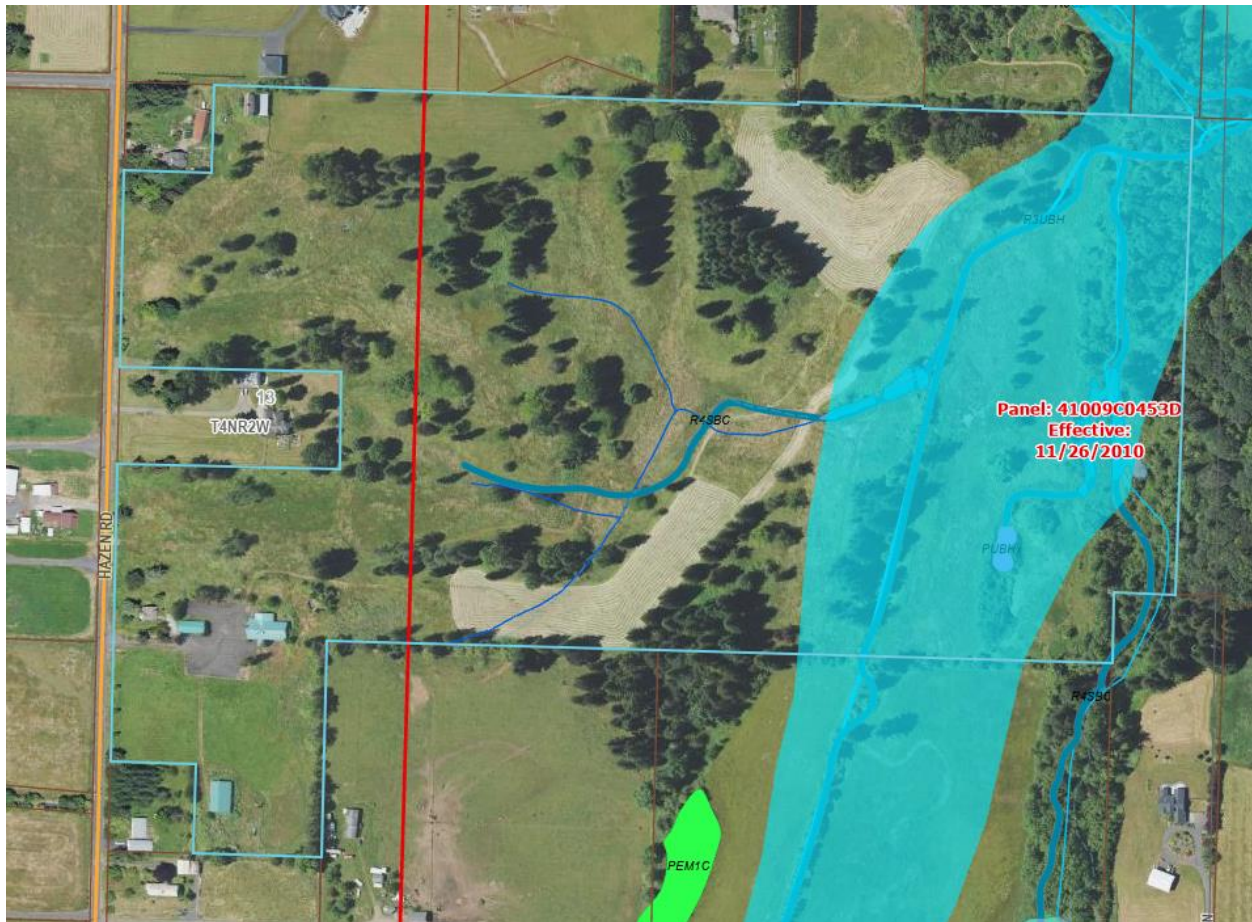
Environmental and Natural Features

The Oregon Department of Forestry Stream Classification Maps indicate that there are several streams that are located on the subject property. The eastern stream (McNulty Creek) is fish-bearing with associated wetlands, requiring a 50-foot riparian buffer under CCZO Section 1172(A)(2). The western stream is non-fish bearing but also contains wetlands. The FEMA Firm Panel 41009C0435D identifies portions of the site as within a special flood hazard area. The submitted site plan displays that frisbee golf holes 2-8 will be either partially or entirely located within this area. To mitigate impacts, the applicant proposes features such as above-ground tee pads, signage, and frisbee baskets, which are removable and will not disturb the terrain. The site is not located within a Big Game Habitat Area, nor does it contain any identified threatened, endangered, or sensitive wildlife, plants, or other significant natural areas. The County requires that the final site plan delineate the riparian corridor and distances between it and the proposed features to ensure compliance.

Key Agency Comments

- Columbia County Sanitarian provided comments stating that they have no objections to the frisbee golf course and food cart but noted that future phases that involve more intensive uses will require improvements to the existing wastewater treatment infrastructure. The County Sanitarian has requested that the applicant submit documentation which displays that the proposed portable toilets are owned and maintained by a Licensed Sewage Disposal service. Condition No. 9 (e) is intended to address the issue raised by the County Sanitarian.
- Columbia County Public Works Requested a Trip Generation Memo to confirm whether traffic impacts, especially during tournaments with up to 150 participants, would trigger the need for a Transportation Impact Analysis (TIA). The applicant has submitted a Trip Generation Memo, discussed below. Additionally, Public Works stated that the applicant would need to receive an approved road access permit for the existing connection to Hazen Road per Ordinance 2006-04. Condition No. 10 (a), intended to address this issue raised by Public Works. *Detailed analysis of updated comments made by Public Works will be made in later findings.*
- Warren Water Association noted existing water pressure issues in the area surrounding the subject property and stated that no additional connections are currently available beyond those serving the clubhouse and residence.
- Columbia River Fire and Rescue provided comments indicating that no minimum setback for fire safety is required at this time. Additionally, as long as no changes are made to the current buildings and the County raises no objections, the fire district does not have any objections at this time.
- The Columbia County Building Official provided comments stating that the owner will be required to all necessary permits. Condition No. 3, intends to address comments made by the Building Official.

Natural Features



REVIEW CRITERIA:

The following sections are taken from Part XIV - Public Facilities & Services, of the Columbia County Comprehensive Plan:

PUBLIC FACILITIES AND : GOALS AND POLICIES

GOAL:

To plan and develop a timely, orderly, and efficient arrangement of public as a framework for urban and rural development.

POLICIES: It shall be County policy to:

[...]

21. Designate as Community Service Recreational (CSR) those lands that:

- A. Support various types of public and private recreational facilities existing as of the date of this ordinance; or,

Finding 1: As mentioned in the background section of this report, the subject property was operated as the St. Helens Golf Course from approximately 1959-2018. When the Board of Commissioners adopted countywide zoning in 1984, the Board recognized the subject property's then-existing recreational use by assigning it the CS-R zoning designation and establishing it as significant, privately-owned recreation facility within the Comprehensive Plan. Staff finds that the proposal is consistent with the Comprehensive Plan's policy to promote recreational uses and facilities on designated CS-R lands.

Section 1020 COMMUNITY SERVICE - RECREATION CS-R

1021 Purpose: This section provides for the review and approval of the location and development of special uses which by reason of public necessity and unusual character or effect on the neighborhood may not be suitable for listing with other sections of this Ordinance. The CS-R District is for the establishment of various types of public recreation facilities. This District is intended to function as a regular District within the Community Service designation.

1022 Permitted Uses:

- .1 Public recreation facilities including parks, boat ramps, highway waysides, rest areas, campgrounds, and other similar uses.
- .2 Private recreational facilities such as parks, boat ramps, and campgrounds, whether or not they are open to the public.
- .3 A single family dwelling or mobile home for a watchman or caretaker in conjunction with a permitted use.
- .4 Other uses held similar by the Commission.
- .5 Non-residential accessory buildings.

Note: The Board of County Commissioners has found the following to be similar to the above uses: "Miniature Golf Courses" (BCC Order No. 118-95)]

Applicants Description of Uses proposed in DSU 25-01 and DR 25-04:

As mentioned throughout this report, only the Frisbee Golf Course and check-in stand can be approved by DSU 25-01 and DR 25-04. All other listed Uses within DSU 25-01 will require separate Design Review approval prior to implementation.

18 Hole Frisbee Golf Course

Per the applicant the proposed 18-hole Frisbee Golf course and concession stand/food cart are intended to be operational for the next 1-2 years while the other phases and areas of development occur, including the fundraising towards the larger projects.

Check-in shed

The applicant proposes a temporary, movable check-in stand to facilitate operations for the frisbee golf course. This structure will serve as the primary point for player registration, selling basic gear, and providing refreshments.

Applicant's Salient Points submitted for Uses proposed in DSU 25-01 and DR 25-04:

In response to question #2 of the DSU application form, regarding the subject property's Suitability in relation to the proposed uses, the applicant states; *"our land is zoned recreational already, and frisbee golf is pure recreation...we see this as no different, if not less impactful than traditional golf"*.

In response to questions 3-5 of the DSU application, the applicant reiterates the notion that the proposed frisbee golf course is a less intensive recreational use of the subject property in comparison to the previously existing 9-hole golf course. Therefore, the applicant believes that the proposed uses are compatible with the surrounding area, should not create additional hazards, and should have little impact to public facilities and neighboring property owners. The submitted application indicates that no new, permanent buildings are proposed, and there will be no access or usage of existing buildings onsite as part of operations other than use of the maintenance barn (employees only). The applicant indicates that they intend to place a *"temporary/moveable shack or 'foot cart' like 'front of house'"* in the southern parking lot. The temporary structure is intended to be used to check-in frisbee golfers and sell gear and miscellaneous concession items.

Finding 2: Staff finds the applicant has demonstrated that the proposed 18-hole frisbee golf course and accessory concession stand/food cart are recreational uses, and are therefore similar to, and consistent with the purpose and other types of permitted recreational uses in the CS-R Zone. Staff agrees with the applicant's statement that the frisbee golf course and check-in stand will be less disruptive than the pre-existing 9-hole golf course. Additionally, and as referenced in Section 1022, the County Board of Commissioners have previously determined that similar recreation facilities, such as miniature golf courses, fall within the scope of the CS-R Zone. Upon obtaining Planning Commission approval of frisbee golf as a similar use, the applicant is still required to obtain approval for the design of the project through the submitted Type 2 Site Design Review application, DR 25-04.

Applicants' description of Uses proposed only as part of DSU 25-01:

As stated throughout this report, the remaining uses can be authorized by the Planning Commission as part of DSU 25-01. However, the applicant will still be required to obtain approval of separate Design Review Application(s) prior to implementation/permit issuance

authorizing those uses, similar to how the applicant is required to obtain Design Review approval to allow frisbee golf at the site. The remaining Uses included in the request submitted for DSU 25-01 are;

Revised 9-hole Golf Course with Practice Greens

The applicant proposes restoring the 9-hole golf course, including chipping and putting practice greens, to align with the property's historical use and recreational intent.

Clubhouse and Restaurant

Proposed as accessory facilities, the clubhouse and restaurant would provide food and beverages to support the recreational activities and events on site.

Driving Range

A full-length, 300-yard driving range is proposed to offer practice opportunities for golf enthusiasts and players of varying skill levels.

Putting Course

Similar to a "miniature golf course", the proposal includes a standalone, higher-quality synthetic putting course, to be designed as a separate recreational attraction from the main golf course.

Golf Simulators

Advanced golf simulators, such as *Trackman* systems, are propose for installation in the clubhouse or event barn, offering a modern, tech-based golf experience.

Indoor/Outdoor Sports

A proposed "Field House" would accommodate indoor activities such as basketball, soccer, and volleyball. Outdoor fields would host baseball, softball, and potentially other sports like flag football and lacrosse, depending on space availability.

Event Hosting

The applicant proposes constructing a barn for hosting weddings, corporate events, and family gatherings, complete with catering and kitchen facilities to support such activities as an accessory use to the recreation offerings.

Applicant's Salient Points submitted for Uses proposed only as part of DSU 25-01:

In response to question #2 of the DSU application form, regarding the subject property's Suitability in relation to the proposed uses mentioned above, the applicant states; "*Regarding all the other proposed uses, these can all easily be described as recreational or supporting the core recreational activities*".

In response to question #3 of the DSU application form, regarding the proposed Uses and their Compatibility with the surrounding uses and those permitted or conditionally by the underlying zone, the applicant states; "*(the proposed uses will be)no different, if not less impactful than*

traditional golf or the current/previous structures (clubhouse, restaurant, hay barn, maintenance shed, etc), there should be no questions about compatibility with surrounding uses”.

In response to question #4 of the DSU application form, regarding the proposed Uses and the Impact they will have on existing public facilities, or neighboring property owners’ ability to use their land, the applicant states *“None. There will be little impact compared to the approved use of traditional golf or its operations since 1959. Regarding possible view change from the neighboring properties, these will all be addressed via the future SDR public comment periods, but nothing will impact the use of the neighboring land as is currently”.*

Finding 3: Staff finds that the future uses of the site requested for approval with DSU 25-01 are recreational or accessory to recreational use of the property and align with the intent of the CS-R zoning district. The individuals uses are analyzed as follows:

Revised 9-hole Golf Course with Practice Greens

Restoring the 9-hole golf course aligns with the historical recreational use of the property and reflects the site’s original design as a golf course. This proposal supports the recreational intent of the CS-R zone by maintaining and enhancing traditional golfing activities and private recreation facilities.

Clubhouse and Restaurant

The clubhouse and restaurant are proposed to serve as accessory facilities providing food, beverages, and amenities to support the recreational activities and enhance the overall visitor experience. These uses are commonly associated with private recreational facilities, (such as golf courses) and are consistent with the CS-R Zone.

Driving Range

The proposed full-length, 300-yard driving range compliments the proposed golf facilities and provides a specialized private recreational practice area for golfers of all skill levels. The use is consistent with uses historically conducted on the subject property and other recreational uses permitted in the CS-R Zone.

Putting Course

The putting course is proposed to be a higher quality form of miniature golf, which was previously found to fall within the scope of uses permitted in the CS-R zone by the Board of Commissioners. This feature expands the variety of recreational activities and facilities intended to be offered on the site.

Golf Simulators

The proposed golf simulators, which are intended to offer a modern, technology-based recreation experience, are consistent with private recreational facilities and align with the CS-R zone’s purpose of promoting recreational opportunities.

Indoor/Outdoor Sports

The proposed field house and outdoor sports fields are intended to offer spaces for activities such as basketball, volleyball, soccer, and baseball, which are private recreational uses that align with the CS-R zone's intent to support diverse recreational opportunities.

Event Hosting

The event barn is intended to host private events such as weddings, corporate gatherings, and family celebrations. Based on the applicant's narrative, it is intended to function similarly to activities typically permitted as private recreation facilities such as private parks, which is a permitted use of the CS-R zone.

Staff concludes that these proposed uses are either private recreation facilities or accessory to such facilities, which are permitted within the CS-R zone. While the uses are consistent with the intent of the zone, it is noted that they are not included for review in the current Site Design Review (DR 25-04) application. Future Design Review application(s) will be required to evaluate each phase for compliance with applicable standards, including impacts on transportation, infrastructure, and natural resources.

Continuing with CCZO Section 1024:

1024 Restrictions and Conditions: These public facilities have a direct impact upon the adjoining properties. The Commission will study each request to establish a new CS-R use and shall attach adequate conditions to the approval to insure the adverse impact of the recreational use upon the adjoining land uses have been mitigated. A Site Design Review for a Conditional Use in this zone may be processed concurrently with the Conditional Use Permit with a single hearing and a single fee which will be the higher of the 2 permit fees.

Conditions shall include:

- .1 Landscaping, berming, fencing, or screening.
- .2 Off-street parking in accordance with Section 1400.
- .3 Limitations on the type and amount of external lighting.
- .4 Limitations on the number and location of access points which connect with County roads or public ways.
- .5 The Commission may attach as many conditions, such as setbacks, screening, off-street parking and unloading, construction standards, maintenance and landscaping requirements, as it deems necessary to protect the public health, safety, welfare, the adjoining property owners and the public interest.
- .6 A new CS-R use within an Urban Growth Boundary shall be served by public water and public sewer when appropriate. The Commission may waive the requirement for connection to public sewer if it can be

shown that the proposed use can be safely served in another manner. In this case, the Commission shall require that the CS-R use be connected to public sewer when it becomes available to the site.

Finding 4: The submitted site plan indicates that the proposed 18-hole frisbee golf course will utilize areas and features already disturbed by the former St. Helens Golf Course, requiring minimal new infrastructure. The applicant proposes elements including framed synthetic turf pads, 4”x4” post-style signage, and both in-ground and above-ground assemblies for the frisbee baskets, all of which are designed to be removeable. No permanent structures or significant grading activities are proposed as part of the submitted applications, and all operations will occur within the existing property boundaries.

It is important to note that future uses proposed in DSU 25-01, including the revised 9-hole golf course, driving range, putting course, clubhouse, restaurant, event barn and other facilities are only under review for their similarity and consistency with the purpose and permitted uses of the CS-R zone. While these uses have been found to be generally consistent with the intent of the CS-R Zone, they will require separate design review application to ensure compliance with applicable zoning and development standards prior to implementation.

For the immediate uses proposed in DR 25-04, being the frisbee golf course and check-in shed, the extent to which the application satisfies off-street parking requirements outlined in Section 1400, will be evaluated in later findings. The application indicates that access will be achieved via the existing driveway on the southwestern portion of the property, with comments submitted by Columbia County Public Works addressed in the recommended conditions of approval. The submitted application indicates that the proposed hours of operation will be from 7:00 a.m. to sundown. No exterior lighting is proposed at this time. Minimum setbacks will be discussed in later in the report. Lastly, the property is not located within an Urban Growth Boundary (UGB); therefore, CCZO Section 1024.6 does not apply to these applications. Based on the submitted information and proposed conditions of approval, staff finds that the proposed uses comply with the provisions in CCZO Section 1024.

Continuing with Section 1025 of the CCZO:

1025 Approval of Community Service-Recreation use outside the Urban Growth Boundaries. Before a CS-R use is approved, outside the Urban Growth Boundaries, the Commission shall find that the CS-R use:

- .1 Is consistent with the character of the area.
- .2 Will not adversely affect natural resources of the area.
- .3 Will not conflict with or infringe upon the farm or forest uses in the area.
- .4 Will not require any public services other than those already existing or programmed for the area.
- .5 Will not create any traffic hazards.

Finding 5: While all uses proposed in DSU 25-01 are new and must be reviewed under CCZO section 1025, only the frisbee golf course and check-in shed are proposed for immediate development under DR 25-04. The remaining uses outlined in DSU 25-01, including the revised 9-hole golf course, practice areas, driving range, putting course, indoor/outdoor sports, event barn, clubhouse and restaurant, will require separate design review application to assess compliance with the criteria in Section 1025 when those phases are brought forward for development. As such, Staff finds that certain criteria in Section 1025.4 and 1025.5, such as impacts on public services and transportation, are only applicable to the uses requested for approval as part of DR 25-04.

Continuing with analysis of the criteria listed in CCZO Section 1025:

1025 Approval of Community Service-Recreation use outside the Urban Growth Boundaries. Before a CS-R use is approved, outside the Urban Growth Boundaries, the Commission shall find that the CS-R use:

- .1 Is consistent with the character of the area.

Finding 6: As shown on the Aerial and Zoning attached to this report, the subject property is surrounded by properties zoned Forest Agriculture (FA-80) and Rural Residential (RR-5 & RR-2). Staff concurs with the analysis provided in the applicant's narrative which states that the proposed 18-hole frisbee golf course and check-in shed represent a less intensive use of the property compared to the previously existing golf course. No public comments opposing the request for DSU 25-01, and DR 25-04 have been received as of the date of this report. The applicant's narrative states that they anticipate regular operations to attract an average of 10-30 frisbee golfers per day, with approximately 150 golfers on tournament days, which are proposed to occur 3-6 times annually. While there are no setback requirements for new uses in the CS-R zone, the proposed use is unlikely to negatively impact adjacent properties given its recreational nature and large size of the subject property.

The additional uses proposed in DSU 25-01 - including the revised 9-hole golf course, practice areas, driving range, putting course, indoor outdoor and outdoor sports, events barn, clubhouse, and restaurant, are considered to be private recreation facilities or accessory uses that are consistent with the recreational intent of the CS-R zone. The revised golf course, driving range, putting course, and associated practice areas align with the property's historical use, while the event barn, clubhouse, and restaurant serve as accessory facilities to support the recreational uses. The field house and indoor/outdoor sports attractions would offer an additional recreational element, expanding the types of activities available on the property. These future uses will require separate Design Review evaluation and approval prior to development.

Staff finds the phased approach ensures that the current uses can proceed while allowing for the comprehensive review of future phases to maintain consistency with CCZO Section 1025.1. Staff finds that all proposed uses align with the character of the surrounding area and therefore satisfy the criteria of CCZO Section 1025.1.

- .2 Will not adversely affect natural resources of the area.

Finding 7: According to the Soil Survey of Columbia County, soils in southwest portion of the subject property consist of Aloha Silt Loam (Type 1A) soils, Quatama silt loam (Type 40B), and Wollent silt loam (Type 69). These soils have 5 - 3% slopes and are described as deep, somewhat poorly drained soils formed on broad terraces. The subject property contains McNulty Creek, a fish-bearing stream with associated flood hazard areas in the eastern portion of the site. As shown on the submitted site plan it appears that holes 2-8 will be completely or partially located within the identified flood hazard area. The applicant has indicated that frisbee golf holes located in the floodplain will utilize “*above ground pads and frisbee hole ‘baskets’*”, rather than the in-ground assemblies used for holes 1 and 9-18. Additionally, the applicant has indicated that disturbance to the natural topography in the flood hazard area will be limited to the installation of temporary signage posts to identify the different frisbee golf holes. The applicant concludes the portion of the submitted narrative pertaining to flood hazards by stating; “*it should be noted that the existing/previous golf course had similar signage posts, golf ball washing stations, and benches in the flood zone impacting the ground in a similar fashion*”. McNulty Creek is also subject to a 50-foot riparian buffer as required by CCZO Section 1170. The site plan submitted with the applications does not delineate distances between the creek and the proposed frisbee golf features. To ensure compliance, staff recommends the following Condition Nos. 4 and 9(a).:

- A 50’ Riparian Corridor extending from the top-of-bank of McNulty Creek and associated wetlands on the subject property shall be maintained.
- The applicant shall delineate the location of the McNulty Creek and its 50-foot riparian corridor on the final site plan and demonstrate that all proposed features maintain their temporary and removable nature and are consistent with the requirements of CCZO Section 1172.

The application indicates that wastewater will be managed using portable toilets. The County Sanitarian has submitted comments stating no objections to the proposal as submitted; however, future phases with more intensive uses will likely require upgrades to wastewater treatment systems. Additionally, the County Sanitarian has requested that the applicant submit documentation to LDS which displays that the proposed portable toilets are owned and maintained by a Licensed Sewage Disposal service. Condition No. 9 (e) is intended to address comments made by the County Sanitarian.

The broader range of uses proposed under DSU 25-01—including the revised 9-hole golf course, practice greens, putting course, driving range, clubhouse, restaurant, event barn, and indoor/outdoor sports facilities—can be found consistent with the natural resource protection criteria when developed appropriately. These uses must avoid disturbance to McNulty Creek and its required 50-foot riparian buffer, as well as comply with floodplain and wetland standards. The Oregon Department of State Lands (DSL) provided comments stating that, a wetland delineation

or permits will likely not be needed for the current phase of development but may be required for future phases involving more significant ground disturbance. This phased approach ensures that impacts to natural resources will be appropriately addressed as each phase is reviewed.

With the recommended conditions and required future site design approval, Staff finds that the proposal requested for DSU 25-01, and DR 25-04 can be found consistent with the natural resource protection criteria in CCZO Section 1025.2.

- .3 Will not conflict with or infringe upon the farm or forest uses in the area.

Finding 8: The subject property's historical use as a golf course between 1959 and 2018 has not conflicted with or infringed upon farm or forest uses in the area. Since then, much of the surrounding area has transitioned to Rural Residential zoning (RR-2 and RR-5), with limited active farm and forest uses remaining in the surrounding area. The proposed frisbee golf course and check-in shed reflect a less intensive resumption of the property's historical recreational use and are not anticipated to negatively impact neighboring properties.

Future uses, including the revised 9-hole golf course with practice greens and driving range, standalone putting course, clubhouse and restaurant, field house for indoor and outdoor sports, barn-style event venue, and advanced golf simulators, will be designed to align with the property's historical recreational character and zoning. These uses will undergo additional design review to ensure that mitigation measures address potential impacts, preventing any negative effects on neighboring properties or existing farm and forest operations. Based on the property's zoning, historical use, and proposed activities, staff finds the proposed uses will not conflict with or infringe upon farm and forest operations.

- .4 Will not require any public services other than those already existing or programmed for the area.

Finding 9: The proposal's water and wastewater impacts have already been evaluated, noting that the existing water infrastructure has limitations, with no additional connections available beyond those serving the clubhouse and residence. Wastewater for the frisbee golf course will be managed using portable toilets and required to be maintained by a licensed disposal service. These measures are sufficient for the current phase, but future development will require infrastructure upgrades to address more intensive water needs.

The submitted Trip Generation Memo (TGM) and comments from Public Works indicate that the proposed uses under DR 25-04 trigger the requirement for a Transportation Impact Analysis (TIA). As no TIA has been submitted as of the date of this report, staff is unable to fully assess the proposed frisbee golf course and its potential impact on public services in the surrounding area. However, the request submitted for DSU-01 is limited to determining whether the proposed uses are similar to those permitted in the CS-R zone. Therefore, this determination does not require a

detailed analysis of public services. Staff finds that DSU 25-01 can be approved as presented, however without a submitted TIA, staff finds that DR 25-04 does not satisfy the criteria in CCZO Section 1025.4.

- .5 Will not create any traffic hazards.

Finding 10: As previously stated, the submitted Trip Generation Memo (TGM) and comments from Public Works indicate that the proposed uses under DR 25-04 trigger the requirement for a Transportation Impact Analysis (TIA). While DSU 25-01 does not require a TIA because it is solely focused on determining whether the proposed uses are similar to other permitted within the CS-R zone, DR 25-04 is a proposal for development, and traffic safety impacts must be analyzed. Without a TIA, staff cannot determine that the proposed uses under DR 25-04 will not create traffic hazards as required by CCZO Section 1025.5. The absence of a TIA leaves gaps in the evaluation of traffic safety impacts related to potential increases in peak-hour traffic volumes, particularly for tournament events. Staff finds that DSU 25-01 can be approved as presented because it does not directly involve direct development but is instead a determination of use consistency. However, without a TIA, staff cannot recommend approval of DR 25-04 as presented.

Returning to CCZO Section 1026:

1026 Standards:

- .1 There is no designated minimum lot or parcel size. The Commission shall review each proposal on a case by case basis and determine if the site is adequate for the proposed use. They shall review the site plan of the proposal and determine if the site meets all the provisions of this Ordinance, including the off-street parking requirements listed in Section 1400.
- .2 There are no designated minimum setbacks in this district. The applicant shall submit a letter from the Fire Marshall concerning the necessary setbacks for safety. After reviewing this letter and the adjacent land uses, the Commission shall establish setback requirements for each individual site.

1027 Signs: Signs shall meet the requirements of Section 1300 of this Ordinance.

Finding 11: The subject property is approximately 77-acres with frisbee golf features proposed to be located throughout the property. Columbia River Fire and Rescue (CRFR) Fire Chief, Eric Smythe, provided a memo regarding minimum setbacks for fire safety on January 7, 2025. The memo states: *“The Fire District has reviewed the preliminary plan and has no comments or minimum setback requirements for the current project. However, CRFR reserves the right to update or provided comments on minimum setbacks for any future changes to the site, including new construction or modifications that may impact adjoining properties or existing structures on*

site”. The applicant’s revised site plan, submitted on January 15, 2025, indicates that the frisbee golf course feature closest to a property line (platform for Hole 2) is approximately 9.4 feet from the southern property boundary. Given the absence of minimum setbacks requirements in the CS-R Zone, staff recommends a condition of approval to ensure that course features are sited as shown on the proposed site plan:

- The proposed frisbee golf elements shall be sited according to the site plan reviewed and approved by the Planning Commission, ensuring the closest element remains at least 9.4-feet from the closest property line. Minor deviations may be approved by the Planning Manager, provided the minimum setback of 9.4-feet is maintained.

Additionally, the applicant’s narrative indicates that signage will be placed at each frisbee golf hole to identify the respective numbers. However, no documentation for the proposed signage has been provided as of the date of this report. Staff recommends an additional condition requiring the applicant to submit documentation demonstrating compliance with the signage standards outlined in CCZO Section 1300 prior to final site plan approval. Staff finds that, with adherence to the recommended conditions, the proposal satisfies the criteria outlined in CCZO Sections 1026 and 1027 regarding setbacks and signage.

Continuing with Section 1100 of the Columbia County Zoning Ordinance:

Section 1100 FLOOD HAZARD OVERLAY FH

1101 Purpose: It is the purpose of this ordinance to promote the public health, safety, and general welfare, and to minimize public and private losses due to flood conditions in specific areas by provisions designed:

- .1 To protect human life and health;
- .2 To minimize expenditure of public money and costly flood control projects;
- .3 To minimize the need for rescue and relief efforts associated with flooding and generally undertaken at the expense of the general public;
- .4 To minimize prolonged business interruptions;
- .5 To minimize damage to public facilities and utilities such as water and gas mains; electric, telephone and sewer lines, streets, and bridges located in areas of special flood hazard;
- .6 To help maintain a stable tax base by providing for the sound use and development of areas of special flood hazard so as to minimize future flood blight areas;

- .7 To ensure that potential buyers are notified that property is in an area of special flood hazard;
- .8 To ensure that those who occupy the areas of special flood hazard assume responsibility for their actions;
- .9 To participate in and maintain eligibility for flood insurance and disaster relief.

[...]

1103 Definitions: Unless specifically defined below, words or phrases used in this ordinance shall be interpreted so as to give them the meaning they have in common usage.

[...]

- .11 "DEVELOPMENT" means any man-made change to improved or unimproved real estate, including but not limited to buildings or other structures, mining, dredging, filling, grading, paving, excavation or drilling operations located within the area of special flood hazard.

1105 ADMINISTRATION:

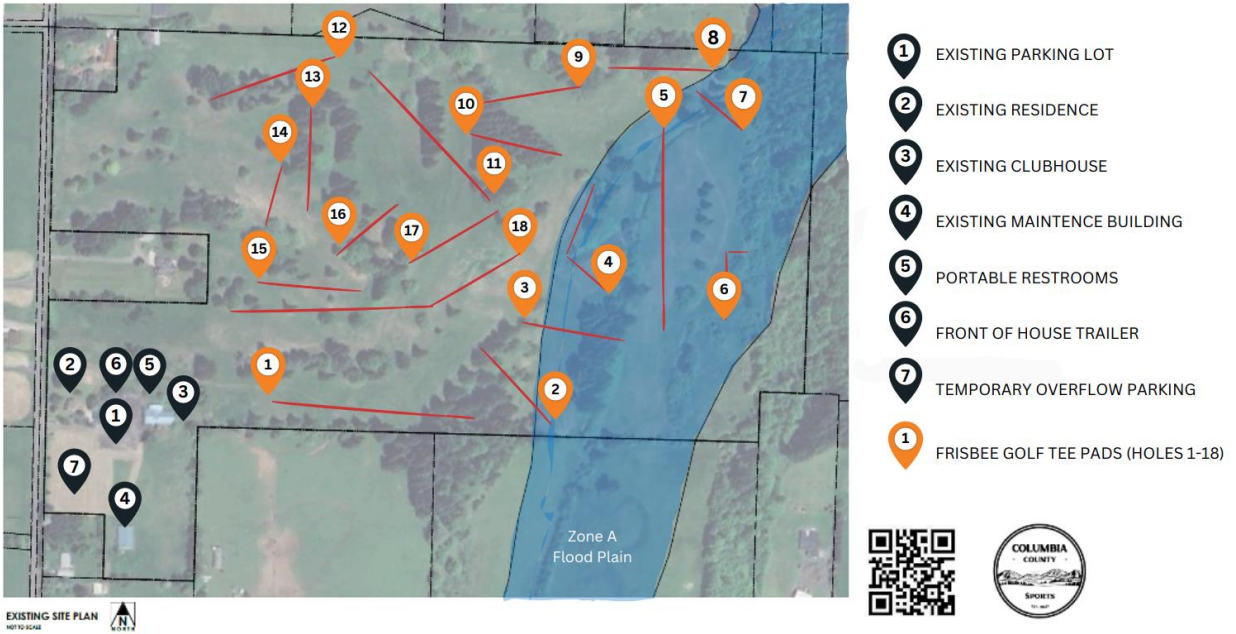
[...]

- .3 Establishment of Development Permit:
 - A. Floodplain Development Permit Required: A development permit shall be obtained before construction or development begins within any area horizontally within the special flood hazard area established in section 1104.2. The development permit shall be required for all structures, including manufactured dwellings, and for all other development, as defined in section 1103, including fill and other development activities.
 - 1. The following exceptions apply for the storage of equipment and/or materials:
 - i. Temporary storage, located out of the floodway, within any zoning district; and
 - ii. Permanent storage, connected with residential use, located out of the floodway.

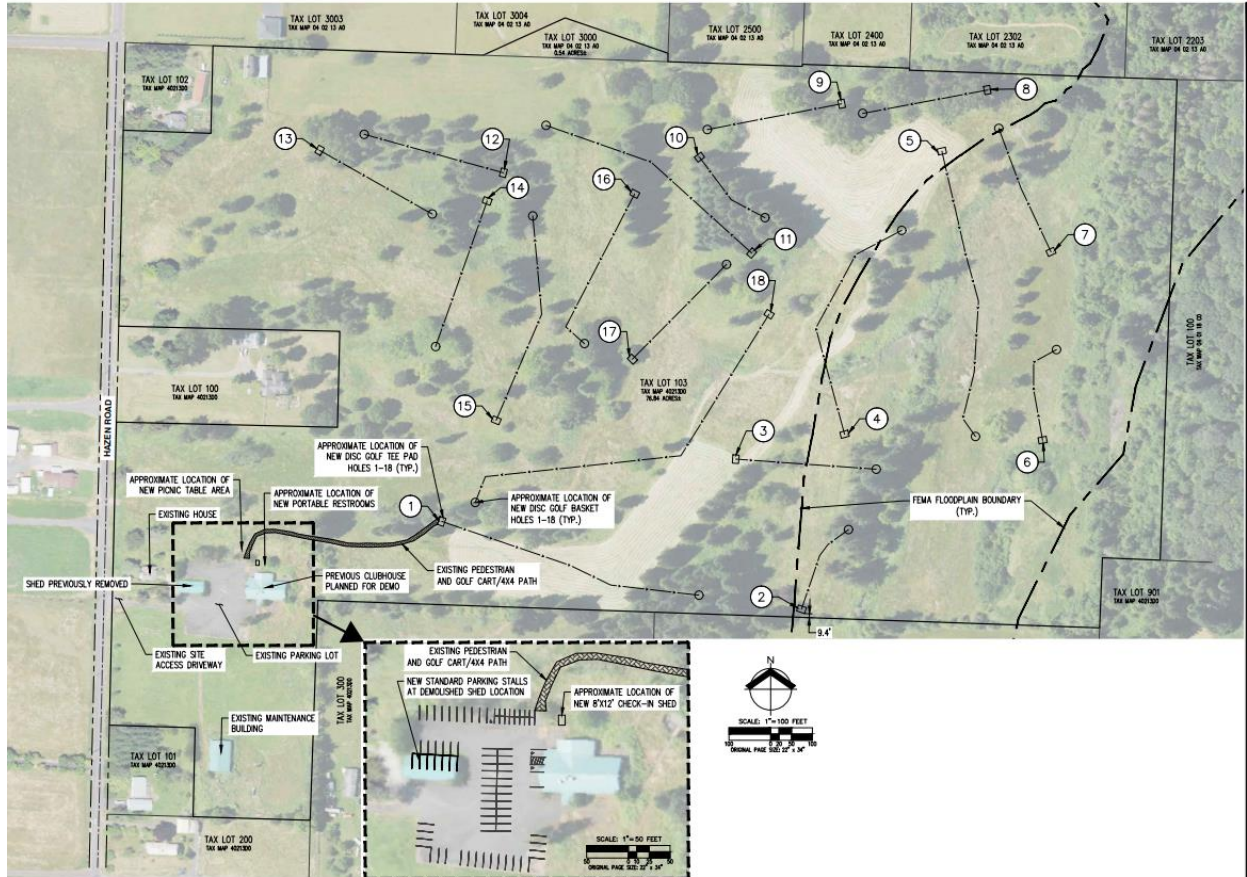
Finding 12: The updated site plan submitted with DSU 25-01 and DR 25-04 on November 8, 2024, and the revised site plan submitted on January 15, 2025, clearly delineate the boundaries of the flood hazard area identified on FEMA FIRM Panel 41009CO453D and includes the location of frisbee golf holes 2-8, which will be partially or entirely located within this area. The applicant proposes to use above-ground tee pads and frisbee baskets for these holes, rather than in-ground

assemblies, to minimize disturbance to the natural topography. Additionally, temporary signage posts will be installed to identify the holes, further limiting ground disturbance.

Site Plan submitted with DSU 25-01 and DR 25-04 on 11/08/2024



Site Plan submitted on 01/15/2025



The applicant has emphasized that these temporary features will have no greater impact than those associated with the old golf course, which included similar signage posts, ball washing stations, and benches within the flood hazard area. No grading, filling or permanent structures are proposed as part of the request submitted for DR 25-04. The temporary and removable nature of these features aligns with the requirements of CCZO Section 1100, which seeks to minimize impacts on flood hazard areas while ensuring safety and stability within these zones.

November 15, 2024 Amendment.

In the flood plain we will utilize above ground pads and frisbee hole "baskets", representative pictures are noted below.



With the provided site plan meeting the delineation requirements and all features designed to be temporary, staff finds that the proposal complies with the provisions of CCZO Section 1100. Any future grading, filling, or construction of permanent structures within the floodplain will require separate review and permitting.

Section 1170 RIPARIAN CORRIDORS, WETLANDS, WATER QUALITY, AND FISH AND WILDLIFE HABITAT PROTECTION OVERLAY ZONE

[...]

1172 Riparian Corridor Standards:

A. The inventory of Columbia County streams contained in the Oregon Department of Fish and Wildlife Fish Habitat Distribution Data (published January 13, 2023), specifies which streams and lakes are fish-bearing. Fish-bearing lakes are identified on the map entitled, "Lakes of Columbia County." A copy of the most current Stream Classification Maps is attached to the Comprehensive Plan, Technical Appendix Part XVI, Article X(B) for reference. The map, "Lakes of Columbia County" is attached to the Comprehensive Plan, Technical Appendix Part XVI, Article X(B), and is incorporated therein. Based upon the stream and lake inventories, the following riparian corridor boundaries shall be established:

1. Lakes. Along all fish-bearing lakes, the riparian corridor boundary shall be 50-feet from the top-of-bank, except as provided in CCZO Section 1172(A)(5), below.
2. Fish-Bearing Streams, Rivers and Sloughs (Less than 1,000 cfs). Along all fish-bearing streams, rivers, and sloughs with an average annual stream flow of less than 1,000 cubic feet per second (cfs), the riparian corridor boundary shall be 50-feet from the top-of-bank. Average annual stream flow information shall be

provided by the Oregon Water Resources Department.

3. Fish-Bearing and Non-Fish-Bearing Streams, Rivers and Sloughs (Greater than 1,000 cfs). Along all streams, rivers, and sloughs with an average annual stream flow greater than 1,000 cubic feet per second (cfs), the riparian corridor boundary shall be 75-feet upland from the top-of-bank. Average annual stream flow information shall be provided by the Oregon Water Resources Department.

B. Distance Measurement.

1. The measurement of distance to the riparian corridor boundary shall be from the top-of-bank. In areas where the top-of-bank is not clearly delineated, the riparian corridor boundary shall be measured from the ordinary high water level, or the line of non-aquatic vegetation, whichever is most landward.
2. The measurement shall be a slope distance. In areas where the predominant terrain consists of steep cliffs, the distances to the corridor boundary shall be measured as a horizontal distance until the top of the cliff is reached, and as a slope distance on from that point.

1173 Activities Prohibited within the Riparian Corridor Boundary

In addition to the prohibitions in the underlying zone, the following activities are prohibited within a riparian corridor boundary, except as provided for in Sub-sections 1175 and 1176 of this Section:

- A. The alteration of a riparian corridor by grading, placement of fill material, and/or impervious surfaces, including paved or gravel parking areas, or paths, and/or the construction of buildings or other structures which require a building permit under the Oregon State Building Code, as amended.
- B. The removal of riparian trees or vegetation.

Finding 13: The section of McNulty Creek located on the subject property is identified as a fish-bearing stream, requiring a 50-foot riparian corridor buffer under CCZO Section 1172. The site plan provided does not clearly illustrate the location of McNulty Creek or the distance between the creek and the proposed features of the frisbee golf course. However, the applicant has indicated that all features within the identified flood hazard area, wetlands, and the riparian corridor boundary - including above-ground tee pads, signage, and frisbee baskets - will be temporary and therefore removable. The applicant has also confirmed that no grading, filling, or permanent

structures are proposed under DR 25-04. The temporary nature of these proposed elements ensures compliance with the restrictions outlined in CCZO Section 1173.

Additionally, in accordance with ORS 215.418 and 227.350, cities and counties are required to submit notice to the Oregon Department of State Lands (DSL) of any projects that may impact wetlands and waterways. On December 31, 2024, DSL provided the following response:

“...based on the submitted site plan, the proposed construction may impact wetlands and/or waters which may be present in various portions of the property, however, given the nature of the project, it is highly unlikely that the 50 cubic yard threshold of removal and/or fill would be exceeded. Based on this, it is unlikely that wetland delineation or DSL permitting will be needed for this project. Best Management Practices for erosion and sediment control are recommended during construction to prevent untreated construction stormwater releases into nearby creeks or wetlands. If future development occurs at this site that involves ground disturbance/site alternation at a larger scale, a wetland delineation will likely be needed and permits may be required”.

In response to DSL’s comments, future phases involving ground disturbance or site alterations of a larger scale must comply with DSL’s recommendations, including the potential submission of a wetland delineation and acquiring necessary permits. Before final site plan approval, the applicant must clearly delineate the location of the McNulty Creek and its 50-foot riparian corridor on the site plan and demonstrate that all proposed features remain consistent with the temporary and removable nature described in the application(s). With adherence to these conditions of approval, staff finds the proposal complies with the provisions of CCZO Section 1170.

Continuing with Section 1400 of the Columbia County Zoning Ordinance:

Section 1400 OFF-STREET PARKING AND LOADING OP

- 1401 General Provisions: At the time of the erection of a new building, or an addition to an existing building, or any change in the use of an existing building, structure, or land which results in an intensified use by customers, occupants, employees, or other persons, off-street parking and loading shall be provided according to the requirements of this section.
- 1402 Continuing Obligation: The provisions for and maintenance of off-street parking and loading facilities shall be a continuing obligation of the property owner. No building or any other required permit for a structure or use under this or any other applicable rule, ordinance, or regulation shall be issued with

respect to off- street parking and loading, or land served by such land, until satisfactory evidence is presented that the property is, and will remain, available for the designated use as a parking or loading facility.

1403 Use of Space:

- .1 Required parking spaces shall be available for parking of vehicles of customers, occupants, and employees.
- .2 No parking of trucks, equipment, or the conduct of any business activity shall be permitted on the required parking spaces.
- .3 Required loading spaces shall be available for the loading and unloading of vehicles concerned with the transportation of goods and services.
- .4 Excepting residential and local commercial districts only, loading areas shall not be used for any other purpose than for loading and unloading.
- .5 In any district it shall be unlawful to store or accumulate goods in a loading area in a manner which would render the area temporarily or permanently incapable of immediate use for loading operations.

Finding 14: The submitted applications indicate that the existing parking lot will be used to provide parking during routine operations for customers and employees of the frisbee golf course. For tournaments, overflow parking will be provided in the field to the south of the existing parking. The proposal does not detail specific loading spaces as the loading and unloading of goods is not anticipated as part of this proposal. Staff finds the above criteria are met.

1405 Plans Required: A plot plan shall be submitted in duplicate to the Director with each application for a building permit or for a change of classification to OP. The plot plan shall include the following information:

- .1 Dimensions of the parking lot.
- .2 Access to streets and location of curb cuts.
- .3 Location of individual parking spaces
- .4 Circulation pattern.
- .5 Grade and drainage.
- .6 Abutting property.
- .7 A landscaping plan which shall include the location and names of all vegetation, and the location and size of fencing or other screening material. This plan shall be approved by the Director

Finding 15: The applicant's submitted parking plan addresses parking dimensions, access, and circulation patterns, with 65 spaces including 2 standard ADA, 1 ADA van space, and a temporary overflow parking area for tournaments. The applicant has provided documentation displaying an area in which fire turnaround could be achieved which would reduce the parking by two spaces if required by the Fire Marshal. Staff has recommended Condition No. 10 (b) to ensure fire safety requirements are met.

While the existing parking lot meets functional requirements, CCZO Section 1405 requires a landscaping plan to delineate the names and location of all vegetation intended to reduce the visual impact of the existing parking lot. Should the Planning Commission approve DR 25-04, staff recommends Condition No. 9(d), to reflect this requirement. As conditioned, staff finds the criteria in Section 1405 is met.

1410 Size:

- .1 The standard size of a parking space shall be 9 feet by 18 feet.
- .2 Handicapped parking spaces shall be 12 feet by 18 feet.
- .3 Parallel parking, the length of the parking space shall be increased to 22 feet.

1412 Access: There shall be no more than one 45 foot wide curb cut driveway per 150 feet of street frontage, or fraction thereof, permitted per site.

1413 Surfacing and Marking:

- .1 The surfacing of each parking area shall meet minimum County standards to handle the weight of the vehicles which will use the parking area. All areas used for parking and maneuvering of vehicles shall be marked in accordance with the approved plan and such marking shall be continuously maintained. Handicapped parking spaces shall be marked with a wheelchair symbol.
- .2 The parking and loading areas for commercial, industrial, or apartment uses shall be paved with concrete, asphaltic concrete, or another comparable surface.

1414 Drainage and Lighting: Adequate drainage shall be provided to dispose of the run-off generated by the impervious surface area to the parking area. The drainage system shall function so it will not adversely affect adjoining property. Artificial lighting shall be provided in such a manner as to insure the safety of the parking area without interfering with adjoining properties or creating traffic hazards on adjoining streets.

1415 Parking Areas: All parking areas, excluding one and two-family dwellings, shall meet the following requirements:

- .1 All parking areas of less than 20 parking spaces shall have one handicapped parking space. Parking areas with more than 20 spaces shall provide one handicapped parking space for every 50 standard parking spaces.

- .2 All parking areas shall be divided into bays of not more than 20 parking spaces. Between, and at the end of each parking bay, there shall be planters which have a minimum width of 5 feet and be at least 17 feet in length. Each planter shall contain one major structural tree and ground cover which has been deemed

Finding 16: The proposed parking plan meets the dimensional requirements of CCZO Section 1410, with spaces measuring 9 feet by 18 feet, including 3 ADA-compliant spaces (2 standard and 1 van accessible) in the primary lot. Access to the site complies with Section 1412, utilizing an existing driveway with adequate spacing and visibility. The parking lot surface is paved and marked, aligning with Section 1413, while the temporary overflow parking area will be unpaved but used only for tournaments. Existing drainage infrastructure for the primary lot ensures compliance with Section 1414, and no lighting changes are proposed, minimizing potential disturbances. Landscaping for the parking areas, as required by Section 1415, shall be incorporated into the final site plan to include visual buffering and compliance with screening standards. Staff finds that as conditioned, the proposal complies with the criteria in CCZO Section 1410-1415.

1417 Unspecified Uses: Any use not specifically listed in the foregoing list shall have the requirements of the listed use or uses deemed equivalent by the Director.

Finding 17: In reference to CCZO Section 1417, Staff finds that calculating parking requirements based on the information provided in the submitted Trip Generation Memo (TGM) is appropriate given that frisbee golf courses are not explicitly listed in Section 1416 of the CCZO. The TGM submitted on 1/21/2025 provides estimates for peak operations and tournaments. Parking demand is calculated using only inbound trips, as they represent vehicles requiring parking spaces at any given time. The calculation also assumes an average vehicle occupancy of 1.5 players per customer vehicle and an average vehicle occupancy of 1 staff member per staff vehicle. The following breakdown illustrates the parking requirements:

Regular Operations

A.M. Peak Hour	
Inbound Trips	27 Vehicles
Parking for Players	27 Spaces
Parking for Staff	5 Spaces
Total Parking Required	32 Spaces
P.M. Peak Hour	
Inbound Trips	29 Vehicles
Parking for Players	29 Vehicles
Parking for Staff	5 Spaces
Total Parking Required	34 Spaces

Tournaments

Shotgun-Style Tournament	
Players	72 Players
Vehicles (<i>assumed vehicle occupancy of 1.5 players</i>)	48 Vehicles
Parking for Players	48 Spaces
Parking for Staff	5 Spaces
Total Parking Required	53 Spaces
Staggered Tee Time Tournament	
Players	150 Players
Vehicles (<i>assumed vehicle occupancy of 1.5 players</i>)	100 Vehicles
Parking for Players	100 Vehicles
Parking for Staff	5 Spaces
Total Parking Required	105 Spaces

The applicant has provided a parking plan showing that the existing parking lot on the southwestern portion of the subject property provides a total of 65 parking spaces, including 65 standard spaces, 2 ADA-compliant spaces, and 1 van-accessible ADA-compliant space. The applicant’s proposed parking plan exceeds the parking demand for regular operations, requiring a maximum of 34 spaces, including 2 ADA spaces with 1 van-accessible space.

Submitted Parking Plan

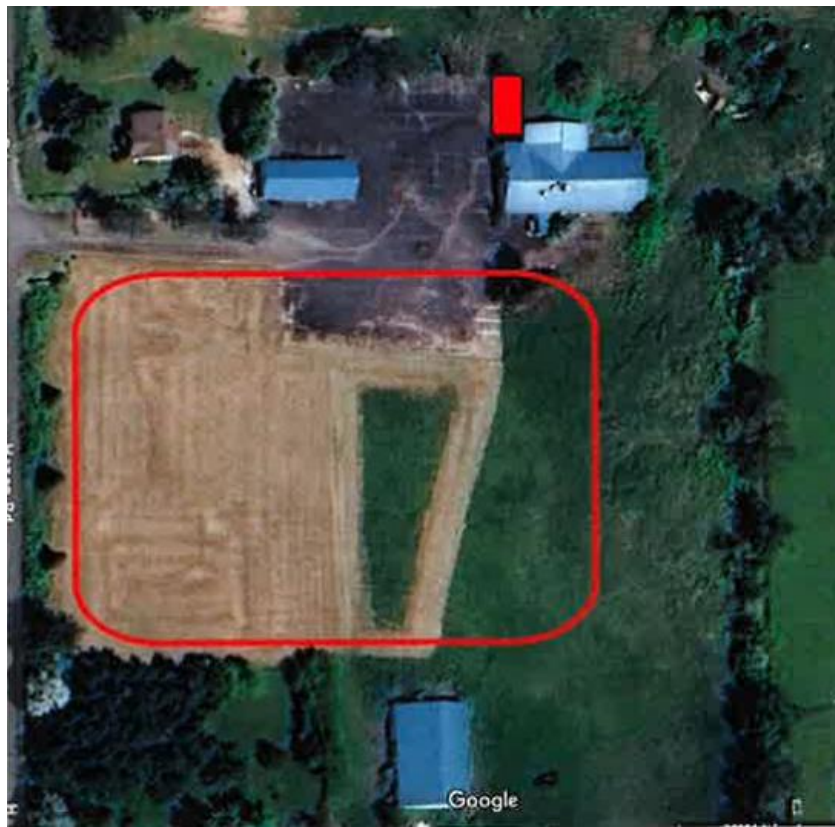


PARKING LOT SUMMARY

- STANDARD SPACES: 65
- TOTAL ADA SPACES: 3
 - VAN ACCESSIBLE: 1
 - STANDARD ADA: 2
- REQUIRED ADA SPACES: 1
 - VAN ACCESSIBLE: 1
 - STANDARD ADA: 2

For tournaments, the parking demand reaches 105 spaces, requiring 3 ADA spaces, including 1 van accessible space. To address the increase in vehicular traffic, the applicant has proposed using a field to the south of the existing parking lot for temporary overflow parking. The submitted applications indicate that parking attendants will be present during events to organize and direct vehicles. The applicant has also identified a potential location for a firetruck turnaround within the parking lot, which may reduce available spaces by two, if required by Columbia River Fire and Rescue. While the applicant has stated that the overflow parking area can satisfy projected parking needs, the final site plan shall clearly delineate the overflow parking spaces, ensuring compliance with the dimensional standards outlined in Section 1400 of the CCZO. As conditioned, Staff finds the proposal satisfies the parking requirements of Section 1400.

Proposed Overflow Parking Area



Continuing with Section 1450 of the Columbia County Zoning Ordinance:

Section 1450 TRANSPORTATION IMPACT ANALYSIS

1450 Transportation Impact Analysis: A Transportation Impact Analysis (TIA) must be submitted with a land use application if the proposal is expected to involve one or more of the conditions in 1450.1 (below) in order to minimize impacts on and protect transportation facilities, consistent with Section 660-012-0045(2)(b) and (e) of the State Transportation Planning Rule.

- .1 Applicability – A TIA shall be required to be submitted to the County with a land use application if the proposal is expected to involve one (1) or more of the following:
 - A. Changes in land use designation, or zoning designation that will generate more vehicle trip ends.
 - B. Projected increase in trip generation of 25 or more trips during either the AM or PM peak hour, or more than 400 daily trips.
 - C. Potential impacts to intersection operations.
 - D. Potential impacts to residential areas or local roadways, including any non- residential development that will generate traffic through a residential zone.
 - E. Potential impacts to pedestrian and bicycle routes, including, but not limited to school routes and multimodal roadway improvements identified in the TSP.
 - F. The location of an existing or proposed access driveway does not meet minimum spacing or sight distance requirements, or is located where vehicles entering or leaving the property are restricted, or such vehicles are likely to queue or hesitate at an approach or access connection, thereby creating a safety hazard.
 - G. A change in internal traffic patterns may cause safety concerns.
 - H. A TIA is required by ODOT pursuant with OAR 734-051.
 - I. Projected increase of five trips by vehicles exceeding 26,000-pound gross vehicle weight (13 tons) per day, or an increase in use of adjacent roadways by vehicles exceeding 26,000-pound gross vehicle weight (13 tons) by 10 percent.

Finding 18: The Columbia County Public Works Department reviewed the applicant’s Trip generation memo (TGM) submitted on 1/20/2025 and provided their analysis to planning staff on 1/23/2025. Their analysis, which is included as an attachment of this report, determined that the proposed frisbee golf course and check-in shed trigger a Transportation Impact Analysis (TIA) under CCZO Sections 1450.1(B) and 1450.1(D). The TGM projects a gross increase of 34 AM peak hour trips, 55 PM peak hour trips, and 526 daily trips, exceeding the 25 peak hour trip and 400 daily trip thresholds established by Section 1450.1(B). Additionally, Public Works clarified that the termination of the operations associated with the old golf course in 2018 means that the trip increase should be evaluated as a gross change, not net, thereby triggering a TIA.

For tournaments, the TGM estimates 48 peak hour trips during shotgun-style events, also exceeding the 25-trip threshold. Although the applicant asserts that weekend peak hour trips should not apply, Public Works disagrees, stating: “Section 1450 of the Zoning Ordinance does not

specify the AM and PM peak hour triggers apply only to weekdays”. Additionally, the analyses confirmed that traffic along Hazen Road will impact residential areas, therefore the trigger under CCZO Section 1450.1(D) would also be met.

In conclusion, Staff finds the projected traffic increases exceed TIA standards established by CCZO Sections 1450.1(B) and 1450.1(D), thereby necessitating a TIA to assess the full transportation impacts and potential hazards particularly during tournaments. As this requirement is essential for determining compliance, Staff finds that the submittal of a TIA cannot be deferred as a condition of approval.

On 1/25/2025, the applicant provided Planning Staff with a message from Jessse Tomaino, of All Day Disc Golf, who is assisting the engineer of record, Jennifer Danziger, PE, curate traffic estimates for the proposed development. The message was intended to correct perceived inconsistencies in the TGM submitted on 1/20/2025. Columbia County Public Works reviewed the applicant’s message and provided comments to Planning Staff on 1/27/2025. Public Works indicated that the message lacks the necessary revisions from the engineer of record to address substandard conditions on Hazen Road, including limited shoulders and potential safety hazards at intersections. Public Works emphasized that while it would need to review revisions to the TGM made directly from the engineer of record, who generated the original TGM, any changes would likely not have an impact on a TIA being triggered based on the peak hour thresholds in Section 1450.1(B). Based on that direction provided by Public Works, staff finds the submittal received does not preclude the proposal submitted for DR 25-04 from triggering the submittal of a TIA, and that the submittal of a TIA remains necessary. As of the date of the publication of this Staff Report, a TIA had not been received. Accordingly, staff finds that this criterion is not satisfied.

- .2 Consistent with the County’s Guidelines for Transportation Impact Analysis (TIA), a landowner or developer seeking to develop/redevelop property shall contact the County at the project’s outset. The County will review existing transportation data to establish whether a TIA is required. It is the responsibility of the applicant to provide enough detailed information for the County to make a determination. An applicant should have the following prepared, preferably in writing:

- A. Type of uses within the development
- B. The size of the development
- C. The location of the development
- D. Proposed new accesses or roadways
- E. Estimated trip generation and source of data
- F. Proposed study area

If the County cannot properly evaluate a proposed development's impacts without a more detailed study, a TIA will be required. The County will provide a scoping summary detailing the study area and any special parameters or requirements, beyond the requirements set forth in the County's Guidelines for Transportation Impact Analysis, when preparing the TIA.

Finding 19: Based on the conclusions outlined in Finding 17, a TIA is required for the proposed development. The applicant's TGM identifies traffic levels that exceed peak-hour thresholds established in CCZO Section 1450.1. These exceedances require the applicant to submit a TIA in order for Public Works and Planning Staff to fully evaluate transportation impacts. The TIA must evaluate transportation facility adequacy, safety hazards, and necessary mitigation measures to address traffic impacts. Without a TIA, Staff finds that compliance with Section 1450.2 has not been demonstrated. Staff notes that, although this criterion is not met, it applies solely to the review of DR 25-04 and does not affect staff's ability to recommend approval of DSU 25-01.

.3 Approval Criteria. When a TIA is required, a proposal is subject to the following criteria:

- A. The TIA addresses the applicable elements identified by the County Public Works Director and the County's Guidelines for Transportation Impact Analysis;
- B. The TIA demonstrates that adequate transportation facilities exist to serve the proposed development or, identifies mitigation measures that resolve identified traffic safety problems in a manner that is satisfactory to the County Public Works Director and, when state highway facilities are affected, to ODOT;
- C. For affected non-highway facilities, the TIA establishes that mobility standards adopted by the County have been met; and
- D. Proposed public improvements are designed and will be constructed consistent with County Road Standards and access spacing standards in the Transportation System Plan.

Finding 20: As previously stated a TIA is required because the proposal exceeds the thresholds outlined in CCZO Section 1450.1. Under CCZO Section 1450.3, the TIA must demonstrate that adequate transportation facilities exist, identify mitigation measures to address traffic safety problems, and ensure compliance with County standards. However, the applicant has not submitted a TIA. Without this analysis, the proposal cannot demonstrate compliance with these criteria, and therefore, the requirements of CCZO Section 1450.3 are not met.

Staff finds that, although this criterion is not met, it applies solely to the review of DR 25-04

and does not affect staff's ability to recommend approval of DSU 25-01.

.4 Conditions of Approval.

- A. The County may deny, approve, or approve a proposal with conditions necessary to meet operational and safety standards; provide the necessary right-of-way for improvements; and to require construction of improvements to ensure consistency with the future planned transportation system.
- B. Construction of off-site improvements may be required to mitigate impacts resulting from development that relate to capacity deficiencies and public safety; and/or to upgrade or construct public facilities to County Standards.

Improvements required as a condition of development approval, when not voluntarily provided by the applicant, shall be roughly proportional to the impact of the development on transportation facilities. Findings in the development approval shall indicate how the required improvements directly relate to and are roughly proportional to the impact of development.

Finding 21: The County may impose conditions to ensure that transportation improvements are proportional to the development's impact. These conditions may include requiring mitigation measures, construction of off-site improvements, or upgrades to public facilities to address deficiencies and ensure safety. Through analysis of the applicants submitted TGM, Public Works identified that a TIA would be required to be submitted for review. As of the date of this report, the applicant has yet to submit a TIA which restricts staff's ability to determine whether transportation improvements are necessary. Accordingly, the request submitted for DR 25-04, as presented, does not meet the criteria in Section 1450.4.

Continuing with Section 1550 of the Columbia County Zoning Ordinance:

Section 1550 SITE DESIGN REVIEW

[Amended by Ordinance 98-9, eff. 11/25/98; amended by Ordinance No. 2003 - 5, effective December 15, 2003].

The Site Design Review process shall apply to all new development, redevelopment, expansion, or improvement of all community, governmental, institutional, commercial, industrial and multi-family residential (4 or more units) uses in the County.

1551. Types of Site Design Review:

- A. Type 1: Projects, developments and building expansions which meet any of the following criteria:
 - 1. are less than 5,000 sq.ft., and are less than 10% of the square

footage of an existing structure.

2. Increase the number of dwelling units in a multi-family project.
3. Increase the height of an existing building.

B. Type 2: Projects, developments and building expansions which meet any of the following criteria:

1. have an area of 5,000 sq.ft. or more, or are 10% or more of the square footage of an existing structure.
2. Change the category of use (e.g., commercial to industrial, etc.).
3. New off-site advertising signs or billboards.
4. Any project meeting any of the Type 2 criteria shall be deemed a Type 2 Design Review application.

1552 Design Review Process: The Planning Director shall review and decide all Type 1 Site Design Review applications. The Planning Commission shall review all Type 2 Design Review applications. Applications shall be processed in accordance with Sections 1600 and 1700 of this ordinance.

1553 Pre-application Conference: A pre-application conference is required for all projects applying for a Site Design Review, unless the Director or his/her designate determines it is unnecessary. The submittal requirements for each application are as defined in this section and the standards of the applicable zone, and will be determined and explained to the applicant at the pre- application conference.

1554 Pre-application Conference Committee: The committee shall be appointed by the Planning Director and shall consist of at least the following officials, or their designated staff members. Only affected officials need to be present at each pre-application conference.

- A. The County Planning Director.
- B. The County Director of Public Works.
- C. The Fire Marshal of the appropriate Rural Fire District.
- D. The County Building Official.
- E. The County Sanitarian.
- F. A city representative, for projects inside Urban Growth Boundaries.
- G. Other appointees by the Planning Director, such as an Architect, Landscape Architect, real estate agent, appropriate officials, etc.

1555 Submittal documents: The following documents, when applicable, are required for a Site Design Review. The scope of the drawings and documents to be included will be determined at the pre- application conference by the Pre-application Conference Committee, and a Site Design Review Submittal Checklist will be given to the applicant, documenting which items are deemed not applicable or not necessary to determine compliance with County and State standards, with a short explanation given for each item so determined.

- A. History.
- B. Project narrative.
- C. Existing site plan.
- D. Proposed site plan.
- E. Grading plan.
- F. Drainage plan.
- G. Wetland mitigation plan. Goal 5 Resource Protection Plans (streams, wetlands, riparian areas, natural areas, fish and wildlife habitat).
- H. Landscaping plan.
- I. Architectural plans.
- J. Sign drawings.
- K. Access, parking and circulation plan.
- L. Impact assessment.
- M. Site Design Review Submittal Checklist.

1556 Site Plan Submittal and Analysis: The applicant shall submit an application and any necessary supplemental information as required by this ordinance to the Land Development Services Department. The Planning Director or designate shall review the application and check its completeness and conformance with this ordinance. Once a Type 2 application is deemed complete, it shall be scheduled for the earliest possible hearing before the Planning Commission. A staff report shall be prepared and sent to the applicant, the Planning Commission, and any interested party requesting a copy.

[...]

1558 Planning Commission Review: The Planning Commission shall hold a public hearing for all Type 2 Design Review applications according to Sections 1603, 1604 and 1608 of this ordinance. If the Planning Commission determines that the proposed development meets the provisions of this ordinance, it may approve the project. The Planning Commission may attach any reasonable conditions to its approval of a site plan.

1559 Compliance: Conditions placed upon the development of a site are also placed upon any building permits issued for the same site. These conditions shall be met by the developer prior to an occupancy permit being issued by the Building Official, or as an alternative, a bond shall be posted equal to 125% of the estimated cost of the unfinished work, to ensure completion

within 1 year of occupancy. If all improvements are not completed within the 1-year bond period, the County may use the bond to complete the work.

- 1560 Existing Site Plan: The degree of detail in the existing site plan shall be appropriate to the scale of the proposal, or to special site features requiring careful design. An existing site plan shall include the following, unless it is determined by the Planning Director that the information is not applicable or is not necessary to determine compliance with County and State standards, and a short explanation will be given for each item so determined:
- A. A vicinity map showing location of the property in relation to adjacent properties, roads, pedestrianways and bikeways, and utility access. Site features, manmade or natural, which cross property boundaries are to be shown.
 - B. A site description map at a suitable scale (i.e. 1"=100'; 1"=50'; or 1"=20') showing parcel boundaries and gross area, including the following elements, when applicable:
 1. Contour lines at the following minimum intervals:
 - a. 2 foot intervals for slopes 0-20%;
 - b. 5 or 10 foot intervals for slopes exceeding 20%;
 - c. Identification of areas exceeding 35% slope.
 2. In special areas, a detailed slope analysis may be required. Sources for slope analysis include maps located at the U.S. Natural Resources Conservation Service office.
 3. Potential natural hazard areas, including potential flood or high ground water, landslide, erosion, and drainage ways. An engineering geologic study may be required.
 4. Wetland areas, springs, wildlife habitat areas, wooded areas, and surface features such as mounds and large rock outcroppings.
 5. Streams and stream corridors.
 6. Location, species and size of existing trees proposed to be removed.
 7. Significant noise sources.
 8. Existing structures, improvements, utilities, easements and other development.

9. Adjacent property structures and/or uses.

1561 Proposed Site Plan: A complete application for design review shall be submitted, including the following plans, which may be combined, as appropriate, onto one or more drawings, unless it is determined by the Planning Director that the information is not applicable or is not necessary to determine compliance with County and State standards, and a short explanation will be given for each item so determined:

A. Site Plan: The site plan shall be drawn at a suitable scale (i.e. 1"=100', 1"=50', or 1"=20') and shall include the following:

1. The applicant's entire property and the surrounding area to a distance sufficient to determine the relationships between the applicant's property and proposed development and adjacent properties and developments.
2. Boundary lines and dimensions of the property and all proposed property lines. Future buildings in phased development shall be indicated.
3. Identification information, including names and addresses of project designers.
4. Natural features which will be utilized in the site plan.
5. Location, dimensions and names of all existing or platted roads or other public ways, easements, and railroad rights-of-way on or adjacent to the property, city limits, section lines and corners, and monuments.
6. Location and dimensions of all existing structures, improvements, or utilities to remain, and structures to be removed, all drawn to scale.
7. Historic structures, as designated in the Comprehensive Plan.
8. Approximate location and size of storm water retention or detention facilities and storm drains.
9. Location and exterior dimensions of all proposed structures and impervious surfaces.
10. Location and dimension of parking and loading areas. pedestrian

and bicycle circulation, and related access ways. Individual parking spaces shall be shown.

11. Orientation of structures, showing entrances and exits.
 12. All exterior lighting, showing type, height, wattage, and hours of use.
 13. Drainage, Stormwater and Erosion Control, including possible adverse effects on adjacent lands.
 14. Service areas for waste disposal and recycling.
 15. Noise sources, with estimated hours of operation and decibel levels at the property boundaries.
 16. Goal 5 Resource Protection Plans. Indicate how project will protect streams, wetlands, riparian areas, natural areas, and fish and wildlife habitat from negative impacts.
 17. A landscaping plan which includes, if applicable:
 - a. Location and height of fences, buffers, and screening;
 - b. Location of terraces, decks, shelters, play areas, and common open spaces;
 - c. Location, type, size, and species of existing and proposed shrubs and trees; and
 - d. A narrative which addresses soil conditions and erosion control measures.
- B. Grading Plans: A preliminary grading plan indicating where and to what extent grading will take place, including general contour lines, slope ratios, slope stabilization proposals, and natural resource protection proposals.
- C. Architectural Drawings:
1. Building elevations and sections;
 2. Building materials (color and type);
 3. Floor plan.

D. Signs: (see also Zoning Ordinance Section 1300)

1. Freestanding sign:

- a. Location of sign on site plan;
- b. Elevation of sign (indicate size, total height, height between bottom of sign and ground, color, materials, and means of illumination).

2. On-Building Sign:

- a. Building elevation with location of sign (indicate size, color, materials and means of illumination);
- b. Plot plan showing location of signs on building in relation to adjoining property.

Finding 22: The proposed 18-hole frisbee golf course and check-in shed qualify for review under a Type 2 Design Review application per CCZO Section 1550, as they represent a new commercial recreational use on a significant portion of the 77-acre site. While the current applications focus solely on the frisbee golf course and check-in shed, some feedback received during the June 2024 pre-application conference, such as potential transportation impacts, remain applicable.

The applicant's updated site plan delineates the flood hazard area but does not identify McNulty Creek or the associated 50-foot riparian buffer required under CCZO Section 1170, as noted in previous findings. To ensure compliance, Condition No.9(a), has been recommended which requires the applicant to identify the creek and its riparian buffer in relation to the proposed features.

As previously determined, parking is sufficient for periods of regular operation, but additional overflow parking and ADA-compliant spaces will be required to accommodate tournaments. The submitted TGM concludes that projected weekday traffic patterns are within acceptable thresholds; however, further analysis and mitigation are required to address tournament traffic, which exceeds peak-hour thresholds during weekend events. While signage is included as part of the proposal, detailed plans have not been provided, and a condition has been recommended to ensure compliance with CCZO Section 1300 prior to final site plan approval. With adherence to these previously stated conditions, including revisions to the submitted site plan and parking modifications, staff finds that the proposal satisfies the standards in Sections 1555, 1556, and 1561 for this Type II Site Design Review.

Continuing with Zoning Ordinance Section 1550:

[...]

1563 Standards for Approval:

The Planning Commission or Director shall make a finding with respect to each of the following criteria when approving, approving with conditions, or denying an application:

- A. Flood Hazard Areas: See CCZO §1100, Flood Hazard Overlay Zone. All development in Flood Hazard Areas must comply with State and Federal Guidelines.
- B. Wetlands and Riparian Areas: Alteration of wetlands and riparian areas shall be in compliance with State and Federal laws.
- C. Natural Areas and Features: To the greatest practical extent possible, natural areas and features of the site shall be preserved.
- D. Historic and Cultural sites and structures: All historic and culturally significant sites and structures identified in the 1984 Comprehensive Plan, or identified for inclusion in the County Periodic Review, shall be protected if they still exist.
- E. Lighting: All outdoor lights shall be shielded so as to not shine directly on adjacent properties and roads.
- F. Energy Conservation: Buildings should be oriented to take advantage of natural energy saving elements such as the sun, landscaping and land forms.
- G. Transportation Facilities: Off-site auto and pedestrian facilities may be required by the Planning Commission, Planning Director or Public Works Director consistent with the Columbia County Road Standards and the Columbia County Transportation Systems Plan.

Finding 23: The proposed 18-hole frisbee golf course and check-in shed shall comply with the approval criteria outlined in CCZO Section 1563. Specific requirements related to flood hazard areas, riparian buffers, and natural features have been addressed in Findings 12 and 13, where it was determined that all features within these areas are temporary, removeable, and designed to minimize environmental impacts. The requirement to identify McNulty Creek and the 50-foot riparian buffer on the site plan has been addressed as Condition Nos. 4, 9(a), and elsewhere in this report.

Off-street parking and loading requirements were outlined in previous findings, where it was established that parking is sufficient for daily use, but additional parking spaces are necessary for tournaments. See Condition No. 9 (c). Similarly, transportation impacts were analyzed in Finding 18, which concluded that anticipated trip generation exceeds thresholds TIA. Compliance with signage requirements, as outlined in CCZO Section 1300, has been covered in numerous sections where it was determined that additional documentation is required.

No lighting is proposed as part of this phase, and the check-in shed and frisbee golf features do not require energy conservation considerations. While there are no identified historical structures or know cultural sites, and while the property has not been operated as a golf course for several years, the Columbia County Comprehensive Plan identifies the St. Helens Golf Course as an important private recreation facility. With adherence to the previously recommended conditions of approval, the proposal meets all applicable criteria under CCZO Section 1563.

1564 Final Site Plan Approval:

If the Planning Director or Planning Commission approves a preliminary site plan, the applicant shall finalize all the site drawings and submit them to the Director for review. If the Director finds the final site plan conforms with the preliminary site plan, as approved by the Director or Planning Commission, the Director shall give approval to the final site plan. Minor differences between the preliminary site plan and the final site plan may be approved by the Director. These plans shall be attached to the building permit application and shall become a part of that permit.

Finding 24: The preliminary site plan, once approved, is of record to the County Building Official and other departments. Its contents dictate their review and standards. As such the final site plan shall be approved only if it conforms with the conditions of approval and the preliminary site plan reviewed and approved by the Planning Commission. In addition, the County Building Official will require the project to comply with all applicable requirements of the County Codes related to Building, Safety and Fire Protection as well as all applicable State and Federal Codes, Ordinances, and Standards in effect at the time of building permit applications. Staff finds that the criteria in Section 1563 will be met with conditions covered elsewhere in this report.

AGENCY COMMENTS:

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

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

Columbia County Building Official: The owner will be required to any necessary building, plumbing, mechanical, and electrical permits. Specific requirements will be identified upon review of the final site plan.

Columbia County Public Health: *See attachment.*

Columbia County Public Works Department: *See attachment.*

Columbia County Sanitarian: *See attachment.*

Columbia River Fire and Rescue: *See attachment.*

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

Oregon Department of State Lands (DSL): *See attachment.*

St. Helens - Columbia City CPAC: No comments have been received as of the date of this report.

Warren Water District: This WWA member currently has water to the clubhouse and residency house. Warren Water is not prepared to offer additional meters (water use) currently due to pressure issue in this area of our water system.

STAFF COMMENTS, CONCLUSION AND RECOMMENDATION:

Planning Staff recommends the Planning Commission, **APPROVE** DSU 25-01, finding the proposed use of the subject property as for a 18-hole frisbee golf course, check-in shed, 9-hole traditional golf course, clubhouse and restaurant, putting course, practice greens, driving range, golf simulators, events barn, and indoor and outdoor sports is similar to and compatible with those uses permitted in the CS-R Zone and **DENY** DR 25-04, for the implementation and operation of an 18-hole frisbee golf course and check-in shed due to the absence of a Transportation Impact Analysis (TIA), which is necessary to evaluate the anticipated traffic impacts of the proposed development subject to the following conditions:

1. This Determination of Similar Use shall be applicable only to this Community Service – Recreation (CS-R) zoned property associated with Tax Map ID 4213-D0-00103 and shall not apply to other parcels within this tract that contain different zoning designations.

Planning Staff recommends the Planning Commission **DENY** DR 25-04, for the implementation and operation of an 18-hole frisbee golf course and check-in shed, based on staff's findings above, due to the absence of a Transportation Impact Analysis (TIA) which is necessary to evaluate the anticipated traffic impacts of the proposed development subject.

To the extent the Planning Commission is inclined to approve DR 25-01, notwithstanding staff's recommendation, staff provides the following proposed approval conditions to ensure compliance of DR 25-04 with the applicable criteria:

2. This permit shall become void unless the proposal has commenced in conformance with all conditions and restrictions established herein within the two-year validity period. Extensions of time may be granted by the Planning Commission if requested in writing with the appropriate fee before the expiration date, given the applicant is not responsible for failure to develop.
3. The applicant shall obtain all necessary building, plumbing, mechanical, and electrical permits for the subject proposal.
4. A 50' Riparian Corridor extending from the top-of-bank of McNulty Creek and associated wetlands on the subject property shall be maintained.
5. The approval of DSU 25-01 is limited to a determination that the proposed 18-hole frisbee golf course, check-in shed, 9-hole traditional golf course, clubhouse and restaurant, putting course, practice greens, driving range, golf simulators, events barn, and indoor and outdoor sport are similar to and compatible with those uses permitted in the CS-R Zone, and DR 25-04 is limited to the design approval, implementation, and operation of an 18-hole frisbee golf course and check-in shed. All other uses proposed for future phases shall be reviewed under separate design review applications for consistency with CCZO Section 1025.
6. No grading, filling, or construction of permanent structures within the identified flood hazard area is authorized by the approval of DSU 25-01 and DR 25-04. Any future activities in these areas shall be reviewed for consistency with the criteria in CCZO Section 1100.
7. No permanent structures shall be constructed as part of this phase without obtaining separate Design Review approval and required permits.
8. Future phases outlined in DSU 25-01 must be submitted as separate Design Review applications for evaluation of compliance with zoning, infrastructure, and environmental requirements.
9. The following shall be completed **prior to the acceptance of a Final Site Plan:**
 - a. The applicant shall delineate the location of the McNulty Creek and its 50-foot riparian corridor on the final site plan and demonstrate that all proposed features maintain their temporary and removable nature and are consistent with the requirements of CCZO Section 1172.
 - b. The applicant shall provide detailed documentation for all proposed signage to ensure compliance with CCZO Section 1300.

- c. The applicant shall designate and prepare a temporary overflow parking area for frisbee golf tournaments, sufficient to meet a demand of 105 spaces. The overflow parking area shall demonstrate consistency with dimensional standards required by CCZO Section 1400.
 - d. The applicant shall identify the names and location of all vegetation intended to reduce the visual impact of the existing parking lot.
 - e. The applicant shall submit documentation which confirms that the proposed portable toilets are owned and maintained by a Licensed Sewage Disposal service.
10. The following shall be complete **prior to the commencement of operations:**
- a. The applicant shall obtain a Road Access Permit for the existing connection to Hazen Road.
 - b. Confirmation from Columbia County Fire and Rescue that they have reviewed the Final Site Plan for compliance with minimum Fire Safety Standards.

Attachments:

DSU 25-01 and DR 25-04 applications

Zoning, Aerial, and Natural Feature maps

General Agency comments

Preliminary Final Site Plan submitted 1/15/2025 & Revised Parking Plan submitted 1/22/2025

PC Continuation 1.6.2025 submittals

CRF&R Fire Setback Letter dated 1/7/2025

Trip Generation Memo dated 1/20/2025

Transportation related correspondence up to 1/27/2025