



Crook County Community Development

Planning Division

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STAFF REPORT

Continuation of hearing for deliberations only - 217-24-000020-PLNG

DATE: June 6, 2024

OWNER: Julie and Ariana Mayers
1308 NE Carson St
Prineville, OR 97754

**AGENT/
APPLICANT:** Liz Willmot
Kimley-Horn and Associates
1201 Third Avenue, Suite 2800
Seattle, WA 98101

LOCATION: The subject property is a 5.22-acre parcel, on the west side of SE Juniper Canyon Road, approximately 7.2 miles south of Prineville. The property is identified by the Crook County Tax Assessor as: 1616020000900.

REQUEST: The Applicant requests a conditional use permit for a Dollar General store.

ZONING: Recreation Residential Mobile Zone, RR(M)-5

I. APPLICABLE CRITERIA

Crook County Code

Title 18, Zoning

Chapter 18.40 Recreation Residential Mobile Zone, RR(M)-5

18.40.005 Regulations designated.

18.40.020 Conditional uses permitted.

18.40.040 Yard and setback requirements.

18.40.050 Dimensional standards.

18.40.060 Signs.

18.40.070 Off-street parking and loading.

18.40.100 Limitations on conditional uses.

Chapter 18.124 Supplementary Provisions

18.124.010 Access – Minimum lot frontage.

18.124.020 Establishment of clear-vision areas.

18.124.030 Measurement of clear-vision area.

18.124.040 Sign limitations and regulations.

18.124.050 Authorization of similar uses.

18.124.060 General provisions regarding accessory uses.

- 18.124.070 *Projections from buildings.*
- 18.124.080 *Maintenance of minimum ordinance requirements.*

Chapter 18.128 Off-street parking requirements

- 18.128.010 *Off-street parking requirements.*
- 18.128.015 *Bicycle parking.*
- 18.128.020 *Off-street parking and loading.*
- 18.128.030 *Design and improvement standards for parking lots.*

Chapter 18.160 Conditional Uses

- 18.160.010 *Authorization to grant or deny conditional uses.*
- 18.160.020 *General criteria.*
- 18.160.030 *General conditions.*
- 18.160.040 *Permit and improvements assurance.*
- 18.160.060 *Procedure for taking action on conditional use application.*
- 18.160.070 *Permit expiration dates.*
- 18.160.080 *Occupancy permit.*

18.176 Access management standards.

- 18.176.010 *Access management standards.*

18.180 Transportation Impact Analysis

- 18.180.010 *Transportation impact analysis.*

II. SUMMARY OF TESTIMONY, REBUTTAL, AND FINAL ARGUMENT

The Planning Commission held the first public hearing on May 15, 2024. At that time there were 115 exhibits to the record. During the hearing staff presented the staff report, the Applicant provided testimony and there were 10 members of the public that testified.

The Applicant testified to the submission of their narrative statement and intent to develop the site. They spoke of the benefits that their tenant, Dollar General, would bring to the area.

One person testified as neutral to the proposal but asked that the company merge with an existing business within the City of Prineville.

Nine citizens testified in opposition to the proposal with traffic concerns, livability, crime, operating characteristics of the specific business, questioning the recreational services offered.

A request was made to keep the record open for additional testimony, of which the Planning Commission agreed and set a date and time certain for deliberations only. The open record period for additional submittal expired on May 22, 2024, at 4pm. The submission of rebuttal materials expired on May 29, 2024, at 4pm, and the Applicant's opportunity to submit final argument expired on June 5, 2024, at 5pm.

During the first seven days of open record, there were an additional 16 exhibits submitted, 6 of which were in favor of the proposal, 10 that were in opposition. Those that were in favor expressed the desire to reduce their number of trips into town for necessities and affordability of products. Those in opposition included concerns of increase of noise, traffic, crime, and impact to livability. Additional evidence included data from the County's transportation system plan regarding crash rates and information from a presentation regarding a secondary access/egress in Juniper Canyon.

The Applicant submitted final argument offering additional information regarding traffic, lighting, responses to concerns expressed in opposition testimony as well as a letter from Dollar General.

III. SUMMARY OF TESTIMONY as of May 3, 2024:

As of May 3, 2024, ninety-five (95) Exhibits have been submitted. Of those submitted, three (3) have been submitted in support and ninety-two (92) in opposition. The broad themes of opposition include general increase in traffic, specific safety and congestion at the proposed access, left hand turn safety, increase in use of the local roads with no maintenance agreements, a single access in and out for the area as a whole (via Juniper Canyon Rd.), increase in lighting, increase in trash, and livability.

Livability concerns expressed from the exhibits range from the proposal not being needed, not being wanted, to protecting residents 'rural way of life', property values, dark skies designation, and residential properties experiencing the increase of noise from noise of a commercial business. Other concerns raised include disruption to wildlife patterns, increase in crime, general safety, water usage, and fire risk.

Those comments in support note that it will help folks with mobility challenges, limited resources, and families with children. They also note the stores up Juniper Canyon do not have a good stock of staple items, and that a corporate store will cut costs for people without having to drive to Prineville.

IV. PROPOSED FINDINGS

Crook County Code Title 18, Zoning

Chapter 18.40 Recreation Residential Mobile Zone, RR(M)-5

18.40.005 Regulations designated.

In an RR(M)-5 zone, the following regulations shall apply. In addition, provisions of Chapter 18.124 CCC (Supplementary Provisions) may apply.

PROPOSED FINDING: An analysis of the submitted materials including comments submitted has been used to compile the proposed findings for this staff report.

18.40.020 Conditional uses permitted.

In an RR(M)-5 zone, the following uses and their accessory uses are permitted when authorized in accordance with the requirements set forth by this section and Chapter 18.160 CCC.

(6) Commercial activity directly related to recreation, including but not limited to motel, food and beverage establishment, recreation vehicle gasoline service station, recreation vehicle rental and storage facility and gift or sporting goods store.

PROPOSED FINDING: The Planning Commission will need to find the proposed “[c]ommercial activity directly related to recreation” is supported or not supported, by substantial evidence in the record.

The Applicant states, “[t]he proposed Dollar General will provide affordable grocery and general goods items for instate and out-of-state tourists and recreational enthusiasts as well as nearby residents.” It goes

on to list various items “for the recreational visitors” including, but not limited to, paper and cleaning products (e.g., paper plates), packaged foods and snacks (e.g., marshmallows, ice and beer), seasonal products (e.g., charcoal, skewers, and first aid supplies), health (e.g., over the counter medicines and ointments), and automotive (e.g., duct tape and oils). A complete list of items available for sale is listed on page 4 of the Applicant’s narrative statement.

The Applicant notes on page 3 of the Narrative that the proposed store is “[c]entrally located between Ochoco Reservoir, Prineville Reservoir, and multiple other outdoor recreational activities...”. The Applicant further states that “visitors will visit this Dollar General to stock up for their fishing, boating, picnicking, hiking, mountain biking, camping, or RV adventure...”.

Exhibit 11 is an email from Central Oregon LandWatch that specifically cites CCC 18.40.020(6). The email states, “we are initially concerned that the proposed use is not allowed in the zone, as the proposed use is not ‘directly related to recreation’” (Exhibit 11). The email does not go on to specify the reasons or further comment.

Staff believes this criterion asks (1) is the proposed use a commercial activity, and (2) is it directly related to recreation. Staff believes the first element is satisfied given the retail nature of Dollar General stores. The second step will require a finding of subjective nature by the Planning Commission. Staff recommends the Planning Commission consider the recreational uses and opportunities in the area and then decide if the proposed use is directly related to those. Of note, the criterion includes examples of commercial uses that might be approved, including gift stores and sporting goods stores. Thus, home goods stores, hardware stores, and plant nurseries are likely not directly related to recreation as they would be geared more towards residential uses in the area.

18.40.040 Yard and setback requirements.

In an RR(M)-5 zone, the following yard and setbacks shall be maintained:

(1) The front setback shall be a minimum of 20 feet from a property line fronting on a local minor collector or marginal access street ROW, 30 feet from a property line fronting of a major collector ROW, and 80 feet from an arterial ROW unless other provisions from combining accesses are provided and approved by the county.

(2) There shall be a minimum side yard of 10 feet for all uses, except in the case of a nonresidential use adjacent to a residential use the minimum side yard shall be 20 feet.

(3) The minimum rear yard shall be 20 feet.

PROPOSED FINDING: The submitted site plan (Attachment A) shows the building will be further from the minimum required setbacks for the RR(M)5 zone.

18.40.050 Dimensional standards.

In an RR(M)-5 zone, the following dimensional standards shall apply:

(1) Percent of Lot Coverage. The main building and accessory buildings located on any building site or lot shall not cover in excess of 30 percent of the total lot area.

(2) Building Height. No building or structure, nor the enlargement of any building or structure, shall be hereafter erected to exceed two stories or more than 30 feet in height.

PROPOSED FINDING: The submitted site plan, narrative, and elevations show the development will be less than 30% of the total lot area and the building height less than 30 feet. The subject property is 227 383.2 sq. ft., and the proposed building is 12,687 square feet. The lot coverage is 17.9%.

18.40.060 Signs.

In an RR(M)-5 zone, the following signs are permitted:

(1) Business signs provided the aggregate of the signs do not exceed an area equal to one square foot of sign face for each foot of lot frontage or 100 square feet of sign face, whichever is the least, and the sign is not in or extending over a street ROW.

(2) The specific types, sizes, design and number of permitted commercial signs shall conform to the general provisions governing signs found in CCC 18.124.040.

PROPOSED FINDING: The proposed sign face is proposed at 50.63 sq. ft. on a double facing sign, thus over the allowed 100 sq ft. The proposed sign location as shown on the proposed site plan is outside of the Juniper Canyon Right of Way.

A condition of approval (1) has been added to ensure the proposed signage meets the standards in CCC18.124.040 and 18.40.060 at the time of site plan and signage application.

Additional sign standards, including CCC 18.124.040, are addressed below.

18.40.070 Off-street parking and loading.

In an RR(M)-5 zone, off-street parking and loading shall be provided in accordance with the provisions of Chapter 18.128 CCC.

PROPOSED FINDING: The off-street parking and loading standards are addressed under CCC 18.128.

18.40.090 Lot size.

In an RR(M)-5 zone, the following lot size shall apply:

The minimum property size for a new parcel shall be five acres in size.

PROPOSED FINDING: The proposal is located on an existing parcel; the above standard does not apply. The County Assessor's records show the property is an existing parcel at 5.22 acres.

18.40.100 Limitations on conditional uses.

In addition to the standards and conditions that may be attached to the approval of conditional uses as provided by Chapter 18.160 CCC, the following limitations shall apply to conditional uses in an RR(M)-5 zone:

(1) An application for a conditional use in the RR(M)-5 zone may be denied if, in the opinion of the planning commission, the proposed use is not related to or sufficiently dependent upon the recreational resource of the area.

PROPOSED FINDING: Planning Commission will need to (1) define "the area", (2) determine whether the proposed use is related to or sufficiently dependent on the recreational resources in "the area".

Staff proposes the Planning Commission define the area as Juniper Canyon, further defined as the area extending to the Crooked River rimrock to the west, the lake to the south, the City of Prineville to the north, and to the east inclusive of the Ochoco Land and Livestock areas. Staff proposes this consideration of area on the existing road system and limited connectivity to other parts of the county. The adopted Transportation System Plan, road designation map is Attachment E.

Some examples of recreation available in Juniper Canyon include Prineville Reservoir, camping, hunting, fishing, and rockhounding. The Comprehensive Plan lists several recreational resources for the County:

“These include, but are not limited to, open space and scenic landscapes; recreational lands; historical, archeology and natural science resources; scenic roads and travelways; sports and cultural events; camping, picnicking and recreational lodging; tourist facilities and accommodations; trails; waterway use facilities; hunting; angling; winter sports; mineral resources; active and passive games and activities.” (pg. 58)

Lastly, is the proposed use related to or sufficiently dependent upon the recreational resources in the area. The County Code does not provide a definition of ‘sufficiently dependent’. The common definition is “in or to a degree or quantity that meets one’s requirements or satisfaction.” Staff reviewed prior approvals for commercial development in the Juniper Canyon area and those decisions provide little guidance on past practice.

The Applicant has provided two statements in the Narrative to support the recreational tie:

1. “The applicant argues that the proposed retail store supports recreational use by offering affordable grocery and general goods items for users of nearby recreational areas. Asphalt parking for recreational vehicles is offered onsite, allowing users to stop on the way to/from their recreation for supplies.
2. The site is located on SE Juniper Canyon Road, which is the main thoroughfare between Prineville and the Prineville Reservoir State Park. State Route 26 passes through Prineville, so any hikers/fishers/boaters looking to visit Prineville Reservoir State Park that live to the north will pass along the site as they travel south via SE Juniper Canyon Road. The proposed general goods store offers recreational users the opportunity to stock up on last-minute items and groceries before or after their activities.” (pg. 9)

Submitted testimony and exhibits in the records rebut the Applicant’s statements to the recreational tie, the materials call out the Applicant’s advertising as a ‘Neighborhood Store’. Additionally, testimony submitted in opposition to the proposal cited the seasonal recreation opportunities as being limited and thus not related to or sufficiently dependent on recreation.

(2) An application for a conditional use in the RR(M)-5 zone may be denied if the applicant fails to demonstrate that a location in close proximity to the recreation resource to be served is essential to the public interest and to the full development of the recreation resource.

PROPOSED FINDING: The Planning Commission will need to find that the location of the proposal is near to the recreational resources being served, is essential to the public interest, and will further develop recreational resources.

The Applicant provided in the Revised Narrative:

“The site is located on SE Juniper Canyon Road, which is the main thoroughfare between Prineville and the Prineville Reservoir State Park. State Route 26 passes through Prineville, so any hikers/fishers/boaters looking to visit Prineville Reservoir State Park that live to the north will pass along the site as they travel south via SE Juniper Canyon Road. The proposed general goods store offers recreational users the opportunity to stock up on last-minute items and groceries before or after their activities”. (pg. 8)

Many exhibits submitted speak to the proposal as not needed: Exhibits 1, 6, 8, 9, 10, 14, 21, 31, 39, and 62 (not exhaustive).

Exhibit 91 addresses the above criteria specifically and states, “I don’t believe they’ve demonstrated that this is essential to public interest.” (pg. 2)

(3) In approving a conditional use in the RR(M)-5 zone, the commission shall be satisfied that the applicant is fully apprised of the county’s policy relative to development or maintenance of access improvements to recreation-residential areas, and may attach the following as a condition of approval: The granting of this permit in no way obligates Crook County to the provision, development or maintenance of access, required or otherwise to the property for which this permit is issued.

PROPOSED FINDING: The proposal is accessing Juniper Canyon Rd and is subject to the access management standards.

(4) The planning commission may require establishment and maintenance of fire breaks, the use of fire-resistant materials in construction and landscaping or may attach other similar conditions or limitations that will serve to reduce fire hazards or prevent the spread of fire to surrounding areas.

PROPOSED FINDING: The Applicant states in the Narrative “[t]he proposed site plan includes an above-ground water tank for the purposes of fire protection. The applicant would follow the requirements from the County regarding other fire suppression measures.” (pg. 8).

A Condition of Approval may be added to require conformity with the Fire Wise guidelines. During the building code review will address fire and building code with development of the structure (see Attachment C).

(5) The planning commission may limit changes in the natural grade of land, or the alteration, removal or destruction of natural vegetation in order to prevent or minimize erosion or pollution.

PROPOSED FINDING: The Applicant states, “The proposed development will minimize earthwork disturbance to the greatest extent feasible. It is the intention of the design team to leave the site areas south of the building/parking and north of the detention pond in its natural state.” (pg. 8 of the Narrative)

A grading and drainage plan will be required to be submitted at the time of site plan application. The grading and drainage plan will prevent or minimize erosion and destruction of natural vegetation (see Condition of Approval 2).

(6) Compliance with the comprehensive plan shall be required for the approval of any application for a conditional use in the RR(M)-5 zone.

PROPOSED FINDING: The Planning Commission will need to find if the Applicant has met the burden of proof showing the proposed conditional use is in compliance with the Comprehensive Plan.

The recreation chapter includes policies for recreational resources, including:

“1. Energy consequences shall be considered by all recreation plans to the extent that non-motorized types of recreational activities shall be preferred over motorized activities. Facilities directly serving the recreational needs of Prineville shall be built as close to the population center as possible in order to conserve energy of transportation to the site.

The first consideration is based on the proposed site’s proximity to both the recreational resources and even miles from the City of Prineville, providing an opportunity to the population to conserve energy by reducing transportation to and from the recreational resource.

The second consideration is the distance of the site from trucking and distribution routes, as well as the main population center, which is the City of Prineville, being at odds with Policy 1.

The Applicant’s response does not address the energy consequences outlined in the recreation chapter of the Comprehensive Plan. The Narrative states, “Based on the applicant’s research, the only applicability of the comprehensive plan to this site is the recreational use, which is the purpose of this Conditional Use Permit.” (pg. 8)

(7) An application for a commercial use, subdivision or PUD may be denied if the subject proposal does not have immediate or adequate access to an existing or planned designated arterial or collector street.

PROPOSED FINDING: The property is adjacent to SW Juniper Canyon Rd, which is listed as major collector street in the County’s Transportation System Plan, (Attachment E).

18.40.110 Wildlife policy applicability.

The residential density limitations and the lot and parcel size limitations found in Wildlife Policy 2 of the Crook County comprehensive plan do not apply to any nonresource zones.

PROPOSED FINDING: Wildlife policy 2 does not apply to a nonresource zone, the property is in the Recreational Residential zone, RR(M)-5. This standard does not apply.

Chapter 18.124 Supplementary Provisions

18.124.010 Access – Minimum lot frontage.

Every lot shall abut a street, other than an alley, for at least 50 feet.

PROPOSED FINDING: The parcel has 859 feet of street frontage. This standard is met.

18.124.020 Establishment of clear-vision areas.

In all zones, a clear-vision area shall be maintained on the corners of all property at the intersection of two streets or a street and a railroad. A clear-vision area shall contain no

planting, fence, wall, structure or temporary or permanent obstruction exceeding two and one-half feet in height, measured from the top of the curb, or where no curb exists, from the established street center line grade, except that trees exceeding this height may be located in this area, provided all branches and foliage are removed to a height of eight feet above the grade.

18.124.030 Measurement of clear-vision area.

A clear-vision area shall consist of a triangular area two sides of which are lot lines measured from the corner intersection of the street lot lines for a distance specified in this regulation, or, where the lot lines have rounded corners, the lot lines extended in a straight line to a point of intersection and so measured, and the third side of which is a line across the corner of the lot joining the nonintersecting ends of the other two sides. The following measurements shall establish clear-vision areas within the county:

(1) In an agricultural, forestry or industrial zone, the minimum distance shall be 30 feet, or at intersections including an alley, 10 feet.

(2) In all other zones, the minimum distance shall be in relationship to street and road right-of-way widths as follows:

<i>Row Width</i>	<i>Clear-Vision Measurement</i>
<i>80 feet and more</i>	<i>20 feet</i>
<i>60 feet</i>	<i>30 feet</i>
<i>50 feet</i>	<i>40 feet</i>

PROPOSED FINDING: The property does not have an intersection of two streets. These standards do not apply.

18.124.040 Sign limitations and regulations.

In addition to the standards and limitations set forth in this title, signs shall be installed in accordance with applicable regulations of state and federal agencies. No sign will hereafter be erected, moved or structurally altered without being in conformity with the provisions of this title. Official traffic control signs and instruments of the state, county or municipality are exempt from all provisions of this title.

(1) All outdoor signs shall be in compliance with the provisions of this title and the provisions of Chapter 377 ORS when applicable.

(2) No outdoor sign permitted by Chapter 377 ORS shall be erected within 300 feet of a residential dwelling without written consent of the owner and/or occupant of said dwelling.

PROPOSED FINDING: The property is not located within or near an area that is regulated by ORS 377. The standards do not apply.

(3) No sign shall be placed as to interfere with visibility or effectiveness of any official traffic sign or signal, or with driver vision at any access point or intersection.

PROPOSED FINDING: No sign shall interfere with visibility or effectiveness of any official traffic sign or signal, or with driver vision at any access point or intersection. See Condition of Approval 3.

(4) No sign shall cause glare, distraction or other driving hazards within a street or road right-of-way.

PROPOSED FINDING: No sign shall not cause glare, distraction or other driving hazards within a street or road right-of-way. See Condition of Approval 4.

(5) No sign shall shine directly upon a residential dwelling or otherwise create a nuisance.

PROPOSED FINDING: No sign shall shine directly upon a residential dwelling or otherwise create a nuisance. See Condition of Approval 5.

(6) In addition to the limitations on signs as provided by subsections (1) through (5) of this section, additional sign restrictions may be required as determined by the planning commission in approving conditional uses, as provided by Chapter 18.160 CCC.

PROPOSED FINDING: The Planning Commission may consider conditions of approval regarding limiting signs or additional sign restrictions. Some examples of additional restrictions could include, no internal illumination, no uplighting, no flashing or scrolling electronic components, ground mounted signs, no pole signs and reducing the allowable sign square footage.

See Condition of Approval 6.

18.124.070 Projections from buildings.

Architectural features such as cornices, eaves, canopies, sunshades, gutters, chimneys and flues shall not project more than three feet into a required yard; provided, that the projection is not closer than three feet to a property line.

PROPOSED FINDING: The proposed building does not contain an architectural feature which would project into the required setback. This standard is met.

Chapter 18.128 Off- Street Parking

At the time of construction, reconstruction or enlargement of a structure or at the time a use is changed in any zone, off-street parking space shall be provided as follows unless greater requirements are otherwise established. Where square feet of the structure or use are specified as the basis for the requirement, the area measured shall be the gross floor area primary to the functioning of the particular use of the property. When the requirements are based on the number of employees, the number counted shall be those working on the premises during the largest shift at peak season. Fractional space requirements shall be counted as a whole space.

Use	Minimum Requirements
6. Commercial	
a. Retail store except as provided in subsection (6)(b) of this section.	One space per 300 square feet of floor area designated for retail sales.

PROPOSED FINDING: The proposed off-street parking is 1/300 sq. ft. of retail floor area, designated for retail sales. The applicant has not provided the retail floor calculation only the total square footage of the proposed building, 12,687 square feet. At the current calculation the off-street parking requirement is 43 spaces, the applicant has proposed 43 spaces. At the time of site plan review the retail floor square footage shall be calculated and the off-street parking shall be reviewed. See Condition of Approval 7.

18.128.015 Bicycle parking.

(1) Applicability. Excluding uses listed in subsection (2) of this section, all proposed development where required new vehicle parking areas number 10 or more spaces must include a designated

area for bicycle parking.

(2) Exemptions. This section does not apply to single-family and duplex housing, home occupations, and agricultural uses. The county roadmaster may exempt other uses upon finding that, due to the nature of the use or its location, it is unlikely to have any attendees, patrons or employees arriving by bicycle.

PROPOSED FINDING: An exemption has not been requested or approved through the county roadmaster. The Applicant has proposed bicycle parking; standards are required and addressed below.

(3) Standards. The minimum number of required bicycle parking spaces shall be:

(a) For all uses subject to this section, two bicycle spaces for the first 10 motorized vehicle parking areas, plus one additional bicycle space for each additional 10 motorized vehicle parking spaces thereafter.

PROPOSED FINDING: The Applicant is proposing 6 bicycle spaces. The total off-street parking proposed is 43 spaces, utilizing the calculation above, would equal 2 for the first 10 spaces (33), then 1 additional for each 10 spaces, for a total 5 spaces. The standard is met.

(4) Design. Unless otherwise identified in subsection (3) of this section, bicycle parking shall consist of staple-design steel racks or other county-approved racks, lockers, or storage bins providing a safe and secure means of storing a bicycle.

PROPOSED FINDING: The Applicant has not provided details for the bicycle parking. A condition of approval (8) has been added to have the Applicant provide the bicycle parking details and consisting of staple-design steel racks or other county-approved racks, lockers, or storage bins providing a safe and secure means of storing a bicycle.

(5) Location. For institutional, employment, and commercial uses, the designated area for bicycle parking shall be within 50 feet of a public entrance.

PROPOSED FINDING: The proposed plot plan shows the bicycle parking located on the northeast corner of the building however no measurement is provided. At the time of site plan review the applicant will provide greater detail of the distance from the public entrance to the proposed bicycle parking. See Condition of Approval 9.

(6) Hazards. Bicycle parking shall not impede or create a hazard to pedestrians or vehicles, and shall be located so as to not conflict with the vision clearance standards of this code.

PROPOSED FINDING: The proposed plot plan shows the bicycle parking located on the northeast corner of the building. The Applicant shall provide greater detail of the proposed bicycle parking to not impede or create a hazard to pedestrians or vehicles and shall be located so as to not conflict with the vision clearance standards of this code. See Condition of Approval 10.

18.128.020 Off-street parking and loading.

Buildings or structures to be built or substantially altered which receive and distribute materials and merchandise by trucks shall provide and maintain off-street loading berths in sufficient number and size to handle adequately the needs of the particular use. Off-street parking areas used to fulfill the requirements of this title shall not be used for loading and unloading

operations except during periods of the day when not required to care for parking needs. General provisions are as follows:

(1) *The provisions and maintenance of off-street parking and loading spaces is a continuing obligation of the property owner. Should the owner or occupant of any lot or building change the use to which the lot or building is put, thereby increasing off-street parking or loading requirements, it shall be a violation of this title to begin or maintain such altered use until such time as the increased off-street parking or loading requirements are complied with.*

PROPOSED FINDING: The Applicant has not proposed off street loading berths for distribution and receiving merchandise or addressed how merchandise will be delivered to the site. Off-street parking areas used to fulfill the requirements of this title shall not be used for loading and unloading operations except during periods of the day when not required to care for parking needs. The Applicant shall provide the information regarding the distribution of merchandise including any proposed location of loading berths or how the parking area will be utilized during hours when the public is not using the parking area at the time of site plan review. It is the continuing obligation of the property owner for the provisions and maintenance of off-street parking and loading spaces. See Conditions of Approval 11 and 12.

(2) *Requirements for types of buildings and uses not specifically listed in this title shall be determined by the planning commission based upon the requirements for comparable use listed.*

(3) *In the event several uses occupy a single structure or parcel of land, the total requirements for off-street parking shall be the sum of the requirements of the several uses computed separately.*

(4) *Owners of two or more uses or parcels of land may agree to utilize jointly the same parking and loading spaces when the hours of operation do not overlap; provided, that satisfactory legal evidence is presented to the county in the form of deeds, leases or contracts to establish the joint use.*

(5) *Off-street parking spaces for dwellings shall be located on the same parcel with the dwelling. Other required parking spaces for residential uses shall be located not farther than 500 feet from the building or use they are required to serve, measured in a straight line from the building.*

PROPOSED FINDING: The above standards do not apply to this proposal.

(6) *Required parking spaces shall be available for the parking of passenger automobiles of residents, customers, patrons and employees only and shall not be used for storage of vehicles or materials or for the parking of trucks used in conducting the business or use.*

PROPOSED FINDING: Required parking spaces shall be available for the parking of passenger automobiles of residents, customers, patrons and employees only and shall not be used for storage of vehicles or materials or for the parking of trucks used in conducting the business or use. (See Condition of Approval 13.)

18.128.030 Design and improvement standards for parking lots.

(1) *Areas used for parking for more than two vehicles shall have durable and dustless*

surfaces adequately maintained.

PROPOSED FINDING: A condition of approval (14) is included for a revised plot plan showing additional dustless gravel surface area for larger vehicles to maneuver adjacent to the recreational vehicle parking area. The Applicant states, "The proposed development will have heavy-duty pavement along the drive aisles to allow pavement to withstand larger vehicles and delivery trucks traversing the site and the parking stalls will be standard-duty pavement." (pg. 14).

(2) Except for parking in connection with dwelling, parking and loading areas adjacent to or within a residential zone or adjacent to a dwelling shall be designed to minimize disturbance to residents by the erection between the uses of a sight-obscuring fence or planted screen of not less than six feet in height except where vision clearance is required.

PROPOSED FINDING: The Narrative states, "The site proposes a fence at the west and south setback lines for minimal disturbance to the residential lots adjacent to the site." (pg. 14). The fence shall be sight-obscuring. See Condition of Approval 15.

(3) Parking spaces along the outer boundaries of a parking lot shall be contained by a bumper rail or by a curb which is at least four inches high and which is set back a minimum of one and one-half feet from the property line.

PROPOSED FINDING: The Applicant proposed all stalls along the outer edge of the parking lot have a bumper rail or wheel stops. The parking lot design including the specifics design of a bumper rail or curb must be in compliance with 18.128.030(3). See Condition of Approval 16.

(4) Artificial lighting, which may be provided, shall not shine or create glare in any residential zone or on any adjacent dwelling.

PROPOSED FINDING: The Applicant has not provided detail regarding any artificial lighting. All artificial lighting shall not shine or create glare in any residential zone or on any adjacent dwelling. See Condition of Approval 17.

(5) Access aisles shall be of sufficient width to permit easy turning and maneuvering.

PROPOSED FINDING: The Applicant has not adequately provided details regarding the above finding and will need to submit an addendum to the TIA and revised site plan in accordance with conditions of approval 18, 19, and 20.

(6) Except for single-family and duplex dwellings, groups of more than two parking spaces shall be so located and served by a driveway that their use will require no backing movements or other maneuvering within a street right-of-way other than an alley.

PROPOSED FINDING: The submitted proposal does not include any backing or maneuvering within the street right-of-way. As a condition of approval (21) there will be no backing movements or other maneuvering within a street right-of-way.

(7) Service drives to off-street parking areas shall be designed and constructed both to facilitate the flow of traffic and to provide maximum safety for vehicles and pedestrians. The number of service drives shall be limited to the minimum that will accommodate anticipated traffic.

PROPOSED FINDING: The Applicant is proposing one access point with one service drive.

(8) Driveways shall have a minimum vision clearance area framed by the intersection of the driveway center line, the street right-of-way line, and a straight line joining said lines through points 30 feet from their intersection.

PROPOSED FINDING: The Applicant has not provided detail regarding a clear vision area at the driveway intersection and SE Juniper Canyon Rd. The clear vision area will be reviewed for conformance with the site plan review. See Condition of Approval 22.

(9) The standards set forth in the table that follows shall be the minimum for parking lots approved under this title (all figures are in feet except as noted).

<i>a</i> Parking Angle	<i>b</i> Stall Width	<i>c</i> Stall to Curb (19' Long Stall)	<i>d</i> Aisle Width	<i>e</i> Curb Length Per Car	<i>f</i> ¹	<i>f</i> ²
0°	8'6"	8.5	12.0	23.0	29.0	--
20°	8'6"	14.5	11.0	24.9	40.0	32.0
30°	8'6"	16.9	11.0	17.0	44.8	37.4
40°	8'6"	18.7	12.0	13.2	49.4	42.9
45°	8'6"	19.4	13.5	12.0	52.3	46.3
50°	8'6"	20.0	12.5	11.1	52.5	47.0
60°	8'6"	20.7	18.5	9.8	59.9	55.6
70°	8'6"	20.8	19.5	9.0	61.1	58.2
80°	8'6"	20.2	24.0*	8.6	64.4	62.9
90°	8'6"	19.0	25.0*	8.5	63.0	--

PROPOSED FINDING: The Applicant is proposing all parking stalls be 20 feet long and 9 feet wide, which meets the 90° parking angle standard as outlined above.

Chapter 18.160 Conditional Uses

18.160.010 Authorization to grant or deny conditional uses.

A conditional use listed in this title shall be permitted, altered or denied in accordance with the standards and procedures of this title and this chapter by action of the planning director or planning commission. In the case of a use existing prior to the effective date of the ordinance codified in this title and classified in this title as a conditional use, a change in use or in lot area or an alteration of structure shall conform with the requirements for a conditional use.

PROPOSED FINDING: The conditional use proposal is for a new use and is being heard before the Planning Commission in accordance with the standards and provisions as specified in the Crook County Code.

18.160.020 General criteria.

In judging whether or not a conditional use proposal shall be approved or denied, the planning director or planning commission shall weigh the proposal's appropriateness and desirability or the public convenience or necessity to be served against any adverse conditions that would result from authorizing the particular development at the location proposed and, to approve such use, shall find that the following criteria are either met, can be met by observance of conditions, or are not applicable:

(1) The proposal will be consistent with the comprehensive plan and the objectives of the zoning ordinance and other applicable policies and regulations of the county.

PROPOSED FINDING: The Planning Commission will need to make a finding that the Applicant has met the burden of proof to show that the proposal is consistent with the comprehensive plan and the objectives of the zoning ordinance.

Policies set forth in the Comprehensive Plan include:

AIR, WATER AND LAND RESOURCE POLICIES

4. Encourage "design with nature" considerations in the design and engineering of all development proposals.

ECONOMICS

3. To require that development plans are based on the best economic information available and to take into account areas suitable for economic development, the effects on the existing economy, available resources, labor market factors, transportation and livability.

ENERGY

3. To prohibit moving or flashing signs.

RECREATION

2. Planning for recreation facilities and opportunities shall also give priority to meeting the needs of the Prineville metro area and all Crook County citizens, persons of limited mobility, and handicapped individuals.

NATURAL/SCENIC/BUFFER AREA POLICIES

11. Landscape buffers shall be provided along major arterial street right-of-ways in order to mitigate the negative impacts of air and noise pollution and the unsightliness of rapid, concentrated traffic. Such buffers can be broad open space, change in grade, trees, etc. depending upon the level of impact to be mitigated.

The Comprehensive Plan does not establish specific goals and policies for the Recreation Residential Mobile Zone.

The zoning code identifies the property as being in the Recreation Residential Mobile Zone, RR(M)5. The proposal is siting a conditional use which states, "Commercial activity directly related to recreation, including but not limited to motel, food and beverage establishment, recreation vehicle gasoline service station, recreation vehicle rental and storage facility and gift or sporting goods store."

The Applicant states, "Based on the applicant's research, the only applicability of the comprehensive plan to this site is the recreational use, which is the purpose of this Conditional Use Permit" (pg. 16).

(2) Taking into account location, size, design and operation characteristics, the proposal will have minimal adverse impact on the (a) livability, (b) value and (c) appropriate development of abutting properties and the surrounding area compared to the impact of development that is permitted outright.

PROPOSED FINDING: The Planning Commission shall consider the location, size, design and operational characteristics of the proposal to determine if it will have minimal adverse impact compared to the impact of outright permitted development. This will provide contextual information for their determination. The information below is to be used for deliberation and decision.

Location: The proposal is located on map tax lot number 1616020000900, a 5-acre triangular shaped parcel in the Recreation Residential Mobile zone, RR(M)-5. The approximate elevation of the property, as determined by the County's GIS mapping software, in the location of the proposed building is 3,990 ft. The east property line is adjacent to SW Juniper Canyon Rd., which is the single vehicular access for the area. Abutting the west and south property lines are parcels developed with single family dwellings. Ironwood Estates is a residential subdivision directly to the west. To the east across SW Juniper Canyon is a storage facility, which received a conditional use commercial approval in 2005. The larger area of Juniper Canyon is mainly small acreage single family dwellings or large vacant land holdings. The Prineville Reservoir and state park are at the end of Juniper Canyon Road and nationally designated as dark skies area.

Size: The size of the proposed building is "12,687 square foot" (Narrative, pg. 12). The parking area provides 43 parking spaces, 6 bicycle spaces, 1,440sf asphalt for recreational vehicles, access isles and sidewalks within the parking area. The overall dimensions of the proposed developed site are not provided by the applicant. On page 18, in the Narrative the Applicant states "(5 acres when comparable site would be roughly 1.5 acre)", presumably this is the development envelope. Acreage outside of the 1.5 acre is to be preserved for open space and not further developed.

Design: As shown on the submitted elevations the proposed building has minimal structural elements. The fenestrations of the building are minimal, thus leaving long unbroken spans of façade. Windows are shown on the east façade only, one receiving door on the north façade, no fenestration on the west façade, and two (2) man doors on the south façade. There are six lights located on the north façade and one proposed on the south façade, no lighting is proposed for the west façade. The most lighting is on the east façade as that is the proposed entrance to the store (see Attachment D – Exterior Elevations).

The Applicant is proposing a wooden 6ft fence to be located on the west and south property boundaries.

Operation Characteristics: The Narrative includes typical hours of operation from 8am to 10pm, however it does not say if they are open every day. The Applicant has not provided other operating details including but not limited to the number of potential employees, schedule of deliveries (stocking), operating days, or other information. In the Applicant's final argument further clarification is provided regarding the scheduling of deliveries.

"Typically, there is one delivery per week from the DG distribution center...as in one 53' tractor trailer per week. The DC needs to be able to schedule deliveries in a manner that is efficient and cost sensible, however, in some cases such as the Amity OR store the DC was able to accommodate a local request on delivery time frames. Local jobbers are more frequent....ie...the local Umpqua Dairy distributor or the local soda pop distributor. These deliveries are smaller box type trucks and occur multiple times throughout the week. Local jobbers are likely to come out of Prineville, so in a sense this is another way a local DG supports employment in the area." (pg. 3)

"Livability" does not have a quantifiable definition rather it can be determined by many factors. The term is

not defined in the Crook County Code but is referenced in the County's Comprehensive Plan:

"Growth is not to be discouraged, but managed in such manner that detrimental physical, social, economical and environmental factors are minimized. Implementing regulations have a measure of flexibility as commonly set forth in performance standard type regulations with the intent to provide maximum opportunity for efficient development." (pg. 2 & 3)

"Value" is another subjective term. In this case, the proposed conditional use must have minimal adverse impact on value compared to development permitted outright (see CCC 18.40.010). Outright permitted uses include single family dwellings, farming, parks, and churches. Some comments submitted to the record express concern regarding potential impact to property values. Thus, the Planning Commission might consider whether the proposed use will have a different impact on value of surrounding properties than an outright permitted use on the subject property.

"Appropriate development of abutting properties and the surrounding area" is another subject phrase. In this instance, the proposed use must have minimal adverse impact on appropriate development of abutting properties and the surrounding area compared to outright permitted uses. The term "appropriate development" is not defined, but presumably it is the outright and conditionally permitted uses in the RRM-5 zone. Questions to consider include whether the proposed use will have a minimal adverse impact on single family dwellings, parks, farming, and churches? Conditional uses, if considered "appropriate development" may also be impacted one way or the other. Will the proposed use have minimal negative impact on private parks, campgrounds, and other conditional uses?

The Applicant's Narrative Statement provides the following response:

2. The proposed improvements are situated in approximately the center of the triangular lot. It is the intention of the applicant to leave the southern and northern portions of the triangular lot undisturbed to both minimize earthwork disturbance and also provide adequate buffer from adjacent properties. A screening fence is proposed to run the entire length of the northwestern and southwestern property lines as an additional buffer between existing properties and the proposed use.

The proposed use as a general store provides an additional amenity of affordable groceries to nearby residents. Based on the overall lot size relative to the proposed developments, ample setbacks, addition of a screening fence, and the offer of grocery use to residents, the property will not affect the livability, value, or appropriate development of abutting properties or the surrounding area.

The County has received public testimony and many exhibits stating that the proposal does affect the (a) livability, (b) value and (c) appropriate development of abutting properties and the surrounding area. These comments (not exhaustive) are in the summary of testimony section.

The Planning Commission must determine potential impacts from the proposed commercial development to the livability, value and appropriate development of abutting properties and the surrounding area compared to the impact of development that is permitted outright.

The Applicant's Narrative Statement provides the following response:

While we intend to do the best we can to integrate into the community nearby, we understand that residents may not prefer having this particular use in the area due to traffic and lighting. To discuss

further, the following are uses permitted in this zoning district, permitted outright. Except #1, these will also have the same negative impacts of traffic and lighting.

The following are the uses permitted outright:

(1) Single-family dwelling on an individual lot, including a manufactured dwelling subject to the requirements

(2) Farming, subject to the restrictions on animals

(3) Utility facility necessary to serve the area or county.

(4) Public park, recreation area, community or neighborhood center.

(5) Other public uses or buildings necessary to serve the recreation residential needs for the area.

(6) Subdivision, planned unit development or land partitioning, including those permitting or designed for mobile homes.

(7) Church or other place of worship.

(8) Noncommercial wind energy systems and meteorological towers

(9) Noncommercial photovoltaic energy systems

Staff questions whether the impact of farming 5-acres, especially when livestock is limited, would equate to the same impact. Traff, lighting, and hours of operation would be significantly less. Nor would farming be attracting recreational visitors to this property. The lighting associated with farming could be glow from types of greenhouses, or other farm related buildings. Animals are regulated per 18.40 acreage limits.

Staff notes that a utility facility, such as an electrical substation, would have minimal traffic impacts, especially after construction. The proposed retail use will have a continuous impact from store patrons coming and going.

In theory, public parks, recreation areas, community or neighborhood centers could have similar impacts, specifically in regard to traffic. However, such uses could also include lighting (e.g., sports fields), noise (speaker systems), and other impacts.

Similarly, other public uses or buildings necessary to serve the recreation residential needs for the area could have similar impacts, depending upon the specific uses.

Smaller subdivisions, planned unit developments or land partitions, including those permitting or designed for mobile homes, would not have the same impact regarding lighting or traffic. If the land development included 24 new houses, it would generate the same peak trip counts associated with this application.

Churches are not commercial businesses with general operating hours. Other impacts may be similar.

Noncommercial wind energy systems and meteorological towers and noncommercial photovoltaic energy systems are more in line with a utility facility in that the impact from construction and development would be short lived and not the generation of additional traffic.

Any of the allowed uses could impact property values, however some are more impactful than others.

(3) The location and design of the site and structures for the proposal will be as attractive as the nature of the use and its setting warrant.

PROPOSED FINDING: The Applicant has provided a plot plan identifying the location and design of the site. The Narrative states that the placement of the development is intentionally located in the center of the site to minimize impact to surrounding properties.

The Narrative states, “3. The proposed building will comply with all Crook County requirements for appearance. The applicant will keep the building and property adequately maintained to ensure its continued appearance.” (pg. 16)

(4) The proposal will preserve assets of particular interest to the county.

PROPOSED FINDING: The Planning Commission finds that the proposal (does) (does not) preserve assets of particular interest to the county. The Commissioners have identified testimony and material in the record including _____ to support the finding.

The Applicant does not identify assets of particular interest to the county or suggest how the proposal will preserve those assets. The assertion from the Applicant is, “Given the size of the lot relative to the area of proposed improvements, there will be ample space on the northern and southern portions of the site that will be left undisturbed, which is consistent with adjacent developments that appear to have low density.”

(5) The applicant has a bona fide intent and capability to develop and use the land as proposed and has some appropriate purpose for submitting the proposal, and is not motivated solely by such purposes as the alteration of property values for speculative purposes.

PROPOSED FINDING: The Narrative states: “The applicant intends to develop and use the land as proposed.” (pg. 17)

18.160.030 General conditions.

In addition to the standards and conditions set forth in a specific zone, this chapter, and other applicable regulations, in permitting a new conditional use or the alteration of an existing conditional use, the planning director or planning commission may impose conditions which it finds necessary to avoid a detrimental impact and to otherwise protect the best interests of the surrounding area or the county as a whole. These conditions may include the following:

(1) Limiting the manner in which the use is conducted including restricting the time an activity may take place and restraints to minimize such environmental effects as noise, vibration, air pollution, glare and odor.

PROPOSED FINDING: The Planning Commission shall decide if limiting the manner in which the use is conducted including restricting the time an activity may take place and restraints to minimize such environmental effects as noise, vibration, air pollution, glare and odor is necessary to avoid a detrimental impact and to otherwise protect the best interests of the surrounding area or the county as a whole. The Applicant has provided the following, “Dollar General hours are established and change based on the market they serve. 8am to 10pm are typical hours to expect.”

(2) Establishing a special yard or other open space or lot area or dimension.

PROPOSED FINDING: The Planning Commission shall decide if open space is needed based on the evidence in the record. The Applicant has stated, “there is plenty of open space on this lot to be sure we are considerate of those nearby”.

(3) Limiting the height, size or location of a building or other structure.

PROPOSED FINDING: The Planning Commission shall decide if limiting the building or other structures is

warranted based on the evidence in the record. The Applicant has stated, “this building will be 12,687 SF and one story. It is placed roughly in the middle of the parcel to leave plenty of open space around.”

(4) Designating the size, number, location and nature of vehicle access points.

PROPOSED FINDING: The Planning Commission shall decide if the vehicle access point is adequate based on the material in the record. The Applicant states, “as shown on site plan, we have one access point that is in a location determined by the traffic engineers to be in the safest possible place.”

A revised site plan is being requested including the correct orientation of travel lanes.

(5) Increasing the amount of street dedication, roadway width or improvements within the street right-of-way.

PROPOSED FINDING: The Planning Commission shall find if increasing the amount of street dedication, roadway width or improvements within the street right-of-way should be warranted based on the evidence in the record. The Applicant has stated, “our Traffic Study has revealed that the roadway does not need to be widened with the traffic expected.”

(6) Designating the size, location, screening, drainage, surfacing or other improvement of a parking area or loading area.

PROPOSED FINDING: The Planning Commission may condition the parking and loading area for the proposal to include screening, surfacing or other improvements.

(7) Limiting or otherwise designating the number, size, location, height and lighting of signs.

PROPOSED FINDING: The Planning Commission may condition signage.

(8) Limiting the location and intensity of outdoor lighting and requiring its shielding.

PROPOSED FINDING: The Planning Commission may condition the location and intensity of outdoor lighting.

(9) Requiring diking, screening, landscaping or another facility to protect adjacent or nearby property and designating standards for its installation and maintenance.

PROPOSED FINDING: The Planning Commission may require additional screening including but not limited to landscaping and designate installation and maintenance.

(10) Designating the size, height, location and materials for a fence.

PROPOSED FINDING: The Applicant has proposed a “6’ high wooden fence. See site plan for location along rear property lines.”

(11) Protecting and preserving existing trees, vegetation, water resources, wildlife habitat or other significant natural resources.

PROPOSED FINDING: The parcel’s vegetation is shrub grass and sparse juniper; no protection or preservation has been identified.

(12) Other conditions necessary to permit the development of the county in conformity with the intent and purpose of this title and the policies of the comprehensive plan.

PROPOSED FINDING: If the Planning Commission determines other conditions are necessary to ensure development conforms with the intent of Title 18 and the Comprehensive Plan, it can require such conditions. The Applicant has indicated it understands this provision.

18.160.040 Permit and improvements assurance.

The commission may require an applicant to furnish the county with an agreement and security in accordance with CCC 17.40.080 and 17.40.090 that the planning director or planning commission deems necessary to guarantee development in accordance with the standards established and the conditions attached in granting a conditional use permit.

PROPOSED FINDING: The Planning Commission may deem necessary to require the Applicant to enter into an agreement and security with the County to guarantee development in accordance with the standards established and the conditions attached in granting a conditional use permit. See Condition of Approval 23.

18.160.050 Standards governing conditional uses.

A conditional use shall comply with the standards of the zones in which it is located and with the standards and conditions set forth in this section.

(10) Commercial Use or Accessory Use Not Wholly Enclosed Within a Building, Retail Establishment, Office, Service Commercial Establishment, Financial Institution or Personal or Business Service Establishment on a Lot Abutting or Across the Street from a Lot in a Residential Zone. In any zone, a commercial use or accessory use not wholly enclosed within a building or a retail establishment, office, service commercial establishment, financial institution, or personal or business service establishment on a lot abutting or across the street from a lot in a residential zone may be permitted as a conditional use subject to the following standards:

(a) A sight-obscuring fence of evergreen hedge may be required by the planning director or planning commission when, in the director's or its judgment, such a fence or hedge or combination thereof is necessary to preserve the values of nearby properties or to protect the aesthetic character of the neighborhood or vicinity.

PROPOSED FINDING: The Applicant is proposing a 6-foot wooden fence along the property boundaries abutting residential properties.

(b) In addition to the requirements of the applicable zone, the planning director or planning commission may further regulate the placement and design of signs and lights in order to preserve the values of nearby properties; to protect them from glare, noise or other distractions; or to protect the aesthetic character of the neighborhood or vicinity.

PROPOSED FINDING: The Commission may regulate the placement and design of signs in order to preserve the values of nearby properties. See Condition of Approval 24.

(c) In order to avoid unnecessary traffic congestion and hazards, the planning director or planning commission may limit access to the property.

PROPOSED FINDING: The Applicant is proposing a single access point for the property.

18.160.060 Procedure for taking action on conditional use application.

See Chapter 18.172 CCC for the procedure for taking action on a conditional use application.

PROPOSED FINDING: The process for taking action on this conditional use application will be in accordance with Chapter 18.172.

18.160.070 Permit expiration dates.

Permit expiration dates and permit extensions for conditional uses are as stated in CCC 18.172.060.

PROPOSED FINDING: Permit expiration dates and permit extensions for conditional uses are as stated in CCC 18.172.060.

18.160.080 Occupancy permit.

The planning director or planning commission may require an occupancy permit for any conditional use permitted and approved pursuant to the provisions of this title. The planning director or planning commission shall consider such a requirement for any use authorized by a conditional use permit for which this title requires on-site or off-site improvements or where such conditions have been established by the planning director or planning commission upon approval of such use. The requirement of an occupancy permit shall be for the purpose of ensuring permit compliance and an occupancy permit shall not be issued except as set forth by the planning director or planning commission. The authority to issue an occupancy permit upon compliance with the requirements and conditions of a conditional use permit may be delegated by the planning director or planning commission at the time of approval of a specific conditional use permit to the planning director and/or the building official.

PROPOSED FINDING: The development shall require an occupancy permit issued signed by the Planning Director and Building Official prior to the beginning of operations. See Condition of Approval 25.

18.176.010 Access management standards.

18.176.010 Access management standards.

(1) Purpose and Intent. This section implements the street access policies of the Crook County transportation system plan. It is intended to promote safe vehicle access and egress to properties, while maintaining traffic operations in conformance with adopted standards. "Safety," for the purposes of this chapter, extends to all modes of transportation.

PROPOSED FINDING: Purpose statements are generally not approval criteria. For context, though, staff provides the following information.

Traffic safety, in particular at the proposed access is a concern included in many of the exhibits. Exhibits 3, 13, 14, 19, 20, 30, 38, 44, 47, 52, 63, 64, 77. Exhibit 10 expressed concern regarding additional foot traffic associated with the proposal. At this time there are no sidewalks along SW Juniper Canyon Rd and the Applicant is not proposing any improvements or connectivity for pedestrian access. Exhibit 31 expressed safety concern with left turn movements from Juniper Canyon Rd. Exhibit 81 states:

This section of road has limited visibility for traffic heading east, it is near the top of the grade and

passing lane, heavy traffic pulling boats R.V.'s is the norm from Memorial day on. [Such] vehicles pulling out would be a hazard and slow traffic vehicles wait to pull in to the store. Winter conditions are not good at this elevation while traffic lessens ice and snow increase traffic hazards for vehicles entering and exiting this store...

The Applicant responded in the Narrative, "1. It is the intention of the applicant to provided safe vehicular access to and from the property to the maximum extent possible." (pg. 28)

(2) Traffic Impact Analysis Requirements. The county, in reviewing a development proposal or other action requiring an approach permit, may require a traffic impact analysis, pursuant to subsection (3) of this section, to determine compliance with this code.

PROPOSED FINDING: The Applicant provided a Traffic Impact Analysis (TIA) prepared by Kimly Horn. Transight Consulting LLC, Joe Bessman, PE, reviewed the Applicant's TIA (see comments Attachment B) and are addressed in 18.180.010.

(3) Approach and Driveway Development Standards. Approaches and driveways shall conform to all the following development standards:

(a) The number of approaches on higher classification streets (e.g., collector and arterial streets) shall be minimized; where practicable, access shall be taken first from a lower classification street.

(b) Approaches shall conform to the spacing standards of subsections (4) and (5) of this section, and shall conform to minimum sight distance and channelization standards of the roadway authority.

PROPOSED FINDING: The Applicant seeks access via Juniper Canyon Road. Juniper Canyon Road is a collector. The Applicant states in the Traffic Impact Analysis:

"The Development is proposing to construct a new access approximately 500 feet west of Banta Lane along the south side of SE Juniper Canyon Road. The County has a spacing requirement between adjacent intersections of half a mile (centerline-to-centerline) for local access roadways. The Development's proposed access location cannot meet this spacing from Banta Lane due to the lack of available frontage. The site access is expected to operate acceptably with a single outbound lane, separate left/right turn lanes will not be required.

The stopping and intersection sight distances were evaluated using the American Association of State Highway and Transportation Officials (AASHTO). SE Juniper Canyon Road does not have a posted speed limit in the site vicinity, but there are other locations along the roadway that appear to have a posted speed limit of 55 miles per hour (mph). A 55-mph speed corresponds to stopping and intersection sight distances of 495 feet and 610 feet, respectively. The Development's access is expected to meet these stopping and entering sight distances." (pg. 13)

The Applicant seeks an exception to the approach and driveway standards. Pursuant to CCC 18.176.010(6), discussed below, the record does not include any comments from the road supervisor indicating that such an exception can be approved.

(c) The county roadmaster may limit the number or location of connections to a

street, or limit directional travel at an approach to one-way, right-turn only, or other restrictions, where the roadway authority determines that mitigation is required to alleviate safety or traffic operations concerns.

PROPOSED FINDING: Crook County Road Superintendent has not provided a comment limiting connections. Joe Bessman (Transight Consulting) provided comments including “My concern is having RVs and trucks with boat trailers pulling into the substandard shoulder.” and “ My primary concern is area safety, particularly with the types of vehicles and tourists that this area caters to. My recommendations are as follows:

- Find a way to better accommodate larger vehicles or those with trailers, so that backing maneuvers aren’t required within the site (gravel turn-around could be an option?)
- Validate that adequate sight lines are available. Based on street view it appears that this would be the case but this needs to be field verified.
- It appears that Juniper Canyon meets the County’s road standards for 14-feet of pavement, but the shoulder does not appear to meet the required aggregate gradation, grades, and compaction. With the high speeds and lack of turn lanes it seems that bringing the adjacent shoulder up to County standards would provide a low-cost safety benefit and be required as part of the frontage improvements. Since it is a fairly large parcel, at a minimum having these improvements surrounding the access (100’ north) and development portion of the site would help improve safety for any evasive maneuvers near the access.

The Applicant’s TIA concludes with, “[...] no left turn land should not be warranted due to the low volume of westbound left turns and opposing through traffic.” (pg. 14)

(d) Where the spacing standards of the roadway authority limit the number or location of connections to a street or highway, the county roadmaster may require a driveway extend to one or more edges of a parcel and be designed to allow for future extension and inter-parcel circulation as adjacent properties develop. The county roadmaster may also require the owner(s) of the subject site to record an access easement for future joint use of the approach and driveway as the adjacent property(ies) develop(s).

(e) Where applicable codes require emergency vehicle access, approaches and driveways shall be designed and constructed to accommodate emergency vehicle apparatus and shall conform to applicable fire protection requirements. The county roadmaster may restrict parking, require signage, or require other public safety improvements pursuant to the recommendations of an emergency service provider.

(f) As applicable, approaches and driveways shall be designed and constructed to accommodate truck/trailer-turning movements.

(g) Where an accessible route is required pursuant to Americans with Disabilities Act (ADA), approaches and driveways shall meet accessibility requirements where they coincide with an accessible route.

(h) The county roadmaster may require changes to the proposed configuration and design of an approach, including the number of drive aisles or lanes, surfacing, traffic-calming features, allowable turning movements, and other changes or mitigation, to ensure traffic safety and operations.

(i) Where a new approach onto a state highway or a change of use adjacent to a state highway requires ODOT approval, the applicant is responsible for obtaining ODOT approval.

(j) Where an approach or driveway crosses a drainage ditch, canal, railroad, or other feature that is under the jurisdiction of another agency, the applicant is responsible for obtaining all required approvals and permits from that agency prior to commencing development.

(k) Where a proposed driveway crosses a culvert or drainage ditch, county roadmaster may require the developer to install a culvert extending under and beyond the edges of the driveway on both sides of it, pursuant to applicable public works/engineering design standards.

(l) Except as otherwise required by the applicable roadway authority or waived by the county roadmaster, temporary driveways providing access to a construction site or staging area shall be paved or graveled to prevent tracking of mud onto adjacent paved streets.

(4) Approach Separation from Street Intersections. Except as provided by subsection (6) of this section, the following minimum distances shall be maintained between approaches and street intersections, where distance is measured from the edge of an approach surface to the edge of the roadway at its ultimate designated width:

(a) On an arterial street: one mile, except as required by ODOT, pursuant to Oregon Administrative Rule (OAR) 734-051, for state highways.

(b) On a major collector street: one-half mile.

(c) On a minor collector street: one-quarter mile.

(d) On a local street: 150 feet.

(5) Approach Spacing. Except as provided by subsection (6) of this section or as required to maintain street operations and safety, the following minimum distances shall be maintained between approaches, where distance is measured from the edge of one approach to the edge of another:

(a) On an arterial street: 1,200 feet based on speed limit or posted speed, as applicable, except as otherwise required by ODOT for a state highway, pursuant to Oregon Administrative Rules (OAR) 734-051.

(b) On a major collector street: 500 feet.

(c) On a minor collector street: 300 feet.

(d) On a local road: access to each lot permitted.

PROPOSED FINDING: Juniper Canyon Rd is classified as a major collector which requires 500 feet

separation. The Applicant stated in the Narrative, "Per §18.176.010(5)(b), driveway approaches must be 500-feet apart. The proposed development driveway proposes to meet the 500-foot driveway approach separation from the driveways to the southeast. This dimension is labeled on the CUP Plot Plan" (pg. 28). This criteria is met.

(6) Exceptions and Adjustments. The county roadmaster may approve adjustments to the spacing standards in subsections (4) and (5) of this section, where an existing connection to a county road does not meet the standards of the roadway authority and the proposed development moves in the direction of code compliance. The county roadmaster may also approve a deviation to the spacing standards on county roads where it can be demonstrated that mitigation measures, such as consolidated access (removal of one access), joint use driveways (more than one property uses same access), directional limitations (e.g., one-way), turning restrictions (e.g., right-in/right-out only), or other mitigation alleviate all traffic operations and safety concerns.

PROPOSED FINDING: The Narrative states, "The proposed development requests an exception to §18.176.010(4)(b). This exception will be addressed and analyzed in a Traffic Impact Analysis in accordance with CCC §18.180 to be submitted to Crook County for review in the revised narrative" (pg. 28). The Applicant shall submit an addendum to the TIA which will demonstrate how they meet the criteria for and exception, adjustment or deviation to the spacing standard. (See Condition of Approval 20).

(7) Joint Use Access Easement and Maintenance Agreement. Where the county approves a joint use driveway, the property owners shall record an easement with the deed allowing joint use of and cross access between adjacent properties. The owners of the properties agreeing to joint use of the driveway shall record a joint maintenance agreement with the deed, defining maintenance responsibilities of property owners. The applicant shall provide a fully executed copy of the agreement to the county for its records, but the county is not responsible for maintaining the driveway or resolving any dispute between property owners.

PROPOSED FINDING: The proposal does not include joint access. The above criterion does not apply.

18.180.10 Transportation impact analysis.

18.180.010 Transportation impact analysis.

- (1) Purpose. The purpose of this section is to coordinate the review of land use applications with roadway authorities and to implement Section 660-012-0045(2)€ of the state Transportation Planning Rule, which requires the county to adopt a process to apply conditions to development proposals in order to minimize impacts and protect transportation facilities. The following provisions also establish when a proposal must be reviewed for potential traffic impacts, when a transportation impact analysis or transportation assessment letter must be submitted with a development application in order to determine whether conditions are needed to minimize impacts to and protect transportation facilities, the required contents of a transportation impact analysis and transportation assessment letter, and who is qualified to prepare the analysis.*
- (2) When a Transportation Impact Analysis Is Required. The county or other road authority with jurisdiction may require a transportation impact analysis (TIA) as part of an application for development, a change in use, or a change in access. A TIA shall be required where a change of use or a development would involve one or more of the following:*

- (a) The development generates 25 or more peak-hour trips or 250 or more daily trips.*
- (b) An access spacing exception is required for the site access driveway(s) and the development generates 10 or more peak-hour trips or 100 or more daily trips.*

PROPOSED FINDING: A Transportation Impact Analysis was required as a part of the application. The TIA addresses trip generation, “The Development is anticipated to generate approximately 808 ADTs with approximately 34 AM peak-hour trips and approximately 85 PM peak-hour trips.” (pg. 5). The Applicant has proposed an access that requires a spacing exception.

- (c) The development is expected to impact intersections that are currently operating at the upper limits of the acceptable range of level of service during the peak operating hour.*
- (d) The development is expected to significantly impact adjacent roadways and intersections that have previously been identified as high crash locations or areas that contain a high concentration of pedestrians or bicyclists such as school zones.*
- (e) A change in zoning or a plan amendment designation.*
- (f) A TIA is required by ODOT.*

PROPOSED FINDING: The TIA was not required due to the above standards.

(4) Preparation of a TIA or TAL. A professional engineer registered by the state of Oregon, in accordance with the requirements of the road authority, shall prepare the TIA or TAL. If preparing a TIA, the content and methodologies of the analysis shall conform to the requirements of subsections (5) to (13) of this section.

PROPOSED FINDING: The TIA was prepared and stamped by Bradly James Lincoln a registered engineer Oregon stamp 97800PE. Subsections (5) to (13) are discussed below.

(5) Contents of a Transportation Impact Analysis. As a guide in the preparation of a transportation impact analysis, Crook County recommends the following format be used to document the analysis:

- (a) Table of Contents. Listing of all sections, figures, and tables included in the report.*
- (b) Executive Summary. Summary of the findings and recommendations contained within the report.*
- (c) Introduction. Proposed land use action, including site location, building square footage, and project scope. Map showing the proposed site, building footprint, access driveways, and parking facilities. Map of the study area, which shows site location and surrounding roadway facilities.*

(d) Existing Conditions. Existing site conditions and adjacent land uses. Roadway characteristics (all transportation facilities and modal opportunities located within the study area, including roadway functional classifications, street cross section descriptions, posted speeds, bicycle and pedestrian facilities, on-street parking, and transit facilities). Existing lane configurations and traffic control devices at the study area intersections. Existing traffic volumes and operational analysis of the study area roadways and intersections. Roadway and intersection crash history analysis.

(e) Background Conditions (without the proposed land use action). Approved developments and funded transportation improvements in the study area. Traffic growth assumptions. Addition of traffic from other planned developments. Background traffic volumes and operational analysis.

(f) Full Build-Out Traffic Conditions (with the proposed land use action). Description of the proposed development plans. Trip-generation characteristics of the proposed development (including trip reduction documentation). Trip distribution assumptions. Full build-out traffic volumes and intersection operational analysis. Intersection and site-access driveway queuing analysis. Expected safety impacts. Recommended roadway and intersection mitigations (if necessary).

(g) Site Circulation Review. Evaluate internal site access and circulation. Review pedestrian paths between parking lots and buildings. Ensure adequate throat depth is available at the driveways and that vehicles entering the site do not block the public facilities. Review truck paths for the design vehicle.

(h) Turn Lane Warrant Evaluation. Evaluate the need to provide turn lanes at the site driveways.

(i) Conclusions and Recommendations. Bullet summary of key conclusions and recommendations from the transportation impact analysis.

(j) Appendix. Traffic counts summary sheets, crash analysis summary sheets, and existing/background/full build-out traffic operational analysis worksheets. Other analysis summary sheets such as queuing and signal warrant analyses.

(k) Figures. The following list of figures should be included in the transportation impact analysis: site vicinity map; existing lane configurations and traffic control devices; existing traffic volumes and levels of service (all peak hours evaluated); future year background traffic volumes and levels of service (all peak hours evaluated); proposed site plan; future year assumed lane configurations and traffic control devices; estimated trip distribution pattern; site-generated traffic volumes (all peak hours evaluated); full build-out traffic volumes and levels of service (all peak hours evaluated).

PROPOSED FINDING: The TIA includes the above formatting with the exception of a site circulation review. Staff proposes that an addendum be prepared for review that addresses: “[...] Review pedestrian paths between parking lots and buildings. Ensure adequate throat depth is available at the driveways and that vehicles entering the site do not block the public facilities. Review truck paths for the design vehicle” (See Condition of Approval 16).

(6) Study Area. The study area shall include, at a minimum, all site-access points and intersections (signalized and unsignalized) adjacent to the proposed site. If the proposed site fronts an arterial or collector street, the study shall include all intersections along the site frontage and within the access spacing distances extending out from the boundary of the site frontage. Beyond the minimum study area, the transportation impact analysis shall evaluate all intersections that receive site-generated trips that comprise at least 10 percent or more of the total intersection volume. In addition to these requirements, the county roadmaster (or designee) shall determine any additional intersections or roadway links that might be adversely affected as a result of the proposed development. The applicant and the county roadmaster (or designee) will agree on these intersections prior to the start of the transportation impact analysis.

PROPOSED FINDING: The Applicant had multiple preapplication meetings with staff including the county roadmaster at the time. The TIA includes a study area which includes the above standards.

(7) Study Years to Be Analyzed in the Transportation Impact Analysis. A level-of-service analysis shall be performed for all study roadways and intersections for the following horizon years:

(a) Existing Year. Evaluate all existing study roadways and intersections under existing conditions.

(b) Background Year. Evaluate the study roadways and intersections in the year the proposed land use is expected to be fully built out, without traffic from the proposed land use. This analysis should include traffic from all approved developments that impact the study intersections, or planned developments that are expected to be fully built out in the horizon year.

(c) Full Build-Out Year. Evaluate the expected roadway, intersection, and land use conditions resulting from the background growth and the proposed land use action assuming full build-out and occupancy. For phased developments, an analysis shall be performed during each year a phase is expected to be completed.

PROPOSED FINDING: The TIA includes the above standards, Table 3 and Table 4 show the level of service with the study years used for analysis.

(d) Twenty-Year Analysis. For all land use actions requesting a comprehensive plan amendment and/or a zone change, a long-term level-of-service analysis shall be performed for all study intersections assuming build-out of the proposed site with and without the comprehensive plan designation and/or zoning designation in place. The analysis should be performed using the future year traffic volumes identified in the transportation system plan (TSP). If the applicant's traffic engineer proposes to use different future year traffic volumes, justification for not using the TSP volumes must be provided along with documentation of the forecasting methodology.

PROPOSED FINDING: The above criteria is not applicable to this proposal as it does not include a zone change or comprehensive plan amendment.

(8) Study Time Periods to Be Analyzed in the Transportation Impact Analysis. Within each

horizon year, a level-of-service analysis shall be performed for the time period(s) that experience the highest degree of network travel. These periods typically occur during the midweek (Tuesday through Thursday) morning (7:00 a.m. to 9:00 a.m.), midweek evening (4:00 p.m. to 6:00 p.m.), and Saturday afternoon (12:00 p.m. to 3:00 p.m.) periods. The transportation impact analysis should always address the weekday a.m. and p.m. peak hours when the proposed lane use action is expected to generate 25 trips or more during the peak time periods. If the applicant can demonstrate that the peak-hour trip generation of the proposed land use action is negligible during one of the two peak study periods and the peak trip generation of the land use action corresponds to the roadway system peak, then only the worst-case study period need be analyzed. Depending on the proposed land use action and the expected trip-generating characteristics of that development, consideration of non-peak travel periods may be appropriate. Examples of land uses that have nontypical trip-generating characteristics include schools, movie theaters, and churches. The roadmaster (or his/her designee) and applicant should discuss the potential for additional study periods prior to the start of the transportation impact analysis.

PROPOSED FINDING: The TIA includes Figure 2 and Figure 3, which detail trip distribution for the AM peak-hour and PM peak-hour. No additional study periods were included.

(9) Traffic Count Requirements. Once the study periods have been determined, turning movement counts should be collected at all study area intersections to determine the base traffic conditions. These turning movement counts should typically be conducted during the weekday (Tuesday through Thursday) between 7:00 and 9:00 a.m. and between 4:00 and 6:00 p.m., depending on the proposed land use. Historical turning movement counts may be used if the data are less than 12 months old, but must be factored to meet the existing traffic conditions.

PROPOSED FINDING: The TIA includes details of the traffic count requirements in figures 4, 5 and 6. Traffic counts were performed in November 2023 and seasonally adjusted.

(10) Trip Generation for the Proposed Development. To determine the impacts of a proposed development on the surrounding transportation network, the trip-generating characteristics of that development must be estimated. Trip-generating characteristics should be obtained from one of the following acceptable sources:

(a) Institute of Transportation Engineers (ITE) Trip Generation Manual (latest edition).

(b) Specific trip generation studies that have been conducted for the particular land use action for the purposes of estimating peak-hour trip-generating characteristics. The roadmaster (or his/her designee) should approve the use of these studies prior to their inclusion in the transportation impact analysis.

(c) In addition to new site-generated trips, several land uses typically generate additional trips that are not added to the adjacent traffic network. These trips include pass-by trips and internal trips and are considered to be separate from the total number of new trips generated by the proposed development. The procedures listed in the most recent version of the Trip Generation Handbook (ITE) should be used to account for pass-by and internal trips.

PROPOSED FINDING: Joe Bessman, PE (Transight Consulting), provided the following review of the TIA and

ITE regarding trip generation:

“Trip generation shifted to ITE 814: Variety Store, which seems like the most appropriate classification for this type of use. This includes studies conducted at other Dollar General and similar stores. I agree with this approach.

- I calculate the same trip generation values shown in the report. I do note that there is no application of any pass-by rate for this use; while the ITE manual does not include specific data to Dollar General, use of the more general “Strip Retail” would be appropriate. The exclusion of trip characteristics provided by the applicant is conservative, but with such a limited study area probably has no appreciable impact regardless. No changes are requested.” (See Attachment B)

(11) Trip Distribution. Estimated site-generated traffic from the proposed development should be distributed and assigned on the existing or proposed arterial/collector street network. Trip distribution methods should be based on a reasonable assumption of local travel patterns and the locations of off-site origin/destination points within the site vicinity. Acceptable trip distribution methods should be based on one of the following procedures:

(a) An analysis of local traffic patterns and intersection turning movement counts gathered within the previous 12 months.

(b) A detailed market study specific to the proposed development and surrounding land uses.

PROPOSED FINDING: Joe Bessman, PE (Transight Consulting), provided the following review of the TIA and ITE regarding trip distribution:

“Distribution pattern is 75% west and 25% east. This seems reasonable as it follows the volume trends.

- Seasonal factors. The timing of the study is not ideal given the summertime trends of the area, and the 55% seasonal factor is beyond what would typically be considered reasonable. There’s not a good solution to this issue, and I think the applicant has provided a reasonable effort to replicate summertime conditions.” (See Attachment B)

(12) Intersection Operation Standards. Crook County evaluates intersection operational performance based on levels of service and “volume-to-capacity” (v/c) ratio. When evaluating the volume-to-capacity ratio, the total traffic demand shall be considered.

(a) Intersection Volume-to-Capacity Analysis. A capacity analysis should be performed at all intersections within the identified study area. The methods identified in the latest edition of the Highway Capacity Manual, published by the Transportation Research Board, are to be used for all intersection capacity calculations. Crook County requires that all intersections within the study area must maintain a v/c ratio of 0.95 or less. It should be noted that the mobility standards in the Oregon Highway Plan apply to Oregon Department of Transportation facilities.

(b) Intersection Levels of Service. Crook County requires all intersections within the study area to maintain an acceptable level of service (LOS) upon full build-out of the proposed land use action. LOS calculations for signalized intersections are based on the average control delay per vehicle, while LOS calculations for unsignalized intersections are based on the average control delay and volume-to-capacity ratio for the worst or critical movement. All LOS calculations should be made using the methods identified in the most recent version of the Highway Capacity Manual (or

by field studies), published by the Transportation Research Board. The minimum acceptable level of service for signalized intersections is LOS "D." The minimum acceptable level of service for all-way stop controlled intersections and roundabouts is LOS "D." The minimum acceptable level of service for unsignalized two-way stop controlled intersections is LOS "E" or LOS "F" with a v/c ratio of 0.95 or less for the critical movement. Any intersections not operating at these standards will be considered to be unacceptable.

PROPOSED FINDING: The TIA includes a section for Intersection Level of Service and Joe Bessman, PE (Transight Consulting), provided the following review of the TIA including the level of service:

- “[Seasonally adjusted] traffic volumes at the Juniper Canyon/Banta Lane intersection show very low turning volumes.
- Volume development looks appropriate and matches the trip generation table and description above.
- Resulting operations show very low delays, as would be expected given the travel volumes.” (See Attachment B)

(13) Review Policy and Procedure. The following criteria should be used in reviewing a transportation impact analysis as part of a subdivision or site plan review:

(a) The road system is designed to meet the projected traffic demand at full build-out.

(b) Adequate intersection and stopping sight distance is available at all driveways.

(c) Proposed driveways meet the county’s access spacing standards in Chapter 18.176 CCC, Access Management Standards, or sufficient justification is provided to allow a deviation from the spacing standard.

(d) Opportunities for providing joint or crossover access have been pursued.

(e) The site does not rely upon the surrounding roadway network for internal circulation.

(f) The road system provides adequate access to buildings for residents, visitors, deliveries, emergency vehicles, and garbage collection.

(g) A pedestrian path system is provided that links buildings with parking areas, entrances to the development, open space, recreational facilities, and other community facilities consistent with the requirements of CCC 18.184.010, Pedestrian access and circulation.

PROPOSED FINDING: The Applicant has not provided the above responses within the TIA. (see Condition of Approval 18). Transight Consulting reviewed the TIA and has provided the following information (see Attachment B):

- The Applicant shall submit a site plan which has been reviewed by a traffic engineer.
- The revised site plan shall show a single-lane egress.
- The Applicant shall provide an addendum to the TIA that addresses the internal site maneuvering including the northern parking module.

(14) Conditions of Approval. In approving an action that requires a traffic impact study, the county may condition approval to ensure that the proposed application will meet operations and safety standards and provide the necessary right-of-way and improvements to develop the future planned transportation system. Conditions of approval may include, but are not limited to:

(a) Crossover easement agreements for all adjoining parcels to facilitate future access between parcels.

(b) Conditional access permits for new developments which have proposed access points that do not meet the designated access spacing policy and/or have the ability to align with opposing access driveways.

(c) Right-of-way dedications for future planned roadway improvements.

(d) Half-street improvements along site frontages that do not have full build-out improvements in place at the time of development.

PROPOSED FINDING: The Planning Commission will need to determine if additional conditions of approval to ensure that the proposed application will meet operations and safety standards and provide the necessary right-of-way and improvements to develop the future planned transportation system.

V. PROPOSED CONDITIONS OF APPROVAL

1. Signage shall be approved through the site plan review process and shall comply with CCC 18.40.060(1)-(2).
2. A grading and drainage plan will be required to be submitted at the time of site plan application. The grading and drainage plan will prevent or minimize erosion and destruction of natural vegetation.
3. The proposed pole sign shall not interfere with visibility or effectiveness of any official traffic sign or signal, or with driver vision at any access point or intersection.
4. The proposed sign shall not cause glare, distraction or other driving hazards within a street or road right-of-way.
5. The proposed signs shall not shine directly upon a residential dwelling or otherwise create a nuisance.
6. Sign restrictions may be required as determined by the planning commission in approving conditional uses (e.g. no internal illumination, no uplighting, no flashing or scrolling electronic components – ground mounted only – no pole signs)
7. At the time of site plan review the retail floor square footage shall be calculated and the off-street parking shall be reviewed.
8. The review of bicycle parking design will be done with site plan review and shall consist of staple-design steel racks or other county-approved racks, lockers, or storage bins providing a safe and secure means of storing a bicycle.
9. At the time of site plan review the applicant will provide greater detail of the distance from the public entrance to the proposed bicycle parking.
10. At the time of site plan review the applicant will provide greater detail of the proposed bicycle parking to not impede or create a hazard to pedestrians or vehicles and shall be located so as to not conflict with the vision clearance standards of this code.

11. The Applicant shall provide the information regarding the distribution of merchandise including how the parking area will be utilized during hours when the public is not using the parking area at the time of site plan review.
12. It is the continuing obligation of the property owner for the provisions and maintenance of off-street parking and loading spaces.
13. Required parking spaces shall be available for the parking of passenger automobiles of residents, customers, patrons and employees only and shall not be used for storage of vehicles or materials or for the parking of trucks used in conducting the business or use.
14. The Applicant shall submit a revised plot plan which shows an additional dustless gravel surface area for larger vehicles to maneuver adjacent to the recreational vehicle parking area.
15. The perimeter fence shall be a sight obscuring six (6) foot wooden fence.
16. The parking lot design including specific design of a bumper rail or curb must be in compliance with 18.128.030(3).
17. Any artificial lighting shall not shine or create glare in any residential zone or on any adjacent dwelling.
18. The Applicant shall provide an addendum to the TIA which addresses: The pedestrian paths between parking lots and buildings. Ensure adequate throat depth is available at the driveways and that vehicles entering the site do not block the public facilities. Review truck paths for the designated vehicles.
19. The Applicant shall submit additional information addressing the criteria in 18.180.010(13) at the time of site plan review.
20. The Applicant shall submit an addendum to the TIA which will demonstrate how they meet the criteria for and exception, adjustment or deviation to the spacing standard.
21. There will be no backing movements or other maneuvering within a street right-of-way.
22. The clear vision area will be reviewed for conformance with the site plan review.
23. The Commission deem necessary to require the Applicant to enter into an agreement and security with the County to guarantee development in accordance with the standards established and the conditions attached in granting a conditional use permit.
24. The sign shall be a ground mounted with no internal illumination, down cast light illuminating the face only.
25. The development shall require an occupancy permit issued signed by the Planning Director and Building Official prior to the beginning of operations.

Attachment A – Site Plan

Attachment B – Transportation Impact Analysis Comments

Attachment C – Crook County Fire Department Comments

Attachment D – Exterior Elevations

Attachment E – Crook County Transportation System Plan Road Designations

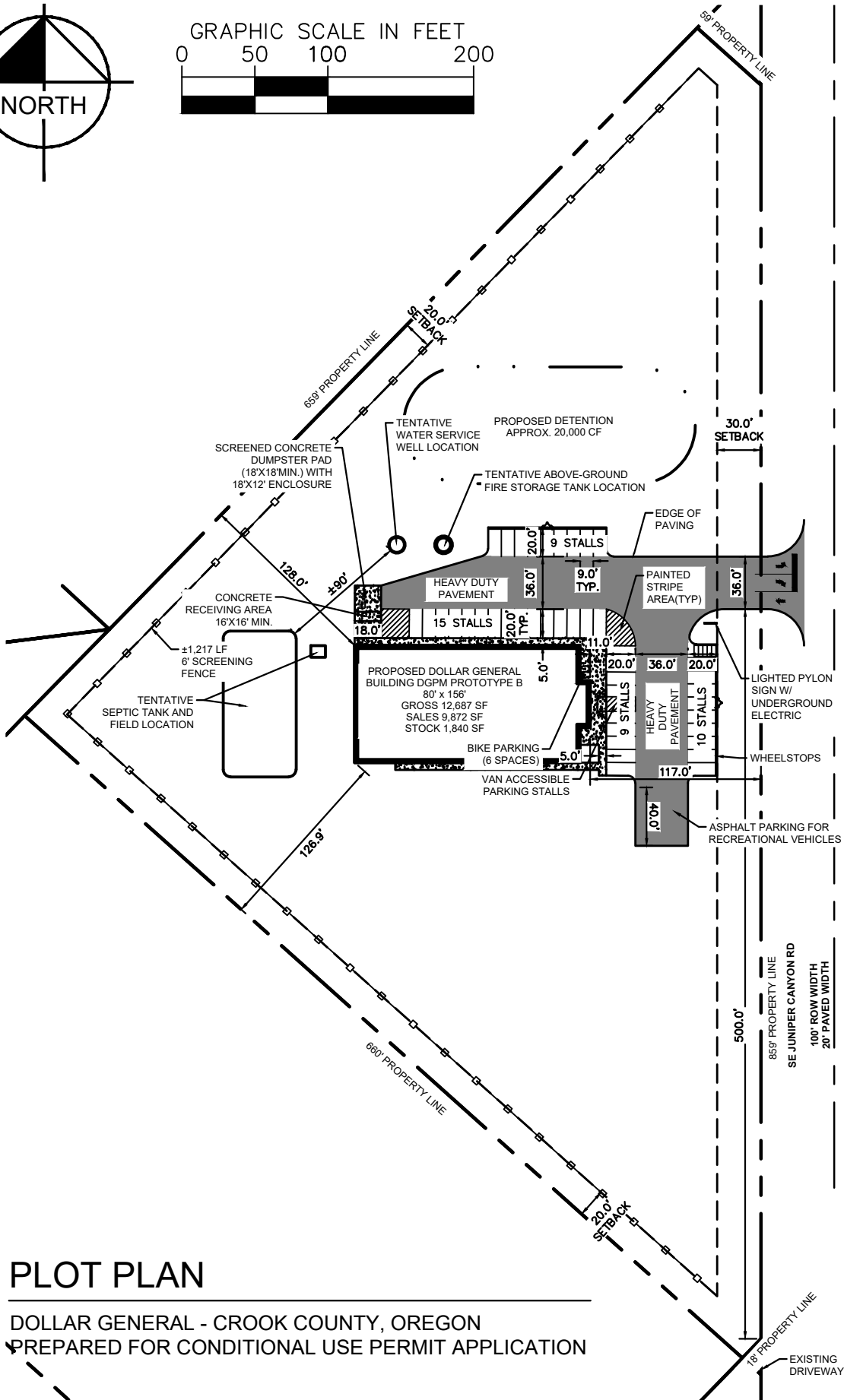
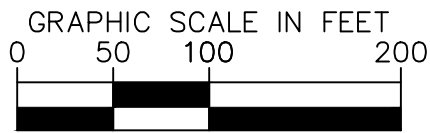
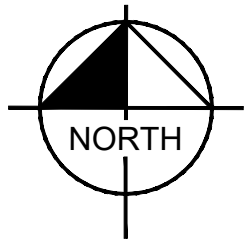
Respectfully Submitted,



Katie McDonald, Sr. Planner

Community Development Department.

CC: Owner/Agent



PLOT PLAN

DOLLAR GENERAL - CROOK COUNTY, OREGON
 PREPARED FOR CONDITIONAL USE PERMIT APPLICATION

Date: January 08, 2024 - 8:33am / User: Liz.Willmot / Path: K:\SEA_Civil\SEA_DS\060121 - Dollar General\090121001 - DG Prineville, OR\CAD\Exhibits\2024.01.08 - Test_Fix\GUP Plot Plan.dwg / Xref: xBk.rFP

Dollar General Review Comments

Joe Bessman <Joe@transightconsulting.com>

Tue 4/23/2024 10:56 AM

To:Katie McDonald <Katie.McDonald@crookcountyor.gov>;Will VanVactor <Will.VanVactor@crookcountyor.gov>

Good morning Katie and Will,

Here are my comments and observations on the January 2024 TIA for Dollar General and site plan from Kimley Horn dated 8/21/2023:

- The traffic study does not include a site plan. Has review of the site plan by the traffic engineer been conducted as part of this application?
 - On the 8/21/2023 layout, why are the travel lanes switched showing outbound vehicles on the left side of the road? Please also update site plan with the TIA recommendations for a single-lane egress.
 - Within the northern parking module, how does a vehicle at the western edge back out within the narrowing taper of the pavement?
 - How does access spacing align with Banta Lane? It appears that about 285-feet of separation is provided which should be adequate, and no opposing driveways.
 - How do vehicles with trailers pull into the site? It appears that RV parking within the site would require backing out – is there an option even for a gravel turn-around area? My concern is having RVs and trucks with boat trailers pulling into the substandard shoulder.
- Trip generation shifted to ITE 814: Variety Store, which seems like the most appropriate classification for this type of use. This includes studies conducted at other Dollar General and similar stores. I agree with this approach.
- I calculate the same trip generation values shown in the report. I do note that there is no application of any pass-by rate for this use; while the ITE manual does not include specific data to Dollar General, use of the more general “Strip Retail” would be appropriate. The exclusion of trip characteristics provided by the applicant is conservative, but with such a limited study area probably has no appreciable impact regardless. No changes are requested.
- Distribution pattern is 75% west and 25% east. This seems reasonable as it follows the volume trends.
- Seasonal factors. The timing of the study is not ideal given the summertime trends of the area, and the 55% seasonal factor is beyond what would typically be considered reasonable. There’s not a good solution to this issue, and I think the applicant has provided a reasonable effort to replicate summertime conditions.
- Future build-out year of 2026. This seems reasonable.
- Growth rates within ODOT systems show declining volumes, the applicant applied a 2% annual growth. This seems very reasonable and appropriate.
- [Seasonally adjusted] traffic volumes at the Juniper Canyon/Banta Lane intersection show very low turning volumes.
- Volume development looks appropriate, and matches the trip generation table and description above.
- Resulting operations show very low delays, as would be expected given the travel volumes.
- Only a single outbound (shared) travel lane is identified, I agree with this assessment (particularly as it avoids the occlusion that occurs with side-by-side vehicles).
- Review of AASHTO intersection sight distance is premised on a 55 mph posted speed, and the correct values are cited. However, the applicant states “The Development’s access is *expected* [emphasis added] to meet these stopping and entering sight distances.” Please have the engineer field validate that AASHTO intersection sight distance (and stopping sight distance given the lack of left-turn lanes) are met.
- The applicant states that left-turn lanes are not warranted. I agree with this assessment and findings, but do note that safety is the primary concern within this area, and with the volume and speeds (not to mention the types of vehicles with trailers) this is an issue within this area.

Generally, with the traffic volumes on Juniper Canyon I agree with the applicant’s TIA and findings related to operations. My primary concern is area safety, particularly with the types of vehicles and tourists that this area caters to. My recommendations are as follows:

- Find a way to better accommodate larger vehicles or those with trailers, so that backing maneuvers aren't required within the site (gravel turn-around could be an option?)
- Validate that adequate sight lines are available. Based on streetview it appears that this would be the case but this needs to be field verified.
- It appears that Juniper Canyon meets the County's road standards for 14-feet of pavement, but the shoulder does not appear to meet the required aggregate gradation, grades, and compaction. With the high speeds and lack of turn lanes it seems that bringing the adjacent shoulder up to County standards would provide a low-cost safety benefit and be required as part of the frontage improvements. Since it is a fairly large parcel, at a minimum having these improvements surrounding the access (100' north) and development portion of the site would help improve safety for any evasive maneuvers near the access.
- Provide an updated site plan that matches the TIA recommendations for a single lane egress.

Please let me know if you have any questions on this!

Thank you,
Joe

Joe Bessman, PE
(Licensed in OR, WA, ID)
Principal, Owner

Transight Consulting, LLC
Bend, Oregon
cell: (503) 997-4473
email: joe@transightconsulting.com

Joe Bessman, PE
(Licensed in OR, WA, ID)
Principal, Owner

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email: joe@transightconsulting.com

[CAUTION:This email originated from outside of the organization. DO NOT CLICK LINKS or open attachments unless you recognize the sender and know the content is safe]

Attachment C

RE: Agency Comment period 217-24-000020-PLNG

Russ Deboodt <rdeboodt@ccf-r.com>

Thu 2/1/2024 9:22 AM

To:Katie McDonald <Katie.McDonald@crookcountyor.gov>;BLD <bld@crookcountyor.gov>;Terry Weitman <Terry.Weitman@crookcountyor.gov>;Randy Davis <Randy.Davis@crookcountyor.gov>;Onsite <onsite@crookcountyor.gov>; Brad Haynes <Brad.Haynes@crookcountyor.gov>
Cc:Plan <plan@crookcountyor.gov>

 1 attachments (1 MB)

Crook County Code Guide.docx;

Thank you Katie,

The applicant will need to submit an access and water supply site plan review in accordance with the attached Code Summary Guide. They can reach out to me directly if they have any questions.

Regards,

Russell Deboodt
Division Chief - Fire and Life Safety
W-541-447-5011
C-541-280-0911
F-541-447-2705
rdeboodt@ccf-r.com

From: Katie McDonald <Katie.McDonald@crookcountyor.gov>

Sent: Tuesday, January 30, 2024 1:34 PM

To: BLD <bld@crookcountyor.gov>; Terry Weitman <Terry.Weitman@crookcountyor.gov>; Randy Davis <Randy.Davis@crookcountyor.gov>; Onsite <onsite@crookcountyor.gov>; Russ Deboodt <rdeboodt@ccf-r.com>; Brad Haynes <Brad.Haynes@crookcountyor.gov>

Cc: Plan <plan@crookcountyor.gov>

Subject: Agency Comment period 217-24-000020-PLNG

Hello All,

Attached is the application for a Conditional Use in the Recreation Residential Mobile zone - RR(M)-5; (6) Commercial activity directly related to recreation, including but not limited to motel, food and beverage establishment, recreation vehicle gasoline service station, recreation vehicle rental and storage facility and gift or sporting goods store. Dollar General. At this time the applicant is requesting a conditional use approval and will be subject to a separate site plan approval process as well.

Please review the attached information and provide comments within 10 days: **2/09/2024**.

If there are further questions or concerns, please feel free to reach out.

Katie McDonald

Katie McDonald



Sr. Planner, Community Development

300 NE 3rd Street Prineville, Crook County, OR 97754

My hours: Monday – Friday 8:00am – 4:00pm

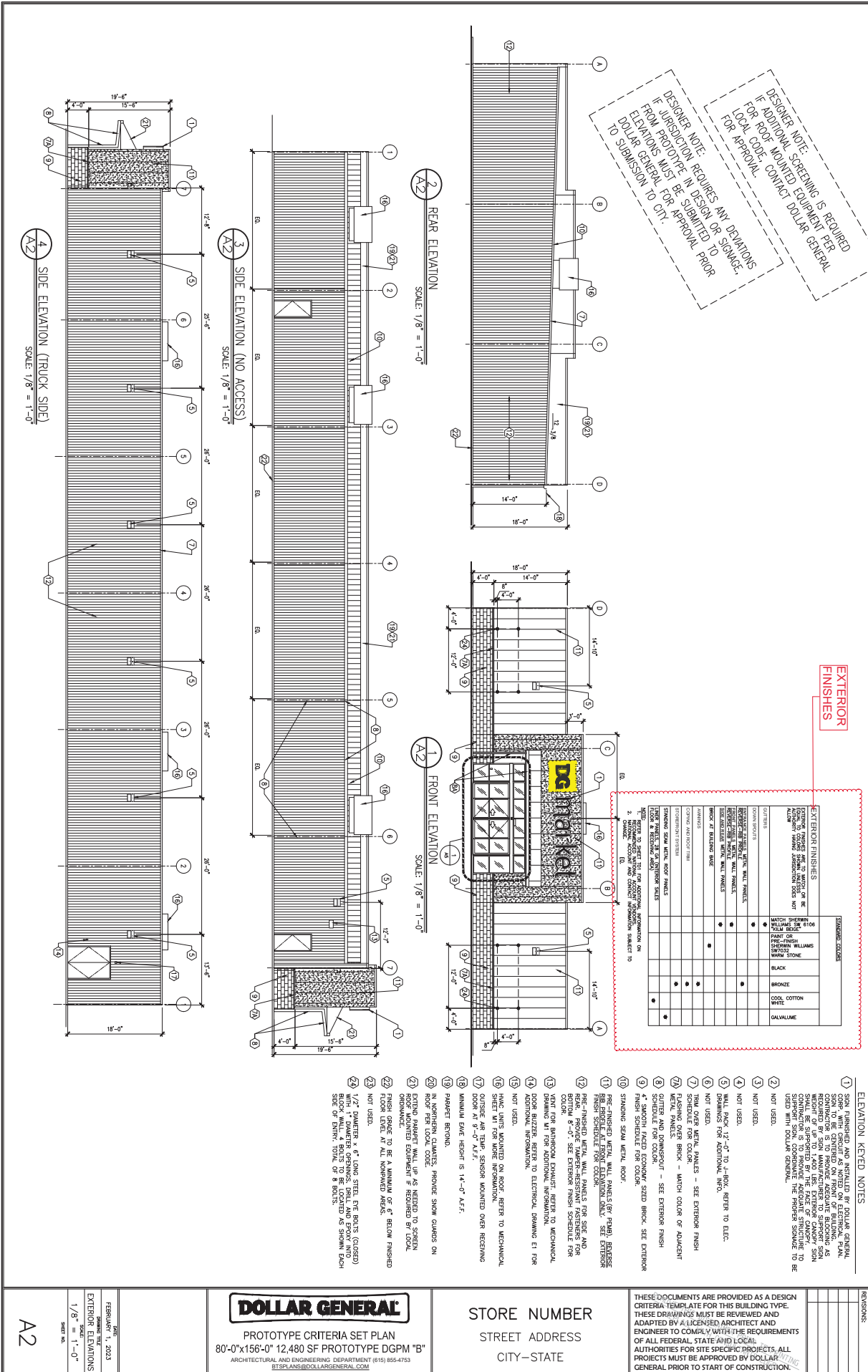
Office: (541) 447-3211 Ext. 1 Planning

E-mail: Katie.McDonald@crookcountyor.gov / plan@crookcountyor.gov

Disclaimer: Please note that the information in this email is an informal statement and shall not be deemed to constitute final County action effecting a change in the status of a person's property or conferring any rights, including any reliance rights, on any person.

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EXTERIOR FINISHES

ELEVATION KEYED NOTES

- 1) CORNER FINISHES TO MATCH EXTERIOR WALL PANELS.
- 2) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 3) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 4) FINISHES TO MATCH EXTERIOR WALL PANELS.
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- 12) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 13) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 14) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 15) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 16) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 17) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 18) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 19) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 20) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 21) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 22) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 23) FINISHES TO MATCH EXTERIOR WALL PANELS.
- 24) FINISHES TO MATCH EXTERIOR WALL PANELS.

DOLLAR GENERAL

PROTOTYPE CRITERIA SET PLAN

80'-0" X 156'-0" 12,480 SF PROTOTYPE DGPM "B"

ARCHITECTURAL AND ENGINEERING DEPARTMENT (615) 855-4753

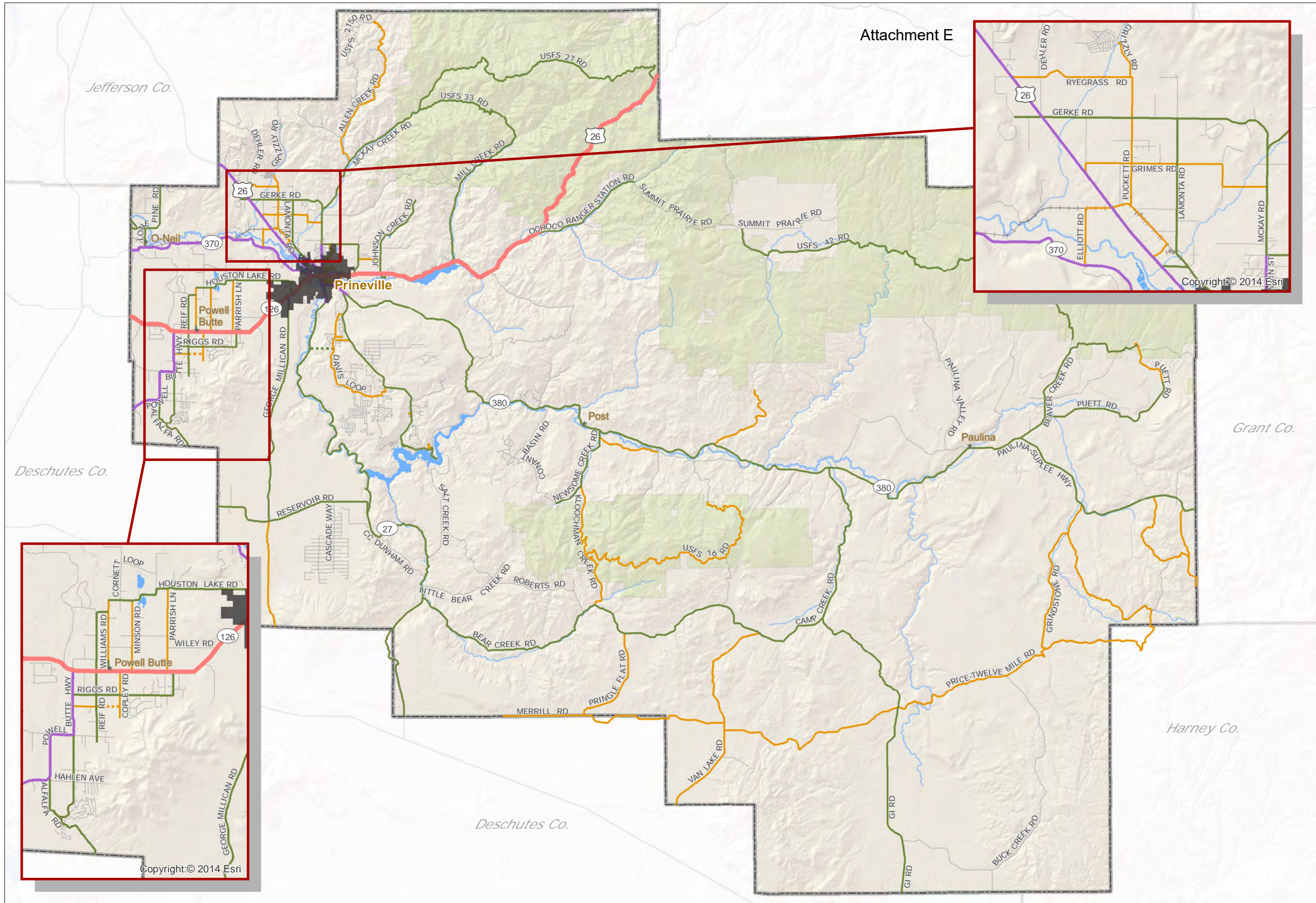
BT\SPANS@DOLLARGENERAL.COM

STORE NUMBER

STREET ADDRESS

CITY-STATE

THESE DOCUMENTS ARE PROVIDED AS A DESIGN CRITERIA TEMPLATE FOR THIS BUILDING TYPE. THESE DRAWINGS MUST BE REVIEWED AND ADAPTED BY A LICENSED ARCHITECT AND ENGINEER TO COMPLY WITH THE REQUIREMENTS OF ALL FEDERAL, STATE AND LOCAL AUTHORITIES FOR SITE SPECIFIC PROJECTS. ALL PROJECTS MUST BE APPROVED BY DOLLAR GENERAL PRIOR TO START OF CONSTRUCTION.



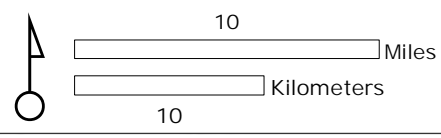
Road Classifications

- Major Arterial
- Minor Arterial
- Major Collector
- Minor Collector
- - - Major Collector (Future Development)
- - - Minor Collector (Future Development)

Base Layers

- ~ Main Rivers
- Lakes and Reservoirs
- County Boundary
- National Forest
- Prineville City Limits

Classifications provided by CC Roads Dept
Map created by CC GIS - Revised 6/27/2017



Crook County TSP
Figure 3 - 1
Functional Classification