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Vol. Moros 1. 9622

BEFORE THE HEARINGS OFFICER

FOR KLAMATH COUNTY, OREGON

In the Matter of the Request for) CONDITIONAL USE PERMIT

NO. 81-17

for J. N. S. Excavation Company

KLAMATH COUNTY PLANNING FINDINGS OF FACT, DECISION AND ORDER

THIS MATTER came on for a hearing before Klamath County Assistant Hearings Officer, JAMES R. UERLINGS, on July 15, 1982, at 1:00 p.m. in the Commissioners' Hearing Room of the Klamath County Courthouse. This Hearing was held pursuant to notice given in conformity with the Klamath County Development Code and related ordinances. The applicant was present at the Hearing and presented evidence and testimony. Klamath County Planning Department was represented by Jonathan Chudnoff. The Hearings Reporter was Barbara Thomson.

Three witnesses appeared in opposition to the proposed renewal of this conditional use permit, and three witnesses testified in favor of the renewal of the permit.

The following exhibits were offered, received and made a part of the record:

> Klamath County Planning Department Staff Exhibits A-O. Applicant's Exhibits 1-24.

Oppositions' Exhibits 1-14.

The Hearing was then closed and the Hearings Officer stated that he would render a decision within fifteen (15) days. Based upon the evidence submitted at the hearing, the Hearings

FINDINGS OF FACT, DECISION, AND ORDER - Page One.

 Officer, after considering the evidence and the exhibits presented, makes the following Findings of Fact.

FINDINGS OF FACT:

- 1. The applicant is the operator of septage disposal lagoons located on the property of Lawrence Gray on Section 17, Township 40 South, Range 9 East, of the Willamette Meridian, Klamath County, Oregon.
- 2. The applicant has operated said facility upon a conditional use permit for the past year. The subject of this Hearing is to consider the renewal of this permit which is said to expire July 28, 1982.
- 3. Access to the property is directly from Lower Lake Road.
- 4. Subject parcel is a ten (10) acre area located in the NE¼ NE¼, Section 17, Township 40 South, Range 9

 East, of the Willamette Meridian, Klamath County, Oregon.

 It is in the Klamath hills East of Lower Lake Road and about 1.2 miles South of the intersection of Cross Road. This is generally in the Midland area.
- 5. The site itself is generally rolling hillside sloping to the North. The vegetation is mostly sagebrush and grasses.
- 6. The current use of the property prior to the location of the sewage disposal facility there was vacant.
- 7. The Comprehensive Land Use Plan designation is AU-5.

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Access to the site would be from Lower Lake Road which is a paved highway.

- The area is all hillsides with open rolling countryside. To the West, southwest of Lower Lake Road, there is some irrigated farmland. To the North, there is more agricultural lands, the Meeker farms, and other property owners. The nearest residences are a house and mobile home that are on the property owned by Mrs. Veda Gray who was the mother of the person who is leasing this site to J. N. S. Excavation, the applicant. To the North, there is also another dwelling which is about 1/3 to 1/2 mile away. This is the residence of John McPherson.
- 10. There is a clear need for this type of facility in Klamath County for the dumping of septic tank pumpings as South Suburban Sanitary District will not accept any septic tank pumpings at this time. Along with J. N. S. Excavation, two to three other septic tank pumpers have used the facility during the past year to empty their tanks. This site has been reviewed and approved by the Department of Environmental Quality and by the Klamath County Health Department through their Department of Environmental Health Division. During the period of operation for over the past year, the Department of Environmental Quality and the Health Department have reported only one (1) verified violation of the use of the facility. This violation consisted of the dumping of pentachlorophenol into the lower of the two pits which exist on the property.

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This dumping occurred without the knowledge and consent of 1 the applicant, and was done by Bowers Excavation. The Depart-2 ment of Environmental Quality has taken steps to assess a penalty 3 against the applicant and Bowers Excavating and Fencing, Inc. 4 to remedy this violation. The lower pit has been closed to dumping since the violation in March, 1982, and the applicant has been forced to rely upon dumping into the upper pit. The Department of Environmental Quality, through their witness, Gil Hargreaves, expressed the opinion that the pentachlorophenol is evaporating from the lower pond and does not present any health hazard to the area. Mr. Hargreaves further testified that, during the course of his inspections during the last year, he feels that the site is better than expected for the use for a septic tank dumping facility and does not expect any leakage problems or any other type of problems from the facility.

11. Fran Gorham, representing the Midland Area Committee, and Don Berger, a resident of the area, testified that residents of the area have reported odor problems with the facility. Gil Hargreaves from the Department of Environmental Quality and Russ Mull, the Director of the Environmental Health Division of the Klamath County Health Department, testified that the complaints that had been made through their Departments during the course of the last year, when checked out, appeared to be unfounded as they could not discover any odor problems upon immediately driving to the facility subsequent

FINDINGS OF FACT, DECISION, AND ORDER - Page Four.

to the report.

12. The applicant has fenced the area and maintained a locked gate around each pond and access to these gates has been only by keys provided by the applicant to the two or three businesses he has allowed to dump in the facility.

- 13. The applicant has suspended the dumping privileges of Bowers Excavating and Fencing, Inc., until adequate steps can be taken by Bowers, including the signing of a indemnification agreement, to prevent similar occurrences in the future. The Department of Environmental Quality and the Klamath County Health Department's witnesses testified that they felt that the applicant has taken all reasonable steps to prevent the dumping of any unpermitted materials into the septic tank dumping facility.
- 14. The main agricultural use on the land is for periodic grazing. The nearest crop line or improved pasture is over ½ mile away. The timber productivity class in this area is VII, capable of producing fewer than 20 cubic feet of timber per acre annually. There is no marketable timber on this ten acres presently.
- 15. A letter presented by Rod Ingram, District Wildlife Biologist for the Oregon Department of Fish and Wildlife, indicates that no adverse effects on wildlife are anticipated.
- 16. The Department of Environmental Quality and the Klamath County Health Department as well as the Planning Department staff have recommended that the conditions as applied FINDINGS OF FACT, DECISION, AND ORDER Page Five.

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to the permit as issued in July, 1981, be continued and further, that the renewal, if granted, be made again for a period of one (1) year subject to renewal in 1983. They have further recommended that a)

- an additional gate and fencing be installed 100 to 200 feet away from the existing lagoons to prevent anyone from dumping into the pits by way of hose, thus avoiding the gate as currently exists around each lagoon pond;
- b) that a further condition be added to the conditional use permit which would require the applicant to comply, under the terms of this conditional use permit, with the same terms and conditions as imposed upon him under his solid waste disposal permit as issued by the Department of Environmental Quality.

The Midland Area Committee has recommended that the permit not be renewed, but that if it is renewed, that

- a) the applicant require a written contract from each party dumping at the facility setting forth the terms of their dumping at the facility and requiring them to assume the responsibility for dumping any hazardous materials into the lagoons;
- the applicant require each person dumping at the facility to fill in a form which would indicate where the materials came from that they are dumping at the facility, when they picked up the materials, when they dumped the materials, and how much they dumped. These forms would be

FINDINGS OF FACT, DECISION AND ORDER - Page Six.

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 picked up at the facility by placing them in some type of container to be provided by the applicant:

- c) the hours of the facility be limited to daylight hours;
- d) the applicant place a person at the gate to monitor the use of the facility.
- 17. The Department of Environmental Quality and the Klamath County Health Department expressed opinions that the person monitoring access to the facility would not prevent the dumping of hazardous materials and it is often not possible for the person monitoring the gate to actually inspect the materials being dumped and to determine if any hazardous material is dumped into the lagoon.
- 18. The placing of a person to monitor access to the facility at the gate would increase the applicant's cost to operate the facility three to four times the current cost, thus raising the cost to the residents of Klamath County requesting septic tank pumpings in a similar fashion. If the use of the facility was limited to daylight hours during the winter, persons dumping at the facility, after having pumped septic tanks in the northern and eastern parts of Klamath County, would be forced to leave their tanks full during the nighttime hours as it would be impossible for them to pump septic tanks in the farthest portions of the County and arrive back to the lagoons during the daylight hours. If the tanks were left full overnight, it is likely that, due to the

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low temperatures of Klamath County, the tanks would freeze thus 9629 causing damage to the equipment.

- 19. The representatives from the Department of Environmental Quality and the Klamath County Health Department indicated that there were no additional steps that could be taken that could reduce the odors of the facility and that the facility meets all current design criteria for a septic tank disposal site. The Health Department indicated that complaints regarding the odors in the area were more likely to come from stagnant water sitting in canals, ponds, Tingley Lake and other areas located by the Cross Road portion of the property. Additionally, there were many cattle and other wildlife in the area which could add to the offensive odor.
- 20. One of the opponents indicated that he felt the facility should be designed similar to the Grants Pass dumping site. Russ Mull from the Health Department indicated that the Grants Pass lagoon ponds leak while those of the applicant do not and further indicated that the Grants Pass ponds should have a worse problem of odor because of their design than the ponds of the applicant.
- 21. The applicant has posted on the property by the ponds the rules and conditions of his permit so that all authorized persons dumping at the site can be aware of the rules and conditions. All inspection reports made of the facility during its period of operation from January 5, 1981 through June 8, 1981 and subsequent to the granting of the

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conditional use permit on July 27, 1981, indicate that there has been no contamination of air, water or land resources. The Klamath County Planning Department has received no complaints because of the facility during the past year of its operation.

- The area is not known to be subject to natural 22. hazards and the proposed site does not interfere with recreational uses in the area in general.
- The failure to have an operating disposal facility will have significant adverse effects on local economy and thus of the State. The disposal site is not in an area designated for residential use and as long as the conditions imposed herein are met the surrounding dwellings will not be adversely affected.
 - The site is outside any urban growth boundary. KLAMATH COUNTY DEVELOPMENT CODE CRITERIA:
- Klamath County Development Code Section 44.003 1. sets forth the general criteria for consideration in the application of a conditional use permit:
- That the use is conditionally permitted in the zone in which it is proposed.
- That the location, size, design and operating characteristics of the proposed uses is in conformance with the Klamath County Comprehensive Plan.
- That the location, size, design and operating characteristics of the proposed development will be compatible with, and will not adversely affect, the livability or appro-

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priate development of abutting properties in the surrounding neighborhood. Consideration shall be given to the harmony in scale, bulk, coverage, and density; to the availability of civic facilities, and utilities; to harmful effects, if any, upon desirable neighborhood character; to the generation of traffic and the capacity of surrounding streets, and to other relevant impact of the development.

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- That the location, design, and site planning of the proposed development will provide a convenient and functional living, working, shopping, or civic environment, and will be as attractive as the nature of the use and its location in this setting warrant.
 - 2. Klamath County Code Section 44.001 sets forth the general purpose of Article 44, Conditional Use Permit, as follows: The purpose of the Conditional Use Permit is to provide a mechanism whereby uses which may be suitable only in certain locations or only if designed or operated in a particular manner may be allowed within the basic zone designation.
 - 3. ORS 197.175 requires all zoning and related ordinances adopted by the County be in conformance with the Statewide Planning Goals.
 - Section 51.019 provides in (C)(1) that solid waste disposal sites are allowed under a Conditional Use Permit in an AU-5 zone.

KLAMATH COUNTY DEVELOPMENT CODE FINDINGS AND CONCLUSIONS

See Findings 1-24 under the Findings of Fact section

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2. The proposed site has operated for approximately nineteen (19) months under the prior Conditional Use Permit and has existed with only one violation. This violation occurred despite the best efforts of the applicant to prevent the dumping of any non-permitted materials into the disposal site.

- 3. The use of the proposed site as a solid waste disposal facility is conditionally permitted within the AU-5 zone in which the site is located.
 - 4. The proposed site, according to the evidence presented, is adequate in size and design and operating characteristics to continue the use as a solid waste disposal faci-
 - The parties appearing in opposition have not sublity. mitted any information substantially different from that which was presented in the Hearing of June 11, 1980 at which time the Conditional Use Permit was first granted. The evidence presented by the Department of Environmental Quality and by the Klamath County Health Department indicates that there has been substantial compliance with the conditions imposed and that they continue to view the site as one of the optimum sites located within Klamath County for use as a solid waste disposal The location, size, design, and operating characteristics of the proposed development will be compatible with, facility. and not adversely affect, livability or the appropriate development of the abutting properties and the surrounding neighborhood.

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- The site appears to be in harmony in scale, bulk, coverage and density to the surrounding facilities and appears to be the only site available for use as a solid waste disposal facility. There appears to be no unwarranted effects upon the desirable neighborhood characteristics nor will the site create any additional generation of traffic beyond the capacity of the surrounding streets and roads.
- The location, design and site planning of the proposed development will provide a convenient and functional solid waste disposal facility and will be as attractive as the nature of the use and its location and setting warrant.
- The following conditions shall be imposed upon this Conditional Use Permit as they are found to be in the interests of the public health, safety and welfare:
- This Conditional Use Permit is granted for a period of one year, subject to renewal after a review of the applicant's operation at a public hearing.
- B. Applicant shall obtain approval from the Department of Environmental Quality and continue to have said approval for a site.
- C. Applicant shall comply with all conditions written or oral imposed by him by the Department of Environmenta $\dot{f l}$ Quality and the Klamath County Health Department. Any violation of the conditions imposed by the Department of Environmental Quality or the Klamath County Health Department, by the applicant or any persons using the facility, shall be considered FINDINGS OF FACT, DECISION AND ORDER - Page Twelve.

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to be a violation of the conditions of this Conditional Use Permit and shall subject the applicant to revocation of the Conditional Use Permit.

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The applicant shall maintain approval of the facility by the Klamath County Health Department.

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This site shall be inspected and approved at least once a month by the Department of Environmental Quality and by the Klamath County Health Department. It is requested that they immediately advise the Klamath County Planning Department of any violations or alleged violations which they have found to occur on the site. F.

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There shall be no more than three (3) disposal

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permits upon this site, only two (2) of which may be actively dumped into at any one time.

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G. The area of the site shall be fenced sufficiently to keep persons, livestock and deer off the site. fence which is built shall at least meet the specifications of the Oregon State Department of Fish and Wildlife with regard to deer. The applicant shall build an additional gate and any appropriate related fencing at least 200 feet away from the disposal pits and construct it along the access road so that vehicles could not avoid the gate and dump into the pits by use of hose or other apparatus. This gate shall be locked at all times. The applicant shall additionally place a gate and fencing around each of the pits and each of these gates shall additionally be locked at all times.

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FINDINGS OF FACT, DECISION AND ORDER - Page Thirteen.

H. The applicant shall maintain permission to use an adequate access road to the site and shall have written proof thereof available to the Planning Department upon request.

- I. The applicant shall follow the direction of the Klamath County Public Works Department with regards to the access road from the private property to Lower Lake Road. The applicant shall obtain liability insurance sufficient to cover all prospective claims in the amount of at least \$1,000,000.00.
- J. The applicant shall require all users of the solid waste disposal pits to sign agreements with him wherein they contract to indemnify him for all penalties and all other damages and losses which he or neighboring or surrounding property owners may incur from the user's use of the facility. Copies of these contracts shall be filed with the Klamath County Planning Department within five (5) days of their signing. The applicant shall not allow anyone to use the facility without their signing of these contracts. The applicant may provide other conditions and terms in these agreements as he sees fit.
- K. The applicant shall immediately report to the Klamath County Planning Department and the Department of Environmental Quality and the Klamath County Health Department when he has any reason to believe whatsoever that material has been dumped into any of the pits which is not authorized under his Department of Environmental Quality operating permit.

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Prior to the dumping of any material into any of tbe pits, other than septic tank effluent, the applicant shall obtain written permission from the Klamath County Hearings Officer or the Assistant Hearings Officer after appropriate notice and Hearing. This written permission shall be in addition to any other permission which the applicant must obtain from the Health Department, Department of Environmental Quality or other Federal agencies.

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M. If the applicant constructs a third pit, it shall be located as close as physically possible midway between the two existing pits on the facility.

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The applicant shall devise a form which he shall require all users of the facility to fill in and deposit in some type of depository box on the site each time the user makes any type of dump into the facility. This form shall include, but is not limited to, the following:

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1. A statement as to where the effluent came from including all the various pieces of property from which

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the user obtained material to be dumped;

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2. A statement as to when the material to be dumped was picked up;

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The total amount of material to be dumped;

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The time in which he has dumped the material

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into the ponds/pits. The applicant shall then file these forms with the

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Klamath County Planning Department on a monthly basis.

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FINDINGS OF FACT, DECISION AND ORDER - Page Fifteen.

applicant as a user of the facility is also required to fill out 1 these forms and file them as set forth above. 2 3 O. The applicant shall, to the extent reasonably possible, use the facility during the daylight hours. 4 condition is not intended to prevent the applicant or other 5 users from using the facility during the hours after sunset 6 7 8

or before sunrise. However, it is intended only to recommend to the applicant and his authorized users that they use the facility as much as possible during the daylight hours. STATE-WIDE PLANNING GOALS AND FINDINGS:

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The granting of this Conditional Use Permit is consistent with the goals of the L.C.D.C. as follows:

- 1. Goal No. 1 Notice of the hearing on this matter was sent to neighboring property owners, the Midland Area Committee, and other concerned agencies, and to the Herald and News and other media. There was testimony at the hearing both for and against the applicant.
- 2. Goal No. 2 The plan designation for this area is Agricultural and a zoning designation of AU-5. Disposal sites are among the conditionally permitted uses in the AU-5 zone. There was testimony at the hearing that, although many other sewage disposal sites have been suggested to the County, there have been no satisfactory sites available to the County other than the site in question here.
- 3. Goal No. 3 The soils in this vicinity are of the Stukel series and are rated Class VII. The land has some grass FINDINGS OF FACT, DECISION AND ORDER - Page Sixteen.

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and is used for grazing part of the year; the septic disposal operation does not interfere with grazing in that only the lagoons themselves are fenced and the ten acre parcel as a whole remains open. This property is not identified as irrigated or irrigatable land on maps at the Planning Department. The nearest crop line or improved pasture is over one-quarter mile away and it does not appear that the lagoons would interfere with agricultural operations on adjoining property.

- 4. Goal No. 4 The area is in Timber Productivity Class VII, capable of producing fewer than twenty cubic feet of timber per acre annually. There is no marketable timber on the ten acres under review.
- 5. Goal No. 5 A letter from Rod Ingram, District Wildlife Biologist for the Oregon Department of Fish and Wildlife, indicates that no adverse effects on wildlife are anticipated. Because of the area's topography and the low profile of the lagoons, little or no negative scenic impacts are apparent. The nearest dwelling from which the site is visible is over one mile away. This property is not a known archeologically sensitive area as indicated by the map available at the Planning Department. Applicant's Exhibits Nos. 3, 4, and 5 do not indicate any actual or potential natural resource contamination from this site.
- 6. Goal No. 6 The site in question was in full operation from January 5, 1981, to June 8, 1981, and from July 27, 1981 to the present date and during this time it was subject to FINDINGS OF FACT, DECISION AND ORDER - Page Seventeen.

monthly Department of Environmental Quality and Health Department inspections. The inspection reports filed in this regard do not give any indication of air, water or land resource contamination. The conditions imposed hereinbelow will assure that this goal is met.

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7. Goal No. 7 - The area is not known to be subject to natural hazards.

- Goal No. 8 The proposed disposal site does not appear to interfere with recreational use of the area in general.
- Goal No. 9 Failure to have an operating disposal system will have significant adverse effects on the local economy and thus of the State. The lagoons have been and will continue to be operated as a private business. No gains in employment are evident as a result of the operation.
- 10. Goal No. 10 The disposal site is not in an area designated for residential use. As long as the conditions imposed hereinbelow are met, surrounding dwellings will not be adversely effected.
- 11. Goal No. 11 The site is intended to serve residences and businesses not currently served by sanitary sewer facilities. The disposal site itself does not require special facilities or services in order to operate.
- 12. Goal No. 12 The site is reached via a private cinder road from Lower Lake Road. The private road is approximately .7 of a mile in length and when viewed by the Planning Department on June 9, 1981, was in good condition.

FINDINGS OF FACT, DECISION AND ORDER - Page Eighteen.

13. Goal No. 13 - Little or no effect on energy conservation is apparent.

14. Goal No. 14 - The site is outside any urban or urbanizing area.

CONCLUSIONS OF LAW AND DECISION:

- 1. The request for a Conditional Use Permit on the subject property meets all the applicable Klamath County Development Code criteria and policies governing such.
- 2. The request for a Conditional Use Permit is consistent with, and complies with, all the applicable State-wide Planning Goals and statutes.
- 3. Therefore, it is hereby ordered that the request by the applicant for a Conditional Use Permit on the subject property described as the

"parcel of land generally located in the Klamath Hills east of Lower Lake Road approximately 1½ miles south of its junction with Cross Road, and more particularly described as a parcel of land located in the NE½ of Section 17, Township 40 South, Range 9 East, W.M., Klamath County, Oregon, being more particularly described as: Commencing at the 5/8" iron pin marking the northeast corner of said Section 17; thence south 28°54'40" West 569.63 feet to a point which tion; thence North 45°00'00" West 660.00 feet to a point; thence South 45°00'00" West 660.00 feet to a point; thence South 45°00'00" East 330.00 feet more or less from the southwesterly fence corner around the southwesterly septic lagoon; thence South 45°00'00" East 330.00 feet to a "True Point of Beginning", containing 10.0 acres, more or less."

is hereby granted provided that the applicant follows the conditions as set forth above.

DATED this 26 day of July, 1982.

Assistant Hearings Officer

STATE UF OREGON; COUNTY OF KLAMATH; ss. Filed for record . this 27 day of July A. D. 19 82 at o'clock B. Marid duly recorded in Vol. M 82 of Fee N Fee on a c 9622 EVELYN BLEAN County lark

FINDINGS OF FACT, DECISION AND ORDER - Page Twenty.