

Board of Commissioners

216 S. E. 4th Street Pendleton, OR 97801 541-278-6204 **Daniel N. Dorran** 541-278-6201

John M. Shafer 541-278-6203 Celinda A. Timmons 541-278-6202

BOARD OF COMMISSIONERS MEETING

Wednesday, March 12, 2025, 1:30pm Umatilla County Courthouse, Room 130

- A. Call to Order
- B. Chair's Introductory Comments & Opening Statement
- C. New Business

CO-ADOPTION OF CITY OF HERMISTON COMPREHENSIVE PLAN MAP AMENDMENT #P-138-24: DENNIS GISI, APPLICANT/ VICTORY LIGHTHOUSE CHURCH C/O DAVID M JOHNSON, LARRY J & FLORENCE R BANKSTON, AND 3 RIVERS-OREGON PROPERTY LLC,

OWNERS. The applicant requests the County co-adopt City Ordinance 2358 amending the comprehensive plan map from urbanizable to urban status for approximately 25 acres located on the north side of E Theater Lane. The City Council also adopted Ordinance 2359 annexing said property effective upon co-adoption of Ordinance 2358. The criteria of approval are found in Umatilla County Development Code 152.750 - 152.754 and the Joint Management Agreement between the City and County.

D. New Business

TEXT AMENDMENT #T-097-24, AMENDMENT OF UMATILLA COUNTY DEVELOPMENT CODE, SECTION 152.617(H) HOME OCCUPATIONS/COTTAGE INDUSTRIES IN THE EXCLUSIVE FARM

[&]quot;The mission of Umatilla County is to serve the citizens of Umatilla County efficiently and effectively."



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USE ZONE. The applicant, Jim Whitney, proposes text changes to the Umatilla County Development Code (UCDC) Section 152.617(H), to allow a resident to host commercial gatherings and weddings as Home Occupations in the Exclusive Farm Use Zone. The criteria of approval for amendments are found in Umatilla County Development Code 152.750-152.755.

D. Adjournment

[&]quot;The mission of Umatilla County is to serve the citizens of Umatilla County efficiently and effectively."

UMATILLA COUNTY BOARD OF COMMISSIONERS HEARING – MARCH 12, 2025 UMATILLA COUNTY DEVELOPMENT CODE TEXT AMENDMENT #T-097-24

JIM WHITNEY, APPLICANT PACKET CONTENT LIST

1.	Staff Memo to Board of County Commissioners	Page 3
2.	Staff Report & Preliminary Findings	Pages 5-10
3.	Proposed Text Amendment	Pages 11-15



PLANNING DIVISION

216 SE 4th ST, Pendleton, OR 97801, (541) 278-6252 Email: planning@umatillacounty.gov

Community Development

COMMUNITY & BUSINESS DEVELOPMENT

MEMO

LAND USE PLANNING, ZONING AND PERMITTING

Umatilla County Board of Commissioners

FROM:

Megan Davchevski, Planning Division Manager

DATE:

TO:

January 16, 2025

CODE ENFORCEMENT

RE: March 5, 2025 Board of Commissioner Hearing

SOLID WASTE COMMITTEE

EFU Home Occupation Text Amendment Request

SMOKE MANAGEMENT Umatilla County Development Code Text Amendment #T-094-24

Jim Whitney, Applicant

GIS AND MAPPING

Background Information

RURAL ADDRESSING The applicant is requesting that Umatilla County adopt a permit path and criteria for establishing commercial gatherings and weddings as a Home Occupation in the Exclusive Farm Use Zone. The County's current Home Occupation standards have a limitation of

LIAISON, NATURAL RESOURCES & ENVIRONMENT

PUBLIC TRANSIT

Farm Use Zone. The County's current Home Occupation standards have a limitation of no more than 10 parking spaces, which currently limits the number of people that can be on site. The applicant requests to amend UCDC 152.617(H) to allow for a subsection of Home Occupations, Host Commercial Gatherings and Weddings. The applicant has worked with County Planning Staff to develop language for criteria of approval. The

proposed language includes statutory requirements, such as the limited number of

employees, as well as other language specific to the proposed use.

Criteria of Approval

The criteria of approval for amendments are found in Umatilla County Development Code 152.750-152.755. Applicable Statewide Planning Goals 1-14 have also been evaluated.

Conclusion

This matter is a legislative matter because it proposes to amend the text of the Umatilla County Development Code. Therefore, the County has the authority to consider and approve the text amendment.

The process of approval by the County involves review by the County Planning Commission with a recommendation to the Board of County Commissioners (BCC). At the February 23, 2025 Planning Commission hearing, the Planning Commission unanimously recommended approval of the proposed text amendment with a vote of 6-0.

UMATILLA COUNTY BOARD OF COMMISSIONERS PRELIMINARY FINDINGS OF FACT AND CONCLUSIONS OF LAW TEXT AMENDMENT, #T-097-24

AMENDMENT OF UMATILLA COUNTY DEVELOPMENT CODE, AMENDING LANGUAGE REGARDING HOME OCCUPATIONS TO ALLOW WEDDINGS AND COMMERCIAL GATHERINGS IN THE EXCLUSIVE FARM USE ZONE

1. Request

Applicant, Jim Whitney, is requesting an amendment to Umatilla County Development Code (UCDC) Section 152.617(H) Home Occupations/Cottage Industry.

2. Procedural Matters

A. Categorization of this Matter

This matter is a legislative matter because it proposes to amend the text of the UCDC in a manner that will amend Section 152.617(H) Home Occupations/Cottage Industries in the Exclusive Farm Use Zone.

B. Post-Acknowledgment Amendment

This legislative amendment is an amendment to the County's acknowledged 1983 Zoning Ordinance. ORS 197.610(1) and OAR 660-018-0020(1) require that the County provide notice to the Director of the Oregon Department of Land Conservation and Development ("DLCD") at least 35 days prior to the initial evidentiary hearing. The County provided the 35-day notice to DLCD through DLCD's PAPA online portal on December 19, 2024. The County has satisfied ORS 197.610(1) and OAR 660-018-0020(1) by submitting the post-acknowledgement amendment notice so that it arrived at the office of the Director of DLCD at least 35 days prior to the initial evidentiary hearing.

UCDC 152.771(B) requires the County provide a legal notice for the Planning Commission hearing January 23, 2025 and Board of Commissioners hearing March 12, 2025 by publication in a newspaper of general circulation in the County at least ten (10) days prior to the date of the first hearing. The notice was published in the *East Oregonian* newspaper on January 8, 2025. The Board hearing was originally scheduled for March 5, 2025 but was later rescheduled; the March 5th hearing was open, the hearing continued to March 12th, and then the March 5th hearing was closed.

The County has satisfied the post-acknowledgement amendment notice required by ORS 197.610(1) and OAR Chapter 660-018-0020(1) and the legal notice of hearing publication in UCDC 152.771(B).

C. Procedure

UCDC 152.752 is entitled "Public Hearings on Amendments." This section provides, in relevant part:

"The Planning Commission shall conduct a public hearing on the proposed amendment according to the procedures in section 152.771 of this Chapter at its earliest practicable meeting after it is proposed. The

decision of the Planning Commission shall be final unless appealed, except in the case where the amendment is to the text of this Chapter, then the Planning Commission shall forward its recommendation to the Board of Commissioners for final action."

The County will hold two (2) hearings for this legislative amendment, one (1) before the Planning Commission and one (1) before the Board of Commissioners.

Additionally, UCDC 152.771(A)(1) provides that a public hearing is required for legislative amendments. The procedures and requirements for a quasi-judicial hearing are not applicable to this hearing. Therefore, UCDC 152.772, which applies to quasi-judicial hearings, is not applicable to this legislative proceeding.

3. Approval Criteria

UCDC 152.751 requires that an amendment to the text of the UCDC shall comply with provisions of the Umatilla County Comprehensive Plan (the "Plan"), the Oregon Transportation Planning Rule (the "TPR"), OAR Chapter 660, division 12, and the Umatilla County Transportation Plan ("Transportation Plan"). The County also finds that because this text amendment is a post-acknowledgment amendment, ORS 197.175(1) requires that the Plan and Map amendment satisfy applicable Statewide Planning Goals (the "Goals") and other applicable administrative rules. The County finds that the UCDC does not contain substantive standards for an amendment to the UCDC text. The remainder of this section addresses the applicable approval criteria.

This UCDC provision sets forth the approval requirements for amendment to the text of the UCDC. This section requires that an amendment satisfy the Plan and the Oregon Transportation Planning Rule (the "TPR"), OAR 660, Division 12, as well as the Umatilla County Transportation Plan.

The County finds this request is to amend the text of the UCDC, specifically to amend Section 152.617(H) Home Occupations/Cottage Industry in the Exclusive Farm Use (EFU) Zone. The TPR, OAR 660-012-0060 (1)-(3), is not implicated by this text amendment and further analysis of the Oregon Transportation Plan and Umatilla County requirements in 152.019 are not required.

Finding: The County finds that UCDC 152.751 is satisfied.

A. Applicable Statewide Planning Goals

Goal 1 Citizen Involvement: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

The Umatilla County Comprehensive Plan and Development Code outline the County's citizen involvement program that includes the activities of the Planning Commission and provides for the public hearing process with its required notice provisions. These notice provisions provide for adjoining and affected property owner notice; notice to interested local, state and federal agencies; and allows for public comment to the process.

Goal 2 Planning: To establish a land use planning process and policy framework as a basis for all decisions and actions related to use of land and to assure an adequate factual base for such decisions and actions.

Goal 2 establishes the underlining process that a county or a city needs to utilize when considering changes to their comprehensive plans and development codes. This text amendment is being requested under the Umatilla County Development Code provisions that apply to amendments, meeting the intent of Goal 2.

Goal 3 Agricultural Lands: To preserve and maintain agricultural lands.

Goal 3 requires counties to preserve and maintain agricultural lands for farm uses. Counties must inventory agricultural lands and protect them by adopting exclusive farm use zones consistent with Oregon Revised Statute 215.203 et. seq. Goal 3 also applies to mixed farm/forest zones, such as Umatilla County's Grazing/Farm (GF) zone. ORS 215 permits Home Occupations in the Exclusive Farm Use (EFU) Zone. The proposed text amendment provides specific standards for permitting weddings and commercial gatherings in the EFU zone, ensuring compliance with Goal 3. Umatilla County finds the proposed text amendment complies with Goal 3.

Goal 4 Forest Lands: To conserve forest lands by maintaining the forest land base and to protect the state's forest economy by making possible economically efficient forest practices that assure the continuous growing and harvesting of forest tree species as the leading use on forest land consistent with sound management of soil, air, water, and fish and wildlife resources and to provide for recreational opportunities and agriculture.

Goal 4 addresses the protection of forest lands. Goal 4 applies to this application and to the County mixed farm/forest GF zone. The proposed text amendment would not apply to forest lands; thus it complies with Goal 4.

Goal 5 Open Spaces, Scenic and Historic Areas, and Natural Resources: To protect natural resources and conserve scenic and historic areas and open spaces.

Goal 5 addresses natural, historical and cultural resources with a focus on protecting sites. Goal 5 is not impacted by this request.

Goal 6 Air, Water and Land Resources Quality: To maintain and improve the quality of the air, water and land resources of the state.

Goal 6 addresses the quality of air, water, and land resources. In the context of comprehensive plan amendments, a local government complies with Goal 6 by explaining why it is reasonable to expect that the proposed uses authorized by the plan amendment will be able to satisfy applicable federal and state environmental standards, including air and water quality standards.

The proposed text amendment does not seek approval of a specific development but seeks to allow the opportunity for commercial gatherings and weddings as a Home Occupation in the Exclusive Farm Use Zone. Specific development criteria have been drafted in the proposed text amendment language and will be applied at the time an applicant requests Home Occupation approval.

Goal 7 Areas Subject to Natural Hazards and Disasters: To protect people and property from natural hazards.

Goal 7 works to address natural hazards and disasters, and through a comprehensive plan amendment process, would seek to determine if there are known natural hazards and seek to mitigate concerns. Natural hazards would be considered as part of the land use processes that would be completed during the conditional use permit process and are not considered for this text amendment application.

Goal 8 Recreation Needs: To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities including destination resorts.

No recreation components are included in this application.

Goal 9 Economy: To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.

Goal 9 requires local governments to adopt comprehensive plans and policies that contribute to a stable and healthy economy. The proposed amendment to add Home Occupations/Cottage Industry to lands within the Exclusive Farm Use Zone foster this goal by allowing landowners to diversify their small businesses and farming operations to allow weddings and gatherings.

Goal 10 Housing: To provide for the housing needs of citizens of the state.

Housing is not a direct consideration as part of this application.

Goal 11 Public Services: To plan and develop a timely, orderly and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.

Goal 11 requires local governments to plan and develop a timely, orderly, and efficient arrangement of public facilities and services. The goal provides that urban and rural development be guided and supported by types and levels of services appropriate for, but limited to, the needs and requirements of the area to be served. Goal 11 is not a direct consideration of this amendment request.

Goal 12 Transportation: To provide and encourage a safe, convenient and economic transportation system.

Goal 12 requires local governments to provide and encourage a safe, convenient and economic transportation system, implemented through the Transportation Planning Rule. Although Goal 12 is not a direct consideration of this amendment request, traffic impacts will be considered at the time of a Conditional Use Request and the proposed parking limitations will limit potential impacts.

Goal 13 Energy: To conserve energy.

Goal 13 directs local jurisdictions to manage and control land and uses developed on the land to maximize the conservation of all forms of energy, based on sound economic principles.

Goal 14 Urbanization: To provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities.

Goal 14 prohibits urban uses on rural lands. Goal 14 is not a direct consideration of this amendment request. Umatilla County finds the proposed Home Occupations/Cottage Industry uses are rural uses, are in character and scope of rural uses and do not implicate Goal 14.

Finding: Umatilla County has evaluated Statewide Planning Goals 1-14. The other five goals, 15-19, are not applicable to this application request. Umatilla County finds the goals that are applicable have been satisfied.

B. Applicable Oregon Administrative Rules

Finding: The County finds that there are no Oregon Administrative Rules (OARs) applicable to this request.

C. Applicable Plan Policies

The Umatilla County Comprehensive Plan includes the following provisions that are supportive of this application:

(a) Chapter 4, "The Planning Process"

Finding 6: "Other public agencies (e.g. state, federal, county, special district, city) have jurisdiction and /or management responsibilities for land in the County."

Policy 6: "To insure public agency involvement, the County will endeavor to notify affected agencies through the processes outlined in the Comprehensive Plan and Development Code."

Finding: The County finds this policy is satisfied where the County coordinated with affected governmental entities in providing notice of the Planning Commission and Board of Commissioners' hearings on the text amendment. Coordination requires that affected governmental entities be provided with the proposed text amendment, given a reasonable opportunity to comment, and that the County incorporate comments as much as is reasonable.

The County finds that this policy is satisfied.

(b) Chapter 5, "Citizen Involvement"

(1) Policy 1: "Provide information to the public on planning issues and programs, and encourage citizen input to planning efforts."

Finding: The County finds Chapter 5, Policy 1, is satisfied because notice of the Planning Commission and Board of Commissioners' hearings are in a newspaper of County-wide circulation and there are two (2) *de novo* hearings where the public may testify on the proposed text amendment.

The County finds that this policy is satisfied.

(2) Policy 5: "Through appropriate media, encourage those County residents' participation during both city and County deliberation proceedings."

Finding: The County finds, as explained above, the publication of notice of the Planning Commission hearing and the Board of Commissioners' hearing in a newspaper of County-wide circulation fulfills this requirement.

The County finds that this policy is satisfied.

(c) Chapter 6, "Agriculture"

(1) Policy 8: "The non-farm uses allowed in ORS 215.283 exist in the county and new ones can be accommodated without major conflict in most of the county's agricultural regions."

Finding: The County finds that State Statute provides allowances for non-farm uses to be sited in the Exclusive Farm Use Zone. Home Occupations are an allowed use under ORS 215.283, the applicant is requesting the County to adopt specific standards for hosting commercial weddings and gatherings, while remaining compliant with the restrictions placed on Home Occupations within ORS 215.283. Each proposed site will be evaluated for conflicts with agricultural operations at the time of application.

The County finds that this policy is satisfied.

5. CONCLUSION

For the reasons contained herein, the County finds the applicable approval criteria for the text amendment have been satisfied and the proposed text amendment to allow weddings and gatherings in the Exclusive Farm Use zone as a Home Occupation can be approved.

DATED this	day of	, 2025.
UMATILLA CO	UNTY BOARD O	F COMMISSIONERS
John M. Shafer,	Commissioner	
Celinda A. Timn	nons, Commissione	r
Daniel N. Dorrar	n, Commissioner	

Note: Proposed text changes are shown in a "Mark Up" format with the original text to be removed shown in strikethrough and added text provided in **bold and underlined**. Text shown in **red** is entirely new criteria unique to the applicant's request and is shown for comparison.

UCDC 152.617(H) Home Occupations/Cottage Industry

(a)

- (1) The home occupation/cottage industry shall be secondary to the main use of the property as a residence and shall be operated by the resident or employee of a resident of the property on which the business is located;
- (2) The home occupation/cottage industry must be operated completely within the dwelling or in other buildings normally associated with uses permitted within the zone in which the property is located;
- (3) The home occupation/cottage industry shall not interfere with other uses permitted in the zone in which the property is located;
- (4) There shall be no more than five people employed, including both full and part time employees;
- (5) No structural alterations shall be allowed to accommodate the home occupation/cottage industry except when otherwise required by law, and then only after the plans for such alterations have been reviewed and approved. Such structural alterations shall not detract from the outward appearance of buildings as an accessory structure to a residence;

- (6) No materials or mechanical equipment shall be used which will be detrimental to the residential use of the property or adjoining residences because of vibration, noise, dust, smoke, odor, interference with radio or television reception, or other factors;
- (7) Retail sales shall be limited or accessory to a service;
- (8) Outside storage of materials, equipment or products related to the home occupation/cottage industry shall not be allowed;
- (9) There shall be no display other than a Type 2 sign that will indicate from the exterior that the building is used in whole or part for any purpose other than a dwelling;
- (10) A home occupation/cottage industry approved under this division shall be reviewed after one year for compliance with the above conditions and each subsequent year that the home occupation/cottage industry exists.
- (11) The existence of a home occupation/ cottage industry shall not be used as justification for any future zone change.
- (12) No materials or commodities shall be delivered to or from the property which are of such bulk or quantity as to require delivery by a commercial vehicle a trailer or the parking of customer vehicles in a manner of frequency as to cause disturbance or inconvenience to nearby residents or so as to necessitate off street parking;
- (13) Customers visiting the home occupation/cottage industry must use

an approved off-street parking area. No more than 10 vehicles from customers/visitors of the home occupation/cottage industry can be present at any given time on the subject parcel. All off-street parking must be provided on the subject parcel where the home occupation/cottage industry is operated. Parking on public roads or easements must not occur at any time.

(14) A property line adjustment may not be approved where the adjustment would separate a home occupation from the dwelling on the parcel.

(b) Home Occupation to Host Commercial Gatherings and Weddings in the Exclusive Farm Use Zone

- (1) This section is not intended to apply to events hosted at such public gathering places as churches, community centers, grange halls, or schools, or similar structures; or to events hosted by non-profit organizations for charitable purposes. Nor is this section intended to apply to events covered by the State's Mass Gathering Statute (ORS 433.735 433.770). An activity carried on in conjunction with a marijuana crop is prohibited.
- (2) The subject property shall be a minimum of 4 acres.
- (3) The subject property is zoned Exclusive Farm Use.
- (4) The home occupation shall be secondary to the main use of the property as a residence and shall

- be operated by the resident or employee of a resident of the property on which the business is located;
- (5) The home occupation must be operated substantially within the dwelling or in other buildings normally associated with uses permitted within the zone in which the property is located;
- (6) The home occupation shall not interfere with other uses permitted in the zone in which the property is located;
- (7) There shall be no more than five people employed, including both full and part time employees;
- (8) Only structural alterations required by Oregon State Building Codes may be permitted, except when otherwise required by law, and then only after the plans for such alterations have been reviewed and approved. Such structural alterations shall not detract from the outward appearance of buildings as an accessory structure to a residence;
- (9) No materials or mechanical
 equipment shall be used which will
 be detrimental to the residential
 use of the property or adjoining
 residences because of vibration,
 noise, dust, smoke, odor,
 interference with radio or
 television reception, or other
 factors;

- (10) Retail sales shall be limited or accessory to a service;
- (11) Outside storage of materials,
 equipment or products related to
 the home occupation/cottage
 industry shall not be allowed;
- (12) One Type 2 sign is permissible and;
- (13) One temporary sign may be allowed in addition to an approved Type 2 sign for each event. The sign shall not exceed (8) eight square feet in size and may be placed on the subject property on the day of the wedding or business event and shall be removed within 24 hours of the events' end. Offpremise directional signs are allowed to be placed in permissible locations 24 hours prior to the event.
- (14) Each home occupation is limited to hosting a maximum of 50 events per calendar year. The number of approved events shall be specified in the Conditional Use Permit approval.
- shall be based on the capacity of the subject property and shall be specified in the approval. If the subject property is 4 to 10 acres in size, no more than 100 guests are allowed on the site at any given time. If the subject property is 10 acres or larger, no more than 300 guests are allowed at the site at any given time.

- (16) Subject properties with multiple legally established dwellings may request overnight accommodations for guests within existing dwellings. The home occupation operator must reside in the primary dwelling. Dwellings eligible for overnight guest accommodations shall not have been approved as farm or forest dwellings. Other structures are prohibited from being converted to a dwelling, rooming house or other lodging.
- (17) Hours of operation, including setup and take-down of events, are limited between 7:00am and 10:00pm.
- (18) Lighting shall not project into adjoining properties. Use of stadium-style or other glaring lighting is prohibited. Lighting of accessible paths may be permitted. Exterior lighting is subject to 152.615.
- (19) All gatherings shall comply with

 Umatilla County's Noise

 Ordinance, Chapter 92 of the Code
 of Ordinances.
- (20) Submit an emergency response plan approved by the applicable fire district.
- (21) Home Occupation operator shall ensure that only caterers licensed in the State of Oregon are contracted to provide food and that they possess required Umatilla County Environmental

- Health permits.
- (22) Home Occupation operator shall comply with all requirements of the Oregon Liquor Control Commission (OLCC) and obtain necessary permits, if alcohol is served during a gathering.
- (23) Toilet facilities shall be portable with available hand-sanitizing or hand-washing facilities. Use of onsite septic facilities permitted for residential purposes are not allowed.
- (24) The existence of a home occupation shall not be used as justification for any future zone change.
- (25) No materials or commodities shall be delivered to or from the property which are of such bulk or quantity as to require delivery by a commercial vehicle a trailer or the parking of customer vehicles in a manner of frequency as to cause disturbance or inconvenience to nearby residents or so as to necessitate off street parking;
- occupation must use an approved off-street parking area. No more than 125 vehicles from guests and employees of the home occupation can be present at any given time on the subject parcel. All off-street parking must be provided on the subject parcel where the home occupation is operated. Parking on public roads or easements must not occur at any time. Each parking

- space shall be a minimum of nine feet wide and 20 feet in length.
- (27) Obtain appropriate road approach permits from ODOT or Umatilla County Road Department.
- (28) The application shall contain a detailed site plan and accompanying narrative that address the following:
 - a. Name of Home Occupation business
 - b. Name of Home Occupation operator/resident
 - c. Designated area and existing structures that will be used for gatherings
 - d. <u>Proposed number of gatherings</u> in a calendar year
 - e. Frequency of events
 - f. Maximum number of guests
 - g. Noise policy
 - h. Safety and Insurance policies
 - i. Infrastructure plan how electricity and utilities will be provided
 - j. Parking
 - k. <u>Traffic circulation and access</u> plan approved by the local fire district
 - I. <u>Domestic water supply source</u>
 - m. <u>How food will be provided and</u> <u>served</u>
 - n. Number of portable toilets provided and how handwashing or hand-sanitizing facilities will be provided
- (29) A property line adjustment may not be approved where the adjustment would separate a home occupation from the

dwelling on the parcel.

- (30) Sign and record a Covenant Not to Sue.
- (31) Comply with other conditions necessary, as provided in §152.615.
- (32) Comply with EFU Conditional Use Standards, as provided in §152.061.
- (33) At no time shall the Home
 Occupation activities be allowed to
 infringe on nor supersede farm use
 activities on the subject property
 or nearby farming properties.
- (34) A home occupation approved under this division shall be reviewed after one year for compliance with the above conditions and each subsequent year that the home occupation exists.

DRAFT MINUTES

CO-ADOPTION OF CITY OF HERMISTON COMPREHENSIVE PLAN MAP AMENDMENT #P-138-24:

DENNIS GISI, APPLICANT VICTORY LIGHTHOUSE CHURCH C/O DAVID M JOHNSON, LARRY J & FLORENCE R BANKSTON AND 3 RIVERS-OREGON PROPERTY LLC, OWNERS

The applicant requests the County co-adopt City Ordinance 2358 amending the comprehensive plan map from urbanizable to urban status for approximately 25 acres located on the north side of E Theater Lane. The City Council also adopted Ordinance 2359 annexing said property effective upon co-adoption of Ordinance 2358. The criteria of approval are found in Umatilla County Development Code 152.750 - 152.754 and the Joint Management Agreement between the City and County.

TEXT AMENDMENT #T-097-24, AMENDMENT OF UMATILLA COUNTY DEVELOPMENT CODE, SECTION 152.617(H) HOME OCCUPATIONS/COTTAGE INDUSTRIES IN THE EXCLUSIVE FARM USE ZONE.

The applicant, Jim Whitney, proposes text changes to the Umatilla County Development Code (UCDC) Section 152.617(H), to allow a resident to host commercial gatherings and weddings as Home Occupations in the Exclusive Farm Use Zone. The criteria of approval for amendments are found in Umatilla County Development Code 152.750-152.755.

UMATILLA COUNTY PLANNING COMMISSION HEARING January 23, 2025

DRAFT MINUTES UMATILLA COUNTY PLANNING COMMISSION Meeting of Thursday, January 23, 2025, 6:30pm

COMMISSIONERS

PRESENT: Suni Danforth, Chair, Sam Tucker, Vice Chair, John Standley, Malcolm

Millar, Ann Minton and Andrew Morris

COMMISSIONER

PRESENT VIA ZOOM: Tami Green

COMMISSIONERS

ABSENT: Kim Gillet and Emery Gentry

PLANNING STAFF: Megan Davchevski, Planning Manager, Tierney Cimmiyotti, Planner, Charlet

Hotchkiss, Planner, and Shawnna Van Sickle, Administrative Assistant

NOTE: THE FOLLOWING IS A SUMMARY OF THE MEETING. RECORDING IS AVAILABLE AT THE PLANNING OFFICE.

CALL TO ORDER

Chair Suni Danforth called the meeting to order at 6:32PM and read the Opening Statement.

MINUTES

Chair Danforth called for any corrections or additions to the December 19, 2024 meeting minutes. No additions nor corrections were noted.

Commissioner Morris moved to approve the draft minutes from the December 19, 2024 meeting minutes, as presented. Commissioner Standley seconded the motion. Motion carried by consensus.

NEW HEARING

CO-ADOPTION OF CITY OF HERMISTON COMPREHENSIVE PLAN MAP AMENDMENT #P-138-24: DENNIS GISI, APPLICANT/ VICTORY LIGHTHOUSE CHURCH C/O DAVID M JOHNSON, LARRY J & FLORENCE R BANKSTON, AND 3 RIVERS-OREGON PROPERTY LLC, OWNERS. The applicant requests the County co-adopt City Ordinance 2358 amending the comprehensive plan map from urbanizable to urban status for approximately 25 acres located on the north side of E Theater Lane. The City Council also adopted Ordinance 2359 annexing said property effective upon co-adoption of Ordinance 2358. The criteria of approval are found in Umatilla County Development Code 152.750 - 152.754 and the Joint Management Agreement between the City and County.

Chair Danforth called for any abstentions, bias, conflicts of interest, declarations of ex parte contact or objections to jurisdiction. No other reports were made.

Chair Danforth called for the Staff Report.

STAFF REPORT

Ms. Tierney Cimmiyotti, Planner, stated on July 8, 2024, Hermiston City Council adopted Ordinance 2358, amending the Comprehensive Plan Map from "Urbanizable" to "Urban" for approximately 25 acres located on the north side of E Theater Lane. The City Council also adopted Ordinance 2359 annexing said property effective upon co-adoption of Ordinance 2358.

Ms. Cimmiyotti explained, the City of Hermiston Joint Management Agreement (JMA) Section E (10) requires Comprehensive Plan Amendments applicable in the Urban Growth Area to be processed by the City. The JMA requires amendments to be adopted by ordinance, first by the City, then to the County for co-adoption review. She stated the Hermiston City Council held a public hearing on July 8, 2024 and approved the plan map amendment and subsequently adopted Ordinances 2358 and 2359.

Ms. Cimmiyotti mentioned that this hearing before the Umatilla County Planning Commission is the County's first evidentiary hearing for co-adoption. A subsequent Public Hearing before the Umatilla County Board of Commissioners was scheduled for Wednesday, March 5, 2025, at 9:00 AM in Room 130 of the Umatilla County Courthouse, 216 SE 4th Street, Pendleton, OR 97801.

Ms. Cimmiyotti concluded that the Umatilla County Planning Commission has an obligation to make a recommendation to the Board of Commissioners for co-adoption of the Comprehensive Plan Map Amendment, changing the designation of the property from "Urbanizable" to "Urban" status. She demonstrated on the map which properties were a part of this application.

Commissioner Standley asked if there was any talk regarding Umatilla County turning over a portion of Theater Lane to the City of Hermiston, which runs parallel to these properties. Ms. Cimmiyotti stated it was not something that accompanied this application. Mrs. Megan Davchevski stated as part of our Joint Management Agreement (JMA) with the City of Hermiston; Umatilla County Public Road department works closely with each city and those parties would determine how they transfer ownership of roads. She added it would not be something that would come before the Planning Commission.

Applicant Testimony: Ms. Rebecca Wahlstrom, PBS Engineering Environmental, 1325 SE Tech Center Dr., Suite 140, Vancouver, WA. I have nothing to add at this time, thank you for your consideration and your thoughtfulness.

Mr. Dennis Gisi, 761 Abbott Rd, Walla Walla, WA 99362; I'm just here to be available to answer any questions from the Commissioners, but I have nothing to add at this time.

Opponents: None

Public Agencies: None

Rebuttal Testimony: Mr. Dennis Gisi, 761 Abbott Rd, Walla Walla, WA 99362; We just hope that the Planning Commission agrees that this is a great project for the City of Hermiston, who needs additional housing. He stated they think they are doing a great service by helping with this.

Chair Danforth called for any requests for the hearing to be continued, or for the record to remain open. There were none.

Chair Danforth closed the hearing for deliberation.

DELIBERATION & DECISION

Commissioner Tucker made a motion to recommend approval of Co-Adoption of the City of Hermiston Comprehensive Plan Map Amendment #P-138-24 to the Board of County Commissioners.

Commissioner Minton seconded the motion. Motion carried with a vote of 7:0 recommending approval to the Board of County Commissioners.

Ms. Cimmiyotti stated that earlier in her memo she stated the original hearing before the Board of County Commissioners would be held on Wednesday, March 5th. She explained that hearing will be rescheduled to Wednesday, March 12th instead. She mentioned they will have this meeting available virtually and can contact our office to obtain links to attend after this hearing for next steps.

NEW BUSINESS

TEXT AMENDMENT #T-097-24, AMENDMENT OF UMATILLA COUNTY DEVELOPMENT CODE, SECTION 152.617(H) HOME OCCUPATIONS/COTTAGE INDUSTRIES IN THE EXCLUSIVE FARM USE ZONE. The applicant, Jim Whitney, proposes text changes to the Umatilla County Development Code (UCDC) Section 152.617(H), to allow a resident to host commercial gatherings and weddings as Home Occupations in the Exclusive Farm Use Zone. The criteria of approval for amendments are found in Umatilla County Development Code 152.750-152.755.

Chair Danforth called for any abstentions, bias, conflicts of interest, declarations of ex parte contact or objections to jurisdiction. Vice Chair Tucker stated he had been hired by the applicant and believed this presented a conflict of interest due to his professional relationship with the applicant. Chair Danforth asked again if any other conflicts may exist, none were presented.

Chair Danforth called for the Staff Report.

STAFF REPORT

Mrs. Megan Davchevski, Planning Division Manager, started by introducing the application before the Planning Commission for this hearing. She stated, the applicant is requesting that Umatilla County adopt a permit path and criteria for establishing commercial gatherings and weddings as a Home Occupation in the Exclusive Farm Use Zone. The County's current Home Occupation standards have a limitation of no more than 10 parking spaces, which currently limits the number of people that can be on site. She explained, the applicant requests to amend UCDC 152.617(H) to allow for a subsection of Home Occupations, which would be titled, "Host Commercial Gatherings and Weddings". The applicant has worked with County Planning Staff to develop language for criteria of approval. The proposed language includes statutory requirements, such as the limited number of employees, as well as other language specific to the proposed use.

Mrs. Davchevski stated, the criteria of approval for amendments are found in Umatilla County Development Code 152.750-152.755. Applicable Statewide Planning Goals 1-14 have also been evaluated. She added, that this request is different than most we see. It isn't specific to any one property, it would request to change the County's Development Code to allow a new use that is currently not allowed through our permit process. She explained that anyone within Umatilla County in the EFU zone could potentially apply for this new path, should it be adopted.

Mrs. Davchevski explained the normal public notice process goes out to properties within a certain vicinity; however, there are no neighbors to notify because this isn't for one specific property. She mentioned, staff had only notified the Department Land Conservation Development (DLCD), rural fire departments, Umatilla County Assessors and Umatilla County Public Health departments. She stated she did not receive comments from any agencies and the applicant and county staff have met several times.

Mrs. Davchevski stated tonight's hearing before the Umatilla County Planning Commission is the County's first evidentiary hearing. A subsequent Public Hearing before the Umatilla County Board of Commissioners is scheduled for Wednesday, March 12, 2025, at 9:00 AM in Room 130 of the Umatilla County Courthouse, 216 SE 4th Street, Pendleton, OR 97801. She noted this date is different than provided in the Public Notice, this is because the Board of Commissioners hearings in March were rescheduled.

Mrs. Davchevski The Umatilla County Planning Commission has an obligation to make a recommendation to the Board of Commissioners for adopting the proposed text amendment to allow for commercial gatherings and weddings as a Home Occupation in the EFU Zone.

Mrs. Davchevski stated included in hearing packet are the preliminary findings of fact and conclusions of law which address the development code sections and statewide planning goals. As well as the proposed text that would be to the Umatilla County Development Code. She referenced

page eleven and stated there is a note that describes how the text has been formatted in this section. Proposed text changes were shown in a "Mark Up" format, with the original text to be removed shown in strikethrough and added text provided in bold and underlined. Text shown in red is entirely new criteria unique to the applicant's request and is shown for comparison.

Mrs. Davchevski gave a few examples from the text to help Planning Commissioners understand the mark up and what was changed information from that which was the newly added information from the application.

Commissioner Morris referenced page 13, UCDC Section 152.617(H)(b)(15) and asked how the number for guests was determined for the four to ten acres in size would limit guests to no more than one-hundred. Mrs. Davchevski said she couldn't recall if that was language that the applicant provided or not. She stated the applicant came up with some initial language that they provided to our department and we provided feedback. Subsequent meetings with our department and that is how the final language presented to you tonight came about. She explained that the thought process was that if you have a more guests on a smaller property, it's going to be more impactful to the neighbors. The idea was to set a limit the number of guests if you have smaller property and then if you have a larger property can accommodate more guests and raise the limit to accommodate for the size of the property.

Commissioner Morris asked if there was consideration to make a step between the ranges on acreage, like a 4-7 acre and 7-10 acres categories. Mrs. Davchevski stated she would let the applicant address that, but from the County's Planning perspective we didn't want to overcomplicate this. She added, if this were to be adopted, it would have a large number of criteria that we don't currently have for any of our current Conditional Use Permit (CUP) applications. The only other section that has similar number of criteria is for establishing a wind energy farm. She expressed, that we were trying to make it less complicated by just having smaller version.

Commissioner Morris referenced page 12, UCDC Section 152.617(H)(b)(7) asked about the criteria listing no more than five employees, either full-time or part-time, can be employed, and whether this would apply to contracted employees. Mrs. Davchevski stated no more than five (5) employees could hired by the operators. In this case, if Mr. Whitney were to come in and apply, it would be employees that work for Jim Whitney. That is a restriction that's in state statutes under home occupations. She added, home occupation is specific to that the business operator has to be the property owner and also the same person that lives in the home on-site.

Mrs. Davchevski stated there are several bills before the State Legislature to be potentially adopted, that would allow for wedding venues in Exclusive Farm Use (EFU) zones and a local representative is sponsoring a few of the current bills in the current session.

Commissioner Standley asked how many wedding venues are currently active in Umatilla County. Mrs. Davchevski asked if he meant permitted or unpermitted businesses/venues. She explained the County amended our Development Code in the past to restrict the number of parking spaces that

could be approved under a home occupation. Prior to that there was no restriction. She added, a few applications for home occupations approved to host weddings were submitted before we enacted that restriction, and since then none. She mentioned the two that came to mind, which are Winn Barn in Weston, and Bennett Gardens in Hermiston.

Commissioner Standley referenced page 13, UCDC Section 152.617(H)(b)(17) and stated he was happy to see an established hours of operation. He mentioned this was something he had seen in prior hearings and feels like it would address prior problems neighbors had with this type of home occupation.

Commissioner Morris asked about the parking limitations and if someone were to have a parking lot off site and then provide transportation back and forth could that apply. Mrs. Davchevski explained it would depend on where the parking lot was located. She explained that the County does not have any designated ride share, or park and ride, parking lots within the EFU zone.

Chair Danforth asked about UCDC Section 152.617(H)(b)(26), on page 14, "There are no more than 125 vehicles from guests and employees of the home occupation can be present at any given time of on the subject parcel." Her question related to the maximum number of vehicles in relation to the maximum number of guests of 300 for ten acres or larger. Mrs. Davchevski stated this was to allow for couples or multiple attendees sharing a vehicle. She explained the number of vehicles was written specifically to eliminate the requirement for a Traffic Impact Analysis (TIA). The County's Transportation System Plan (TSP) requires that if you have 250 trips or more (trip one is into the venue, and trip two is leaving the venue) the applicant would have to do a TIA at the time the Conditional Use Permit was approved. She added, this also creates less impact on County Roads.

Commissioner Standley asked about UCDC Section 152.617(H)(b)(34), on page 15, and who would be verifying compliance and managing inspections. Mrs. Davchevski that our current process for all home occupation and other CUP's is that an annual review is done by our Code Enforcement department. They would be sent out a renewal application and fee are assessed with that to ensure compliance, operation within their permit requirements, and ensuring the business need still exists. The Code Enforcement Officer would then complete a property check to ensure their working within their permit and still operating. Commissioner Morris asked about noncompliance and if someone fails to obtain proper permitting. Mrs. Davchevski stated it would be in Code Enforcement purview for non-compliance and if unpermitted. At that point it would be the property owner working with Code Enforcement to rectify the violation and bring the property within compliance and if they were not compliant then there might be fees imposed when/if they go to court.

Mrs. Davchevski ended by explaining this type of application is different than those we have received in the past. The application asks to add something less restrictive so a Measure 56 notice to property owners was not required.

Applicant Testimony: Mrs. Tamra Mabbott, consultant for the applicant, 80379 Zimmer Lane, Hermiston, OR 97838; Mr. Jim Whitney, 41095 Taylor Lane, Pendleton, OR 97801; Mrs. Nicole Whitney Chamberlin, 2355 Morada Lane, Ashland, OR 97520; Mr. Whitney started by sharing some information and history on the property he has that helped put this project into motion. He stated, the property is just outside Reith, an unincorporated city outside Pendleton. He mentioned the property has a history to supplying food to the old state psychiatric hospital, which is now a state prison. He stated the site has great older buildings and wanted to highlight a way to use those buildings but still maintain their original charm. They came up with wedding events and what helped furnish this project. He has also just completed a conservation easement with the Confederated Tribes of the Umatilla Indian Reservation (CTUIR), which makes up 960 acres on a conservation easement within this property.

Mr. Whitney explained he reached out to Mrs. Mabbott and asked if she would consult and help us put this together this project. The property they did not put in the easement was approximately 70 acres, which include two large barns, homes, and various buildings on-site.

Mrs. Tamra Mabbott stated they've been working on this project approximately a year and a half. Mr. Whitney and his daughter Mrs. Whitney Chamberlin vetted a number of options before settling on this idea. She explained they looked at considering a rezone or an Urban Growth Boundary (UGB) swap, but both were very long-term and expensive processes to achieve. Mrs. Whitney Chamberlin has expressed wants to move back to the area and make use of the property for this project. Mrs. Mabbott explained that if this is approved perhaps looking at a UGB swap down the road.

Mr. Whitney asked about the 5-employee maximum, whether this was a State Statute, if it was a limitation per event or does this mean from those employed for the farm. Mrs. Davchevski stated that was a state statute, and it includes people working on your payroll for weddings and events, which would include the Mr. Whitney, Mrs. Whitney Chamberlin and three other employees. She explained it would not include vendors you contract for the event to serve food or provide other services. She stated she was uncertain regarding volunteers and mentioned it might be something the Oregon Land Use Board of Appeals (LUBA) would have to decide, and this was something currently being looked at by State Legislature to clarify that language.

Mr. Whitney referenced about UCDC Section 152.617(H)(b)(16), on page 13. He mentioned he doesn't want to build more homes but considered turning buildings into housing for the wedding party if it would be something that could be allowed. Mrs. Davchevski stated they couldn't turn existing non-housing structures into homes unless they met criteria to qualify under the EFU zone and doing so would be under a different CUP for establishing a room house or other lodging facilities.

Mr. Whitney asked about UCDC Section 152.617(H)(b)(18), on page 13, which talks about lighting and asked if we would be open to modifying it to state not <u>directly</u> projecting into

adjoining properties. Commissioner Standley wanted to remind Mr. Whitney this would be a county-wide change and to be careful with adjusting language especially since some smaller adjoining properties might be affected more.

Mr. Whitney talked about UCDC Section 152.617(H)(b)(30), on page 15, regarding signing and recording a Covenant Not to Sue and who this applies to. Mrs. Davchevski explained that almost all uses that we permit now request a signed Covenant for the current applicant to not sue their neighbors for their farming practices affecting your new use. Mrs. Mabbott added by explaining if a neighbor were to irrigate near the property during a planned event and the odor was off-putting to the party, the owner operating the venue could not sue the neighbors because their farm was there before the new use was established.

Commissioner Morris asked what Mr. Whitney's thoughts were regarding UCDC Section 152.617(H)(b)(15), on page 13, and the limit of the number of people. Mr. Whitney stated he wouldn't be opposed to a larger attendee maximum for properties over a certain acreage, but only if it would be allowed within statute. Mrs. Davchevski stated there is nothing in statute, but several LUBA cases have been reviewed regarding home occupations that have been permitted as an agritourism event. LUBA doesn't specify what the maximum number would be, but they are clear on the maximum of employees. She explained they came up with the number of attendees based on the TIA and TSP.

Mrs. Davchevski stated the purpose of the meeting today was to make a recommendation to the Board of County Commissioners and if the Planning Commissions recommendation includes amended language, she would then update DLCD portal and would share the recommended language along with presenting this before the County Commissioners as well.

Commissioner Minton agreed and stated she felt the attendee maximum of 300 for 10 acres was a nice starting point and doesn't draw a lot of attention. Chair Danforth also agreed that 300 was a safe number to make this a workable plan. Mrs. Mabbott stated if the applicant does get this approved and in turn the CUP, then they could look at doing a one-time mass gathering permit. Mrs. Davchevski confirmed that was possible and would be an allowance in the EFU zone, she referred to the Ukiah Rodeo who completes one each year for their event. Mrs. Whitney Chamberlin asked if there was a limit on how many you can do each year. Mrs. Davchevski stated there was a limit on how many per year but couldn't remember what that number was. She stated there is a limit of guests associated with the event and it is approved by the Board of County Commissioners.

Commissioner Standley asked at what point would your zoning be at risk, perhaps with the use change, could it be a future risk. Mrs. Mabbott clarified with staff that an approval of a home occupation doesn't justify a future rezone. Mrs. Davchevski and Ms. Charlet Hotchkiss agreed that this wouldn't affect their zoning. Mrs. Mabbott agreed it was a good question to ask but stated that moves things into tax code. She mentioned a farm can automatically qualify for farm deferral if

you are zoned with intent to make a profit, and property owners would really have to mismanage the property to lose that. She explained Mr. Whitney is likely not profiting off the fishery easement with the CTUIR, but he is likely obtaining passive income because the property in questions is also contiguous to other properties he manages or leases for farm use.

Mrs. Mabbott also stated UCDC 152.617(H)(b)(16) would apply to new housing, which if the property owner wanted to share their home with the event holders like an Airbnb they could do so. She also thanked staff for including subsection (34) regarding annual reviews and fees assessed, because it was a better outcome then to initially receive only a four-year approval and would need to reapply every time this time lapsed.

Chair Danforth thanked the applicants for their time and agreed that it shows the thoroughness of the application and well thought out details regarding concerns of the operation. Commissioner Green stated she didn't have any questions but was excited that the applicants are trying to do something with their property and believes it would be a wonderful idea.

Opponents: Ms. Susan Byrd, 45000 Hidaway Springs Rd, Ukiah, OR 97880; Ms. Byrd stated she wasn't super familiar with the process but believed this should be an individual project instead of county-wide. She expressed concern about significant impact of quality of life in particular regarding 125 cars traveling two-ways would raise a lot of dust and noise. She added that if this were to go into effect at a nearby property without her permission, she would be very upset. She asked to resend the larger scale project and limit it to only their particular property. Ms. Byrd mentioned adding this type of event when you are moving cattle or tractors down the road is going to significantly impact those farmers. She ended stating she would submit comments to the Commissioners.

Mrs. Davchevski clarified the process of this type of conditional use. She stated the applicant is requesting to add this as an allowable use so that they can get the permit for their specific property and in order to do that it has to apply for the EFU zone across the entire county. She explained that the County can't designate certain areas that is would be allowable in. Mrs. Davchevski expressed that is this language was approved and adopted by the Board of County Commissioners, there would be an individual Conditional Use Permit process that would be followed. She added that an application would be submitted to our department and then it would go to public notice to nearby property owners to provide public comment or request a public hearing, just like what she was doing that evening.

Commissioner Millar asked if these are handled individually, and Mrs. Davchevski confirmed that was correct.

Public Agencies: None

Rebuttal Testimony: Mrs. Tamra Mabbott, consultant for the applicant, 80379 Zimmer Lane, Hermiston, OR 97838; Mr. Jim Whitney, 41095 Taylor Lane, Pendleton, OR 97801; Mrs. Nicole

Whitney Chamberlin, 2355 Morada Lane, Ashland, OR 97520; Mrs. Whitney Chamberlin asked how long the process would take and what happens next. Chair Danforth explained after the conclusion of that meeting it would go before the Board of County Commissioners to review and make the final decision. Mrs. Davchevski stated the Board of County Commissioners typically would decide at the initial hearing unless they decided to continue the meeting, or a request was made for a continuance. She stated once approved it is immediately approved and so an application could be submitted for a CUP at that time, which typically is about a six to eight-week processing time.

Chair Danforth called for any requests for the hearing to be continued, or for the record to remain open. There were none.

Chair Danforth closed the hearing for deliberation.

DELIBERATION & DECISION

Commissioner Minton expressed joy to see that this might be opening the door for people to apply for this type of use and it was good to hear and clarify some things she had questioned. Commissioner Morris mentioned he appreciated the work around that allows for the larger event process. Chair Danforth stated she thought this could be a good thing to help century farms continue to thrive and gives them an avenue to gain income and continue to further these farms along.

Commissioner Standley made a motion to recommend approval of Text Amendment #t-097-24, Amendment of Umatilla County Develop Code, Section 152.617(H) Home Occupations/Cottage Industries in the Exclusive Farms Use Zone based on foregoing Findings of Fact and Conclusions of Law.

Commissioner Millar seconded the motion. Motion carried with a vote of 6:0 recommending approval to the Board of County Commissioners.

OTHER BUSINESS

Election of Chair & Vice Chair. Commissioner Morris made a motion to elect Commissioner Suni Danforth as the Chair, and Commissioner Sam Tucker to remain as Vice Chair until they have found a replacement for Commissioner Danforth since he term has ended but she is staying on until a replacement Commissioner is appointed.

Commissioner Standley seconded the motion. Motion passes with a vote of 7:0.

ADJOURNMENT

Chair Danforth adjourned the meeting at 7:56PM.

Respectfully submitted,

Shawnna Van Sickle,

Administrative Assistant

