

**PLANNING COMMISSION MEETING MINUTES
FOREST GROVE COMMUNITY AUDITORIUM**

July 6, 2015-7:00 P.M.

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1. CALL TO ORDER:

Chairman Beck called the meeting to order at 6:58 p.m.

Planning Commission Present: Tom Beck, Carolyn Hymes, Lisa Nakajima, Dale Smith, Sebastian B. Lawler, Hugo Rojas and Phil Ruder.

Absent: None.

Staff Present: Jon Holan, Community Development Director; James Reitz, Senior Planner; Dan Riordan, Senior Planner; Cassi Bergstrom, Assistant Recorder.

2. PUBLIC MEETING:

2.1 PUBLIC COMMENT PERIOD FOR NON-AGENDA ITEMS: None.

2.2 PUBLIC HEARING: None.

2.3 ACTION ITEMS: None.

2.4 WORK SESSION ITEMS:

A. Westside Planning Project

Chairman Beck opened the work session and explained to the public in attendance that this is strictly a work session, not a public hearing. If there is a question regarding the Westside Planning Project, write down the question and wait until the end of each explanation of the staff report.

Community Development Director, Jon Holan, began his presentation by introducing the geotechnical consultant from PBS Engineering and Environment who did the study on the area. Mr. Beck suggested that we talk about the David Hill area first, and then go over the Purdin Road area.

David Hill Area

Mr. Holan outlined with his cursor on the presentation screen the northern urban boundary on David Hill Road that was established in about 1978. Another area north of David Hill is not being looked at because it is in an urban reserve area. Staff believes it will be a longer time frame before it could be developed. The other area is the Purdin Road area, created through the reserves process. The Grand Bargain, which was a state legislative project, has created Purdin Road area to be the current boundary established by the state. Mr. Beck clarified that by state law, development in the rural area is not allowed for the next 40 years. Mr. Holan clarified that reserves process is intended to address land needs for 50 years.

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Mr. Holan explained that the purpose of this work session is to receive a final direction on land uses that will allow consultants to come up with infrastructure lay out and costing. They will lay out sewer, water, etc as well as traffic analysis so the city can move on with the process. The process is in no way close to being finished, this is just the next step. Once the plan is firmed up, consultants will put together infrastructure layouts and will propose a financing program.

For the David Hill area, if there is any change in land use, it would be for the comprehensive plan designation as well as zoning. For Purdin Road area, any change would be just for the comprehensive plan amendment since the area is not within the city limits.

Mr. Beck explained that a public hearing would take place before a change is made, and it goes before the City Council, creating two opportunities to speak on the change. Mr. Holan went on to say that there were four background studies: Transportation baseline conditions, infrastructure overview, natural resource overview and geotechnical/geological overview. The process to date has held two Technical Advisory Committee meetings to discuss roads and infrastructure, as well as two charrettes held April 20th and May 20th.

Mr. Holan introduced Mark Swank from PBS Engineering and Environmental to give his presentation regarding the geological and geotechnical constraints. Mr. Swank stated that PBS was hired to do a feasibility study on the geological/geotechnical issues in the David Hill/Purdin Rd area. The basis of the study followed Oregon's Statewide Planning Goals & Guidelines under Goal 7 regarding natural hazard planning. This reduces to risk to people and property from natural hazards such as floods, landslides, earthquakes, etc. The slope stability up on David Hill/Gales Creek area was looked at. Orange imaging on the LiDAR map shows where historic landslides and current landslides are located. The goal is to avoid property and life hazards by analyzing the areas. For the Purdin Road area, the main geological concern is liquefaction. Three modifications are recommended to the city code: Geotechnical overview for development sites within a Landslide Study Zone (LSZ) having a slope of 10% or more (current code has 20% or more); submission of a geotechnical engineer's report as well as geological assessment; and study specifications.

Mr. Beck asked the question of how severe an earthquake would have to be to kick in the liquefaction. Mr. Swank responded that it would have to be very severe, like

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a 9.0. Mr. Lawler asked Mr. Swank to speak more on the ancient landslides and how they would affect the area. Mr. Swank went on to clarify that historic landslides are more than 150 years old, and ancient landslides are inactive. David Hill is considered historical, and geotechnical engineers look at how recent a landslide. Mr. Beck asked if anyone would like to testify on the geotechnical report. Nobody chose to testify.

Mr. Holan went on to identify the potential land use in the Westside Planning project, three being within the David Hill area, and three within the Purdin Road area. The three areas of interest within the David Hill area is the landslide area in the vicinity of NW Antler Drive, suburban residential area, and commercial/mixed use at David Hill/Thatcher Rd intersection. The three areas of interest within the Purdin Road area is the employment, higher density residential, and commercial. Those six areas will be focused on for discussion. Mr. Beck clarified for the public the meaning of the R and number. R stands for residential zone, and the number is reference to the average thousands of square feet that lots have to have. Mr. Holan went on to explain that RML is for higher density single family, attached units or multi-family units. SR stands for suburban residential that stands for 1 unit per acre, which is a rarity in the metro area. Commercial areas are intended to allow for retail, small office, servicing and things of that nature. Employment area is suggested as an office park being an example.

Mr. Holan went on to discuss the landslide area first. The question is whether to allow for development or not. There are ways to mitigate with proper geotech requirements. Commissioners were asked if they had any questions. Mr. Beck understands that a proposal is being made to not develop there. Mr. Holan clarified that that is a possibility, and whether division of land in that area is allowed. Mr. Beck also stated there are no roads in that area, but Mr. Holan went on to say that infrastructure analysis will determine road capability in that area. Commissioner Carolyn Hymes asked roughly how many houses are located in that area. Mr. Holan guessed to say that there are no more than 10 houses located there. Commissioner Lisa Nakajima stated that the sense she got from the report that was if it was to be developed, extensive studies would need to be done. Mr. Beck spoke on the risk factor, an example being a modest number of homes being put in that area and a landslide wipes out the sewer pipes. Commissioner Phil Ruder sees it as R10 now. Mr. Holan stated that the question is whether to allow it for R10 development. Ms. Hymes asked the question if other portions develop, will that affect the other portion of land. Mr. Swank responded that some counties have no issues with development on historic landslide areas and others avoid it all together.

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It can be impacted if done improperly, but if mitigated properly it will not affect other areas. Mr. Ruder suggested the R10 area be developed as a nature or walking park instead. Mr. Lawler asked Mr. Swank to elaborate on examples of buildings on landslide areas. Mr. Swank went on to state that the Portland Zoo and parks in that area are located on historic landslide areas, as well as building that are owned by public and not residential homeowners. It is up to the city to take the risk if seen as such. Mr. Beck asked any member from the audience to come up and address to Commission on the landslide topic.

COMMENTS:

Karen O'Donnell, 2518 NW Antler Dr:

When her research was done on this topic, the map presented was conflicting with geotechnical studies maps she has found. The landslide overlaps up into the Falcon Ridge neighborhood. The question asked was why development was allowed in Falcon Ridge and this current landslide area is even in question.

Mr. Beck responded that over time the city learn things that are new, prompting change to make things better. Mr. Holan stated that in preliminary review of the area in Falcon Ridge there was very little in terms of geotechnical analysis, but as part of the building permit and final plat review process, the city required the developers to do an extensive amount of geotech work leading to 19 different homes to do additional foundation work to address the geotechnical issues.

Matthew Stone, 3618 C St:

Asked the question as to what will happen with the field and tree farm zoned for commercial/mixed use, and what will happen with that house. Mr. Beck said there is no need to worry about that now, the purpose of this work session is to designate the zoning. Mr. Stone went on to ask about Thatcher Park. It is currently zone R7, so will that make it so houses can be built in that area? Mr. Beck clarified that Thatcher Park will stay as a park, and no development is designated for that area.

Mr. Holan continued his presentation with topic 3 of David Hill Road area, being the commercial/mixed use zoning on the corner of David Hill and Thatcher Road. The size of the zoning location is approximately 2.7 acres which is a very small commercial use for that area. A provision would be made for mixed use. The proposed mixed use zone currently is written to require a commercial area (known as a village area) for parcels over 3 acres in size. There is no parcel in that area with that size of property, but the 19 acres behind it could be required to have a

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village concept.

Mr. Beck went on to say that the green riparian area cannot be developed based on Clean Water Services requirements. Also, public transportation is another consideration. Hopefully, with the development of commercial/mixed use and more residential, a bus stop will be added to the route. David Hill as a county road, but long term hoped to be acquired as a city street. The northern area of Forest Grove has very limited shopping, and stores in that area would make shopping locally more attainable for residents living within that area. Mr. Lawler clarified that GroveLink currently does go to David Hill and Thatcher.

COMMENTS:

Dan Hyatt, 3634 Cominsky St:

Mr. Hyatt spoke regarding the new commercial space being discussed. His concern was that the City of Forest Grove has problems filling up commercial spaces already in existence (e.g. Hagggen site), so why would the city create more?

Mr. Beck went on to say that much of what the Commission is doing in long range planning and the tax load that goes along with it. The City of Forest Grove's tax rates are comparable to the City of Beaverton. There are not enough businesses to accommodate so the homeowners are bearing the load. Having more commercial space can help in the long run for future businesses to come in. The problem is that residents in Forest Grove don't shop within the city. This is a topic that is always on the Planning Commissions radar to try and alleviate.

Jim O'Donnell, 2518 NW Antler Drive:

Mr. O'Donnell asked what the process was to be developed commercially in the area of David Hill, and the closeness of both commercial sites is concerning.

Mr. Beck went on to state that his personal belief would be to capture people on Forest Gale Heights to visit whatever business is to go in that commercially zoned area. Mr. Holan stated that zoning for small business opportunity in that area will create opportunity for synergy between Thatcher Park and the business. It is appropriate to create a commercial area that correlates in the park area. Mr. Lawler went on to agree that despite their closeness, the two different areas draw in two different areas of influence. David Hill is catching more of the retail from Forest Gale area, whereas the section near the high school captures a more residential area.

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Sheryl Bates, 934 37th Ave:

Ms. Bates asked the question that if or when it is zoned commercial, who determines what kind of businesses can go in that area. Is there a survey done?

Mr. Beck stated the property owners can get together with the developer to figure out what kind of business they want, but the city then plays a very small roll. Mr. Holan explained that we are doing two different projects here, Westside Project and code update. Under the code update project, there is some information about proposed uses which is on the city's website. Ms. Bates has discussed with neighbors what kinds of businesses they want close to them, but not sure where to funnel that information. Mr. Beck reiterated that looking under the code and proposals; it can be determined whether ideas are permitted as uses.

Karen O'Donnell, 2518 NW Antler Dr:

Ms. O'Donnell would love a utilization of the area down the road from her home, and would give the community more bang for its buck. It puts it closer to the high school and its amazing facilities, making it much more utilized and a huge draw. More accessible shopping nearby would be beneficial, such as a Subway.

Mr. Holan went on to discuss the last item for David Hill regarding the Suburban Designation. The suburban designation currently exists above the 440 foot contour, which represents an area that the city cannot provide water service to due to lack of water pressure. The Comp Plan in 1980 designated the area at one unit per acre density, with the idea that private wells would be developed in the area to provide water. In the last few years, there has been a revision to the water plans to construct a new reservoir further up the hill to provide water to the area. The suburban designation is still in place, and presents an opportunity to the city to change the area to an R-10 zone. The question is, even though the water issue is addressed, should the city retain the current zoning or change it?

Mr. Lawler asked as to what the timeline for improving water pressure. Mr. Holan answered that it could happen within five years from now. Mr. Lawler then asked how many acres proposed, and Mr. Holan stated it is 35-40 acres gross.

Mr. Beck asked the question as to how that many wells in that area would work? Mr. Holan went on to state that full services have to be available before a building permit is issued. Mr. Beck re-stated his question stating that the first ten wells would work, but what about the houses after that? How practical in the code would

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it be to zone change when the water is available? Mr. Holan answered that going from suburban residential to R-10 could be done when the service is available. Mr. Ruder wondered how it would work to have that reservoir built? Would places be paying in? Is the city building first and get paid back? Mr. Holan answered that that detail has not been worked out yet.

Mr. Beck suggested that the next time they meet on the topic of SR, an engineer needs to make an appearance to move this forward by providing more information. Mr. Holan stated that the zoning is such that it is questionable if anything can be improved without the water and creates a unique housing opportunity.

That finalized the David Hill area discussion, and Mr. Beck asked if anyone has any questions on the David Hill area. No questions or comments.

Purdin Road

Mr. Holan started with discussing the employment vs. residential. Originally an industrial location was looked at in the northeast portion of the area. Employment area is an extension of Main Street for office type. Because of the reserves requirements by legislation, this is really a 50 year question due to the constraints of the surrounding farm land. The Economic Opportunities Analysis (EOA) done by Johnson Reed in 2009 shows that for the next 20 years there is an over-supply of industrial land. The analysis goes on to say that 20-50 years out, there is a need for industrial land. This is due in part to the absorption of industrial land in the north Hillsboro area.

Regarding the office area, the EOA indicates there is a need for the next 20 years, particularly business parks. Office type development is not allowed in the existing industrial area. In the Elm Street area, a 38 acre industrial area was brought into the UGB through the Grand Bargain. The question is, should we consider the Purdin Road area for employment or residential?

COMMENTS:

John Liu, 3131 Hwy 47:

Mr. Liu sent a package to Mr. Holan prior to the meeting, which was distributed to the Planning Commission. Mr. Liu would like them to read the package to review his argument stating that employment is not needed in the area, and could be put to

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better use. There is no foreseeable future need for additional industrial/office land in Forest Grove, but the need for single family residential is great.

Darren Wood, Mother lives at 2805 NW Hwy 47:

Mr. Wood suggested that the city and the people take a step back and take time with the process, maybe reaching out to different consulting services and more public comment. The public has seen a lot of different renditions of how the plan is getting redefined. It would behoove the city to work more with the public before finalizing the plans. The further along into the process, the harder it is to make any provisions.

Relative to the commercial, Mr. Wood has 10 years' experience working with a large developer and has a concern that there is no market for commercial in the area. The city needs to step back, take time and figure out if a big commercial area is even viable. An example being the Times Litho, a larger box commercial that is still vacant.

Ms. Nakajima asked for a show of hands if there is room for commercial development on David Hill and Purdin, and would shop there? About half of the audience raised their hand. Mr. Hyatt asked if we have reached a level of population that creates a financially worthwhile market for commercial development. Mr. Beck stated that the challenge is zoning long term, not for tomorrow. There are studies that support retail needed within Forest Grove. The reality is that everyone goes east to shop, and is the dilemma dealt with. Mr. Wood went on to state that more analysis' need to be done in order to make accurate predictions.

Mr. Holan went on to discuss the Mixed Use Commercial. The idea is to move commercial further to the west than in previous scenarios to take advantage of the high school traffic, and creation of a neighborhood core. EOA shows a 20 year retail commercial need of 66-111 acres, and 20 to 50 year need of 298-797 acres. In regards to the Times Litho site, a market analysis was done and it showed a \$94 million sales leakage for a 1 mile radius. The intent is not necessarily to put a large box commercial store, but more like small scale retail shops. The commercial area in question is approx. 11 acres, school area is 12 acres, and park is 10.9 acres. Some adjustments may be needed.

Mr. Hyatt asked the question as to why the city is entertaining the concept of a new

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school site when they just shut down a school. Mr. Holan answered that as part of the recent comprehensive plan update, an analysis shows that within the next 20 years there is a school capacity issue within the future residential development for a new elementary school. As part of that, almost 1,800 homes are going to be developed in this area, creating an increased need for a school in the area. Mr. Beck went on to say that things will be changing in the next 20 years, and we need to change zoning with it. A question Mr. Beck had is why not develop the commercial area near Highway 47? Mr. Holan answered that there will be a traffic circle there, making it difficult to access to the area. Also, the three areas will create a synergy between the school, park and commercial area. Third, it still creates an opportunity to capture traffic heading east to Hillsboro.

COMMENTS:

Kerry Vanderzanden, 2603 NW Hwy 47:

Mr. Vanderzanden lives within the area, and stated that the city is creating a one sided, unbalanced corridor with a lot of buildings located on the north side. The commercial area is more like 15-18 acres, creating more of a big box. Based on the last few meetings, there is very little support for commercial/employment in the area. The commercial area needs to be looked at very closely to see exactly what the city needs in the future. Mr. Beck made the comment that the other side of the street has been approved for development last year.

Mr. Holan finished by reviewing the Higher Density Residential. It was originally thought that there was a need to designate Higher Density Residential to comply with a minimum density requirement by Metro. While there is no minimum density, Metro requirements for new urban areas still prescribes land use designations that support for a variety of housing types. Mr. Beck asked as to why it is zoned as R7 and R5 in that area. Mr. Holan responded that R5 provides some density, and R7 provides a transition into the R10. The Parks is R10, Oakhill Settlement is R7. Mr. Beck asked what Metro requirements are for the RML zone? Mr. Holan answered there is no absolute number, just variety is needed. The RML zone can support detached and attached single family as well as some types of multi-family.

Dan Hyatt, 3634 Cominksy St:

Mr. Hyatt has spoken with younger folks in the area, and a lot of the folks are looking for big box shopping in this location or they will be going elsewhere. There is a need for larger chain stores in Forest Grove.

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Mr. Lawler requested what the next immediate steps are for moving forward on the Westside Planning Project and how the citizens can continue to be involved. Mr. Holan responded that the next step would be to get direction from the Commission regarding the 6 policy area questions, and then contacting consultants to begin the infrastructure analysis. Once the consultants finalize the infrastructure, cost, and transportation analysis, then a package will be put together to either forward for public review or public hearing purposes.

Mr. Beck asked if Mr. Holan would like more comments from the Commission. Mr. Holan agreed and each area was assessed as follows:

Landslide Area:

Ms. Hymes asked the question if we need to maintain that area at R10 zoning. Mr. Lawler liked the suggestion by Mr. Ruder to create that area to be a park or trail. Mr. Ruder wondered if the city was able to buy out property owners in that area. Ms. Hymes wondered about the expense of developing. Mr. Holan reminded the board that the Falcon Ridge area went through the same process, and were able to absorb the cost for additional geotech requirements, building \$500-700,000 houses. Mr. Beck thought the landslide area should be SR based on the riparian areas and steep slopes to limit the total impact. The big quake will happen eventually and needs to be thought about. Eventually all these areas have to have roads, and they need to be thought about earlier versus later. Mr. Holan suggested leaving at R10 and looking at what a potential road system will look when the consultants complete their infrastructure analysis. The Commission agreed that is a good idea. Mr. Beck asked if there is a R20, Mr. Holan responded no, but it could be created. Ms. Nakajima asked if it would slow the process to make an alternate 1 and alternate 2, and Mr. Holan answered that a concrete answer is needed to get it done. The Commission agreed to do the analysis zoned at R10.

Mixed Use Commercial Area on David Hill:

Mr. Lawler commented that he is still in favor of mixed use, but keep it at 1 acre. Mr. Beck commented on how so much of the area is unusable based on the riparian zones. Mr. Ruder wondered how the pressure of density at that parcel is there based on the fact a developer wouldn't put 12 units per acre. Mr. Holan responded that the intent is to create the node of a village concept area. Mr. Lawler stated that Thatcher Park is a very

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popular site and it would be nice to have a coffee shop or some market for people to go to while visiting the park. Mr. Holan commented that leaving it commercial creates an opportunity for a smaller, commercial node. Mr. Beck commented that these ideas of nodes/villages being designed for an urban area in order to make it work, not farm land. Having it zoned R-10/Commercial instead of mixed use would be a better alternative. Ms. Hymes commented on the riparian area being still a concern due to its limitations. Mr. Holan commented that the entire triangular area would actually yield about 20,000 sf of commercial space. Mr. Beck spoke on the fact that in the future, based on the number of houses going in, Thatcher will be a whole other road but that is a discussion for the future. The direction the Commission gave was to leave the area as mixed use commercial and zoning the area to the top left as R10.

Suburban Designation:

Commission to leave it as is, until more information on water availability is disclosed.

Purdin Road Area:

Mr. Lawler asked to reiterate the facts of a new school in that area based on the concern of citizens. Gales Creek School was closed, and a new school being discussed to be zoned was a concern. Mr. Ruder stated that the school in Gales Creek was closed due to lack of student density in that area. Mr. Hyatt commented that this school will be paid at tax payer expenses, and should not be just simply zoned in without taking that into consideration. Mr. Beck made the suggested that this be called institutional, to make it available for hospital, university, etc. to be built. Mr. Holan reminded the board that the purpose is not to zone, but for comprehensive planning. Mr. Beck spoke that commercial in that area is an absolute necessity in that area. Houses along the major highway would not be desirable. Ms. Nakajima made the recommendation that moving the commercial area to the east between B and Main Street, tying it along the downtown corridor is a good idea.

Mr. Lawler asked Mr. Holan the question about the fire station designation on Thatcher. Mr. Holan answered that the dog park at Thatcher was the original location for the fire department. The fire chief stated that was a poor location, and they need a station closer to Highway 47 to allow for quick highway access. More discussion regarding the density of that area

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was made, and Mr. Beck made the comment that the end of the city needs another market to service and capture people in that area.

Mr. Hyatt asked where the Davidson property is located that is still undeveloped. Mr. Beck answered it is along the Sunset Ave/Hwy 47 area; Mr. Holan responded it is a 23 acre parcel.

Recommendation by the board was to locate the commercial area between B and Main Street, get rid of employment all together and replace it with R5, and change R5 to R7. The park and school would be moved southward so the park is adjacent to David Hill, continuing the area from the high school.

COMMENTS:

Brad Taylor, 3351 Thatcher Road:

Mr. Taylor made comment regarding abandoning the employment area. In the next 50 years, people may not want to commute to work, and it would be desirable to have employment within Forest Grove. Mr. Beck stated that when we get to that point, he is sure the city will address that by extending the UGB. Mr. Ruder stated that there isn't any pressure right now for employment.

That ends the Planning Commission work session, and the public was asked to vacate the building so the Commission could discuss interoffice topics.

Mr. Holan addressed the Commission on the next meetings topic being the Waste Management Property on B Street. The southern tail of the property is outside of the city limits, so they are in the process of annexing. Ms. Hymes will be out the July 20th meeting, so moving the discussion to the August meeting will be more desirable. It was decided that the first week of August will be the next meeting.

Mr. Beck stated that July 7th, Ms. Nakajima and he will be representing the Planning Commission regarding Gales Creek Terrace.

3.0 BUSINESS MEETING:

3.1 APPROVAL OF MINUTES: Mr. Lawler moved the motion to approve the May 18 and June 18, 2015 minutes. Mr. Smith seconded. All in favor, no opposed.

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- 3.2 REPORTS FROM COMMISSIONERS/SUBCOMMITTEES:** None.
- 3.3 DIRECTOR'S REPORT:** None.
- 3.4 ANNOUNCEMENT OF NEXT MEETING:** Next meeting will be held on August 3rd, 2015.
- 3.5 ADJOURNMENT:** The meeting was adjourned at 9:35 p.m.

Respectfully submitted by:
Cassi Bergstrom
Assistant Recorder