

Exhibit A

Findings of Fact

Zoning Map Amendment

1320 and 1340 NE 4th St

October 12, 2026

Application to Amend the City of Hermiston Zoning Map, effecting a change to the zoning of the subject property.

Owner: Celski Hermiston LLC

Applicant: Celski Hermiston LLC
6725 W Clearwater Ave
Kennewick, WA 99336

Purpose of This Application:

The applicant seeks to amend the zoning map for two parcels encompassing 1.5 acres located at 1320 and 1340 NE 4th St. The property is described as 4N 28 02CD Tax Lots 400 and 600. The property is located within the Hermiston city limits and is designated on the comprehensive plan map with a commercial map designation. Current zoning is C-2 on the Hermiston zoning map.

The purpose of the application is to amend the Hermiston zoning map designation for this property by adding the Neighborhood Commercial Overlay to the existing Outlying Commercial designation. A conditional use permit to construct 21 multi-family units is proposed if the NCO designation is applied.

Documents to be Modified:

- City of Hermiston Zoning Map.

Current Use of the Property:

Tax Lot 600 (15,000 square feet) is currently occupied with a single-family building and garage which are used as a commercial office and accessory storage. Tax Lot 400 (53,000 square feet) is a vacant green field site.

Surrounding Uses: Lands to the south, east, and west are all zoned commercially. Land to the west and east is developed with auto-oriented commercial use. Land immediately to the south contains residential uses. Land to the north is zoned commercially and residentially. The land immediately to the north is vacant commercial land. Land to the north and east is developed with multi-family housing.

Required Review:

The City of Hermiston Zoning provisions, found as part of Title XV Land Usage, in Chapter 157 Zoning part 157.226 Amendments provides the requirements for amendment to the Zoning Map and at (E) provide the approval criteria.

The City of Hermiston also provides application forms with procedures for a zone change. The application has several questions that reflect the Zoning ordinance provisions that will also be included here. As this is also a request to amend the zoning map the 14 Statewide Planning Goals are also considered.

Zoning Map Amendment Findings

City of Hermiston Zoning 157.226 Amendments (E) Approval Criteria: The review criteria are listed in **bold** with responses in regular text.

(E) Approval criteria.

(1) The following criteria must be followed in deciding upon a quasi-judicial proceeding:

(a) The burden in all land use proceedings is upon the applicant, whether a zone change, conditional use or variance is the subject of the hearing;

Response: The applicant has submitted a written application with supporting material to provide evidence for the governing body to consider.

(b) The requested zone change or conditional use must be justified by proof that:

1. The change is in conformance with the Comprehensive Plan and also the goals and policies of the plan;

Response: The City of Hermiston Comprehensive Plan has been acknowledged by the Land Conservation and Development Commission addressing the Statewide Land Use Planning Goals. For this request Goals 1 Citizen Involvement, 2 Planning Process, 8 Recreational Needs, 9 Local Economy, 10 Housing, 11 Public Services and Facilities, and 12 Transportation are applicable. Goals 3 Agricultural Lands, 4 Forest Lands, 5 Natural Resources, 6 Air, Water, and Land Resource Quality, 7 Areas Subject to Natural Hazards, 13 Energy Conservation, 14 Urbanization, 15 Willamette River Greenway, 16, Estuarine Resources, 17 Coastal Shorelands, 18 Beaches and Dunes, and 19 Ocean Resources are not applicable.

The following City of Hermiston Comprehensive Plan Policies are considered:

- Policy 1: The City of Hermiston will insure that citizens have an adequate opportunity to be involved in all phases of the planning process.

Response: As this request will be heard by both the Planning Commission and City Council, with notice to adjoining landowners and affected agencies Goal 1 and Policy 1 are satisfied.

- Policy 2: The City of Hermiston will monitor and update periodically its comprehensive plan and implementing ordinances to respond to changing conditions.

Response: This request provides an opportunity for the City of Hermiston to evaluate this area of the city and consider the potential impact provided by providing additional housing opportunities in a developed mixed-use area. The city finds that the auto-oriented commercial uses across NE 4th Street provide compatible services that are not an undue burden on multi-family uses and that multi-family uses will utilize nearby services.

- Policy 4: The City of Hermiston will promote compact urban development within and adjacent to existing urban areas to insure efficient utilization of land resources and facilitate economic provision of urban facilities and services.

Response: The proposal is within the existing city limits and served by adequate infrastructure at this time. No annexation, urban growth boundary expansion, nor utility extension is necessary to service this property.

- Policy 19: The City of Hermiston will assure the availability of a sufficient supply of commercial land to accommodate 20-year projected need and strive to achieve the balanced distribution of commercial activities in neighborhoods, downtown, and along outlying highways.

Response: The 2024 Economic Opportunities Analysis provides the basis for determining adequacy of economic land. The EOA notes that Hermiston has a 20-year need for 25 acres of small acreage commercial sites of 0-.99 acres and a supply of 39 acres. The use of 1.5 acres of existing C-2 land to provide mixed use housing and commercial development will not impact the city's ability to meet the 25 acre projected demand.

- Policy 20: The City of Hermiston supports economic development and job growth which will diversify and strengthen the mix of economic activity in the local marketplace and provide employment opportunities for local residents.
- Policy 21: Housing Availability and Affordability: Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Hermiston is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages, and specific needs. The City does this primarily by regulating residential land uses within the City, as well as working with and supporting non-profit and market rate developers and other housing agencies in developing needed housing.

Response: The requested NCO designation is consistent with the City of Hermiston comprehensive plan and stated purpose of the NCO district. The proposed development will provide new residential housing opportunities within walking distance of existing commercial services while maintaining the underlying commercial zoning designation. The NCO district specifically encourages infill development, redevelopment, and mixed-use development in commercial areas. The project promotes efficient use of urban land, utilizes existing infrastructure and public services, and supports the city's goals of accommodating growth while expanding housing opportunities for current and future residents. The proposed multi-family development represents an appropriate redevelopment of under utilized commercial property and advances the city's objectives of encouraging compact development patterns, reducing vehicle trips, and supporting pedestrian oriented neighborhoods.

- Policy 23: The City of Hermiston will plan for the timely and efficient provision of a full complement of urban services and facilities in all developed and developing areas within the community. Timely means a point within the 20-year timeframe when the city deems development appropriate for a given property based on factors including but not limited to the need for additional urban development within the urban growth boundary and the extent of undeveloped or undeveloped land between the existing development and the subject property.

Response: Public services are available within the existing NE 4th Street right of way. Utility capacity extends the full length of the property frontage and extends from the intersection of NE 4th St/E Elm Ave north beyond the Hermiston Drain. No utility extensions are necessary to accommodate development.

- Policy 31: The City of Hermiston will promote a balanced, well-integrated local transportation system which provides safe, convenient and energy-efficient access, and facilitates the movement of commodities.

Response: The applicant has provided evidence from a professional engineer that the affected intersections and roadway will not experience level of service decreases or other congestion delays as a result of development. Redevelopment of the site will require improvement of NE 4th Street to minor arterial standards along the east frontage of the road thereby providing adequate pedestrian access to the site and to the pedestrian crossing at NE 4th St/E Elm Ave.

- Policy 34: The City of Hermiston will comply with the requirements of the Transportation Planning Rule with the adoption of the Transportation System Plan and related amendments to implementing ordinances.

Response: The applicant has commissioned a trip generation analysis compliant with the Transportation Planning Rule. The findings of the trip generation analysis demonstrate that the affected intersections and roadway will not experience level of service decreases or other congestion delays as a result of development.

2. The showing of public need for the rezoning and whether that public need is best served by changing the zoning classification on that property under consideration;

Response: Hermiston continues to experience population growth and increasing demand for housing. The proposed NCO designation will facilitate development of a multi-family townhome community that will provide additional housing opportunities for workforce families, professionals, and residents seeking quality housing options within the city.

The NCO district was established to create commercial areas that support residential uses within walking distance of goods and services. Application of the overlay district will help address local housing needs while preserving the long-term commercial viability of the area.

3. The public need is best served by changing the classification of the subject site in question as compared with other available property.

Response: The subject property is uniquely positioned to serve the goals of the NCO district due to its location along NE 4th Street, proximity to existing commercial services, and access to public infrastructure. The property is located within an established urban area where residential development can occur without requiring significant public investment in new infrastructure.

Compared to other available properties, this site provides an opportunity to create a walkable residential community adjacent to commercial services, consistent with the purpose of the NCO district. Development of this property will support efficient land use patterns and reduce transportation demands by allowing residents to live closer to services and employment opportunities.

4. The potential impact upon the area resulting from the change has been considered.

Response: Potential impacts associated with the proposed NCO designation and residential development have been carefully considered. The proposed multi-family townhome development will be designed and constructed in accordance with all applicable City of Hermiston development standards regarding access, parking, landscaping, setbacks, drainage, utility service, and building design.

The NCO district was established to encourage compatible mixed-use development in commercial areas. The proposed project is consistent with that purpose and will provide additional housing opportunities while maintaining compatibility with surround land uses. The development will utilize existing infrastructure and public services, minimizing impacts on adjacent properties and public facilities.

The 14 applicable Statewide Planning Goals are also considered.

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.

Response: The City of Hermiston Comprehensive Plan and Zoning Ordinance outlines the City'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.

The city finds that this application is consistent with Goal 1.

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.

Response: 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 requested change of Comprehensive Plan and Zoning designation is also guided by Goal 2 requirements. This application meets those requirements for this request.

The city finds that this application is consistent with Goal 2.

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

Response: The 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 does not allow nonfarm uses like industrial development on lands zoned for exclusive farm use. This application is to consider modifications to the application of the Outlying Commercial zone within the city limits on lands that have already been identified for urban industrial and commercial uses. Per OAR 660-033-0020(1)(c), "Agricultural Land" does not include land within acknowledged urban growth boundaries or land within acknowledged exception areas for Goal 3 or 4.

Goal 3 does not apply to this action.

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.

Response: There are no forest lands in the City of Hermiston.

Goal 4 does not apply to this action.

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

Response: The subject property has a Development Hazard overlay and no other known cultural or historical sites. There are no known wetlands inventoried on the subject property.

The city finds that this application is consistent with Goal 5.

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

Response: 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.

All development within the Hermiston urban growth boundary is required to comply with federal and state environmental standards (157.004). Compliance is a requirement of all land use applications.

Goal 6 does not apply to this action.

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

Response: There are no known natural hazards on the subject property, and it is located significantly above and outside the influence of the Umatilla River which has a history of flooding.

Goal 7 does not apply to this action.

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.

Response: This proposal does not propose new recreational facilities. The city's park and open space master plan does not call for new recreational facilities within this area.

Goal 8 does not apply to this action.

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.

Response: Goal 9 requires local governments to adopt comprehensive plans and policies that contribute to a stable and healthy economy. Hermiston has a Comprehensive Plan that has been acknowledged to comply with Goal 9. Specifically, the city has adopted an economic opportunities analysis as of 2024 which has been acknowledged by the State of Oregon. The 2024 EOA specifically identifies this site as a location for economic development. In the absence of development as a housing site, the proposed change still designates this land for commercial use, thereby implementing the comprehensive planning of this site for future commercial and industrial development.

The city finds that this application is consistent with Goal 9.

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

Response: The Oregon Legislature in 2019 passed HB 2001 which amended certain housing rules relating to provision of housing in commercial zones. Specifically, OAR 660-046-0330 states that cities adopting comprehensive plan amendments shall adopt findings regarding increase or decrease in housing capacity. This proposal specifically plans for the provision of market rate workforce housing within a commercial zone. Twenty-one new units are proposed. The city's acknowledge Housing Needs Analysis notes that over the 20-year planning horizon slightly more than 500 additional multi-family units are needed. This proposal provides units towards the city's documented need and provides those units at the acknowledged maximum density for multi-family units (21 units per acre).

The city finds that this application is consistent with Goal 10.

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.

Response: Goal 11 requires local governments to plan and develop a timely, orderly, and efficient arrangement of public facilities and services. The city has adopted a public facilities plan as of September 2025. The public facilities plan demonstrates that there is adequate capacity to service development within the urban growth boundary through the 20-year planning horizon with minor system upgrades. System upgrades are planned within the city capital improvement plan and funded through the city-wide system development charge fee. Development is required to pay into the SDC fees at the time of permitting thereby paying a proportionate share into future system upgrades.

The city finds that this application is consistent with Goal 11.

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

Response: Goal 12 requires local governments to provide and encourage a safe, convenient, and economic transportation system, implemented through the Transportation Planning Rule. A trip generation report prepared by a registered traffic engineer is attached to these findings as evidence of compliance with the Transportation Planning Rule. As noted in the report, no significant change in trip generation is generated between those uses permitted in the C-2 and NCO zones.

The city finds that this application is consistent with Goal 12.

Goal 13 Energy: To conserve energy.

Response: 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. The site provides new housing opportunities within walking distance of commercial services thereby minimizing the need for new vehicle trips to meet basic commercial needs.

The city finds that this application is consistent with Goal 13.

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.

Response: This proposal is within the existing city limits of the City of Hermiston. No annexation or urban growth boundary expansion is proposed.

Goal 14 does not apply to this action.

Conclusion: This narrative provides evidence that the proposal complies with the Statewide Planning Goals and with the City of Hermiston Comprehensive Plan.