

STAFF REPORT

Planning Department File No. 2026-04-015

**CONDITIONAL USE APPLICATION
FOR
A HOME BUSINESS**

Planning Commission Meeting Date: May 28, 2026

1. **APPLICANT:** Nolan & Nickie Shira
1847 Primrose Rd
Adrian, OR 97901
2. **OWNER OF RECORD:** Nolan & Nickie Shira
1847 Primrose Rd
Adrian, OR 97901
3. **PROPOSED ACTION:** Conditional Use approval for a home business for the purpose of operating a warehouse/prep services for e-commerce.
4. **PROPERTY IDENTIFICATION:** Tax Lot 500, T21S, R46E, Sec. 36; Assessor’s Map 21S46E36; Malheur County Reference #10803.
5. **PROPERTY LOCATION AND DIRECTIONS:** from Ontario, head south for about 24 miles on Hwy 201, turn left onto OR-452 to OR-454 for about 3.7 miles, turn right onto Primrose the destination is the first house on the right.
6. **ZONING:** Exclusive Farm Use (C-A1).
7. **PARCEL SIZE:** The parcel is 2.02 acres.
8. **PARCEL USE:** The primary use of the property is for a single-family dwelling with a few miscellaneous residential improvements as well as a utility building.
9. **SURROUNDING USE:** All the adjacent properties are being farmed with a homesite.
10. **ACCESS:** Access is directly off Primrose Rd.
11. **SANITATION REQUIREMENTS:** No sanitation system will be required. Owner-operators will use existing residential septic and well in main house.
12. **FIRE PROTECTION:** The parcel is located within the Adrian Rural Fire Protection District
13. **NATURAL HAZARDS:** No natural hazards have been identified.

14. WATER RIGHTS: The property is within Big Bend Irrigation boundaries.

15. SOIL TYPE: The entire property is covered in soils of class 6.

16. ZONING HISTORY: In 2006 file # 2006-10-026 there was addition done to the dwelling, there is no other known zoning history.

GENERAL CONDITIONAL USE CRITERIA

MCC 6-6-7 - GENERAL CRITERIA TO EVALUATE SUITABILITY: In considering the suitability of proposed conditional uses, the Planning Commission shall base its decision upon the following criteria:

A. Comprehensive Plan goals and policies, as applicable.

B. Specific plan recommendations

Proposed Finding: MCC 6-6-7 regulates the general criteria to evaluate suitability and MCC 6-6-8-6(C) regulates the conditional use process for a home business.

C. Existing development and viewpoints of property owners in the surrounding area.

Proposed Finding: Letter notice was sent to adjoining landowners on May 3rd, 2026 and published in the Argus Observer on May 3rd, 2026. No comments were received.

D. Availability of services and utilities.

Proposed Findings:

ROADS: The entrance to the property will be off of Primrose Rd. No additional access points will be required.

FIRE & POLICE PROTECTION: The proposed warehouse site is located in the Adrian Rural Fire Protection District. All driveways and facilities will comply with current fire and safety regulations. There will be little to no impact on the police protection.

SEWER & WATER: The proposal is for a warehouse and prep services for e-commerce will be used within the existing residence.

ELECTRICAL & TELEPHONE: No additional power will be required to support the operation of the venue.

SOLID WASTE DISPOSAL: Waste will be disposed through existing

residential solid waste service.

- E. The effect of the proposed use on the stability of the community's social and economic characteristics.

Proposed Finding: The proposal is to operate a registered business, which will act a regulated tax-paying entity. The operation will increase the County's tax revenue.

- F. It does not interfere with traditional fish and wildlife use of habitats determined critical or sensitive in the Fish and Wildlife Habitat Protection Plan for Malheur County.

Proposed Finding: The site of warehouse is not located in an area that contains fish or wildlife deemed critical or sensitive, and will not interfere with traditional fish and wildlife.

- G. General Criteria

- 1. Increasing setbacks of structures to reduce possibilities of overshadowing adjoining property, noise, odor or night lighting nuisances.

Proposed Finding: The possibilities of overshadowing the adjoining property will be reduced by the natural geographical location the noise or lighting nuisances will be limited within the bounds of the dedicated County Code regulation. Odor will be minimal. The dwelling located in close proximity of the warehouse is the one occupied by the warehouse operators.

- 2. Landscaping improvements for the visual benefits of the subject site and for the improved appearance of the neighborhood and County.

Proposed Finding: Landscaping improvements will be maintained in its current condition

- 3. Location and size of driveway access points and right-of-way widening and improvement for present and future traffic circulation and safety.

Proposed Finding: The access points are existing. No new access points are being proposed for this development. All parking will be contained within the boundaries of the subject property.

- 4. Visual screening of outdoor waste and storage areas.

Proposed Finding: There will be no outdoor waste areas or storage.

5. Control and focusing of outdoor lighting to avoid glare being directed beyond property limits.

Proposed Finding: No new outdoor lighting proposed.

6. Special criteria listed below, as applicable:

H. Allowance of Certain Uses: A use allowed under Section 6-3A-3 of this Title shall be approved only where it is found that the use will not:

1. Force a significant change in accepted farm or forest practices on surrounding lands devoted to farm or forest use; or
2. Significantly increase cost of accepted farm or forest practices on surrounding lands devoted to farm or forest use. (Ord. 86, 12-7-1993)

Proposed Finding: Adjacent farmland will not be impacted by the development.

6-6-8-6: HOME BUSINESS: A home business shall comply with the following standards:

1. Location: Any zone, not excluded below, in which a home business is a conditional use.

Proposed Finding: The subject property in zoned C-A1 (Exclusive Farm Use) and a home business is subject to the conditional use MCC 6-3A-3 (L). This criterion is met.

2. Scale: A home business must fit within the dwelling and must be incidental to the use of the dwelling as a residence. If there is no existing accessory building, one may be built, provided the side walls are no higher than ten feet (10') from the elevation of the floor and the building covers no more than two thousand five hundred (2,500) square feet in area.

Proposed Finding: There are no proposed new structures. The proposed business office will be located within the enclosed shed structure. The warehouse will be indoor existing 2400 sq ft shop. This criterion is met.

3. Participants: Family members living on the property and a combination of no more than ten (10) full time employees are the only persons that may be employed in a home business.

Proposed Finding: There will be 2 full time employees(owners/operators). With occasional part time employees of 1 to 2 employees. This criterion is met.

4. Character: The property upon which a home business exists shall be and kept in a clean, neat, orderly fashion.

Proposed Finding: The home business will have no effect on the character or visual appearance of the property. This criterion is met.

5. Storage: All materials associated with home business shall be screened from view or contained within the allowed dwelling or accessory structures of the home business.

Proposed Finding: All materials associated with the home business will be contained within the existing shed specifically. This criterion is met.

6. Display: There shall be no display of products visible from outside the allowed dwelling or accessory structures of the home business.

Proposed Finding: The proposal is for a warehouse and prep services for e-commerce. This criterion is met.

7. Signs: A home business must comply with chapter 7 of this title.

Proposed Finding: There will be no visual signs to identify the entrance, exit and parking, within the property. This criterion is met.

8. Traffic: Customer, client and/or business traffic shall not exceed fifteen (15) trips per day. Business delivery vehicles shall not exceed gross vehicle weight of eleven thousand (11,000) pounds. U.S. postal service deliveries are exempt from this requirement.

Proposed Finding: The proposal is for a warehouse No customers or client visits. Estimated 1-2 carrier trips. (UPS, FedEx, and USPS) All delivery vehicles within the 11,000-pound gross vehicle weight limit. This criterion is met.

9. Parking: Vehicles owned, leased or operated by the participants of a home business shall not be parked or stored on the street or in the public right of way.

Proposed Finding: There will be dedicated parking space allotted on the property. There will be no offsite parking beyond the boundaries of the subject property. This criterion is met.

10. Noise and Other Nuisance Factors:

- a. Noise: Noise shall be kept to a minimum at all times, especially between the hours of ten o'clock (10:00) P.M. and eight o'clock (8:00) A.M. Equipment that creates a shrill or penetrating sound shall, at all times, be operated only within an enclosure that effectively prevents noise measured at the nearest dwelling exceeding the otherwise ambient noise level of the neighborhood. Where a question arises regarding noise levels, the planning director's determination shall be final.

Proposed Finding: The proposal is for warehouse. Operations will conduct Monday-Friday 8:00am to 5:00pm with no evenings or weekends. All equipment limited to low-noise devices comparable to household appliance noise levels. This criterion is met.

- b. Odors: Odors shall not be detectable from any boundary of a home business property at any time.

Proposed Finding: No odors will be generated by the business. This criterion is met.

- c. Electrical Interference: A home business shall not create visual or audible electrical interference in any radio, television, or other electrical device off the subject property or cause fluctuations in line voltage off the subject property.

Proposed Finding: The proposal is for a warehouse. There is no anticipated visual or audible electrical interference. This criterion is met.

OREGON REVISED STATUTE 215.448: Home occupations:

- 1. The governing body of a county or its designate may allow, subject to the approval of the governing body or its designate, the establishment of a home occupation and the parking of vehicles in any zone. However, in an exclusive farm use zone, forest zone or mixed farm and forest zone that allows residential uses, the following standards apply to the home occupation.

- a. It shall be operated by a resident or employee of a resident of the property on which the business is located;

Proposed Finding: The warehouse will be solely operated by the owners of the property. This criterion is met.

- b. It shall employ on the site no more than five full-time or part-time persons;

Proposed Finding: The sole employees will be the owners. With two to three part time employees This criterion is met.

- c. It shall be operated substantially in:

- A. The dwelling; or

- B. Other buildings normally associated with uses permitted in the zone in which the property is located; and

Proposed Finding: All administrative business operations including the accounting, booking, and any other office related business will be conducted within the storage shed.

The above described administrative and storage operations are a substantial part of the home business.

Applicable case law regarding the implications of “other buildings normally associated with uses permitted in the zone in which the

property is located” as set out in ORS 215.448(1)(c) can be found in Green v. Douglas County, 245 Or. App 430 (Oregon Court of Appeals 2011).

The Court of Appeals found that any legislative intent to narrow the meaning of ‘building’ is not apparent from the relation of ORS 215.448(1)(c) to the other factors in the definition. As such, “building” is not confined to walled structures. The Court concluded, for example, that, “if gazebos and pavilions are normally associated with farm dwellings or other agricultural uses permitted by the applicable zoning district, then they are the type of buildings for housing a home occupation under ORS 215.448(1)(c).”

Malheur County Code defines ‘building’ as, “Any temporary or permanent structure built and maintained for the support, shelter or enclosure of people, motor vehicles, animals or personal or real property of any kind.”

The Planning Commission concludes the use of any temporary or permanent structure built and maintained for the support, shelter or enclosure of people, motor vehicles, animal or personal or real property of any kind, which is normally associated with farm dwellings or other agricultural uses permitted by the applicable zoning district (EFU) will meet the criteria of ORS 215.448(1)(c) and can be used by Applicants for the venue. This may include large tents, canopies, stands, barn etc.

- d. It shall not unreasonably interfere with other uses permitted in the zone in which the property is located; and

Proposed Finding: Based upon the above findings, this use will not unreasonably interfere with other uses permitted in this zone. This criterion is met.

2. The governing body of the county or its designate may establish additional reasonable conditions of approval for the establishment of a home occupation under subsection (1) of this section. Conditions of approval are set out below.
3. Nothing in this section authorizes the governing body or its designate to permit construction of any structure that would not otherwise be allowed in the zone in which the home occupation is to be established.
4. The existence of home occupations shall not be used as justification for a zone change

OTHER PROPOSED FINDINGS OF FACT

The applicant has submitted additional proposed findings of fact in the conditional use application.

PROPOSED CONDITIONS OF APPROVAL

1. PREREQUISITE:

- a. All aspects of the proposed home business (warehouse) must stay confined within the boundaries of the subject property.

2. PERFORMANCE STANDARDS:

- a. Any deviation from this proposal, including but not limited to additions of new structures, shall void this permit and a new permit must be obtained. This permit is not transferable – it is personal to the Applicant and shall not run with the land. New owners of the property will need to obtain a permit.
- b. The home business must be operated substantially in the dwelling or a building that is associated with the farm or farm dwelling. The use of any permanent structure, which is normally associated with farm dwellings or other agricultural uses permitted in the EFU zone may be used. No event shall take place outside the hours of 8:00 a.m. – 10:00 p.m.
- c. Lighting shall not project off the property. Use of glaring lighting is prohibited.

EXHIBITS

1. Application
2. Letter from Big Bend Irrigation District
3. Letter from Adrian Rural Fire Protection District
4. Letter from Oregon Dept of Transportation