

**PUEBLO CITY-COUNTY LIBRARY DISTRICT BOARD OF TRUSTEES
WORK SESSION MINUTES**

July 19, 2011

I. CALL TO ORDER AND ROLL CALL

Mr. Stuart called the meeting to order at 4:00 p.m.

Board Members Present: Jim Stuart, President; Sherri Baca, Vice President; Marlene Bregar; Philip Mancha; Roy Miltner

Board Members Absent: Frances Terrazas-Alexander

Staff Present: Jon Walker, Executive Director; Chris Brogan, Chief Financial Officer; Richard Tucey, Special Projects Librarian; others not recorded

Attorney Present: Nicholas Gradisar

Others Present: John Batey, Executive Director, Urban Renewal Authority of Pueblo

II. CORRECTIONS OR MODIFICATIONS TO THE AGENDA

Mr. Stuart indicated that there would be an additional item III.D for an Attorney's Report. Mr. Walker said Dr. Mancha had requested the addition of item III.E to report on a possible petition. Mr. Walker also suggested moving item III.C. ahead of item III.B. to accommodate Mr. Tucey's schedule.

III. DISCUSSION ITEMS

A. Pueblo Urban Renewal

Mr. Stuart welcomed John Batey from the Urban Renewal Authority of Pueblo (URAP). Mr. Batey thanked the Board for the time. Mr. Batey provided a presentation giving the background and makeup of the Urban Renewal Authority and its Board of Commissioners. Mr. Batey explained a graph showing how TIF is used to fund projects in the TIF area over a 25-year period, and as property values increase Urban Renewal uses that revenue to fund new development in the area. Mr. Batey said this is the only source of major funding for redevelopment of blighted areas and is usually used to pay debt service on bonds.

Mr. Batey emphasized that TIF projects take time and provided an example of how debt service payments decrease when spread over a 22-year period rather than a 10-year period. Mr. Batey noted that the first TIF project, the Marriott Hotel, will sunset in 2011, and the value of that property has increased from \$100,000 in 1986 to \$2.2 million in 2010 which will result in \$206,830 in annual tax revenue being gifted to the taxing entities beginning in 2014.

Mr. Batey reviewed the current project areas and future plans. There has been a downtown development implementation study (DDIS) focused on the health of downtown to make sure all the tools are in place for a successful downtown so the Pueblo city center, housing development, commerce, and the urban core do not deteriorate and are designed to create character.

Mr. Miltner asked if the Riverwalk is part of Urban Renewal, and Mr. Batey said the Riverwalk is operated by HARP (Historic Arkansas Riverwalk of Pueblo), but they are related in that Urban Renewal owns some of the lots although they are separate entities. Mr. Miltner asked if those projects would receive TIF funds, and Mr. Batey said new construction could be constructed with TIF funds. Mr. Batey said the Main Street parking structure was an Urban Renewal project to attract business to the Riverwalk and provides 300 parking spaces used to help attract new development. Mr. Batey said in November 2010 voters approved funds to redevelop Memorial Hall, and URAP closed on the bonds last month so the money is in place to finance redevelopment and redesign plans with work scheduled to start in February 2012. This will bring the theater up to date to meet ADA requirements, improve air conditioning, etc. so it will be a first-class theater venue. Mr. Batey said the Convention Center pavilion is adding 5,000 square feet of indoor/outdoor space to bring in additional revenue. Mr. Batey referred to drawings showing plans to develop the area where the Health Department had been located. HARP lot 4 will be a LEED-certified building. There is also a façade improvement program,

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and they will be marketing the lots on the Riverwalk. They have issued an RFP for HARP lot 6 for a development to build offices and condos. Mr. Batey referred to a recent concern about maintaining grassy areas around the Riverwalk, and GoCo funds used require 30% remain as open space, and there are no plans yet to develop HARP lot 7. The Regional Tourism Act provides state-level funding for projects that would increase national and international tourism to Colorado, and the City of Pueblo has applied for funds for the Riverwalk area. Mr. Batey referred to the drawing to show future plans for the Riverwalk, noting that Pueblo has one of the more serious applications, but the results will be announced in March 2012.

Mr. Batey then reviewed projects in the Lake Minnequa and Lake Avenue corridor. Some of the improvements include streetscape and construction to attract investment on Lake Avenue and South Pueblo Boulevard. The idea is to redo Lake Avenue to make Pueblo Boulevard more attractive and to have a renewed area to have greater appeal and hopefully attract a big-box retailer. There is not yet a plan for the dog track area. Mr. Batey commented on efforts that attracted Lowes. There is also a façade improvement program to help local businesses improve their appearance.

In the Union Avenue renewal area, the DC's on B Street patio area was expanded. Outdoor dining seems to be a catalyst for economic activity. The façade improvement program includes the Kushnir Furniture building, and they will be assisting the owner in improving that façade. Ms. Bregar asked where the money for that loan comes from, and Mr. Batey said in that particular case they used money from one project area to seed another area, and that since it is a loan, the owner's repayments will go to the downtown area. Ms. Bregar asked if the value of the shop next door goes up because the Kushnir shop was improved, if that increased value also goes to Urban Renewal. Mr. Batey said the increased value only applies to the redeveloped property or if the ownership changes, so the increased value of the shop next door would stay with the taxing entities. Mr. Walker said he met with the assessor, and what he learned is those reassessed values in a TIF area, 5.25 mills for the library, are applied against that, and the amount is divided between URAP and the library using a ratio, and the ratio is determined by a formula depending on the activities determined to be new development in the TIF area, e.g. 10% of the area. There was additional discussion on how property values are assessed and taxed, and it was suggested that Mr. Walker and Mr. Batey meet with the Assessor's Office to get clarification.

Mr. Batey referred briefly to efforts on the East Side or Fountain Creek area which is comprised primarily of housing. Mr. Batey reviewed plans to expand the downtown project area, which may or may not include Mid-Town and may or may not include Goat Hill. There is a study to determine if there are sufficient blight conditions in the area. There was discussion about the area involved and whether it included the former Rock Wool Insulation business which may be part of South Santa Fe.

Mr. Batey then offered to respond to questions.

Mr. Walker reviewed the fact that 85% of the library's revenue comes from property tax and explained that the mill levy had been established by the voters of Pueblo County to devote 5.25 mills of property tax to provide public library services. Mr. Walker also questioned Mr. Batey about using the term "gifting" property tax money to the taxing entities, which implies that URAP owns the money and is giving it to the entities in some generous fashion. Mr. Batey responded that it is revenue URAP created by redeveloping and increasing value which was under the control of URAP.

Mr. Walker read a statement from the Pueblo City Ordinance establishing the St. Charles Industrial Park TIF which reads, "Commencing on the date of this agreement and continuing during the term, the Urban Renewal Authority shall transfer to City quarterly, or as otherwise agreed in writing by the Parties, all of the City Property Tax TIF received by the Authority." Mr. Walker explained that \$489,989 had been refunded to the city, and \$169,661 diverted from the library had not been refunded, nor had refunds been paid to the other impacted entities. Mr. Batey pointed out he was not here for that decision and would not make the same decision, but he could only answer for the agency, and the County will eventually receive a refund as well. Mr. Walker asked if the refund occurred for a reason. Mr. Batey said he believes the rationale was the City and County had contributed some sort of infrastructure to the project. Mr. Walker said that is different from what he heard from the County that they are being reimbursed for money put into the project area.

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Mr. Walker read a statement Mr. Batey recently sent to Stephanie Garcia, President of School Board 60: "I will say we have a very progressive Board that is being comprised of representatives from the library district, the county and the city. All three taxing districts on our board are sensitive to the needs of their respective organizations, and the board as a whole appeared genuinely interested in hearing your input." Mr. Walker asked who on the URAP Board represents the library. Mr. Batey acknowledged his mistake and said his intent was to make the point that the URAP Board has members from various backgrounds, and no one ignores the interests of the library or the schools, and they take into account the perspective of all those groups. There was additional discussion on how true representation from the impacted taxing entities might be developed to determine URAP projects.

Mr. Walker read the opening legislative declaration of the intent of Urban Renewal Law in Colorado: "The general assembly finds and declares that there exist in municipalities of this state slum and blighted areas which constitute a serious and growing menace, injurious to the public health, safety, morals, and welfare of the residents of the state in general and of the municipalities thereof; that the existence of such areas contributes substantially to the spread of disease and crime, constitutes and economic and social liability, substantially impairs or arrests the growth of municipalities, retards the provision of housing accommodations, aggravates traffic problems and impairs or arrests the elimination of traffic hazards and the improvement of traffic facilities; and that the prevention and elimination of slums and blight is a matter of public policy and statewide concern in order that the state and its municipalities shall not continue to be endangered by areas which are focal centers of disease, promote juvenile delinquency, and consume an excessive proportion of its revenues because of the extra services required for police, fire, accident, hospitalization, and other forms of public protection, services, and facilities."

Mr. Walker asked how the B Street renovation, paid by Urban Renewal, resolves "serious and growing menace, injurious to the public health, safety, morals and welfare of the residents of the state in general and of the municipalities thereof; that the existence of such areas contributes substantially to the spread of disease and crime;" and how Urban Renewal could define that area as a slum. Mr. Batey said it is not a slum, but it was in response to a lack of pedestrian circulation. Mr. Walker questioned how that qualifies as "slum" or "blight" as established by the state. Mr. Batey responded that the conditions established by the state are what they follow and it would include a situation on opportunities for pedestrian access, and widening the area enhances that access. Mr. Walker asked how the Rawlings Library was included as a "blighted" or "slum" area. Mr. Batey said he would have to look it up on the blight survey and explained that there are twelve factors listed by the State Statute. The Urban Renewal area could not have been created without meeting at least four of those factors. Mr. Walker questioned how the Rawlings Library could be included in an Urban Renewal area when the community only a few years ago voted to invest millions of dollars in the Rawlings Library.

Mr. Walker also questioned why URAP makes exclusive use of diverting funds from property tax rather than from sales tax. Mr. Batey said URAP does use sales tax in the downtown area, although he had not been here when those decisions were made nor did he have records on why those decisions were made.

Mr. Stuart suggested that Mr. Batey not use the term "gift" when returning money to the taxing entity, and he expects the other taxing entities might see the use of that word in the same way.

Dr. Mancha questioned how they rationalize assistance for an enterprise that might invest on its own to make a profit and suggested coming closer to a common understanding of "blight." Mr. Batey said in downtown, there had been a flight of capital, first to the Pueblo Mall and later to Pueblo Crossing. Mr. Batey said when he left Pueblo, downtown was a ghost town, and when he recently returned there are storefronts that are still vacant. The purpose of Urban Renewal is to spur development.

Mr. Walker raised the issue of a potential pay off and what happens when Urban Renewal is successful and development exceeds the amount needed to pay off the bonds. Mr. Batey said URAP will create a new project because demand always exceeds the funds available. Mr. Walker questioned whether those monies should be returned to the taxing entities instead since the money was diverted from the original intent of the voters in order to spur that development. Mr. Batey said it is a question of what the law allows. The State of Colorado set 25 years as the maximum period, and Urban Renewal institutes the period which is set by City Council. If there is a taxing entity that needs

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something, such as a library on the East Side, it is appropriate that a portion should go to support that library.

Dr. Mancha suggested that most of a property value increase occurs over the 25-year period following its creation and questioned why URAP was renewing an area that was developed in the last 25 years. Mr. Batey said the rule of thumb has been that real estate always goes up, which may not really be true anymore, but in the long-term over 5-50 years, the value will continue to go up over that period. Mr. Batey said the cost of redevelopment is sometimes more than the cost of new construction. The cost to acquire, rehabilitate, remove asbestos, etc. becomes more expensive, and the role of Urban Renewal is to bring the cost of redevelopment in line with new construction.

Ms. Baca commented on the need for moderation and suggested that it is important for the impacted taxing entities to have a say in how projects are decided since it impacts their budgets. Ms. Baca does not want economic development to go away, but it seems to be all or nothing now, and this is a loss for the taxing entities. Somewhere in the middle is where it should end up. Mr. Batey said he had spent the last year apologizing for his predecessor, and it is not what he would have done. Mr. Batey said his focus will be on Pueblo's urban core. Mr. Batey acknowledged there is room for middle ground, and it is not appropriate for Urban Renewal to create areas without input from taxing entities. There was additional discussion of what the mechanism for reaching this middle ground might look like, but Mr. Batey said the decision rests with URAP Board.

Mr. Gradisar asked if all URAP projects are funded with property taxes, and Mr. Batey responded that is the primary method for financing the projects.

Mr. Miltner asked if this is set up by the State of Colorado, and Mr. Batey responded that it is set by City Council.

Mr. Walker said he agrees with Ms. Baca about middle ground rather than putting a stop to urban renewal. Mr. Walker suggested that Mr. Batey take the initiative with his board and City Council since he is the paid administrator and board members are volunteers. Mr. Walker said he would welcome the opportunity to have further conversations about what kind of proposals might bring the parties closer. Mr. Batey said he can arrange to get the policy makers in the same room together and suggested including a few from this board. Mr. Walker emphasized the importance of having representatives from each of the impacted taxing entities in order to have a true collaborative effort, although there was agreement that a smaller group would be better.

Mr. Stuart closed the discussion and suggested that Mr. Batey take the initiative to make that happen.

B. Discussion of RFID (Radio Frequency Identification)

Mr. Stuart announced that Richard Tucey is working on a special project to prepare PCCLD for a possible RFID conversion project, and he will provide an update report.

Mr. Tucey provided background on the BTOP project which relates somewhat to RFID. Mr. Tucey said at the request of Mr. Walker he has been looking at RFID, and at the ALA Conference in June he had the opportunity to meet with several RFID vendors who provide solutions for automatic material handling. Mr. Tucey said he met with several vendors and asked them to discuss the strengths and weaknesses of each of their products. Mr. Tucey said he was impressed with some and disappointed with others.

Mr. Tucey said he wanted to alert the Board that the library is posting an RFQ (Request for Quote) to gather more information from library consultants. Mr. Tucey said he was able to speak with three consultants during the ALA Conference, including Sue Epstein who has worked with the library before, and he was able to get some good pointers with a bit a free consulting from them about prospective RFID services. Mr. Tucey said he has posted an RFQ for consulting services to assist staff with preparing and administering a Request for Proposal (RFP) for a RFID system and related software and automated material handling equipment. RFQs are due on August 12, and the library will go through an assessment process for the district to develop an RFP by the end of the year and may award a contract in the first quarter of 2012. Mr. Tucey said he has already received one inquiry and expects to get at least three good bids.

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Dr. Mancha asked if the intent is to do the entire library at one time, and Mr. Tucey said he had explored that issue and received different answers from consultants and exhibitors. The biggest part of the project is getting things tagged which can be done using volunteers, and there are options such as doing only one location, doing it over a period of time, and it will depend on the consultant's recommendation on the best solution for our library. The base level is using RFID as a checkout system, but it can go as far as automated sorting and handling. When Pueblo West was built, it was designed with RFID in mind with a book drop directly into the library. Another question to explore is the return on investment.

Mr. Miltner asked how it would work at only one location, and Mr. Tucey said there are hybrid systems that allow the use of both systems, but it will depend on the vendor selected. Mr. Tucey said after meeting with a consultant, we will be better prepared to make a recommendation for what will be best for PCCLD's system.

Mr. Miltner asked if RFID is being adopted across the country. Mr. Tucey said most of the front-range libraries have adopted RFID, and Pikes Peak added it just last year. Boulder is doing a new system to replace the first. Another issue is that libraries may be changing the materials, such as the introduction of eBooks, and it is important to consider if the content is changing whether it is worth spending the money on RFID. Mr. Tucey attended one program with an RFID architect who talked about how public libraries and publishers will react as more and more eContent is available in the future.

Dr. Mancha pointed out that even an eBook will have to be tracked as it leaves the building. Mr. Tucey agreed, but it is a changing marketplace for publishers; for example, Borders announced that it is closing all its stores. Mr. Tucey said it is important to consider what will be happening with the library's future content to determine how much to invest and how many materials to tag.

Mr. Walker agreed that no matter what, the library will track eContent, but it will depend on whether the library is at a tipping point with eContent. The investment might be different if the library anticipates more eContent and less monograph material, and Mr. Walker noted that RFID technology has been geared toward books, and changes to technology is beginning to adapt to recognize the fragility and needs of circulating eBooks. Mr. Walker pointed out another component of RFID is the automated material handling equipment that sorts materials, which is also geared toward books, but there is equipment that recognizes that eBooks need to be recharged.

Mr. Stuart said it will come down to cost benefit over what period of time, for example, it might be a good idea if there can be a return on investment in five years, but if the return on investment is not until 20 years out, there may not be any books to check out by then.

Mr. Tucey said the advantage of not being first to use RFID is there are now standards, for example if you deal with one vendor and later decide to transfer to a different vendor, it is possible, but it is important to consider standards.

Mr. Stuart asked what the cost of the tags is now, and Mr. Tucey said he spoke with one vendor who offered to do all the tagging for 50¢ a tag, but that offer might have been intended to hook you into purchasing their equipment. Typically, tags are running anywhere from 25¢ to 50¢ per tag, and that is the expensive part of it. Mr. Tucey said 3M gave a demonstration for tagging videos, and one of the issues is RFID tags need to be staggered in order to spread out the signal with not much space on a video to stagger tags, but there is a lot to consider.

Dr. Mancha said he was glad Mr. Tucey is on the job, and Mr. Tucey agreed it will require thorough analysis.

C. East Side Library Visioning Meeting

Mr. Walker said the East Side Library visioning meeting was held, with Ms. Bregar, Ms. Baca and about 50 people from the community attending. Mr. Walker said it was an enthusiastic group, including Larry Atencio from City Council and architects from Minneapolis that did the Walsenburg Library. Justin Martinez has donated his time to this project to this point, and he grew up on the East Side.

Mr. Walker said there was a resounding, "yes," they want to do a library. Ms. Bregar sat on a brainstorming subcommittee, and there were a lot of good ideas for grants and places to get funding. Ms. Bregar said the group talked about sustainability, and she tried to make the point that it has to be

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sustainable with projected annual operating costs of \$500,000. The group had hoped that could be absorbed by the library, and Ms. Bregar assured them that would not be possible at this point. They also talked a special taxing district, and Wade Broadhead talked about that briefly, so they are aware that it will take more.

Mr. Walker said there is a lot of enthusiasm, but no money, and he distributed photos taken during the meeting. Mr. Walker said the meeting was held at the church adjacent to the school. Mr. Walker said it is in an area that is centrally located in a business district. Mr. Walker said the City of Pueblo has money available to study the rehabilitation of historic buildings for repurposing, and the City is willing to write a grant to study the project. The study would determine if the building is structurally sound. There was additional discussion of this as a logical next step to determine whether that location could serve as a library. Mr. Walker said the Catholic Church wants what is best for the community, and there are costs for the building to sit vacant.

Mr. Miltner asked if there is a committee in place now. Mr. Walker said there is not a formal committee, although those attending did sign in. He has received a number of calls after the meeting from people in the community who were also interested, and all of the calls were favorable. Mr. Walker said having a community committee would be a good idea at some point.

Ms. Bregar said one of the things the group discussed was that as a historical site, there is often money available to preserve it and help with the renovation. The question for the library will be getting the money to run it. Mr. Walker said the library can start to analyze that. Ms. Bregar said there was a lot of discussion about what else the other floors of the building could be used for in addition to a library, and the group discussed ideas about generating revenue, e.g., running a Kinko's. Mr. Walker agreed there are two funding issues; the rehabilitation of the existing building and the ongoing operating costs. Ms. Bregar emphasized that she was up front that there was no money in the library's budget for this, and a special taxing district is a way of generating the operating costs. Ms. Bregar said the next step is to allow the City to proceed on writing a grant to conduct a study of the building. Mr. Stuart agreed that would be important for anyone who might use the building. Mr. Walker will be in touch with the City about the grant. Mr. Walker said there are also other agencies interested in working with the library, e.g., the Job Training Center, so there are possibilities for partnerships.

E. Attorney Report

Mr. Gradisar said the Library Board voted to authorize him to file suit against the Colorado City Improvements Corporation (CCIC). Two of the members of the CCIC Board of Directors passed a Resolution to change the beneficiary from the library in order to refund payments to members. Mr. Gradisar said suit was filed and served on Karen Blackwood and Patrick Sanders. Patrick Sanders, in Tennessee, had not yet been served, but an answer was filed by the attorney. Mr. Gradisar expects to begin receiving documents and current financial information. The answer did admit that CCIC had \$489,113.24 in assets, but there was not an indication of what had happened to that since soliciting the vote in 2010. Mr. Gradisar expects this will be moving forward. Mr. Gradisar said he was surprised to see a change of venue to Adams County.

Mr. Miltner asked what happens if they do not bring the information forward or whether the court has to ask. Mr. Gradisar said the library has asked for information and lists what is expected to be included. Mr. Gradisar said he is ready with the library's initial disclosures. After that, if Mr. Gradisar does not get what is needed, the library may ask for formal discovery, and if they fail to produce, the library can seek the court's intervention. Mr. Gradisar said it is possible there will be depositions about what has been going on and what they were told by their attorney which was alluded to in their answer. The answer implied the attorney said they could not do what they wanted to do.

Mr. Gradisar said they requested a jury trial which he was surprised to see. Mr. Gradisar explained why they would not be entitled to a jury trial and doubts it will be granted. This is not a determination of facts but questions of law. There are equitable and legal claims, and these are equitable claims. These will be sorted out as they move through this.

F. Possible Petition

Dr. Mancha distributed information related to what the Board had been talking about earlier with Mr. Batey. Dr. Mancha said there have been discussions on Urban Renewal and City government about

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how TIFs are being handled with a lack of consultation. Dr. Mancha said although Mr. Batey seemed flexible, there is a group of people from nonprofit institutions who have had money diverted from their budgets that did not find other encounters that way. This group has written a proposal summary and drafted a petition with the goal of getting 1500 signatures by August in sufficient time to get this on the fall ballot. This has been approved by Ms. Dutcher in the Clerk's Office. If it gets on the ballot, it will be voted on in the fall election.

Dr. Mancha pointed out that Urban Renewal is largely run through the city, so all the signatures must come from residents of the city. Employees of the library cannot participate in this during working hours which is one of the reasons he gave these to Mr. Stuart rather than Mr. Walker. Dr. Mancha explained that everyone who signs the petition will be required to give their full name and address. Dr. Mancha asked for ideas of how to maximize resources to get the most signatures. Mr. Stuart suggested Dr. Mancha contact the Friends of the Library.

There was lengthy discussion on specifics of the petition, whether it would be better to see if Mr. Batey could negotiate a middle ground, and past experience at efforts to negotiate. It was emphasized that the petition needs to have "teeth" to ease the impact on the taxing entities. There was additional discussion on the importance of shining a light on how urban renewal is operated and the necessity of providing transparency for taxpayers on how their taxes are being diverted from the intended use. There was additional discussion on the process for circulating petitions.

Mr. Walker said there will be a meeting on Saturday, July 23 in the Bret Kelly Room, with a presentation by a speaker from Estes Park who was instrumental in eliminating Urban Renewal there. Mr. Walker said the key player in the success of that effort was the school. Mr. Walker said it is not the intent of the law that is wrong, but how it has been hijacked. Mr. Walker said he thinks the petition can be changed as long it is filed with the clerk prior to getting signatures.

There was additional discussion on the reasoning for doing this sooner, the fact that this goes beyond the library and schools, and past experiences and discussions with representatives of Urban Renewal and the taxing entities.

Mr. Miltner asked if the Board will be asked to support this, and Mr. Stuart said the Board can do nothing, support it or oppose it. Ms. Bregar suggested the Board wait to see if the issue gets on the ballot. There was discussion on whether the petition might put pressure on Urban Renewal to work things out, concerns about public accounting, and efforts to begin campaigning to get the necessary signatures.

IV. ADJOURNMENT

The Regular Board Meeting will be held on Thursday, July 28 at the Rawlings Library. There will be an Employee Recognition event at 5:00 p.m. immediately prior to the regular meeting.

Mr. Miltner questioned whether he would need to participate by telephone since he will be leaving town that day. Mr. Walker indicated that the only item on the agenda requiring a vote will be the Financial Report. Ms. Bregar said she will be traveling back from Denver and may be delayed. Mr. Walker asked the Board Secretary to find out whether Ms. Alexander would be able to attend to insure a quorum is available. Mr. Miltner will provide a contact number in case his vote is required.

There being no further discussion, the Work Session adjourned at approximately 6:35 p.m.

Respectfully submitted,

Jane Carlsen
Secretary