

PLANNING & DEVELOPMENT DEPARTMENT COMMUNITY DEVELOPMENT BOARD STAFF REPORT

MEETING DATE: December 20, 2016

AGENDA ITEM: E. 2.

CASE: TA2016-12002

ORDINANCE NO.: 8988-17

REQUEST: Review and recommendation to the City Council, of an

amendment to the Community Development Code to establish a new US 19 Corridor ("US 19") District with new development standards and a regulating plan for properties located along US Highway 19 and along cross streets, to allow telecommunications towers as a minimum standard use, to create standards for bicycle parking, and to make other amendments associated with the new

US 19 Corridor District.

INITIATED BY: City of Clearwater, Planning and Development Department

UPDATE:

Proposed Ordinance 8988-17 has been updated since the Community Development Board meeting to address comments received at the public hearing.

- Restructuring of the exemption language pertaining to improvement, remodel or reconstruction projects to add clarity.
- Including additional sections to the list of exemptions within the exemption language for internal buildings and additions (those located 200 feet or more back from the frontage).
- Changing overnight accommodations use to Level One Minimum Standard approval.
- Allowing additional parking and circulation configurations in front of buildings in Street Frontage Type C.
- Revising provisions related to structured parking in all Frontage Types for consistency with proposed changes to the flexibility provisions for the same.
- Clarifying that the requirement for LID to be used in landscape islands would apply only in new projects.

- Expanding the façade bay width range allowed in the façade design section.
- Revising flexibility provisions for structured parking to allow structured parking to the side of buildings in Street Frontage Types A and B and in front of buildings in Street Frontage Type C either with occupied ground floor building space or where certain standards are met.
- Modifying flexibility provisions for front building facades and entries to allow flexibility to all parcels, not just those at corner locations.

BACKGROUND:

US Highway 19 has always served as a major commercial corridor in Clearwater. Years of construction as the road transitioned to a limited access highway greatly impacted businesses along the corridor that relied on easy access to their individual properties. Additionally, residents and visitors found other routes through the City, often avoiding the highway all together. Recognizing the economic importance of US Highway 19 to the City and the opportunities presented by the improved regional access once construction was complete, the City has concentrated its efforts to study and plan for the corridor, preparing for the time when construction would be finished.

Over the last several years, several major planning efforts have been completed which support the proposed amendments to the Community Development Code. In 2011, the City's Economic Development and Housing Department engaged TIP Strategies, Inc. to develop an Economic Development Strategic Plan (Strategic Plan) to position Clearwater for future sustainable growth and economic prosperity. One of the priority strategies identified within the Strategic Plan is to establish an employment center overlay district on US Highway 19 to encourage higher-wage employment opportunities. Recognizing the corridor's strategic location within Pinellas County makes it a logical place to grow as a regional employment center, and seeing that the retail sites were adversely impacted by the construction of the highway overpasses, new zoning standards were seen as a way to encourage the type of infill growth desired economically by the City.

The US 19 corridor was identified in Clearwater Greenprint (2011) as an "energy conservation area", recognizing the opportunity to create vibrant, mixed-use, transit-supportive activity centers that link people with jobs and services and the need to incentivize such infill development with updated land use policies. As a first step in implementing this Clearwater Greenprint strategy, the Planning and Development Department used US Department of Energy Energy Efficiency and Conservation Block Grant funds to work with HDR to engage businesses and residents and define a vision for future growth along US Highway 19. The US 19 Corridor Redevelopment Plan (Corridor Plan) was approved by City Council in 2012. The Corridor Plan defines three types of revitalization areas – Regional Centers, Neighborhood Centers and In-Between Areas – and includes general guidance on future design standards "to ensure projects along the corridor

contribute to the creation of more compact, accessible, and attractive pedestrian- and transitfriendly destinations". Revitalization and redevelopment strategies provide more details on how to achieve this vision.

At the same time the Planning and Development Department was working on the Corridor Plan, Pinellas Planning Council (PPC) staff (now Forward Pinellas staff) was preparing a significant update to the Countywide Plan for Pinellas County (Countywide Plan). The new Countywide Plan was adopted by the Countywide Planning Authority on August 7, 2015. As a future oriented plan, areas of growth and areas of stability were identified. New Activity Center and Multimodal Corridor Countywide Plan Map categories were developed to support the redevelopment of certain areas and corridors with more intensive development to create transit-supportive urban areas, while other areas are to be maintained with more suburban and primarily lower-density residential neighborhoods. In order to request the Activity Center or Multimodal Corridor designations be applied to the Countywide Plan Map, cities may prepare redevelopment studies and plans, and must identify how planning and urban design principles (Countywide Plan Strategies Land Use Goal 16.0) will be implemented locally to mitigate the additional development potential allowed through the new categories. Options for complying with this requirement include adoption of comprehensive plan policies and special zoning designations and design guidelines or standards. The Corridor Plan provided the foundation to have US Highway 19 designated as Multimodal Corridor and Activity Center at the time the new Countywide Plan Map was adopted in 2015. The Corridor Plan strategies identify how the City will meet the requirements in the Countywide Rules, and under the new Countywide Rules, the City must amend its Comprehensive Plan, adopt its new zoning standards, and complete its Future Land Use Map and Zoning Atlas amendments within five years of when the Activity Center and Multimodal Corridor categories were placed on the Countywide Plan Map.

Throughout the preparation of these Development Standards, staff and HDR have engaged local residents and property owners through a series of planning sessions, stakeholder workshops, and public workshops, as well as City Council through work session presentations. Initial context and concepts were presented to City Council for direction, outlining the challenges presented by the typical existing conditions and illustrating possible development configurations to address the issues. These initial concepts underwent numerous review and refinement stages, where staff made drafts available for public comment and review, and addressed many of the proposed changes in later drafts.

The City has moved forward with a series of ordinances to meet the requirements of the Countywide Rules and complete the City's US 19 redevelopment planning effort, as follows:

1. Amendments to the Comprehensive Plan, establishing the new future land use categories and associated intensities for new development, as well as adding policies to support the

- implementation of the Corridor Plan and framework for the other components (CPA2016-04001/Ordinance No. 8923-16, anticipated adoption date December 15, 2016)
- 2. Amendments to the Future Land Use Map, designating properties within the corridor with the new future land use categories (LUP2016-06004, LUP2016-06005, LUP2016-06006/Ordinance No. 8932-16, anticipated adoption date December 15, 2016)
- 3. Amendments to the Community Development Code, establishing the US 19 Zoning District & Development Standards (proposed Appendix B) for the proposed US 19 District, consistent with the Corridor Plan and the Countywide Plan (subject of this agenda item)
- 4. Amendments to the Zoning Atlas, designating properties within the corridor with the new US 19 District (concurrent application REZ2016-09006, REZ2016-09007, and REZ2016-09008/Ordinance No. 8987-17)

The US 19 corridor area is currently comprised of 12 different zoning districts, inclusive of the Preservation (P) District, with a wide range of allowable uses, including residential uses at various densities, as well as nonresidential uses such as retail sales and services, office, vehicle sales and services and other commercial uses. Generally speaking, uses are somewhat segregated by zoning district, making it more difficult to develop a transit-supportive mixed-use corridor and centers, consistent with the Corridor Plan vision. The proposed US 19 District would consolidate the uses and standards into a single zoning district (not including Preservation (P) District), and thereby expands the number of uses available to the properties in the proposed amendment area (concurrent application REZ2016-09006, REZ2016-09007, and REZ2016-09008/Ordinance No. 8987-17).

ANALYSIS:

The proposed amendments to the Community Development Code are summarized below:

1. **US 19 District** [pages 4-5, 12, 17 22, and 23-62 of Ordinance]

The main purpose of proposed Ordinance No. 8988-17 is to establish the new US 19 District (US 19) as a new Article 2, Division 11, identify within Article 3, Division 5 that there are design standards which shall apply to the US 19 District. The standards which apply to the proposed US 19 District are a hybrid of both zoning and development standards; therefore, a new Appendix B of the Community Development Code is proposed in which the US 19 Zoning District & Development Standards (Development Standards) will be established.

US 19 District ("US 19"). A new Article 2, Division 11 is proposed which includes an intent and purpose statement for the new US 19 District, as well as establishes the maximum development potential by Clearwater future land use category and Countywide Plan Map

category. These same sections are found within Article 2 for all of the City's zoning districts. Because a use table and other criteria typically located within Article 2 are proposed to be located within Appendix B, additional language is proposed to direct users accordingly.

US 19 District Development Standards, Generally. A new Section 3-505 is proposed which establishes that such standards are located in Appendix B. This is consistent with the approach used for other areas of the City governed by separate standards, including the beach and downtown.

Appendix B, US 19 Zoning District & Development Standards. A new Appendix B is proposed which contains all Development Standards and the regulatory framework for the new US 19 District. Appendix B is organized into eight Divisions, as detailed below:

- Division 1. General Provisions: In addition to also incorporating an intent and purpose statement, Division 1 clarifies how the Development Standards are part of both Articles 2 and 3 of the Community Development Code. This Division states that certain sections of the Development Standards are design focused, and therefore are considered "Design Standards" within the Code. Additionally, Division 1 establishes certain exemptions from the Design Standards, including proposing that structures damaged by force majeure be allowed to rebuild as previously constructed even if rebuilt, the structure as placed would not conform to the new standards. Improvement, remodel or reconstruction projects valued at less than 25% of the total assessed building value are proposed to be exempt from the Design Standards, and those improvement, remodel or reconstruction projects valued at 25% or more of the total assessed building value would need to come into compliance with specific landscaping and parking lot standards, consistent with provisions in the current Community Development Code. Additionally, recognizing that certain standards are more applicable to buildings located closer to the frontage than further away, staff proposes exempting buildings or portions of buildings located 200 feet or more from a frontage from the Frontage Standards as well as certain building entry standards.
- Division 2. Regulating Plan: Properties within the US 19 District will be governed by both Subdistrict and Frontage Type. Division 2 establishes three Subdistricts (Regional Center, Neighborhood Center, and Corridor) and five Street Frontage Types (A through E). Figure 1. Regulating Plan delineates the proposed Subdistrict boundaries and identifies which Frontage Type applies to every parcel within the US 19 District.
- Division 3. Subdistrict Standards: Certain Development Standards, including development potential and maximum building height, are based on a property's Subdistrict designation. Additionally, permitted uses and approval levels are determined by Subdistrict, which are found in proposed Table 2. Use & Parking. The majority of uses

are proposed as Level One approvals, either through building permit review (minimum standard uses) or Community Development Coordinator approval (Flexible Standard Development). Proposed minimum parking requirements are streamlined, with the majority of non-residential uses having the same parking requirement (4 spaces per 1,000 square feet). As a mix of uses is desired, staff is also proposing reducing the minimum parking for attached dwellings. Certain key intersections along US 19 were identified as having the greatest opportunities to support enhanced transit over time, and therefore the design and function of these areas is desired to be the most pedestrian and transit-supportive. These key corners are identified within Division 3 and are proposed to be required to provide ground floor building space occupied with active uses within 100 feet of these intersections. Lastly, Table 3. Parking Reduction Factors expands the opportunities for projects to request further reductions to the minimum required parking spaces, should a project include various amenities, including electric vehicle charging stations or photovoltaic-topped shade structures.

- Division 4. Street Frontage Standards: The five established Street Frontage Types include standards regulating building placement, landscape and pedestrian improvements, parking and vehicular circulation, and front building facades and entries. Each section includes a character image and a building placement diagram illustrating how these standards shall be applied.
- Division 5. Site Design Standards: The proposed Design Standards also address general site design standards which shall apply to all sites within the US 19 District, in addition to any frontage specific standards. Division 5 includes proposed block standards which would create a more grid-like development pattern over time utilizing new drives and streets to create a network that enhances circulation and pedestrian access on sites. The general site design standards also address access and circulation, including standards for pedestrian walkways generally, access and driveway consolidation, cross-parcel connections, connections to the Duke Energy Trail and the reservation of transit facilities. Sustainability objectives are met through proposed parking lot standards, which include requiring the use of low impact development techniques for landscape islands, requiring parking spaces in excess of 125% of the minimum required be either reinforced grass or other permeable surfaces, and requiring that large developments (100,000 square feet gross floor area or more) provide between 5% and 25% of their parking along the perimeter as reinforced grass parking. As structured parking is expected in the future as sites intensify, general standards for placement are proposed. Additionally, bicycle parking is proposed to be required. Frontage Types A, B and C are proposed in areas that are more transit-supportive, so to support connectivity between parcels, it is proposed that fences and walls be prohibited between buildings and streets in these frontage types,

except where required for screening. On sites 15 acres or larger, it is proposed that a minimum of 3% of the developable area (not more than 40,000 square feet) be established as central gathering spaces or smaller scale squares or plazas. Design standards are proposed for automobile service stations and drive-through facilities to mitigate the impacts these automobile-intensive uses have on pedestrian activity. While these uses are not prohibited, the facilities specific to these uses are proposed to be limited to the rear or non-street facing side of the building and/or site with certain setbacks and screening provisions.

- Division 6. Building Design Standards: The proposed Design Standards also include standards to ensure attractive ground floor facades and defined entries to support the creation of a more pedestrian- and transit-accessible destinations. Proposed standards include limiting blank facades, utilizing façade bays and upper floor façade articulation to create visual interest, and requiring consistent architectural treatments and complementary design across all buildings or structures within projects.
- Division 7. Flexibility: Proposed Division 7 establishes a process by which an applicant may request flexibility, and the Design Standards for which flexibility may be requested. Not all Design Standards are included within the flexibility provisions. Special project types are also established for which more negotiated flexibility may be the appropriate method by which to proceed. These defined project types would include large-scale mixed use projects and projects with employment-intensive land uses that meet the planning and design recommendations of the Corridor Plan and/or the Economic Development Strategic Plan, and would require approval by the Community Development Board.
- Division 8. Administration: Properties in the proposed US 19 District will have several new designations, including Subdistrict and Frontage Type which are found in Figure 1.
 Regulating Plan. Division 8 details the various processes for the types of amendments that may be requested going forward.

Other Amendments Related to the New US 19 District. In addition to establishing the US 19 District and associated Development Standards, the proposed amendment clarifies the following:

- Adds language exempting the US 19 District from the Comprehensive Landscaping Program;
- Adds language allowing for transit shelters to be established in mixed-use districts, which would cover US 19 District generally; and,

• Modifies the definition for retail plazas to remove references to specific approval processes, as necessary in order to allow retail plazas as a Level One (Minimum Standard) use, as proposed in the US 19 District.

2. **Telecommunications Towers** [pages 5-6, 10-11, 13-15 and 20-21 of Ordinance]

The proposed amendment addresses changes in Federal Communications Commission Regulations which established a faster timeframe by when local governments may review permit applications. In order to comply with the regulatory changes, Ordinance No. 8988-17 proposes to move telecommunications towers from Level Two (Flexible Development) use to a Level One (Minimum Standard) use. Existing use specific criteria are proposed to be integrated in to the Design Standards for telecommunications towers found within Article 3, thereby ensuring that such towers will still comply with such criteria, even with faster review periods established.

3. **Outdoor Storage** [page 5 of Ordinance]

The proposed amendment will add the use outdoor storage to the Industrial, Research and Technology (IRT) District. This use was previously removed in conjunction with the revisions to the accessory uses/structures provisions (Ordinance No. 8931-16) but is necessary to maintain as an allowable use in the IRT District.

4. Adult Uses [pages 4, 7-8, and 16-17 of Ordinance]

Adult uses are currently limited to the Industrial, Research and Technology (IRT) District and to parcels in the Commercial (C) District with frontage along US 19 (other separation standards apply). Concurrent Ordinance No. 8987-17 proposes to rezone properties along US 19 to the new US 19 District, thereby eliminating any Commercial (C) District previously located along US 19. Therefore, adult uses would no longer be an allowable use and the various use tables must be amended accordingly. However, in order to continue to provide locations within the City and along US 19 on which an adult use may be established, in a similar manner as allowed under current provisions, additional amendments are proposed to Article 3, Division 3, Adult Use Standards. The proposed amendment limits adult uses to areas within the US 19 District that are also in the Corridor subdistrict and maintains the requirement that parcels also have frontage along US 19. Additionally, no changes are proposed to the current separation requirement of 400 feet from any residentially zoned property, church, school or public recreation area. Because parcels that are currently residentially zoned will no longer be residentially zoned under the proposed US 19 District, staff proposes that adult uses be limited to the Corridor subdistrict in order to offset the increase in parcels no longer being regulated by the buffer requirements. Staff's analysis showed that the number of parcels that would be available for adult uses under the proposed changes would increase slightly, from 24 parcels to 36 parcels.

5. Bicycle Parking [pages 18-20 of Ordinance]

The proposed amendment establishes new bicycle parking standards including locational and bicycle rack standards. Additionally, an unnumbered figure pertaining to parking lot design is proposed to be deleted because as drawn, the bicycle parking location depicted would not meet the proposed bicycle parking standards, and other components of the graphic are out of date.

CRITERIA FOR TEXT AMENDMENTS:

CDC Section 4-601 sets forth the procedures and criteria for reviewing text amendments. All text amendments must comply with the following:

1. The proposed amendment is consistent with and furthers the goals, policies and objectives of the Comprehensive Plan.

A review of the Clearwater Comprehensive Plan identified the following Goals, Objectives and Policies which will be furthered by the proposed Code amendments:

- Goal A.5 The City of Clearwater shall identify and utilize a Citywide design structure comprised of a hierarchy of places and linkages. The Citywide design structure will serve as a guide to development and land use decisions while protecting those elements that make the City uniquely Clearwater.
- Policy A.5.4.5 U.S. Highway 19 North from Curlew Road to Belleair Road, Including Cross Streets and Gulf-to-Bay Boulevard east of U.S. Highway 19 North. Amendments to the Future Land Use Map and Zoning Atlas should promote redevelopment and land assembly. Redevelopment should prioritize pedestrian- and transit-supportive street frontages and establish mixed-use destinations at major cross streets that provide safe, attractive and accessible settings in order to create a safe and attractive environment and an economically competitive community. Annexations and the installation of appropriate streetscape improvements should be encouraged. [Amended by Ordinance No. 8923-16]
- Objective A.5.5 Promote high quality design standards that support Clearwater's image and contribute to its identity.
- PolicyA.5.5.6 Implement design standards for US Highway 19, which has transitioned from a roadway providing land access to a controlled access highway with ramps that are located less than two miles apart. Such standards should allow for higher intensities and a mix of land uses to allow for greater

employment opportunities along the corridor, while improving accessibility and safety for cars, people and bicycles. [Newly adopted by Ordinance No. 8923-16]

- Goal A.6
- The City of Clearwater shall utilize innovative and flexible planning and engineering practices, and urban design standards in order to protect historic resources, ensure neighborhood preservation, redevelop blighted areas, and encourage infill development.
- Objective A.6.1 The redevelopment of blighted, substandard, inefficient and/or obsolete areas shall be a high priority and promoted through the implementation of redevelopment and special area plans, the construction of catalytic private projects, city investment, and continued emphasis on property maintenance standards.
- Policy A.6.1.12 Redevelopment of US Highway 19 shall be encouraged through the establishment of development standards which implement the Planning and Urban Design Principles within the Countywide Plan Strategies by allowing for more intense development while also promoting more employment-intensive, transit- and pedestrian-supportive development, establishing mixed-use destinations and providing safe and attractive settings for working, living and shopping. These standards should:
 - a. Concentrate office and other employment-intensive uses in places with easy access to US 19;
 - b. Provide for retail, entertainment and other uses that serve the needs of surrounding neighborhoods;
 - c. Promote high-intensity uses in close proximity to potential or planned transit routes;
 - d. Lessen demands on local and regional street network by maximizing opportunities for the localization of work, shopping and leisure trips;
 - e. Support shared parking and "park once" trips;
 - f. Promote active lifestyles by encouraging walking and biking as convenient alternatives to automobile travel; and
 - g. Contribute to street-level pedestrian activity and the informal surveillance of public spaces. [Newly adopted by Ordinance No. 8923-16]
- Objective A.6.2 The City of Clearwater shall continue to support innovative planned development and mixed land use development techniques in order to promote infill development that is consistent and compatible with the surrounding environment.

Policy A.6.8.2 Encourage mixed-use development that includes a combination of compatible land uses having functional interrelationships and aesthetic features. Commercial and mixed-use buildings shall be sited to maximize pedestrian connections from the building to adjacent streets. Buildings should be sited and parking arranged to minimize the off-site impacts to residential areas. [Amended by Ordinance No. 8923-16]

Policy F.2.1.10 The City will encourage the use of "Low Impact Development" techniques for stormwater management, such as minimal land disturbance, the preservation of native vegetation, and the minimization of impervious cover, through site plan and internal review processes.

As previously discussed, the proposal to create a new US 19 District with Development Standards was initially provided for through the Comprehensive Plan, and recent amendments to the Comprehensive Plan reinforced the City's efforts through expanded policies. The proposed US 19 District is consistent with the Citywide design structure which identifies US Highway 19 and Gulf-to-Bay Boulevard as important corridors for redevelopment. The proposed Development Standards address transitions to surrounding low density residential areas. Infill development and redevelopment projects are encouraged through streamlined zoning standards which allow more uses in a single US 19 District, the majority of which are allowed through Level One approvals. The proposed Development Standards address the Planning and Urban Design Principles within the Countywide Plan Strategies, as outlined in Policy A.6.1.12. Additional standards for parking lots require low impact development techniques, which is consistent with other policies in the Comprehensive Plan. As such, the above referenced Goals, Objectives and Policy of the Comprehensive Plan will be furthered.

2. The proposed amendment furthers the purposes of the Community Development Code and other City ordinances and actions designed to implement the Plan.

The proposed text amendment will further the purposes of the CDC in that it will be consistent with the following purposes set forth in CDC Section 1-103:

Sec. 1-103.A. It is the purpose of this Development Code to implement the Comprehensive Plan of the city; to promote the health, safety, general welfare and quality of life in the city; to guide the orderly growth and development of the city; to establish rules of procedure for land development approvals; to enhance the character of the city and the preservation of neighborhoods; and to enhance the quality of life of all residents and property owners of the city.

- Sec. 1-103.B. It is the purpose of this Community Development Code to create value for the citizens of the City of Clearwater by:
 - 1. Allowing property owners to enhance the value of their property through innovative and creative redevelopment;
 - 2. Ensuring that development and redevelopment will not have a negative impact on the value of surrounding properties and wherever practicable promoting development and redevelopment which will enhance the value of surrounding properties; and
 - 3. Strengthening the city's economy and increasing its tax base as a whole.
- Sec. 1-103.D. It is the further purpose of this Development Code to make the beautification of the city a matter of the highest priority and to require that existing and future uses and structures in the city are attractive and well-maintained to the maximum extent permitted by law.
- Sec. 1-103.E.2. Protect the character and the social and economic stability of all parts of the city through the establishment of reasonable standards which encourage the orderly and beneficial development of land within the city.
- Sec. 1-103.E.3. Protect and conserve the value of land throughout the city and the value of buildings and improvements upon the land, and minimize the conflicts among the uses of land and buildings.
- Sec. 1-103.E.4. Provide the most beneficial relationship between the uses of land and buildings and the circulation of traffic throughout the city, with particular regard for safe and efficient vehicular and pedestrian traffic movement;
- Sec. 1-103.E.8. Establish zoning districts of a size, type, location and with standards that reflect the existing and desirable characteristics of a particular area within the city;
- Sec. 1-103.E.9. Establish permitted uses corresponding with the purpose and character of the respective zoning districts and limit uses within each district to those uses specifically authorized.
- Sec. 1-103.E.11. Enumerate density, area, width, height, setback, coverage and like requirements for each district, and make appropriate distinctions between categories of use within districts, based on the general purposes of this article, the Comprehensive Plan, and existing and desired community characteristics.

The amendments proposed by this ordinance will further the above referenced purposes by implementing the aforementioned Goals, Objectives and Policies of the Comprehensive Plan.

The proposed US 19 Zoning District and Development Standards intent and purpose is to promote employment-intensive and transit-supportive forms, patterns, and intensities of development; encourage the development of mixed use destinations at major cross streets; and provide for the design of safe, attractive, and accessible settings for working, living, and shopping consistent with the strategies defined in the US 19 Corridor Redevelopment Plan. These standards will further the purposes by ensuring that existing and future uses and structures in the city are attractive without having a negative impact on the value of surrounding properties. Additionally, safe and efficient movement of all modes of transportation is addressed through the new standards.

SUMMARY AND RECOMMENDATION:

The proposed amendment to the Community Development Code is consistent with and will further the goals of the Clearwater Comprehensive Plan and the purposes of the Community Development Code. Based upon the above, the Planning and Development Department recommends **APPROVAL** of Ordinance No. 8988-17 that amends the Community Development Code.

Prepared by Planning and Development Department Staff: _	
	Lauren Matzke, AICP
	Long Range Planning Manager
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ATTACHMENTS: Ordinance No. 8988-17
Resume