#### REPORT OF THE PLANNING AND DEVELOPMENT DEPARTMENT

The Planning and Development Department hereby forwards to the Planning Commission, Land Use and Zoning Committee, and City Council its comments and recommendations on:

#### **ORDINANCE 2019-879**

AN ORDINANCE AMENDING CHAPTER 656 (ZONING CODE), ORDINANCE CODE; PART 3 (SCHEDULE OF DISTRICT REGULATIONS), SUBPART S (RENEW ARLINGTON OVERLAY), **SECTIONS ZONING** 656.399.56 (BOUNDARIES OF ZONING OVERLAY AREA),656.399.57 (APPLICABILITY), 656.399.61 656.399.59 **SECTION (ADMINISTRATIVE** (DEFINITIONS), DEVIATIONS); CREATING NEW SECTIONS 656.399.63 (RENEW ARLINGTON DESIGN REVIEW ("RADR") TEAM) AND 656.399.64 (RA/CRA ZONING OVERLAY ADMINISTRATIVE DEVIATIONS), TO CREATE A CONSOLIDATED **PLANNING** PROCESS WITHIN THE AND DEVELOPMENT DEPARTMENT FOR PROPERTIES WITHIN THE RA/CRA ZONING OVERLAY AREA THAT WERE OUT OF CONFORMANCE WITH THE OVERLAY GUIDELINES FOR FENCES, LANDSCAPING/LANDSCAPE BUFFERS AND SIGNAGE ON JULY 1, 2019, AND ARE NOW REQUIRED TO CONFORM BY A DATE CERTAIN; PROVIDING A DIRECTIVE TO THE MUNICIPAL CODE CORPORATION TO INSERT A DATE CERTAIN; PROVIDING AN EFFECTIVE DATE.

#### I. GENERAL INFORMATION

The bill amends the Renew Arlington Zoning Overlay by creating new sections for the Renew Arlington Design Review (RADR) team and to create a consolidated review process within the Planning and Development Department for properties within the zoning overlay that are out of conformance with the overlay guidelines for fences, landscaping, landscape buffers, and signage.

#### II. EVALUATION

#### A. The need and justification for the change

Within the boundaries of the Renew Arlington Zoning Overlay, there are numerous properties subject to mandatory compliance with fencing, landscaping, and signage. Conformance is required no later than December 31, 2024 or five years plus 90 days after approval of grant program to help mitigate the cost of compliance by the Renew Arlington CRA Board. This bill creates a Renew Arlington Design Review Team composed of Planning and Development Department staff professionals to review proposed site designs for property owners faced with meeting the compliance elements without triggering the need for a complete civil engineering plan review. If the site plan requires an Administrative Deviation for relief, the RADR Team will provide a staff recommendation to the Zoning Administrator. This bill also creates specific Renew Arlington Zoning Overlay criteria for Administrative Deviations within the overlay.

#### B. Consistency with the Comprehensive Plan.

This bill is consistent with and furthers numerous Goals, Objectives, and Policies of the Comprehensive Plan Future Land Use Element:

<u>FLUE Policy 1.1.8:</u> Ensure that all future development and redevelopment meets or exceeds the requirements of all Land Development Regulations, including, but not limited to zoning, subdivision of land, landscape and tree protection regulations, and signage.

<u>FLUE Policy 2.2.8:</u> Encourage the redevelopment and revitalization of run-down and/or under-utilized commercial areas through a combination of regulatory techniques, incentives, and land use planning. Adopt redevelopment and revitalization strategies and incentives for private reinvestment in under-utilized residential and/or commercial areas where adequate infrastructure to support redevelopment exists.

<u>FLUE Policy 3.2.2:</u> The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.

<u>FLUE Objective 6.3:</u> The City shall accommodate growth in Jacksonville by encouraging and facilitation new infill development and redevelopment on vacant, bypassed and underutilized land within areas that already have infrastructure, utilities, and public facilities, while addressing the needs of City residents.

#### III. RECOMMENDATION

The Planning and Development Department recommends that Ordinance 2019-879 be **APPROVED**.

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**ORDINANCE** 2019-879

AN ORDINANCE AMENDING CHAPTER 656 (ZONING CODE), ORDINANCE CODE; PART 3 (SCHEDULE OF DISTRICT REGULATIONS), SUBPART S (RENEW ARLINGTON ZONING OVERLAY), SECTIONS 656.399.56 (BOUNDARIES OF ZONING OVERLAY AREA),656.399.57 (APPLICABILITY), 656.399.59 (DEFINITIONS), SECTION 656.399.61 (ADMINISTRATIVE DEVIATIONS); CREATING NEW SECTIONS 656.399.63 (RENEW ARLINGTON DESIGN REVIEW ("RADR") TEAM) AND 656.399.64 (RA/CRA ZONING OVERLAY ADMINISTRATIVE DEVIATIONS), TO CREATE A CONSOLIDATED REVIEW PROCESS WITHIN THE PLANNING AND DEVELOPMENT DEPARTMENT FOR PROPERTIES WITHIN THE RA/CRA ZONING OVERLAY AREA THAT WERE OUT OF CONFORMANCE WITH THE OVERLAY GUIDELINES FOR FENCES, LANDSCAPING/LANDSCAPE BUFFERS AND SIGNAGE ON JULY 1, 2019, AND ARE NOW REQUIRED TO CONFORM BY A DATE CERTAIN; PROVIDING A DIRECTIVE TO THE MUNICIPAL CODE CORPORATION TO INSERT A DATE CERTAIN; PROVIDING AN EFFECTIVE DATE.

BE IT ORDAINED by the Council of the City of Jacksonville:

Section 1. Chapter 656 (Zoning Code), PART 3. (SCHEDULE OF DISTRICT REGULATIONS), SUBPART S. (RENEW ARLINGTON ZONING OVERLAY), Ordinance Code, Amended. Chapter 656 (ZONING CODE), PART 3. (SCHEDULE OF DISTRICT REGULATIONS), Subpart S (Renew Arlington Zoning Overlay), Ordinance Code, is hereby amended to read as follows:

CHAPTER 656. ZONING CODE.

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PART 3. SCHEDULE OF DISTRICT REGULATIONS

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#### SUBPART S. RENEW ARLINGTON ZONING OVERLAY

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Sec. 656.399.56. - Boundaries of zoning overlay area Zoning Overlay Area.

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#### Sec. 656.399.57. - Applicability.

A. Unless otherwise stated in this Subpart, when the regulations of this Zoning Overlay impose a different restriction upon the use of buildings or land, or upon the height of buildings, or require other conditions than are imposed or required by other ordinances, other than those ordinances approving Planned Unit Development (PUD) adopted prior to this Subpart, the provisions of this Subpart shall control. Additionally, the parking requirements of this Zoning Overlay shall supersede any conflicting parking requirements set forth in Part 6 of the Zoning Code. It is intended that this Subpart shall be applied to support the RA/CRA designation and characteristics of the Redevelopment/Zoning Overlay Area and to guide development and redevelopment to support the goals and objectives contained in the Comprehensive Plan and the RA/CRA Redevelopment Plan.

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F. Unless otherwise specified in this Subpart, non-conforming High Intensity Uses, as described in subsection 656.399.60, that are located within any Character Area shall bring their existing non-conforming development characteristics such as, but not necessarily limited to, site layout; building form and finish materials; building location; parking; lighting; walkways; and screening for non-

residential and multi-family uses into compliance upon either: reoccupation of the structure when such use ceases for more than six months; or upon a Major Renovation, as that term is defined in this Subpart.

- 1. Reoccupation of the structure when such use ceases for more than six months; or
- 2. A Major Renovation, as that term is defined in this Subpart.
- G. Unless otherwise specified in this Subpart, all non-conforming uses other than High Intensity Uses that are located in any Character Area, shall bring their existing non-conforming development characteristics such as, but not necessarily limited to, parking; lighting; walkways; and screening for non-residential and multi-family uses, into compliance upon either:
  - 1. Reoccupation of the structure when such use ceases for more than six months; or
  - 2. A Major Renovation, as that term is defined in this Subpart.
- H. Mandatory Compliance elements and deadline. For purposes of the Term for mandatory compliance with these regulations for signage, screening and landscape buffers in all Character Areas, the Term shall begin on January 1, 2020 and end on December 31, 2024. Three elements of site improvements (Fencing, Landscaping/Landscape Buffers, and Signage) make up the "Mandatory Compliance elements." These elements are required to conform to this Zoning Overlay by the later of December 31, 2024, or five years plus 90 days after a grant program to help mitigate the cost of compliance is approved by the RA/CRA Board. This Mandatory Compliance is required regardless of whether the thresholds listed in subsection F or G above have been met, and is required for all Character Areas.

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Sec. 656.399.59. - Definitions. The definitions contained in Part

# 16 of the Zoning Code shall apply unless otherwise defined in this Subpart.

- A. The definitions contained in Part 16 of the Zoning Code shall apply unless otherwise defined in this Subpart.
  - 1. Brewpub means a microbrewery operating in conjunction with a restaurant.
  - 2. Building Scale means the relationship between the mass of a building and its surroundings, including the width of the street, open space, and mass of surrounding buildings.
  - 3. Major Renovation means a total cumulative expansion, repair, or renovation of existing development, not including improvements made in order to comply with this Subpart, that is greater than or equal to 50 percent of the assessed value of the lot improvements at the start of any three-year period, according to the Property Appraiser within any three-year period, or the total square footage of a structure is expanded by 50 percent or greater, as well as any cumulative square footage expansions totaling 50 percent.

Mandatory Compliance deadline means the later of December 31, 2024, or five years plus 90 days after a grant program to help mitigate the cost of compliance is approved by the RA/CRA Board.

Mandatory Compliance elements means the three design standard elements of Fences, Landscaping/Landscape Buffers and Signage, as regulated in all Character areas, that property owners are required to bring into compliance with the Zoning Overlay by the Mandatory Compliance deadline.

- 4. Mass means the three-dimensional bulk of a structure determined by the height, width, and depth.
- 5. Microbrewery means an establishment or facility in which beer is produced for on-premises consumption (taproom) where production does not exceed 10,000 barrels per year and where

off-site sales to a state licensed wholesaler do not exceed 75 percent of production. Microbreweries may sell their product to the public via a wholesaler or retailer or directly to the consumer through carry-outs or taproom.

- 6. Pedestrian Scale means the relationship between a person and their surroundings, including the width of the street and the height, mass, and design of surrounding buildings.
- 7. Public Space means public squares, greens, plazas and neighborhood parks, pocket parks, riverwalks, and pedestrian spaces.

RA/CRA Mandatory Compliance Grant means a grant, administered by the Office of Economic Development ("OED"), available to property owners with sites that were not in conformance as of July 1, 2019 with any of the three Mandatory Compliance elements. The grant is designed to aid those property owners in complying with the requirements of the Zoning Overlay. The Grant guidelines and application forms are available on the OED website.

RA/CRA Designer means a landscape architect, architect, engineer, or other designer whose services OED will provide, at no cost to the property owner, to assist the property owner with design services to formulate a schematic site plan ("site plan") in order redesign the site to obtain conformance with the Zoning Overlay, to the extent practicable. The property owner may choose to utilize the RA/CRA Designer or may use their own appropriate design professional. However, in order to utilize the consolidated review process of the Renew Arlington Design Review team, the site plan must be reviewed and approved by the RA/CRA Designer prior to submittal to the RADR team.

Renew Arlington Design Review team ("RADR") means the Planning and Development Department staff charged with providing

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a consolidated review of site plans addressing the Mandatory Compliance elements for the permitting process pursuant to Sec. 656.399.63, and for recommendations regarding Administrative Deviations pursuant to Sec. 656.399.64.

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Sec. 656.399.61. - Administrative deviations Reserved.

Administrative Deviations will be allowed for requests for relief from the strict application of this Subpart under the following conditions:

A. No Administrative Deviation will be allowed for a reduction in Lot Area for High Intensity Uses; and

B. An Administrative Deviation may be given for parking reductions only if the requirements of the Landscape Code (Part 12 of the Zoning Code) are fully met.

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Section 2. Creating 656.399.63 a new Section (RENEW ARLINGTON DESIGN REVIEW ("RADR") TEAM and 656.3993.64656.399.64 (RA/CRA ZONING OVERLAY ADMINISTRATIVE DEVIATIONS), Ordinance Code. A new Section 656.399.63 (Renew Arlington Design Review ("RADR") Team, Chapter 656 (ZONING CODE), Part 3 (Schedule of District Regulations), (Renew Arlington Zoning Overlay) Ordinance Code and Subpart S 656.399.64 (RA/CRA Zoning Overlay Administrative Deviations), Chapter 656 (ZONING CODE), Part 3 (Schedule of District Regulations), Subpart S (Renew Arlington Zoning Overlay) Ordinance Code, is hereby created to read as follows:

Sec. 656.399.63. - Renew Arlington Design Review ("RADR") Team.

A. Purpose. Because the sites within the Renew Arlington Zoning Overlay boundaries are generally smaller in size and present a unique challenge to meet the Mandatory Compliance element requirements of the Zoning Overlay due to the history of road widening and in some instances a change of use in the area from

single family residential to office, retail and service establishments, a select group of Planning and Development Department staff professionals have been chosen to review proposed site designs for property owners faced with meeting the standards of the Mandatory Compliance elements, without triggering the need for a complete civil plan ("10-set") review by the Department.

\_Property owners with sites that were not in conformance as of July 1, 2019 with any of the three Mandatory Compliance elements may apply for a RA/CRA Mandatory Compliance Grant and may avail themselves of the RA/CRA Designer. The property owner may choose to utilize the RA/CRA Designer or may use their own appropriate design professional. However, in order to utilize the RADR team process, the site plan must be reviewed and approved by the RA/CRA Designer prior to submittal to the RADR team. The RADR team will provide a consolidated review of the site design regarding the Mandatory Compliance elements within the context with of the Zoning Overlay. This will include a review of not only the Mandatory Compliance elements, but of all elements and requirements of the Zoning Overlay.

- B. Members. The Director of Planning and Development shall appoint the persons holding the following positions to the RADR team:
  - 1a. City Landscape Architect;

- 2b. Planning Services Manager;
- 3e. Chief of Current Planning, or their designee;
- 4d. Senior Traffic Technician; and
- 5e. Others as appointed by the Director as deemed necessary.
- C. Duties and Authority. While the The RADR team may only be used by property owners that are faced with meeting the standards of the Mandatory Compliance elements within the Mandatory Compliance deadline., the RADR team is responsible for reviewing not only

those elements, but all elements of the Zoning Overlay. However, if requested, the RADR team, at their discretion, may review and comment on other elements of the Zoning Overlay standards as part of the review of the Mandatory Compliance elements of a parcel.

- 1. Site Plan approval. Preliminary review of the schematic site plan by the RADR team is the first step. At this point, the RADR team will determine whether the design: (a) will require an Administrative Deviation; (b) will require conventional civil plan ("10-set") review by the Department due to the complexity of the design; or (c) may progress to construction drawings prepared by a professional for final review by the RADR team for a site development permit. The RADR team may approve site plans for permitting taking into consideration all requirements of the Zoning Overlay including the removal and/or relocation of impervious surfaces, a revision to traffic circulation and number of parking spaces, while still maintaining clear site triangles and general functionality of the site.
- Administrative Deviation staff report. If one or more Administrative Deviations are required for <a href="mailto:ultimate\_final">ultimate\_final</a>
  site plan approval, the RADR team is responsible for providing a staff recommendation to the Zoning Administrator considering each of the RA/CRA Zoning Overlay Deviation Criteria as listed in Sec. 656.399.64 as related to the <a href="mailto:Mandatory Compliance element(s)">Mandatory Compliance element(s)</a> at issue. If Administrative Deviation(s) are required, those must be sought prior to a final approval of the site plan. At their discretion, if the design requires an Administrative Deviation for an element or elements in addition to the Mandatory Compliance elements, the RADR team may include that element or elements in their staff report to the Zoning Administrator.

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- 3. Further review. If the redesign of the site is particularly complex, it may become necessary for the submittal to proceed through the conventional Development Services Division process.
- D. Applicant Eligibility. Only owners of properties which contain the Mandatory Compliance elements of a Fence, Landscaping/Landscape Buffer, or a Sign existing as of July 1, 2019 that is not in compliance with the Zoning Overlay, or which property lacks a compliant Fence, or Landscaping/Landscape Buffer, or Sign on July 1, 2019, are entitled to utilize of the RADR team. The site plan presented to the RADR team must have been prepared by or approved by the RA/CRA Designer prior to submittal to the RADR team.
- E. Development Procedure and Process for permit to bring the Mandatory Compliance elements of Fencing, Landscaping/Landscape Buffer and Signage into compliance. All applicants shall provide the following information to the RADR team:
  - 1. A City Development Number ("CDN") may be is required in order to submit plans for preliminary review, but will be required for submittal of plans for final review. The City Development Number Request Form, available in the Concurrency and Mobility Handbook, System must indicate in Management "Development/Project Name" field that this project is within the Renew Arlington Zoning Overlay. The Form should be submitted to the Development Services Division Concurrency and Mobility Management Systems Office.
  - 2. A vicinity plan and digital photographs showing the project in relation to the surrounding blocks and streets (include all properties within a minimum of 300 feet of project property boundary lines);
  - 3. A boundary survey of existing property showing all buildings,

protected trees, and impervious areas on the subject site as well as the buildings, driveways and other impervious surfaces within 100 linear feet from all property lines, including the right-of-way line.

- 4. If impervious areas are to be added, relocated, or rebuilt which would likely effect current drainage patterns, the applicant must also provide a topographical survey and site design drawings prepared by an appropriate registered professional which shall include, as a minimum, storm drainage systems consistent with the City's Land Development Procedures Manual, City of Jacksonville ordinances, and the St. Johns River Water Management District requirements. The RADR team has the discretion to request additional information relative to the design.
- 5. The applicant shall provide a schematic site plan ("site plan") drawn to nominal scale such as 1"=10' or 1"=20' by a landscape architect, architect, engineer or other qualified person. The site plan must either be prepared by or reviewed by the RA/CRA Designer prior to submittal to the RADR team.
- F. RADR preliminary review for Site Development permit.
  - 1. The RADR team shall review site plans at least monthly, if any have been submitted.
  - 2. The RADR team shall determine if the site plan is in compliance with not only the Mandatory Compliance elements, but also the Zoning Overlay requirements in totality as they apply to that particular site and the Zoning Overlay.
    - a. If the site plan is in compliance with the Zoning Overlay, the property is eligible for a Site Development permit relative to those elements. At this point, the property owner could proceed with construction documents prepared by a licensed professional for final review by the RADR

### team and issuance of the Site Development permit.

- b. If the site plan is not in compliance with the Zoning Overlay and an Administrative Deviation is required, the RADR team shall prepare and forward a staff report with a recommendation regarding the Administrative Deviation to the Zoning Administrator regarding the Mandatory Compliance elements. At their option, the RADR team may also include elements additional to the Mandatory Compliance elements in the report for consideration by the Zoning Administrator.
- c. The staff report shall consider each of the RA/CRA Zoning
   Overlay Administrative Deviation Criteria for each
   Deviation sought.
- d. The Zoning Administrator shall follow the procedures for public input pursuant to Part 1 of the Zoning Code (Chapter 656, Ordinance Code).
- 3. RADR final review for Site Development permit. If the Administrative Deviation(s) is approved, at this point the property owner could proceed with construction documents prepared by a licensed professional for final review by the RADR team and issuance of the site Development permit. If the Administrative Deviation is denied, the property owner may appeal pursuant to this Subpart, or significantly redesign the site plan for resubmittal.

## Section 656.399.64. - RA/CRA Zoning Overlay Administrative Deviations.

A. Administrative Deviation requests heard by Zoning Administrator.

Pursuant to Sec. 656.101, Ordinance Code, an Administrative

Deviation may be granted by the Zoning Administrator, after due

notice and hearing, for a relaxation of certain Zoning Code

requirements. Notwithstanding items for which deviations may be

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allowed in other areas of Jacksonville, within the Renew Arlington Zoning Overlay, the Zoning Administrator may allow deviations for the following:

- Reduce minimum lot area, unless the property is a High Intensity
   Use as described in this Zoning Overlay;
- 2. Reduce required yards;
- 3. Reduce the minimum number of required off-street parking spaces, so long as the landscaping requirements of this Zoning Overlay are fully met;
- 4. Reduce the minimum landscaping requirements;
- 5. Increase the maximum lot coverage;
- 6. Adjust required driveway aisle widths, parking stall dimensions, and allow tandem parking;
- 7. Consider on-street parking to meet parking requirements;
- 8. Increase the allowable maximum height of structures, including fences, but not signs;
- 9. Increase the maximum number of off-street parking spaces so long as the landscaping is not also reduced, and either a professional study indicating that more spaces are warranted is performed and approved by the Department, or the request is consistent with the current edition of the ITE parking Generation Manual; and
- 10. Decrease lot width so long as at least 80 percent of the existing context development pattern is similar.
- B. Review. In order to approve a <u>D</u>deviation, the Zoning Administrator must find in the affirmative for each of the RA/CRA Zoning Overlay Deviation Criteria below and report on the balance between the interest of the public, the property owner, and the community.
- C. RA/CRA Zoning Overlay Deviation Criteria.
  - 1. There are unique site characteristics such as parcel shape, location, existing utility easements, etc. that prevent development consistent with the Zoning Overlay

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Regulations.

- 2. The effect of the proposed Deviation is consistent with and furthers the objectives, policies, design and intentions of the Zoning Overlay;
- 3. The proposed Deviation will not diminish property values in the area surrounding the site and will not interfere with or injure the rights of adjacent properties but would accomplish an additional public benefit;
- 4. The request is not a self-imposed hardship; and
- 5. The proposed Deviation will not be detrimental to the public health, safety or welfare, result in additional public expense or the creation of nuisances.
- D. Appeals of <u>Zoning Administrator's Decision on Administrative</u>

  Deviation. Appeals from the decision of the Zoning Administrator

  on a property within the RA/CRA Zoning Overlay Area shall not be
  to the Planning Commission, but rather to the City Council.
  - 1. Standing. The Applicant or any other adversely affected person may appeal a final written decision of the Zoning Administrator.
  - 2. Notice. Notice of Appeal shall be provided to the Legislative Services Division within 14 days of the effective date of the written decision, and shall be accompanied by a filing fee as found in www.coj.net/fees, together with a notification fee for each required notification. The Notice of Appeal shall be in a form created by the Planning and Development staff in consultation with the Office of General Counsel.
  - 3. Standard of Review. The Council's review of the appeal shall be limited to a consideration of whether:
    - a. The applicable design criteria contained in the Zoning Overlay were properly applied by the Zoning Administrator;
    - b. The decision was supported by competent, substantial evidence; and

- c. Procedural due process was afforded.
- 4. Procedural Matters. The appellate procedure in Sec. 656.142,

  Ordinance Code, shall be followed. The Council shall have the authority to:
  - a. Adjourn, continue, or grant extensions of time for compliance with these rules, whether or not requested by a party, provided no requirement of law is violated;
  - b. Keep a record of all persons requesting notice of the decision in each case;
  - c. Grant withdrawal requests by the appellant;
  - d. Enter into settlement agreements regarding the matter appealed, so long as there is no financial impact to the City; and
  - e. Individually view the property which is the subject of the appeal.
- 5. Decision. The Council may affirm or reverse each written decision, or it may remand the matter back to the Zoning Administrator with specific instructions for further action. The Council's decision shall be reduced to writing and shall become effective upon filing the decision with Legislative Services.
- E. Appeal of City Council decision to the Courts. The decision of the City Council constitutes the final agency action of the City of Jacksonville relative to the request. These decisions may be challenged by any person with standing as authorized by state law.
- F. Return of fees and notice cost. If the Administrative Deviation is approved upon appeal to either the City Council or Court, the property owner is entitled to the return of the City filing fee and notice costs for the appeal.
- Section 32. Directive to the Municipal Code Corporation. The Municipal Code Corporation ("Municode") is directed to insert a date certain, which shall be supplied by the Office of

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Office of General Counsel

Section 43.

Form Approved:

Legislation Prepared By: Susan C. Grandin

locations it appears in this Code revision.

effective without the Mayor's signature.

General Counsel, for the term "the later of December 31, 2024, or

five years plus 90 days after a grant program to help mitigate the

cost of compliance is approved by the RA/CRA Board" in the several

become effective upon signature by the Mayor or upon becoming

Effective Date. This ordinance

shall

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