

Government of the District of Columbia
ZONING COMMISSION



ZONING COMMISSION ORDER NO. 556
Case No. 87-19C
January 11, 1988
(PUD @ 1001 New York Avenue, N.W.)

Pursuant to notice, a public hearing of the Zoning Commission for District of Columbia was held on September 21 and 24, 1987. At those hearing sessions, the Zoning Commission considered an application from the Hadid Development Corporation for consolidated review and approval of a Planned Unit Development (PUD), pursuant to Section 2400 of the District of Columbia Municipal Regulations (DCMR), Title 11, Zoning. The public hearing was conducted in accordance with the provisions of Chapter 30 of that title.

FINDINGS OF FACT

1. By Z. C. Order No. 532 dated May 11, 1987, the Zoning Commission denied, without hearing and without prejudice, the original application in Z.C. Case No. 87-19C.
2. That application, which was filed on March 31, 1987, requested consolidated review and approval of a PUD and map amendment from HR/C-3-C to C-4 for lots 8, 17, 811, 812, and 826 through 828 in Square 343 located at 1001 New York Avenue, N.W.
3. The applicant proposed to construct a twelve-story retail/office building with approximately 17,000 square feet of retail/office space on the first level below grade, 8,000 square feet of retail on the ground level, and 210,000 square feet of office on levels two through twelve. The building would have had a height of 130 feet and a floor area ratio (FAR) of 9.5.
4. The applicant further proposed to provide an internal atrium; underground parking for 166 automobiles; upgrade the median strip along New York Avenue, and the grounds, including lighting, of the Old Carnegie Library, and contribute \$1.15 million for acquisition and rehabilitation of low-moderate income housing off site, within the Shaw area.
5. By letter dated May 21, 1987, counsel for the applicant requested the Commission to reconsider its decision to deny the application without hearing. The applicant

proposed to revise its application with the following major changes:

- a. Withdraw the request to rezone the PUD site from HR/C-3-C to C-4;
 - b. Reduce the proposed density of the project from 9.5 FAR to 9.3 FAR; and
 - c. Increase the applicant's contribution to a housing linkage fund from \$1.15 million to \$1.4 million.
6. The Zoning Commission received letters in support of the request for reconsideration from Councilmembers Charlene D. Jarvis dated May 21, 1987 and John A. Wilson dated May 20, 1987, the Shaw/Coalition Redevelopment Corp. dated May 20, 1987, and the Washington Convention Center dated May 22, 1987.
 7. The District of Columbia Office of Planning, by memorandum dated May 28, 1987, supported the scheduling of a public hearing on the revised application.
 8. On June 8, 1987 at its regular monthly meeting, the Zoning Commission authorized the scheduling of a public hearing on the revised application.
 9. By prehearing submission dated July 23, 1987, the applicant requests consolidated review and approval of a Planned Unit Development (PUD) for lots 8, 17, 811, 812, and 826-828 in Square 343 at 1001 New York Avenue, N.W. The PUD site is zoned HR/C-3-C, comprises approximately 25,600 square feet of land area, and is bounded by 10th Street, K Street, New York Avenue, and a public alley. No change of zoning is requested.
 10. The applicant proposes to construct a twelve-story retail/office building with a total gross floor area of 237,848 square feet, an FAR of 9.3, a height of 130 feet, a lot occupancy of 91.7 percent, underground parking for 163 cars, and three (3) loading berths. The applicant also proposes an off-site housing amenity, including a housing linkage program contribution of \$1.4 million or, in the alternative, the development of housing somewhere within the boundary of ANC-2C.
 11. The C-3-C District permits matter-of-right major business and employment centers of medium/high density development, maximum height of ninety feet, a maximum FAR of 6.5 for residential and other permitted uses, and a maximum lot occupancy of one-hundred percent.
 12. The HR (hotel/residential incentive overlay) permits development incentives for residential and hotel uses,

- only, to a maximum FAR of 8.5 and a maximum height, as permitted by the "Act to Regulate the Height of Buildings, June 1, 1910, as amended". The HR District is mapped in combination with other Districts.
13. Under the PUD process of the Zoning Regulations, the Zoning Commission has the authority to consider the application as a first-stage PUD. The Commission may also impose development conditions, guidelines, and standards which may exceed or be lesser than the matter-of-right standards identified above. The Zoning Commission may also approve uses that are permitted as a special exception and would otherwise require approval by the Board of Zoning Adjustment (BZA).
 14. The District of Columbia Generalized Land Use Element of The Comprehensive Plan for the National Capital designates the PUD site as being included in the high density residential and commercial land use categories.
 15. The zoning pattern immediately north, south, east, and west of the site is HR/C-3-C. Further north is HR/SP-2, further northeast and east is C-3-C, HR/R-5-D and HR/SP-2, and further west and south is C-4.
 16. The PUD site is presently occupied by surface parking and two small commercial structures that are now vacant. The site is located immediately to the north of the Convention Center across New York Avenue at 10th Street, N.W. which terminates at this location to accommodate the Convention Center before starting again to the south. New York Avenue is a wide street with a landscaped median. The site faces Square 372 to the east which is being used for the most part for surface parking. Across K Street and diagonally across from the subject site is a small building site being advertised for sale. Directly across the subject site is an eight-story office building with some deteriorated townhouses. Across the ten-foot alley to the west is a parking structure for a car rental company and some rowhouses facing 11th Street and occupied by businesses such as the Printing and Rubber Stamps Shop and Reliable Home Appliances.
 17. The architect for the applicant, by testimony presented at the public hearing indicated that the project is a twelve-story office building with four levels of below grade uses. Three of those levels are for parking and one level is for retail and service space. The majority of the above-grade levels will be occupied by general office use except two levels of retail and restaurant space on the first and second floors. The main feature of the building will be an eleven-story atrium, which will give the building a central definition and

emphasizes its entrance. Inside the atrium, there will be granite and marble floors. He further indicated that there will be a twenty (20) foot wide covered thirty (30) foot high colonnade along the frontages at 10th Street and New York Avenue. He stated that the colonnade with a depth of twenty (20) feet, would become a grand passageway along the base of the building.

18. The architect testified at the public hearing and through a post-hearing submission that the proposed 130 foot height and 9.3 FAR of the building is consistent with a number of new and proposed buildings which are located within three to four block radius of the PUD site. He further indicated that the small 2-3 story buildings immediately surrounding the PUD site are being assembled for redevelopment and will eventually be developed with 9-12 story office buildings, which will be consistent with the proposed project.
19. The applicant's economic analyst presented testimony at the hearing that, although located in an HR Overlay Zone, neither hotel nor residential development is feasible in the short or long term. He indicated that there is an adequate number of hotels in the area to service the Washington Convention Center and that it would not be prudent to build another hotel in this location. Further, he indicated that land costs would dictate that any hotel on the site charge effective room rates in excess of \$160 per night and therefore compete with a number of new and newly refurbished hotels having a better location and more favorable conditions. Luxury hotel rooms would not be economically feasible on the site.
20. The applicant's traffic consultant testified that the proposed PUD project would have a modest effect on existing traffic and levels of service on surrounding roadways. He indicated that a maximum change in the utilization of only seven (7) percent is anticipated in the worst case, with the average being only three (3) to five (5) percent, including changes due to projected growth. He further indicated that a matter-of-right building on the PUD site would result in the same levels of service as does the proposed PUD building. He indicated that the number of loading berths provided by the applicant is acceptable to service the building.
21. At the public hearing, the applicant testified that the proposed 130 height and 9.3 FAR is appropriate, given the site's prominent location along the New York Avenue corridor which requires a building of significant stature and architecture.

22. He further testified that the applicant would contribute funds to a Housing Linkage Program at a rate of \$20.00 per square foot of additional commercial FAR over and above 6.5 FAR, and that the applicant had entered into an agreement with the Shaw/Coalition Redevelopment Corporation (SCRC), a community-based non-profit origination, whereby the applicant will fund the purchase and development of low and moderate income housing.
23. He stated that SCRC with the aid of a housing developer would develop the housing project; and that the applicant will oversee the development and exercise control over the housing project when necessary. The agreement between SCRC and the applicant had been filed in the record of the case.
24. The applicant indicated that it had worked very closely with SCRC, Advisory Neighborhood Commission (ANC) 2C, and the law firm of Leftwich, Moore and Douglas in researching and selecting an appropriate site for the Housing Linkage Program. Based on extensive meetings and research with community groups, the applicant proposed to renovate the housing sites at 1223 and 1229 12th Street, N.W., which would yield forty-four (44) housing units, or renovate and improve the housing site at 1721 - 13th Street, N.W., the Phyllis Wheatley Annex site, which thirty (30) housing units.
25. The applicant testified that the proposed project is consistent with the goals and objectives of the PUD process and will include amenities and benefits which would not otherwise be guaranteed through matter-of-right development, including the following:
 - a. Increased employment and tax revenues for the District of Columbia by over \$1.5 million annually;
 - b. Provide \$1.4 million in housing linkage funds for low and moderate income housing;
 - c. Result in 900 new jobs for D.C. residents utilizing the District's First Source Program;
 - d. Create life and activity along the New York Avenue corridor of the City;
 - e. Replace a surface parking lot with a well-designed office-retail building containing 163 parking spaces and a restaurant and outdoor cafe;
 - f. Result in the contribution of \$25,000 to the improvement and beautification of the Convention

Center Plaza and \$25,000 to the beautification of the Mt. Vernon Square Library area;

- g. Provision of 163 parking spaces during evenings and on weekends for patrons of the Convention Center, at discount rates;
 - h. Provide a 2,500 square foot atrium for use by the Convention Center for hosting private parties and other functions;
 - i. Increase job opportunities for certified minority business enterprises thus contributing to the goals of the Minority Business Opportunity Commission ("MBOC"). The applicant has agreed to participate in the first source employment with MBOC with a target of 25 percent to 35 percent of construction contracts for minority businesses;
 - j. Provide an opportunity for a non-profit community-based organization, that is, SCRC, to develop and share in profits from successful housing development;
 - k. Will result in the development of a project which will enhance and complement the Washington Convention Center; and
 - l. The development of off-site housing through a housing linkage program.
26. The District of Columbia Office of Planning (OP), by memorandum dated September 11, 1987 and by testimony presented at the public hearing, supported the application and recommended that the \$1.4 million be contributed by the applicant for housing. OP indicated that the proposed project would result in the provision of a retail/office building on the PUD site, which is located in an area where development activity is currently taking place and it would result in the provision of low and moderate income housing at a nearby site in the Shaw area. This combination would satisfy the mixed-use designation of the PUD site as designated on the Comprehensive Plan.
27. The District of Columbia Department of Public Works (DPW), by memoranda dated August 31 and September 11, 1987 and by testimony presented at the public hearing, had no objections to the project, having reviewed the transportation system, parking and loading facilities, and water and sewer capabilities.
28. The District of Columbia Fire Department (DCFD), by memorandum dated August 13, 1987, indicated that it had no objections to the development, provided that a

complete sprinkler system be installed through the structure and the garage.

29. The Washington Convention Center (WCC), by letter dated September 21, 1987, supported the project because the restaurant, availability of additional parking, and the outdoor cafe will benefit the area.
30. Advisory Neighborhood Commission (ANC) 2C, by reports dated September 9 & 14, 1987 and October 8, 1987 and by testimony presented at the public hearing, supported the application. ANC-2C expressed its preference for the following:
 - a. That the housing units be occupied by low and moderate income homeowner families, as oppose to rental families;
 - b. That the properties on 12th Street be renovated; as oppose to the 13th Street property; and
 - c. That the equity incurred by the housing linkage remain with the property, as oppose to becoming a financial windfall to an occupant.
31. ANC-2C requested the Zoning Commission to do as follows:
 - a. Place a ceiling or cap on soft costs; e.g., consultants, and architects associated with the housing component;
 - b. Prohibit the use of proceeds from the housing linkage project to repay any expenses incurred by the applicant; and
 - c. Restrict the amount of "net cash flow and/or net capital proceeds" distributed to and received by SCRC.
32. The Logan Circle Community Association (LCCA), party in the proceeding, opposed the application. LCCA indicated that the office structure proposed by the applicant, at an increased height and density, defeats the purpose of creating a living downtown, and that the applicant failed to prove the economic infeasibility of constructing housing on the site. LCCA testified that the city has no official housing linkage policy and therefore should not allow a developer to create its own housing linkage proposal.
33. The Blagden Alley Neighborhood Association, party in the proceeding, testified that the applicant's housing linkage program does not conform to the District's downtown housing policies and that the District Government should not consider the application until such

time as it has a comprehensive housing linkage program in place.

34. City Councilmember John A. Wilson (Ward 2), by letter dated September 21, 1987, supported the application. He recommended the following criteria for the Commission's consideration, absent and official governing policy for housing linkage:
 - a. Linkage projects should be site specific;
 - b. Both the primary project and the linkage component should proceed simultaneously; and
 - c. The developer should guarantee both the financing of the linkage component and completion of the linkage project.
35. Not less than four (4) persons testified and/or submitted letters or statements in support of the application, largely because of the housing linkage component.
36. One person opposed the application because there is no housing linkage policy in effect.
37. The Executive Director of the Zoning Secretariat, by memorandum dated October 2, 1987, requested the Office of the Corporation Counsel (OCC) to provide the Zoning Commission with advice relative to whether the Commission should consider the proposed project height of 130 feet, pursuant to 11 DCMR 1101.6 or 11 DCMR 2403.4.
38. The Deputy Corporation Counsel, by memorandum dated October 8, 1987, indicated that although the subject site is in an HR zone district, 11 DCMR 2400 will govern the height of the project, subject to the 1910 Height Act, because the application is being processed as a PUD. To that end, the Commission has the authority to approve greater or lesser height than would be permitted as a matter-of-right.
39. The Commission concurs in general with the position of OP and OCC for the following reasons:
 - a. Although the purpose of the HR Overlay Zone is to encourage the development of housing in the downtown area, the Commission agrees that this PUD site does not lend itself to successful residential or hotel development;
 - b. The proposed 130 foot height and 9.3 FAR of the project are appropriate for this site. A height of 130 feet and a FAR of 8.5 could be established on the site as a matter-of-right, provided that at

least 2.0 FAR of hotel or residential use was provided on the site. Through the PUD process, the Zoning Commission has the authority to grant increased height and density in exchange for the provision of certain amenities;

- c. The Commission finds that the amenities provided by the applicant, are sufficient to justify the approval of the additional height and density;
- d. The Commission has considered the existing HR overlay zoning of the site and the downtown residential land use objectives of the Comprehensive Plan, and finds that approval of this project is justified by the developer's requirement toward delivering low and moderate income housing on a nearby site; and
- e. A nexus between the proposed project and the housing linkage amenity is established by virtue of the proximity of the PUD site to the proposed housing linkage site at 1223 and 1229 12th Street, N.W. and within the boundary of ANC 2C. This site is approximately one-third of a mile from the PUD site.

40. The Commission concurs with the position of DPW, DCFD, and WCC. The Commission, however, finds that it is necessary to restrict certain traffic which leaves the project during rush hours.

41. The Commission concurs with the position of ANC-2C and believes that, in its decision, it has struck an appropriate balance regarding the issues and concerns that were raised.

42. As to the concern of ANC 2C and others regarding the agreement between the applicant and SCRC, the Commission finds that it has no standing to modify or affect that agreement, but believes that it can effect its objectives more appropriately by imposing conditions of approval, as provided for by 11 DCMR 2400.

43. As to the concern regarding the lack of city housing linkage policy guidelines, the Commission agrees that it would be beneficial to have such a policy in effect before considering the application. The Commission, however, believes that it also has a responsibility to process pending applications in an objective and timely manner, as it determines whether those applications are in the best interest of the District of Columbia.

44. The Commission is mindful, however, that because there is no housing linkage trust fund established at this time, there is little assurance that housing units would be created. The Commission believes that, in its decision, it has mandated an effective means to produce housing units.
45. The Commission finds that the applicant has adequately addressed the concerns of the Department of Public Works and others in a manner that is reasonable and appropriate. The Commission further finds that the applicant has satisfied the objectives of 11 DCMR 2400.
46. The proposed action of the Zoning Commission to approve the application with conditions was referred to the National Capital Planning Commission (NCPC), pursuant to the terms of the District of Columbia Self Government and Governmental Reorganization Act. The NCPC, by report dated January 11, 1988, indicated that the proposed action of the Zoning Commission would not adversely affect the Federal Establishment or other Federal interests in the National Capital, nor be inconsistent with the Comprehensive Plan for the National Capital.

CONCLUSIONS OF LAW

1. The Planned Unit Development process is an appropriate means of controlling development of the subject site, because control of the use and site plan is essential to ensure compatibility with the neighborhood and achieve the goals and policies of the City.
2. The development of this PUD carries out the purposes of 11 DCMR 2400 to encourage the development of well-planned developments with more attractive and efficient overall planning and design not achieve under matter-of-right development.
3. The development of this PUD is compatible with city-wide and neighborhood goals, plans and programs.
4. The approval of this PUD application is consistent with the purposes of the Zoning Act, and not inconsistent with the Comprehensive Plan for the National Capital.
5. The PUD application can be approved with conditions which ensure that the development will not have an adverse affect on the surrounding community, but will enhance the neighborhood and the City and ensure neighborhood stability.
6. The approval of this application will promote orderly development in conformity with the entirety of the

District of Columbia zone plan, as embodied in the Zoning Regulations and Map of the District of Columbia.

7. The Zoning Commission has accorded to the Advisory Neighborhood Commission 2C the "great weight" to which it is entitled.
8. The conditions which require the applicant to produce a housing linkage are appropriate for the Commission to accept, in light of the Zoning Act and the particular circumstances, of this case. The Commission believes that, pursuant to 11 DCMR 2400, its authority is broad enough to effectuate the development of a stock of housing in the District of Columbia.

DECISION

In consideration of the Findings of Fact and Conclusions of Law herein, the Zoning Commission for the District of Columbia hereby orders APPROVAL of this application for consolidated review of a Planned Unit Development for lots 8,17,811,812, and 826 through 828 in Square 343 located at 1001 New York Avenue, N.W. The approval of this PUD application is subject to the following guidelines, conditions, and standards:

1. The planned unit development shall be developed substantially in accordance with the plans marked as Exhibits No. 7, 30B, 64B, and 78, as modified by the guidelines, conditions, and standards of this order.
2. The site shall be developed with a mixture of office and retail uses as permitted in the HR/C-3-C Zone District. The project shall contain retail space at grade and below grade, including a restaurant and outdoor cafe at grade, in accordance with the plans marked as Exhibit No. 30B. The entire structure and garage shall have a complete sprinkler system that is designed and installed per NFPA Standard No. 13, 1987 edition.
3. The floor area ratio for the building on the site shall not exceed 9.3.
4. The height of the building shall not exceed 130 feet. The top floors of the building shall be setback, as shown on Exhibit No. 78.
5. The lot occupancy shall not exceed 91.7 percent.
6. The development shall include a parking garage that contains a minimum of 163 spaces, consisting of full size, compact and handicapped spaces. The parking garage may be marketed for use by persons other

than the occupants of the project. The applicant shall have the flexibility to use vault space for additional parking.

7. The applicant shall make the parking garage in the PUD project available to patrons of the Washington Convention Center on weekends and during the evenings.
8. There shall be no left turns permitted on K Street by vehicles which leave the parking garage during the morning or afternoon rush hours. Restrictive signage shall be posted on the PUD site at the expense of the applicant.
9. Loading activity for the project shall be in accordance with the plans marked as Exhibit No. 64B.
10. The applicant shall cause the delivery of sixty (60) rehabilitated and/or new off-site housing units within the boundaries of ANC-2C. To do so the applicant shall coordinate its efforts with the Shaw/Coalition Redevelopment Corporation (SCRS) in delivering the sixty (60) housing units.
11. Forty-four (44) of the housing units shall result from the rehabilitation of the property at 1223 and 1229 - 12th Street, N.W., subject to the filing of a feasibility study by the applicant and the decision of the Zoning Commission on the basis of the feasibility study.
12. The remaining sixteen (16) housing units shall be located within a one-half mile radius of the PUD site and within the boundaries of ANC-2C. The applicant may, at a later time, request in writing that the Zoning Commission approve the location of all or a portion of the sixteen housing units beyond a one-half mile radius of the PUD site.
13. No building permit shall be issued for the PUD site at 1001 New York Ave., N.W. until the applicant has submitted a report to the Zoning Commission establishing that the 44 housing units can be feasibly renovated, and the Zoning Commission has approved the report.
14. The forty-four (44) housing units at 1223 and 1229 - 12th Street, N.W., shall be marketed for ownership to, and shall be occupied by, families that meet the criteria for low and moderate income families, as defined by the Department of Housing and Community Development (DHCD).
15. The sixteen (16) housing units may be marketed for

rental or ownership, but shall be occupied by families that meet the DHCD creteria for low and moderate income families.

16. In the covenant which is required by condition numbered 24 of this order, the applicant shall include a provision which insures that any increase in the value of any housing unit shall accrue to the benefit of the housing linkage project as a whole, and not to any individual owner of a housing linkage unit.
17. No certificate of occupancy shall be issued for the top three (3) floors of the PUD project at 1001 New York Avenue, N.W., until the forty-four (44) off-site housing units at 1223 and 1229 - 12th Street, N.W. have been rehabilitated and made ready for occupancy.
 - a. A "conditional" certificate of occupancy may be issued for the top three (3) floors of the PUD project, after a certificate of occupancy has been issued for the forty-four (44) housing units at 1223 and 1229 - 12th Street, N.W.
 - b. That "conditional" certificate of occupancy shall become unconditional upon the completion and readying for occupancy of all of the additional sixteen (16) off-site housing units, including the issuance of any certificate of occupancy which may be required for those units. If the sixteen (16) additional units are not made ready for occupancy within nine (9) years from the effective date of this order, the "conditional" certificate of occupancy for the top three (3) floors of 1001 New York Avenue, N.W. shall expire.
18. The applicant shall contribute the sum of \$25,000.00 to the U.S. Park Service for the beautification and enhancement of the Mt. Vernon Square Parks.
19. The applicant shall contribute the sum of \$25,000.00 to the Arts Committee of the Washington Convention Center to be used towards the beautification and enhancement of the Convention Center Plaza.
20. The applicant shall enter into a Memorandum of Understanding with the Minority Business Opportunity Commission which provides that the applicant will make a bona fide effort to award at least thirty-five (35) percent of the construction-related contracts for the project to Certified Minority Business Enterprises.
21. The applicant shall enter into a Memorandum of Understanding with Advisory Neighborhood Commission - 2C which provides that the applicant will work with ANC-2C residents and minority contractors and

- subcontractors in conjunction with development of the project.
22. The applicant shall make the atrium in the PUD project available to the Washington Convention Center for parties and functions during the evenings and on weekends.
 23. The PUD approved by the Zoning Commission shall be valid for a period of two (2) years from the effective date of this order. Within such time, application must be filed for a building permit as specified in subsections 2407.2 and 2407.3 of the Zoning Regulations. Construction shall start within three (3) years of the effective date of this order.
 24. No building permit shall be issued for this PUD until the applicant has recorded a covenant in the Land Records of the District of Columbia, between the owner and the District of Columbia and satisfactory to the Office of the Corporation Counsel and the Zoning Regulations Division of the Department of Consumer and Regulatory Affairs (DCRA), which covenant shall bind the applicant and successors in title to construct on and use this property in accordance with this order or amendments thereof, of the Zoning Commission.
 25. The Zoning Commission will not release the record of this case to the Zoning Regulations Division of the DCRA until the applicant has filed a certified copy of said covenant in the records of the Zoning Commission.
 26. The Commission retains jurisdiction to modify the terms of this order, based upon the extant record and the feasibility study which is required by conditions numbered 11 and 13 of this order.

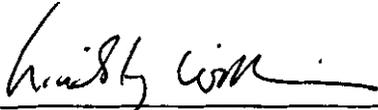
Vote of the Zoning Commission taken at the public meeting on November 16, 1987: 3-0 (Patricia N. Mathews, Maybelle T. Bennett and Lindsley Williams to approve with conditions - George M. White and John G. Parsons, not voting not having participated in the case).

The guidelines, conditions and standards were approved at the public meeting in December 14, 1987 by a vote of 3-0 (Patricia N Mathews and Lindsley Williams to approve as amended and Maybelle T. Bennett, to approve by absentee vote - John G. Parsons, not voting not having participated in the case and George M. White, not present not voting).

This order was adopted by the Zoning Commission at the public meeting on January 11, 1988 by a vote of 3-0: (Patricia N. Mathews, Maybelle T. Bennett, and Lindsley Williams, to adopt as amended - John G. Parsons, not voting not having participated in the case and George M. White, not present not voting).

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In accordance with 11 DCMR 3028, this order is final effective upon publication in the District of Columbia Register; that is on 26 FEB 1988.



LINDSLEY WILLIAMS
Chairman
Zoning Commission



EDWARD L. CURRY
Executive Director
Zoning Secretariat

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