



City of Somerville

**ZONING OVERHAUL**

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[www.somervillezoning.com](http://www.somervillezoning.com)

March 12, 2019

# Acres Still Needed

SomerVision Goal		125 acres
Space Created	19.9 ac	105 acres
Space in Planning/Design	11.85 ac	93.25 acres
Potential Additional Space	+/- 5 ac	88.25 acres

**88.25 ac.**

# The Two Big Questions

1. What share of the remaining 88.25 acres still needed will be required of new development?
2. How will the cost of the remaining need be funded?

# Regulatory Goals

To offset the increased demand for public spaces and need for capital improvements to existing public spaces that results from new development:

1. Require new master planned development in **Transform Areas** to contribute a percentage of land as actual public spaces.
2. Require development in **“other areas”** to contribute toward the Public Space Acquisition Fund

*The main intent of the citizen proposal was “to create open space and, whenever possible, generate income to pay for open space.”*

- Bill Shelton, BOA Regular Meeting, January 10, 2019

# Zoning for Public Space Creation

## Do...

- Use a straight land area based requirement that is a percentage of the area of a lot or development site; most likely less than 50%.
- Use an equitable, but not necessarily equal, land area requirement across all non-residential zoning districts
- Use a standard that produces measurable results (in known land area or potential in lieu payments)
- Require “open space” as a base requirement.
- Require “public space” or “civic space” in exchange for higher density development (ie. “density bonus”).
- Allow payments (\$\$\$) “in lieu” of “open space” when the requirement might produce non-ideal spaces.
- Allow limited “in lieu” payments (such as a 5% rule) for “public space” only to overcome site constraints.
- Consider allowing “in lieu” payments for “public space” to promote development of commercial and lab buildings.
- Require a public space linkage fee (must be approved by the MA Legislature).

## Don't...

- Use a land area requirement that is equal to most of (50+?%) or all of (100%) the area of a lot or development site.
- Use a scaling “open space” requirement that results in “taking” the economic usefulness of a lot.
- Use a recursive algorithm that produces unmeasurable results (unknown amount of land or in lieu payment).
- Require “public space” or “civic space” as a base requirement. This is a “regulatory taking” of land.
- Redefine “open space” to basically mean “public space” or “civic space”.
- Require “open space” or “public space” and a fee (double dipping) from the same property.
- Base an “in lieu” fee on floor area (\$/sf floor area) if it is intended to pay for “open space” (\$/sf land area).
- Base an “in lieu” fee on floor area (\$/sf floor area) if it is intended to pay for open space (\$/sf land area).



# Scenarios

## Version 1

- Require XX% of land in Transform Areas
- Permit a buyout to adjust to site constraints

## Version 2

- Require XX% of land in Transform Areas
- Permit a buyout to adjust to site constraints
- Charge a Public Space Linkage Fee for “other areas”

## Version 3

- Require XX% of land in Transform Areas
- Permit a limited buyout to adjust to site constraints
- Require XX% of land in Enhance Areas (others?)
- Permit a 100% buyout in Enhance Areas

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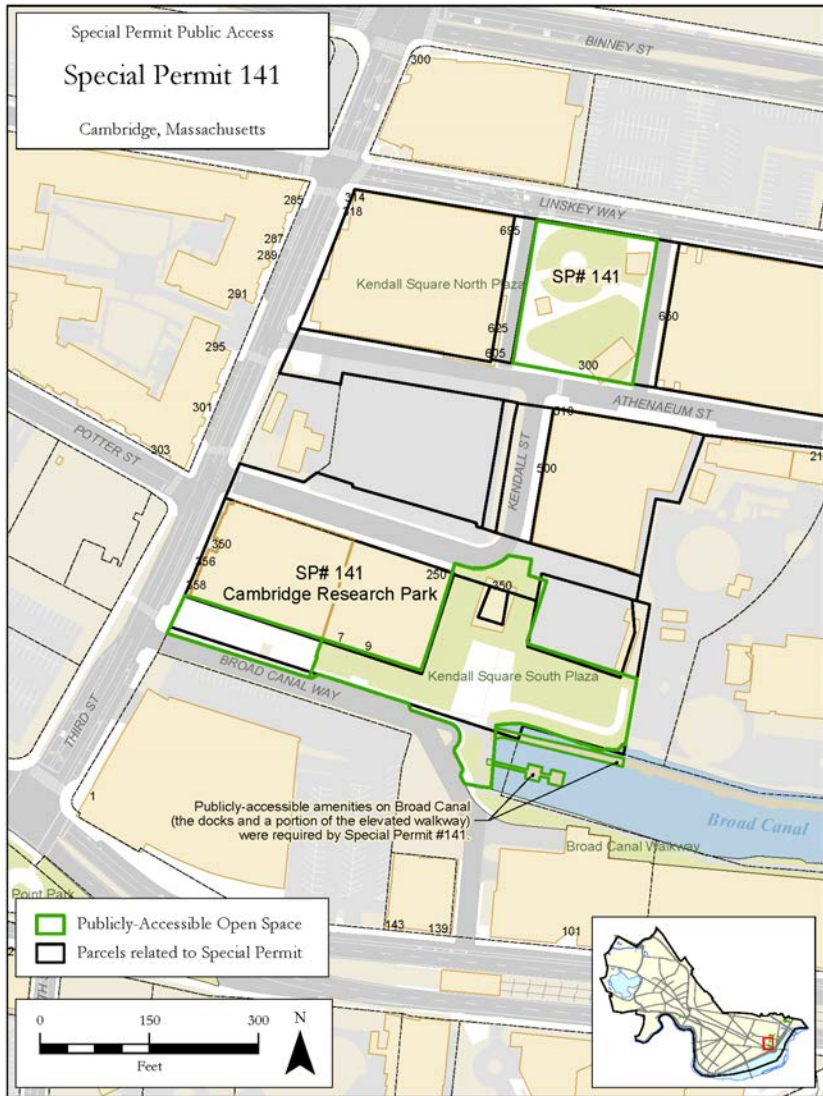
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# TRANSFORM AREAS

Boynton Yards	15.73 ac
Union East	8.27 ac
Grand Junction	22.68 ac
Brickbottom	20.66 ac
Inner Belt	81.74 ac
Assembly Square	43.73 ac
Total	192.81 ac



**Percent of Land required to be Open Space/Civic Space**

Transform Areas	Acres	Existing Zoning	Future Zoning								
		Various %	22.89%	25.0%	27.5%	30.0%	32.5%	35.0%	40.0%	45.0%	45.77%
Boynton Yards	15.73	1.77	3.60	3.93	4.33	4.72	5.11	5.51	6.29	7.08	7.20
Union East	8.27	0.61	1.89	2.07	2.27	2.48	2.69	2.89	3.31	3.72	3.79
Grand Junction	22.68	0.93	5.19	5.67	6.24	6.80	7.37	7.94	9.07	10.21	10.38
Brickbottom	20.66	0.00	4.73	5.17	5.68	6.20	6.71	7.23	8.26	9.30	9.46
Inner Belt	81.74	0.00	18.71	20.44	22.48	24.52	26.57	28.61	32.70	36.78	37.41
Assembly Square	43.73	5.47	10.01	10.93	12.03	13.12	14.21	15.31	17.49	19.68	20.02
<b>Total</b>	<b>192.81</b>	<b>8.77</b>	<b>44.13</b>	<b>48.20</b>	<b>53.02</b>	<b>57.84</b>	<b>62.66</b>	<b>67.48</b>	<b>77.12</b>	<b>86.76</b>	<b>88.25</b>
Developer Share		10%	50%	55%	60%	66%	71%	76%	87%	98%	100%
City Share (or unknown 3rd party)		90%	50%	45%	40%	34%	29%	24%	13%	2%	0%
Remaining Acres	79.48		44.11	40.05	35.23	30.41	25.59	20.77	11.13	1.48	0.00
Estimated cost to aquire, design & construct remaining acres (\$6.2M/acre)		\$ 492,746,039	\$ 273,512,554	\$ 248,289,149	\$ 218,403,599	\$ 188,518,049	\$ 158,632,499	\$ 128,746,949	\$ 68,975,849	\$ 9,204,749	\$ -

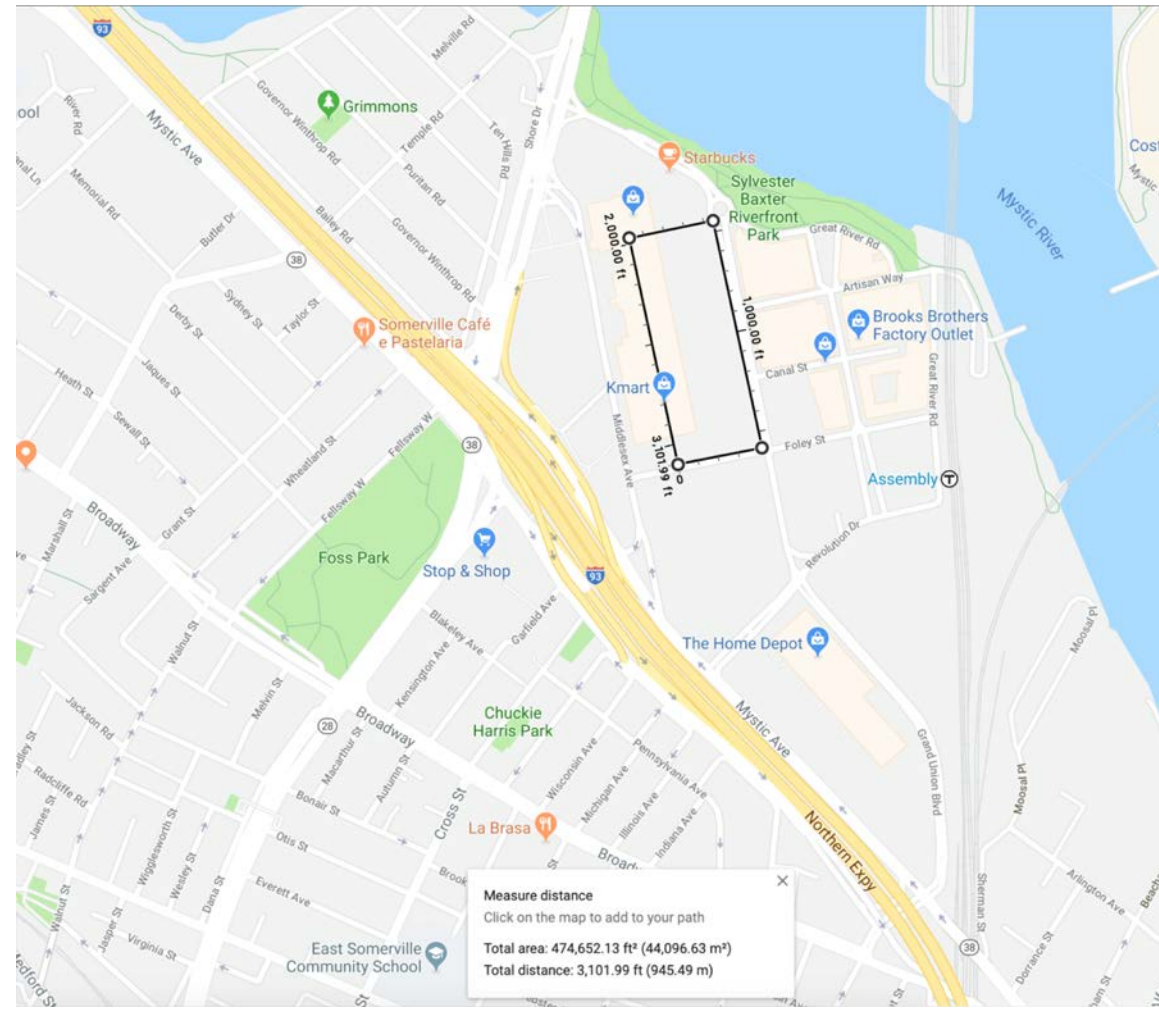
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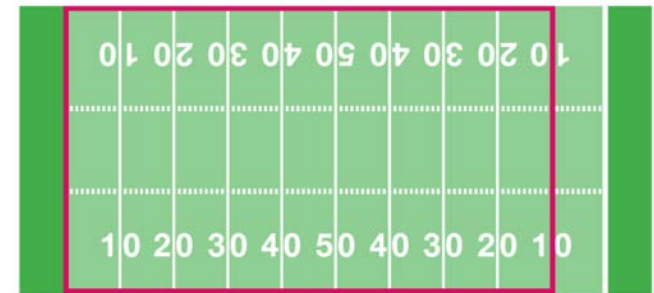
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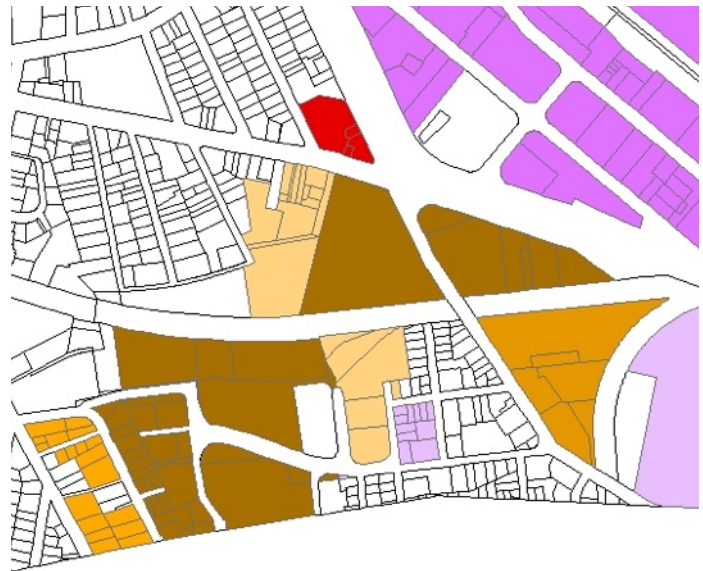
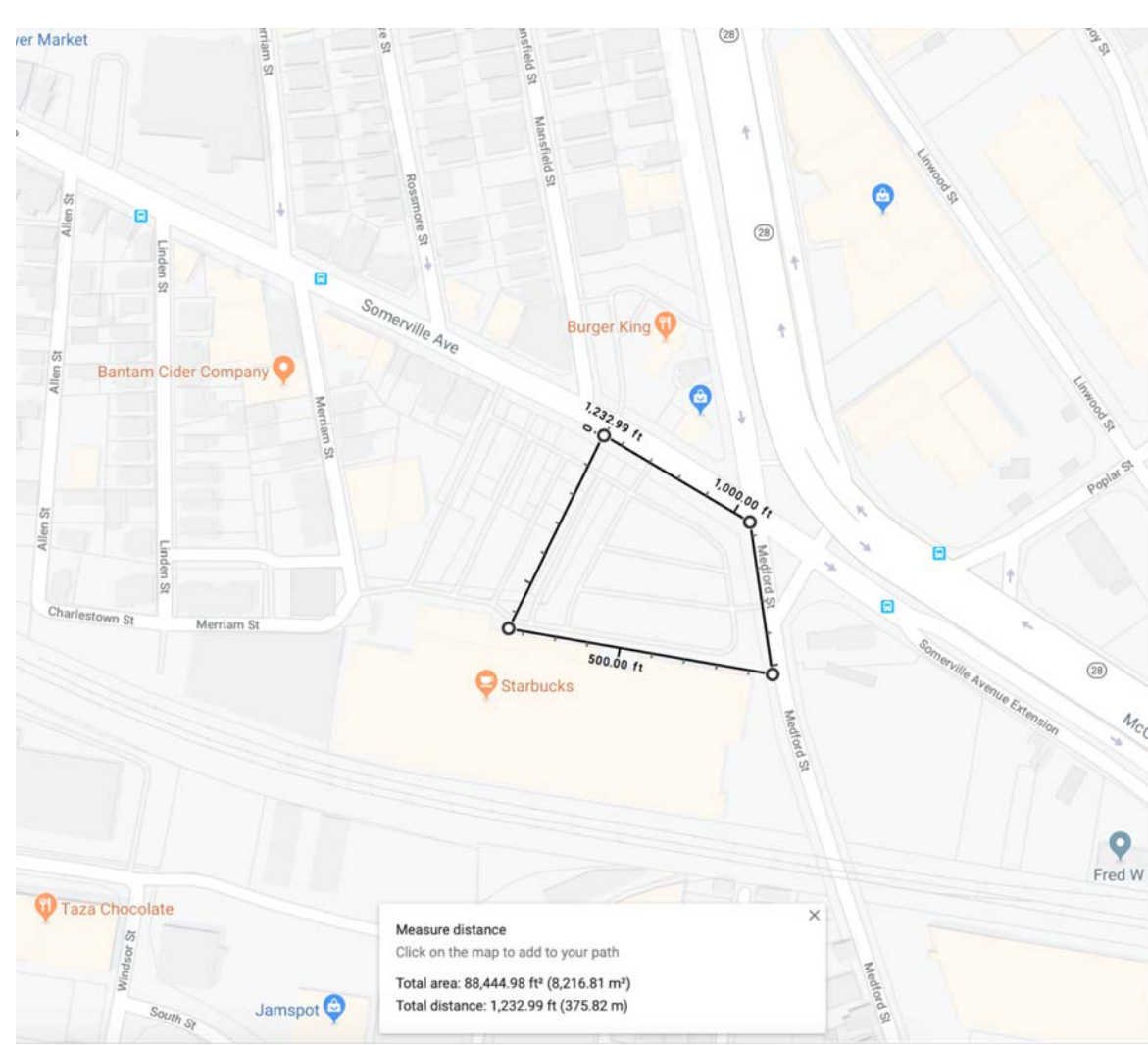




## 9.92 Football Fields

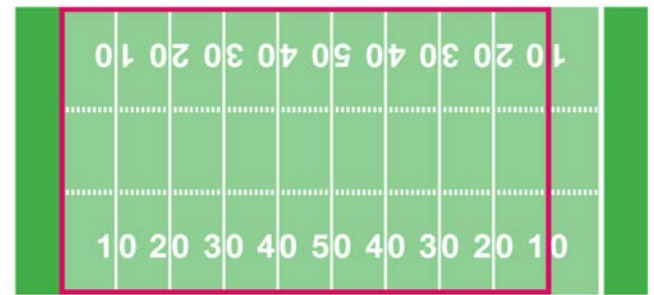
One (1) acre is about 9/10 of an American football field

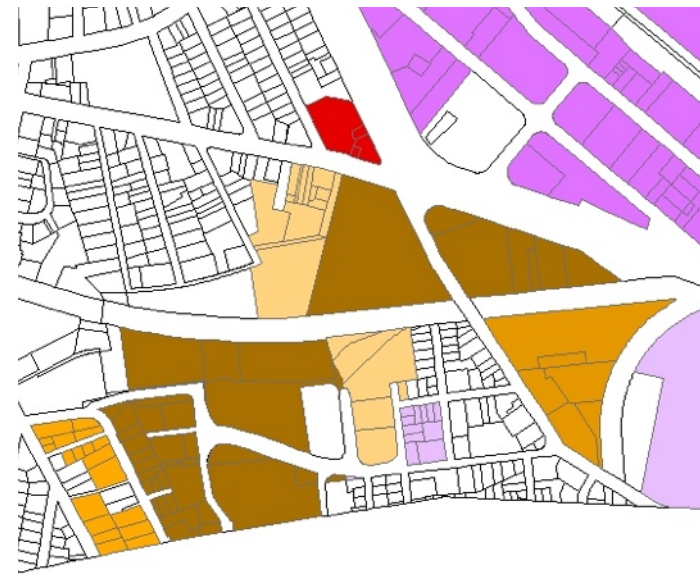
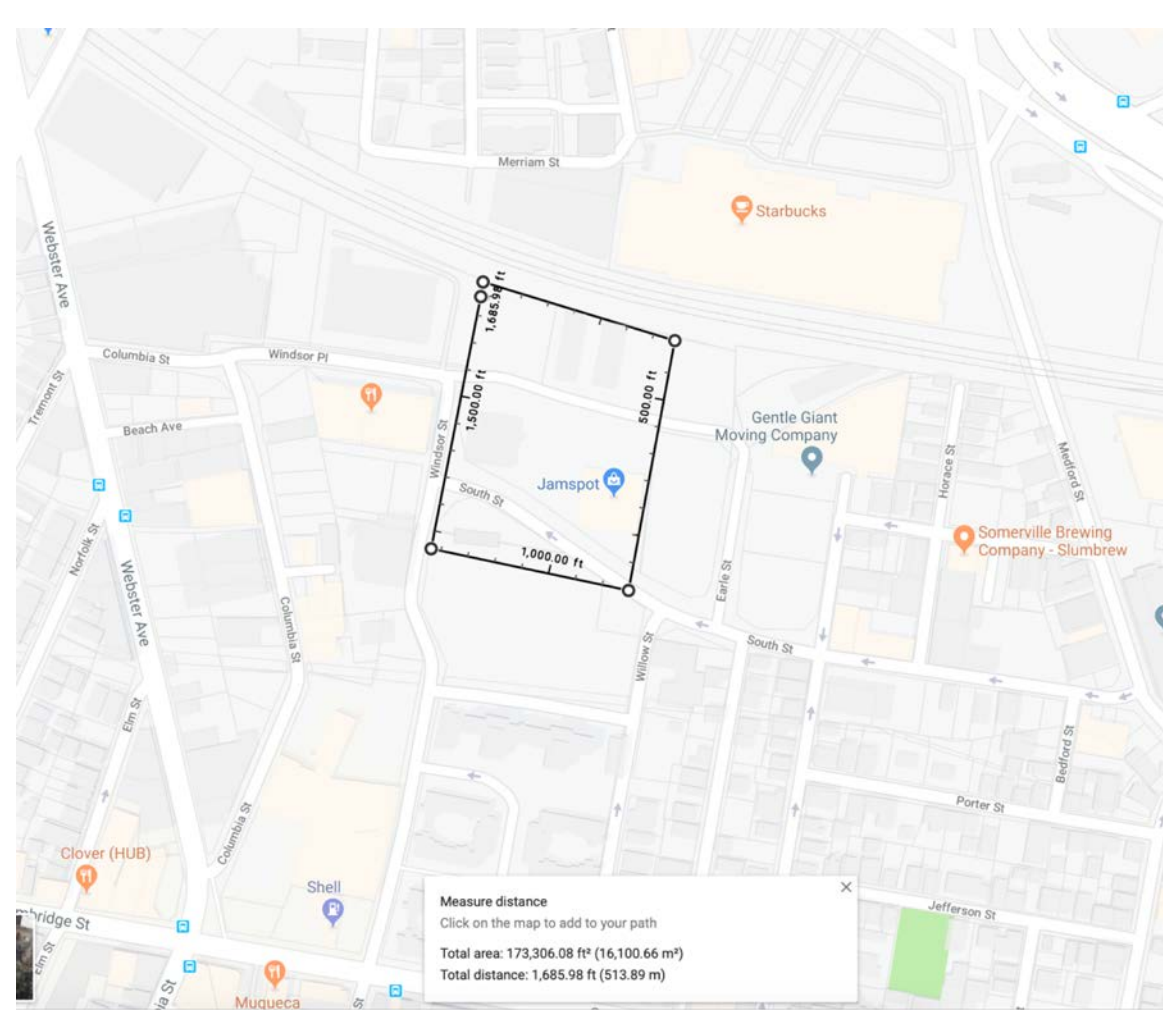




## 1.18 Football Fields

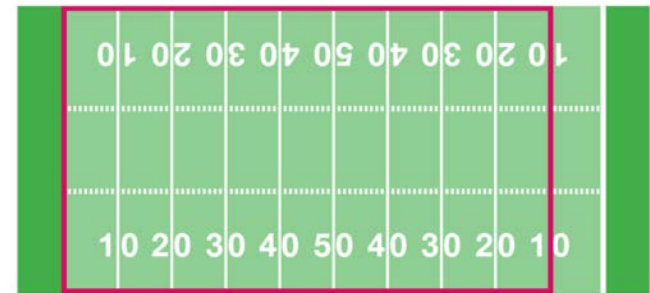
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## 3.57 Football Fields

One (1) acre is about 9/10 of an American football field

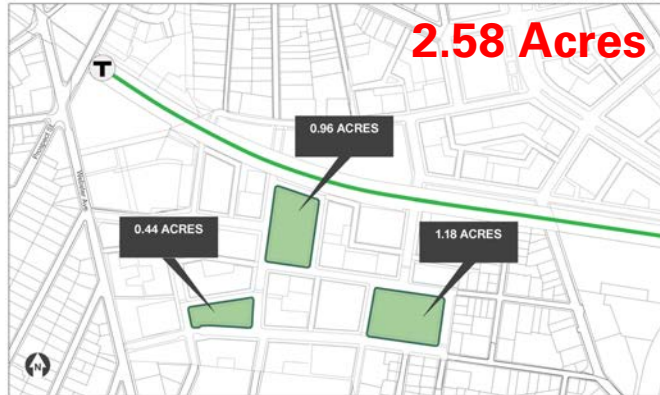




**1.8 Acres**

ABOVE: The original scheme presented for Boynton Yards in the first draft of the Union Square Neighborhood Plan provided for 1.8 acres of public space.

BELOW: This 'Savannah Squares' scheme provides 2.58 acres of new public space.



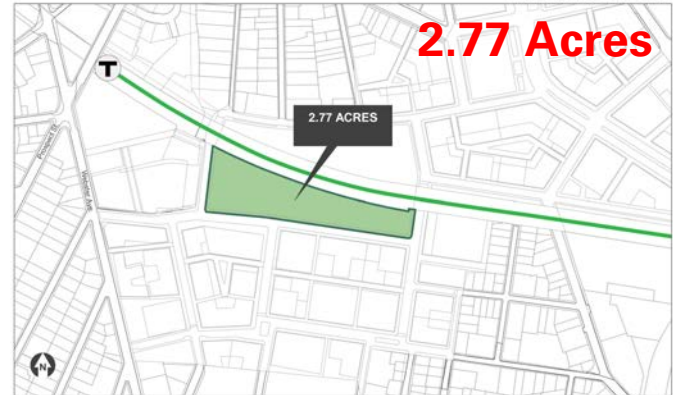
**2.58 Acres**



**3 Acres**

ABOVE: With some adjustments to the street network, the original scheme (shown at left) can be adapted to provide almost 3 acres of new public space.

BELOW: The 'Central Park' scheme has 2.77 acres of public space consolidated into one space.



**2.77 Acres**





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# Linkage Fees vs In Lieu Fees

In-lieu fees and buyouts are sometimes confused with linkage or impact fees.

When zoning requires a developer provide something onsite, but is allowed to pay a fee as an alternative, the fee is called an **'in-lieu fee'** or a **'buyout.'**

When zoning requires a developer to pay a fee instead of providing something onsite, the fee is called an **'impact fee'** or **'linkage fee.'**

Linkage fees are illegal in MA unless authorized by the State Legislature through a Home Rule Petition.

3. The Planning Board may permit an in lieu payment for up to ten percent (10%) of the required amount of civic space. In its discretion to permit a payment in lieu of civic space as part of a Coordinated Development Special Permit, the Planning Board shall consider the following:
- The review considerations for all Special Permits as specified in Section 5.1 Special Permits.
  - The goals and objectives of the City of Somerville Open Space Plan.
  - The availability and suitability of lots within a development site for development as a civic space.
  - The plausible availability of sites located elsewhere in the city that are suitable for development as civic space.
  - The need for funding to improve or maintain existing civic spaces, particularly athletic fields, located elsewhere in the city.
4. The Planning Board shall establish a fee schedule for a payment in lieu of civic space based on the recommendations of the Director of Transportation & Infrastructure in relation to the average cost to acquire and develop land as a civic space.

- Per §5.4.4 of this Ordinance, Lot Splits, Lot Mergers, and Lot Line Adjustments are considered minor projects and are only subject to the minor site plan approval process established in the Rule and Regulations of the Planning Board.

**6.7.6 Build-Out Standards**

**A. Civic Space**

- At full build-out of development subject to an approved Coordinated Development Special Permit, at least twenty-five percent (25%) of the development site, excluding alleys and any land occupied by the MBTA's Union Square Green Line station, must be improved as follows:
  - At least seventy percent (70%) must be provided in the form of two or more civic spaces of differing types, sizes, and locations, including at least one (1) neighborhood park, with a minimum of size of twenty-seven thousand (27,000) square feet, and one (1) plaza.
  - Up to thirty percent (30%) may be provided in the form of public realm improvements within the land area of the Union Square Overlay District boundaries.
  - At least twenty-five percent (25%) of the cumulative land area provided as civic spaces must meet the definition of Green Space.
  - At least fifty percent (50%) of the cumulative land area provided as civic spaces must meet the definition of Green Space or be covered by tree canopy at full maturity of the trees provided in each civic space.
- Civic space created through easement or decommissioning of an existing thoroughfare or other right-of-way abutting any property located within the Union Square Overlay District may be counted toward the required amount of civic space.

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- The Planning Board shall establish a fee schedule for a payment in lieu of civic space based on the recommendations of the Director of Transportation & Infrastructure in relation to the average cost to acquire and develop land as a civic space.

**B. Commercial Build Out**

- At full build-out of development subject to an approved Coordinated Development Special Permit, no less than sixty percent (60%) and at least three hundred and seventy-five thousand (375,000) square feet of the total gross floor area (excluding motor vehicle and bicycle parking) must be dedicated to uses in the following principal use categories:
  - Arts & Creative Enterprise
  - Civic & Institutional
  - Commercial Services
  - Eating & Drinking Establishments
  - Lodging
  - Office
  - Retail
  - Urban Agriculture
- At full build out of development subject to an approved Coordinated Development Special Permit, no less than forty percent (40%) of the total gross floor area (excluding motor vehicle and bicycle parking) must be dedicated to principal uses in the Office use category, or the Design Services use within the Arts & Creative Enterprise category.

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VERSION: JAN 29, 2019 (CURRENT)

- > Chapter 86 - VEGETATION
- > Chapter 87 - WETLANDS
- > Chapter 90 - VEHICLES FOR HIRE
- ▼ Chapter 94 - ZONING
  - > ARTICLE I. - IN GENERAL
  - > ARTICLE II. - ADMINISTRATION AND ENFORCEMENT
  - > ARTICLE III. - RESERVED
  - > ARTICLE IV. - USE REGULATIONS
  - > ARTICLE V. - SIGNS
  - > ARTICLE VI. - SITE PLAN REVIEW
  - ▼ **ARTICLE VII. - DEVELOPMENT LINKAGE FEES**
    - > DIVISION 1. - GENERALLY
    - > DIVISION 2. - PARKS AND RECREATIONAL FACILITIES
    - > DIVISION 3. - POLICE AND FIRE FACILITIES
    - > DIVISION 4. - ROADS AND TRAFFIC FACILITIES
    - > DIVISION 5. - WATER AND SEWER FACILITIES

## ARTICLE VII. - DEVELOPMENT LINKAGE FEES

### DIVISION 1. - GENERALLY

Secs. 94-361—94-380. - Reserved.

### DIVISION 2. - PARKS AND RECREATIONAL FACILITIES

#### Sec. 94-381. - Statement of purpose.

The purpose of this division is to promote the public health, safety, convenience and welfare; to prevent the deterioration of existing parks and public recreational facilities; to establish a balance between real estate development and the open space and recreational needs of city residents; and to mitigate the impacts of future development on the deterioration of parks and public recreational facilities, by provisions designed to:

- (1) Afford review and regulation of real estate development projects which directly or indirectly lead to conditions of the use of parks and public recreational facilities that contribute to an increase in the costs for the upgrade, repair and maintenance of parks and public recreational facilities, and the need for new capital improvements.
- (2) Provide a fund for parks and public recreational facility capital improvements through a linkage grant to the park and recreational facilities trust, as a condition of the approval of any nonresidential development of 10,000 square feet of gross floor area or more; any residential development of six units or more; any subdivision of property which creates six or more units or buildable lots; or any residential or nonresidential project requiring a density bonus, variance, special permit, or zoning map amendment that is requested for a project of 5,000 square feet or more except those that are exempt pursuant to [section 94-385](#). Requests for such zoning relief may include bonuses in density of use such as increases in gross floor area, height or other changes in dimensional requirements.
- (3) The imposition of linkage fees is one of the preferred methods of ensuring that development bears a proportionate share of the cost of capital facilities necessary to accommodate such development. This must be done in order to promote and protect the public health, safety and welfare.
- (4) The methodology and analysis for the determination of the impact of new development, the need for new facilities and their costs, and the establishment and calculation of the linkage fees shall be established as a result of an investigation and report with supporting documentation, which shall be available for inspection by any feepayer or the public.

(Ord. No. 548, § 17A-1, 4-3-1990)



# Petition Language

To offset the increased demand for public spaces and need for capital improvements to existing public spaces that results from new development...

- **Criteria for Fee Establishment**
  - Rational nexus study?
- **Applicability/Thresholds**
  - Only some development?
  - Any exemptions? Certain sized buildings?
- **Criteria for Setting the Fee**
  - Rough proportionality to impact
  - Scaling of fee with SF?
  - Different fees for res. vs com.?
- **Periodic Review of Fee**
  - Automatic scales with inflation?
  - Analysis every 1, 2, 3, or 5 years?

Chapter 488. AN ACT ESTABLISHING A LINKAGE EXACTION PROGRAM IN THE CITY OF MEDFORD.

Be it enacted, etc., as follows:

SECTION 1. Purpose and Findings- The city of Medford is undergoing a period of substantial growth in new, expanded, enlarged and rehabilitated residential, commercial and industrial structures. This growth has resulted in numerous direct and indirect impacts on the city and its ability to adequately address those impacts due to the influx of people that move to Medford to live and work in these new developments. The city has experienced development related impacts requiring capital improvements to school facilities attended by children of new residents; accelerated deterioration in the level of service of its streets and roadways; increased stress on city facilities and infrastructures such as water and sewer lines; increased need for capital improvements to its parks, playgrounds and other recreational facilities and the need for providing affordable housing for its residents. Development related impacts must be paid for by fair share exactions from developers so that the city can provide adequate services and infrastructure to support future development.

SECTION 2. Establishment of a Linkage Exaction Ordinance - (A) The city council of the city of Medford may, by ordinance, require the payment of a linkage exaction as a condition of approval of a development impact project plan, as defined by the ordinance, for any future development within the jurisdiction of this act. The linkage exaction shall only be imposed on the construction, enlarging, expansion, substantial rehabilitation, or change of use of non-residential and residential projects that require some form of zoning relief or exceed a threshold which shall be established by the city council. The linkage ordinance shall be used solely for the purposes of defraying the costs of capital improvements provided by the city caused by and necessary to support future development such as, but not limited to the following: capital improvements to school facilities, public facilities, roads, sewers, water supply lines, affordable housing, child care facilities, job training facilities, public safety service and facilities, and parks, playgrounds and other recreational facilities.

(B) The linkage exaction ordinance may be enacted if the following criteria are met:

(1) A rational nexus shall be established that shows the relationship between the creation of new residential dwelling units, and office, commercial and industrial structures and their impact on the following services including, but not limited to, school facilities, public facilities, roads, sewers, water supply lines, affordable housing, child care facilities, job training facilities, public safety facilities, and parks, playgrounds and other recreational facilities.

(2) The city shall develop and prepare a study that evaluates existing capital improvement plans for public facilities. The study shall analyze potential build-out in the city, the impacts of future development and the need for public facility improvements as a result of future development. Any exaction which may be established pursuant with this act shall be set in accordance with the methodology set forth in the study.



# Development Exactions

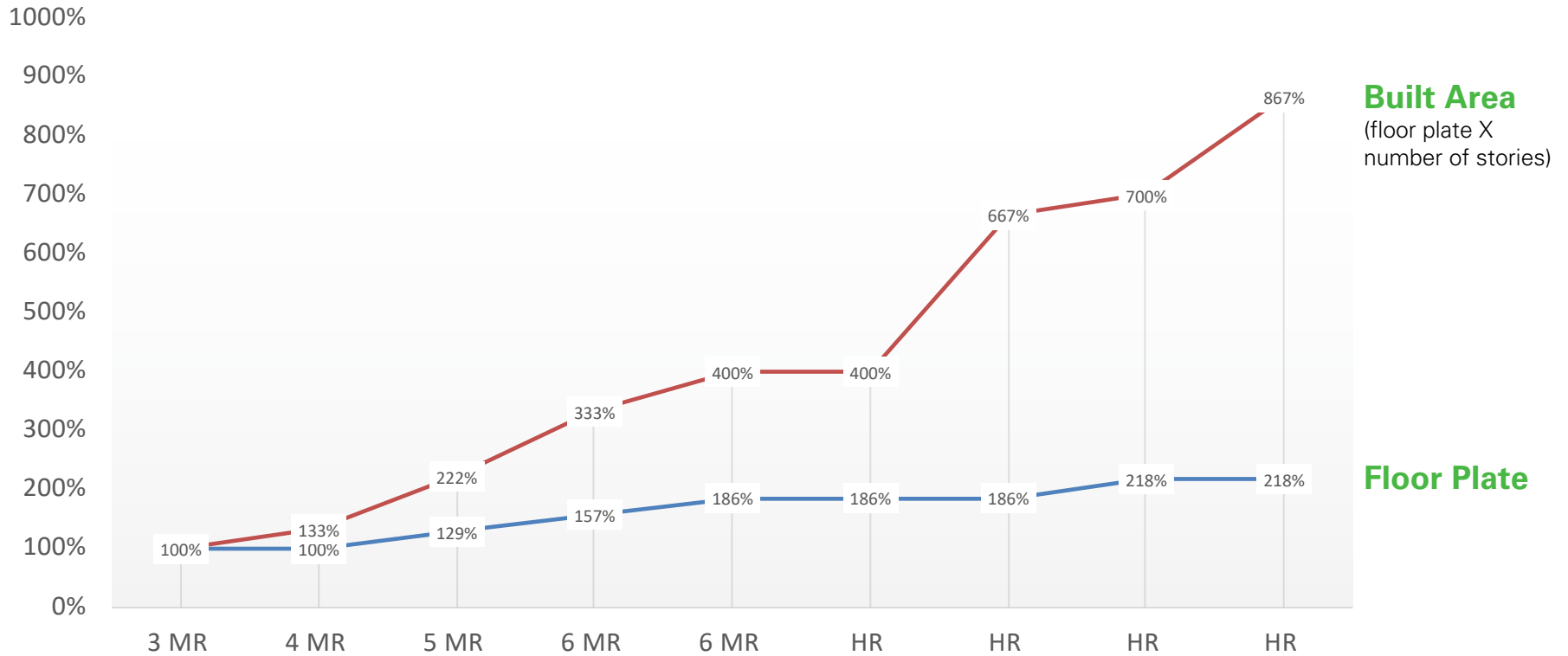
Building Permit Fees:	\$20/\$1,000 value	(highest in MA)
Affordable Housing Linkage:	\$10/sf	(only Boston is higher)
Jobs Linkage:	\$2.46/sf	(Boston is the only other muni)
Infrastructure Improvements:	\$2.00/sf	(request in Transform Areas)
Green Line Linkage:	\$2.40/sf	
Community Benefits:	\$1.60/sf	(based on recent negotiations)
Inflow & Infiltration Fee:	\$14.35/gallon	(required by the state of MA)
Affordable Housing:	20% of units	
<b>Open Space:</b>	<b>% of land</b>	<b>(costs 142.33/sf to deliver)</b>
<b>Open Space Fee/In-lieu Payment:</b>	<b>\$142.33/sf</b>	

# Development Exactions

Open Space Fee/In-lieu Payment: **\$142.33/sf**

			Open Space				Fee/LAND SF	
District	Building Type	Lot Size	25%	Floor Plate	Stories	Gross SF	\$142.33	Fee/Built SF
3 MR	All Building Types	17,400	4,350	15,000	3	45,000	\$ 619,135.50	\$ 13.76
4 MR	All Building Types	17,400	4,350	15,000	4	60,000	\$ 619,135.50	\$ 10.32
5 MR	All Building Types	22,400	5,600	20,000	5	100,000	\$ 797,048.00	\$ 7.97
6 MR	Apartment Building	27,400	6,850	25,000	6	150,000	\$ 974,960.50	\$ 6.50
6 MR	General & Commercial Building	32,400	8,100	30,000	6	180,000	\$ 1,152,873.00	\$ 6.40
HR	General Building	32,400	8,100	30,000	6	180,000	\$ 1,152,873.00	\$ 6.40
HR	Commercial Building	32,400	8,100	30,000	10	300,000	\$ 1,152,873.00	\$ 3.84
HR	Laboratory Building	38,000	9,500	35,000	9	315,000	\$ 1,352,135.00	\$ 4.29
HR	Mid-Rise Podium Tower	38,000	9,500	35,000	6 (+18)	390,000	\$ 1,352,135.00	\$ 3.47





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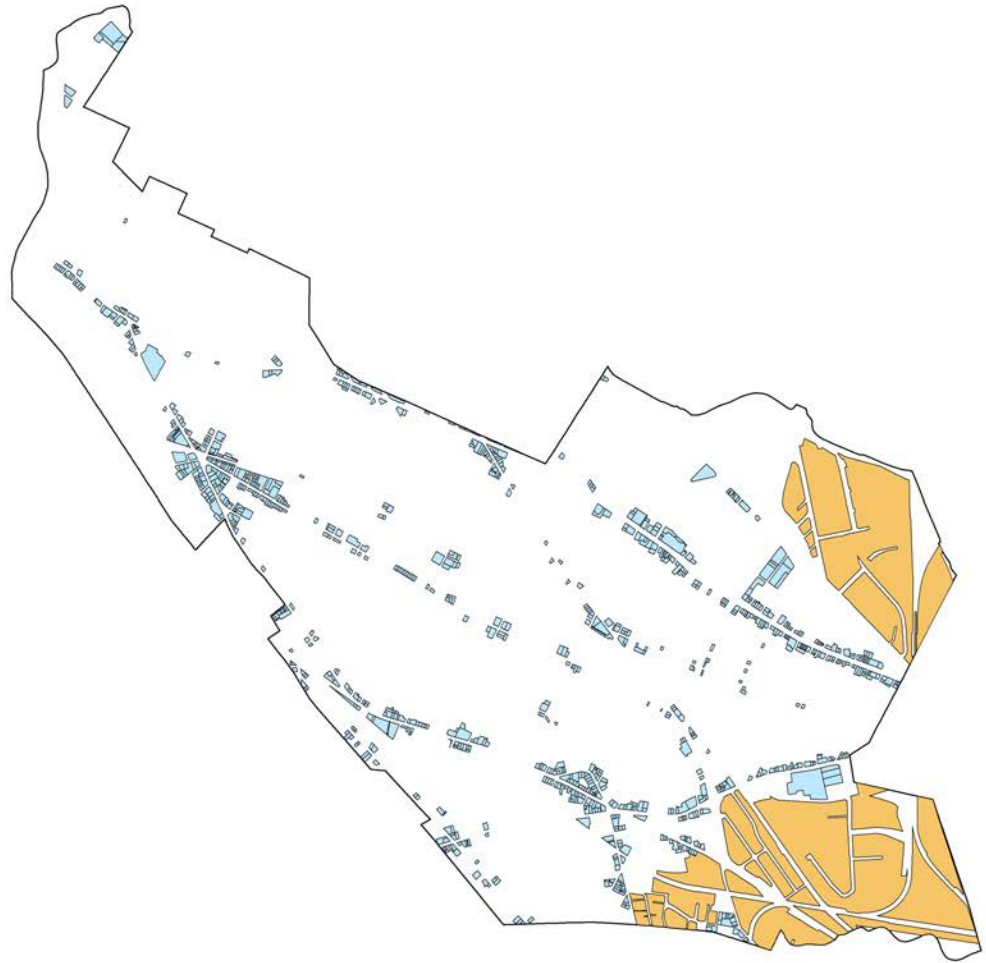
# ENHANCE AREAS

## Commercial Core & Mid Rise Districts

- 1,092 Lots
- 7,446,262 sf in total

## 25% Requirement:

- 1,861,565.5 sf (42.73ac)
- Potential ½+ acre spaces: **4**

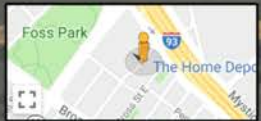








87 Garfield Ave  
Somerville, Massachusetts  
Google  
Street View - Oct 2017



Loading...

Image capture: Oct 2017 © 2019 Google United States Terms Report a problem



184 Holland St  
Somerville, Massachusetts  
Google  
Street View - Oct 2017











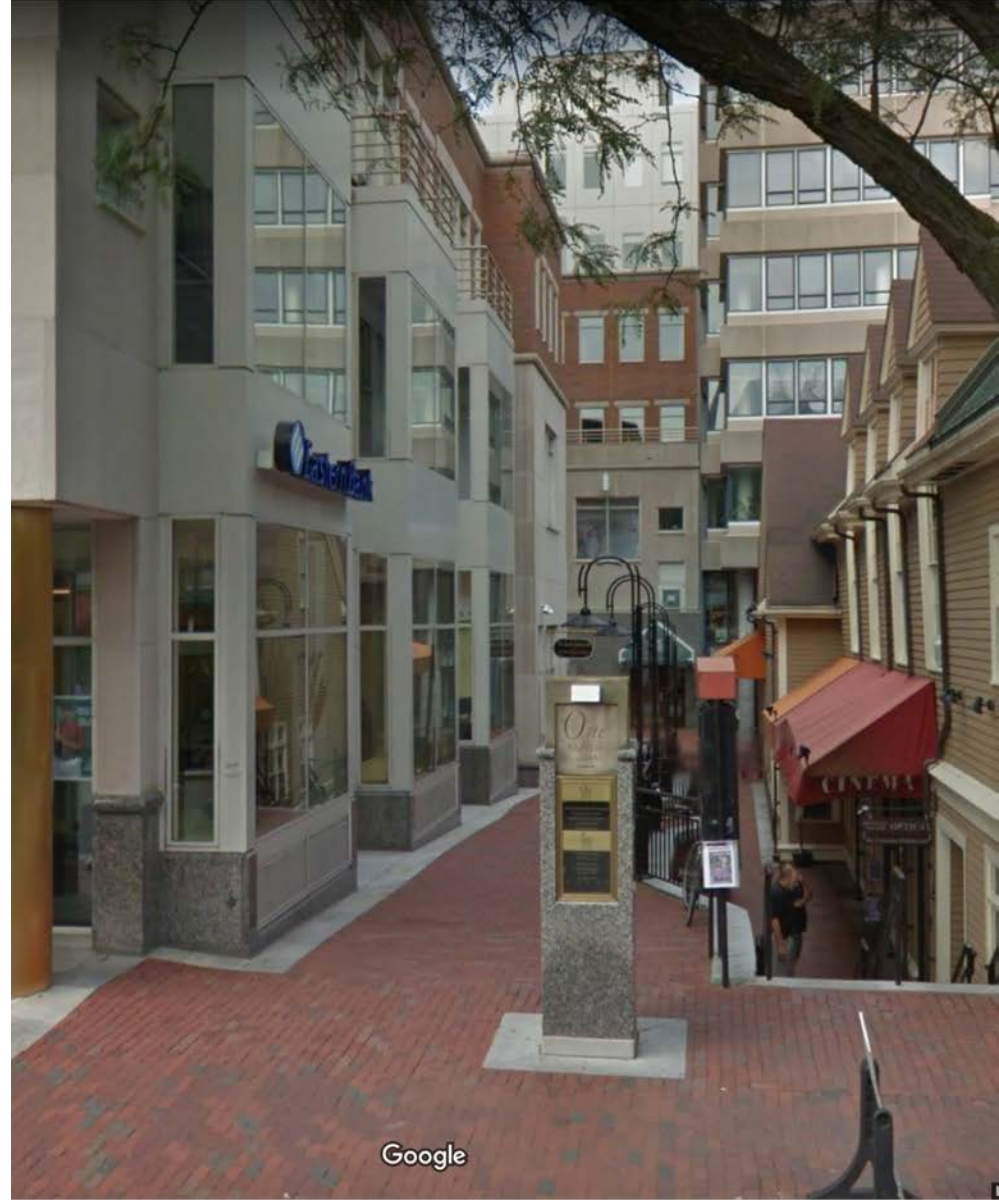
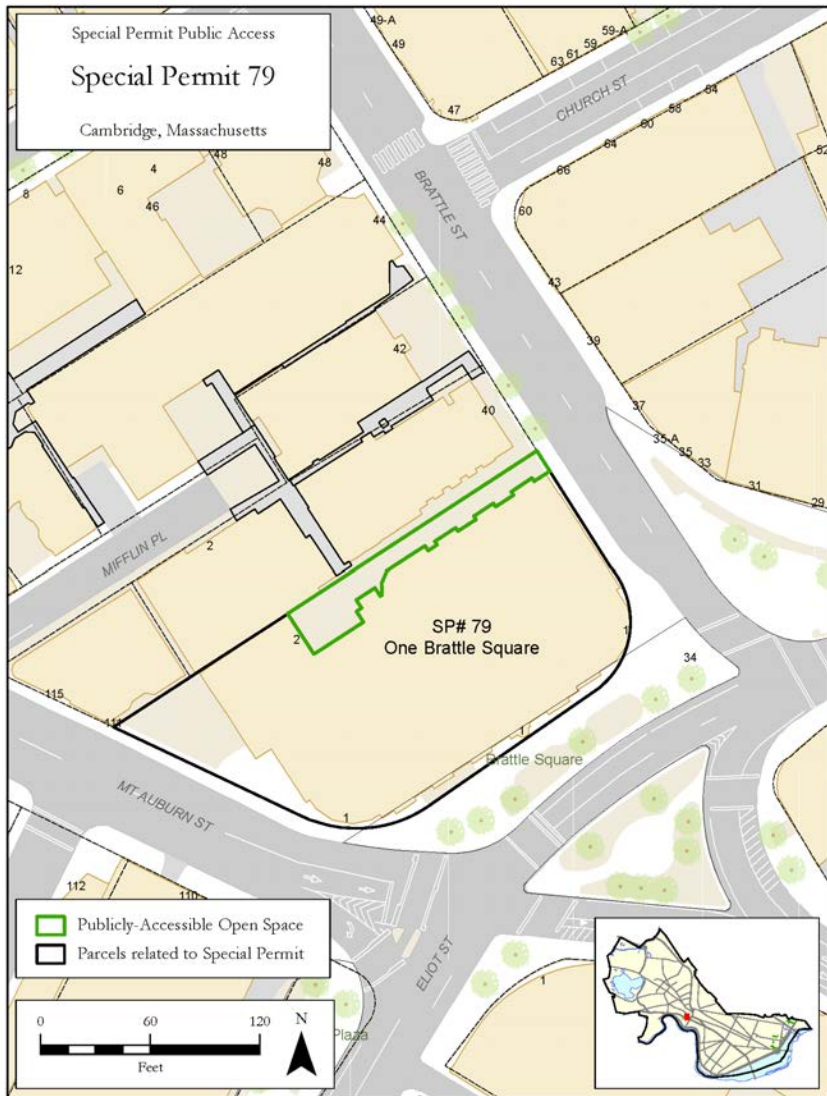
Map prepared by Brendan Monroe on January 22, 2013. CDD GIS C:\Projects\SpecialPermits\SPOSMaps.mxd





Map prepared by Brendan Monroe on January 23, 2013. CDD GIS C:\Projects\SpecialPermits\SPOSMaps.mxd







Map prepared by Brendan Monroe on January 23, 2013. CDD GIS C:\Projects\SpecialPermits\SPOSMaps.mxd



Google

# ENHANCE AREAS

## Commercial Core & Mid Rise Districts

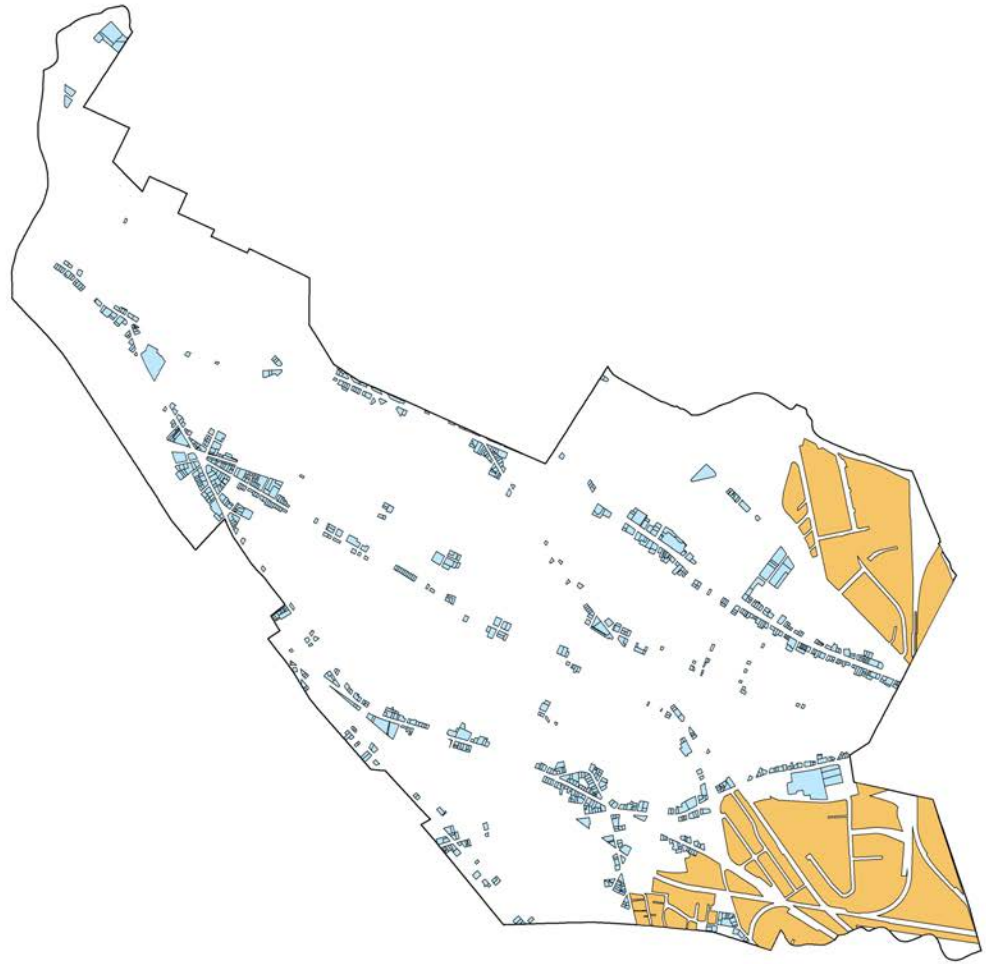
- 1,092 Lots
- 7,446,262 sf in total

## 25% Requirement:

- 1,861,565.5 sf (42.73ac)
- Potential ½+ acre spaces: **4**

## Full Cost In Lieu Payment:

\$142.33/sf = **\$264,956,617**



# Setting 'In Lieu' Fees

Every municipality is different and every type of 'in lieu' fee maybe have different policy objectives. There is no single right formula for setting 'in lieu' fees.

Many communities set fees well below costs. When this is done, most development elects to pay the fee.

Others intentionally set the fee at a level to discourage the use of the fee option. Generally, higher fees increase the likelihood that developers choose to build what is required on site.



City of Somerville

# ZONING OVERHAUL

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[www.somervillezoning.com](http://www.somervillezoning.com)

March 12, 2019