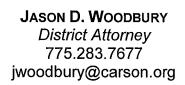
Backup Packet 1

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MEMORANDUM

To:

Mayor and Supervisors

From:

Jason Woodbury

Date:

December 7, 2015

Re:

Appeal from Planning Commission File No. SUP 15-077

This purpose of this *Memorandum* is to explain the position of the Carson City Community Development Department and Planning Division in regard to the threshold procedural issue of whether the above-referenced appeal should be processed as an application for a Special Use Permit instead of requiring the Applicant to pursue an amendment to the Silver Oak Planned Unit Development. For the reasons set forth below, it is the position of the Carson City Community Development Department and Planning Division that the Carson City Planning Commission properly processed this matter as an application for a Special Use Permit. The Carson City District Attorney's office concurs with that position.

SECTION 1: BACKGROUND

There is no dispute as to the following:

• The Silver Oak Planned Unit Development (the "PUD") was created upon Carson City's approval of the Silver Oak PUD Master Plan Amendment and Silver Oak PUD Zoning Map Amendment on September 16, 1993, and associated passage of Ordinance 1994-1, Bill No. 167 approving a development agreement (the "Development Agreement") with Silver Oak Development Company ("Developer") setting forth the conditions and terms of approval relating to the approved Silver Oak PUD, on first reading September 16, 1993 and second reading on January 6, 1994, which became effective January 17, 1994.

- The site of the proposed project which is the subject of this appeal is located within the PUD.
- Prior to the approval of the PUD, the location of the proposed project was within a Single Family 1-Acre zoning district.
- Upon the approval of the PUD, the zoning designation of the site of the proposed project was changed from Single Family 1-Acre to Retail Commercial.
- The location of the proposed project is presently and since the creation of the PUD always has been within a Retail Commercial zoning district.
- At the time the PUD was created, CCMC 18.06.157 authorized multifamily dwelling as a conditional use within the Retail Commercial zoning district providing, in pertinent part:

The conditional uses allowed in the retail commercial district which require a special use permit are:

Single-family and multifamily dwellings....¹

- In the course of creating the PUD, the Developer was legally authorized to adopt limitations to the uses of property within the planned unit development which are not otherwise imposed by law.
- The Development Agreement provides:

SILVER OAK, is a proposed development encompassing Six Hundred Fifty-One (651) acres of real property, more or less, located in Carson City, Nevada....

The Master Plan for SILVER OAK ("THE PROJECT") provides that THE PROJECT may be comprised of Eleven Hundred and Eighty-One (1181) dwelling units in varying densities and types, a golf course project and related facilities, hotel casino, commercial areas, residential office areas, open space area, and other uses customarily associated with a planned community.

¹ A copy of the Carson City Municipal Code's provisions relating to the Retail Commercial zoning district in effect at the time of the creation and approval of the PUD is attached hereto and marked as Attachment 1.

DEVELOPER and CARSON CITY mutually desire that THE PROJECT be developed in accordance with this Development Agreement.

CARSON CITY and DEVELOPER desire to hereinafter have the provisions of this Development Agreement govern the development activities of THE PROJECT.

. . . .

THE PROJECT is a planned-unit development project within the SF 12000-PUD, RC-PUD, TC-PUD, RO-PUD, NB-PUD, zoning designations together with all of the uses accessory to and customarily incidental to the above-referenced zones.²

- Since the adoption of the original Development Agreement, it has been amended from time to time. However neither the original Development Agreement nor any amendment expressly establishes a limitation on the uses of property within the PUD's Retail Commercial zoning designation that would prohibit the development of the project proposed by Applicant.
- Since the creation of the PUD, there have been several projects and developments which have necessitated either an amendment to the PUD or an application for special use permit. A document summarizing those projects and developments is attached hereto and marked as Attachment 2.

SECTION 2: ANALYSIS

The application that is the subject of this appeal proposes to develop a multi-family apartment project in the Retail Commercial zoning district within the PUD. The proposed project consists of multi-family dwellings to include 90 residential units and associated improvements. In the context of this application, there are two alternative procedures by which to consider legal entitlement for the property at issue: special use permit or planned-unit development amendment.³

The Carson City Municipal Code identifies multi-family dwellings as a "conditional use" in a Retail Commercial zoning district.⁴ As such, a property owner must acquire the approval of a special use permit in order to develop multi-family

⁴ See CCMC 18.04.130(3).

² A copy of the Development Agreement is included in the supporting material for this agenda item.

³ There is no clear and express legal authority on point in regard to mandating one of these alternative procedures over the other in this context.

dwellings, such as those involved in the proposed project.⁵ Approval of a special use permit may be subject to conditions.⁶ Alternatively, Nevada law authorizes amendment to a planned-unit development,⁷ so the Applicant could have chosen to pursue an amendment to the PUD for the purpose of modifying the zoning of the property where the proposed project is located. If the Applicant's property was rezoned in a manner that allowed multi-family dwellings as a primary use, the need for a special use permit would have been obviated.

In regard to the proposed project, the special use permit process is the most appropriate procedural structure to apply. There are two primary reasons supporting this conclusion.

First, the documentary history of the PUD indicates that the special use permit process should apply. The Developer had the legal right and ample opportunity to place restrictions on the use of the property which is the subject of the proposed For instance, the Developer could have selected a different zoning designation for the property, one that would not allow multi-family dwellings even as a conditional use. Even with the Retail Commercial designation, the Developer could have expressly excluded multi-family dwellings as a use on the property. Or the Developer could have placed a limitation on the multi-family dwelling use by restricting the property at issue to a maximum residential density. When the PUD was created, there were many alternatives by which the Developer could have eliminated any question as to whether it was intended that the proposed project be allowed as a However, any expression of such intent is absent from the documentary history of the PUD, and its absence is meaningful. To be sure, the record reflects genuine testimony of credible individuals indicating that the proposed project was not something the PUD was intended to allow. However, it is not possible to recreate the entirety of the context, interests, and intentions of all the individuals involved in the original PUD approval. This is the reason that the language of the written, operative documents must control. Just like the words of an unambiguous contract and the plain language of a statute controls their interpretation, even when there are assertions that the language does not reflect the true intentions of the originators.

⁶ See CCMC 18.02.080(7) ("The Commission, in approving any Special Use Permit, may require certain conditions under which the lot or parcel may be used or the building may be constructed if, in such Commission's opinion, the use will otherwise be incompatible with other existing and potential uses within the same general area or will constitute a nuisance or will overburden public services, improvements or facilities. Standard Conditions of Approval are found in section 18.02.105.")

⁷ See NRS 278.0201, 278A.410, 278A.420.

⁵ See id.

⁹ In fact, the Developer did utilize the Tourist Commercial zoning designation in other areas of the PUD. Tourist Commercial does not permit multi-family dwellings, even as a conditional use. See CCMC 18.04.140.

Secondly, applying the special use process to this matter is consistent with the manner in which previous applications within the PUD have been treated. In regard to those previous applications, the Carson City Community Development Department and Planning Division has uniformly utilized the special use permit process when that process allows for the objective of the application. In contrast, a PUD amendment has only been utilized when the objective of the change at issue could not legally be achieved with a special use permit approval.

Most directly, residential use of property within the Retail Commercial zoning district of the PUD was previously authorized by a special use permit in 2003. No PUD amendment was required then because the change at issue was achievable by a special use permit. As such, requiring a PUD amendment in this matter would be inconsistent with the historical practice of the Carson City Community Development Department and Planning Division.

SECTION 3: CONCLUSION

It is the recommendation of the Carson City Community Development Department and Planning Division and Carson City District Attorney's Office that this Board affirm the decision of the Carson City Planning Commission to process this matter as an application for a special use permit as opposed to requiring the Applicant to pursue an amendment to the PUD.

¹⁰ The 2003 application provides a persuasive precedent to consider on this issue, but not necessarily a perfect one. The number of residences at issue in that case was two which, of course, is far less than the number at issue in this matter. However, a problematic legal conundrum would follow if the 2003 application was treated differently than the present application. If an application for two residences triggers the special use permit process, but a 90-residence application triggers a PUD amendment, what is the "magic number" that requires the change in the process? More importantly, without any provision in the Development Agreement, Carson City Municipal Code or Nevada Revised Statutes for guidance, how is staff to determine which process to apply and when? Does the same divergence of procedure apply to a Residential Office or Neighborhood Business zoning designation within the PUD, both of which also allow multi-family dwellings as a conditional use, or is it restricted to Retail Commercial? There is no clear legal or practical guidance as to any of these troubling issues, a scenario which practically invites arbitrary and inconsistent decisions.

ATTACHMENT 1

ATTACHMENT 1

18.06.150--18.06.153

Domestic animal veterinary clinic Equipment rental (within a building) Funeral home Furniture sale retail (new) Hardware store Health center (athletic club) Hospital Jewelry store, retail Music studio or school Pet shop and pet grooming Restaurant Rest home, convalescent home, nursing home, home for the aged Single-family and multifamily dwellings Sporting goods, retail and repairs Transportation shelter Utility substations Wallpaper store (Ord. 1987-42 §1, 1987: Ord. 1984-28 §II, 1984: Ord. 1984-10 §27, 1984: Ord. 1979-32 §9, 1979: Ord. 1978-8 \$1(part), 1978).

- 18.06.150 Retail commercial (RC). The purpose of the retail commercial district is to preserve a commercial district limited primarily to offices and retail sale of new merchandise. All uses within the retail commercial district shall be conducted within a building, and aside from display windows, be screened from view, except where otherwise permitted by Section 18.06.156. Temporary outside display and sale of merchandise for a period not to exceed thirty (30) days within a calendar year may be authorized by the community development director if all requirements are met as set forth in Section 18.06.156. (Ord. 1987-33 §1, 1987: Ord. 1986-23 §1, 1986: Ord. 1980-41 §3, 1980: Ord. 1979-5 §22(part), 1979: Ord. 1978-8 §1(part), 1978).
- 18.06.151 Minimum area. Required minimum land area in the retail commercial district shall be six thousand (6,000) square feet for each structure. All existing parcels of less square footage shall be considered as grandfathered parcels. (Ord. 1978-8 §1(part), 1978).
- 18.05.152 Minimum lot width. Required minimum lot width in the retail commercial district shall be fifty (50) feet. (Ord. 1984-17 §19, 1984: Ord. 1978-8 §1(part), 1978).
- 18.06.153 Minimum front, side or rear yard setback. There shall be no minimum front, side or rear yard setback in the retail commercial district. Should the commercial district be adjacent to a single or multifamily district, then a thirty (30) foot setback is required. Should

18.06.154

a commercial building be located on a corner, the building should be set back so as to not restrict sight distance areas. (Ord. 1982-43 §11, 1982: Ord. 1978-8 §1(part), 1978).

18.06.154 Maximum building height. The maximum allowable building height in the retail commercial district shall be forty-five (45) feet. Additional height may be allowed with a special use permit. (Ord. 1978-8 §1(part), 1978).

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18.06.155 Primary permitted uses. The primary per-
mitted uses in the retail commercial district are this list;
plus other uses of a similar nature:
     Accounting and bookkeeping
     Addressing and mailing service
     Advertising agency office
     Airline company office
     Airplane broker (no merchandise on premises)
     Alcoholic beverages (accessory to a restaurant)
     -All uses permitted in Section 18.06.147
     Ambulance service, office or garage
     Amusement devices, sales and services
     Antiques (genuine)
     Appliances, retail (repair accessory to)
     Architect and engineering supplies
     Architect office
     Art store
     Art studio or school
     Artist, commercial
     Astrology parlor
     Auto club
     Auto court (motel)
     Auto parts and accessories
     Auto retail, new
     Auto retail, used, when an accessory use to new car
     Auto service (filling) station
     Auto wash (coin-operated or automatic)
     Automobile parking lot and garage
     Automobile trailer sales (mobilehomes, travel trailers
       or luggage or trash trailers) (new)
     Body apparel shop
     Bakery
     Bank
     Barbershop
     Battery store
     Beauty parlor
     Beverage sales
     Bible and church supplies
     Bicycle and accessories (sale of new and rental)
     Billing service
     Blood bank
     Blueprint shop
     Bonding company
     Books, sale of new and used
     Bookkeeping and accounting office
     Boot and shoe retail
     Brew pub
     Brokerage house
     Business machine, retail
     Business school
     Butcher shop (meat market)
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Cafeteria
Cameras and film, retail _
Candle, retail
Candy, retail
Carpet and rug, retail
Caterer
Ceramic products, retail
Chemist, analytical and consulting
Child care facility
Christmas tree sales (between November 15th and
  January 2nd of the following year)
Church
Cigar store
Clairvoyance, establishment for
Cleaning and dyeing, retail (no processing)
Clinic
Clock, retail
Clothing sale, retail (new only)
Club, supper and amusement
Coin-operated dry cleaning establishment
Coin shop
Collection agency
Confectionery store
Corporation office (business office)
Costume rental
Credit bureau
Crockery, retail
Curio shop
Dancing school
Dairy products, retail (no bottling)
Decorator's studio
Delicatessen
Delivery service
Dental laboratory
Dental supplies, retail
Department store
Detective or police agency
Dining room
Dispensary
Drapery (retail, no manufacturing)
Drapery making (limited to two people)
Dress shop, retail
Drive-in (car service) restaurant
Drive-in market
Drugs, retail
Dry cleaning and dyeing agencies, outlets and stores
  (retail) (no processing)
Dry goods store
Electrical goods, retail
Embroidery shop
Employment agency
Engineering office
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Engraver (trophies, jewelry, homeplates)
Equipment rental (within a building)
Filing equipment and supplies, retail .
Filling station
Film exchange
Finance company
Financial institution
Fine arts gallery or store
Floor covering (retail)
Florist
· Florist greenhouse and nursery
Food and food products, retail
Fortunetelling
Fraternal association
Furniture sale, retail (new)
Furrier shop
Gaming (incidental to primary use and limited to
   fifteen (15) slot machines)
Garden shop
Gasoline, retail
Gift shop
Greenhouse (commercial)
Greenhouse incidental to retail sale of flowers, etc.
Grocery store, retail
Guns, retail
Gunsmith
Hairdressing
Hand laundry
Hardware stores
Hat cleaning and blocking, sales
Health center (athletic club)
Health food products, retail
Hearing aid, retail
Herbs, retail
Hobby shop
Hospital and surgical supplies, retail
Hotel
Ice cream parlor
Ice delivery station
Imported goods, retail
Indian goods, retail
Instruments (musical), retail
Instruments, sales (professional, scientific)
Insurance agency
Intelligence agency or office, private
Interior decorator
Jewelry store, retail
Key shop
Knit shop
Labor union office
Laboratory (medical, dental and veterinarian)
Lapidary, retail
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Launderette (coin-operated)
Laundry agencies, outlets and stores (retail) (no
  processing)
Library
Liquor store, retail
Loan company office
Locksmith shop
Lunchroom
Magazine sales
Mail order house (catalog store only)
Market (fruit and vegetable) (retail)
Market (meat and fish) (retail)
Market (stock and bond)
Medical building
Messenger service
Milk bar
Millinery shop
Mobilehome sales
Model construction supplies, retail
Motels
Music store
Music studio or school
Newsstand
Notary
Notions stores
Novelty store
Nursery (stock raising)
Nuts (edible), retail
Office building (business or professional)
Office furniture, retail
Optician
Optometrist
Paint store, retail (no manufacturing)
Palmistry establishments
Parking lot (commercial)
Pastries
Perfume, retail
Pet grooming
Pet shop
Photographer's studio
Photographic equipment and finishing, retail
Photostating
Poodle parlor '
Poultry market (dressed)
Power company office
Produce, retail
Professional offices
Public parks
Radio service or repair shop
Radio store
Radio studio (no antennas).
Real estate office
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Recreational vehicle sale Reducing salon Refreshment stand Resort hotel Restaurant Retail shops and stores Riding equipment, retail Safe, retail Seed Sewing machine, retail Shoe repair shop Shoe sales, retail Shoeshine stand Soda fountain Soft drink stand Sporting goods, retail Stamp dealer Stationery store Stenographer Tailor (no factory) Taxicab stand Tea room Telegraph office Telephone company office Television store Television studio (no antennas) Theater (movie or dramatic) Tobacco shop Toys, retail Trading stamp redemption store Trailer and mobilehome sales (new) Travel agency Variety store Veterinarian supplies Wallpaper store Watch repair Water softening equipment, retail Weaving (handicraft), retail Wedding chapel X-ray operators Yarn shop, retail (Ord. 1993-5 \$1, 1993: Ord. 1986-45 \$1, 1986: Ord. 1982-14 \$8, 1982: Ord. 1982-6 \$13, 1982: Ord. 1980-41 \$1, 1980; Ord. 1979-5 \$1(part), 1979; Ord. 1978-8 \$1(part), 1978).

18.06.156 Accessory permitted uses. The accessory permitted uses, incidental to primary uses, in the retail commercial zone are:

Accessory buildings, housing mechanical equipment, etc.

Automobile parking Home occupation

Massage therapy (accessory to full-service beauty and hair salon)

Park and open space

Temporary outdoor display and sales

Temporary outdoor display and sales is subject to the following requirements:

1. Outdoor display and sales are limited to a duration of thirty (30) days within a calendar year;

2. That the space occupied by such display not exceed five percent (5%) of the gross floor area of the building occupied by the business displaying the goods;

3. That such display not interfere with the circulation or cause the deletion of any required parking spaces. Furthermore, such display will not interfere with the safe convenient passage of pedestrians. (Ord. 1992-59 §1, 1992: Ord. 1991-23 §1, 1991: Ord. 1987-33 §2, 1987: Ord. 1986-23 §2, 1986: Ord. 1982-14 §9, 1982: Ord. 1978-8 §1(part), 1978).

18.06.157 Conditional uses. The conditional uses allowed in the retail commercial district which require a special use permit are:

Amusement arcade Auto rental Bar Bed and breakfast facility Board and rooming houses Bowling alley Building materials (retail) Clothing sale (used) Dry cleaning and dyeing of fabrics and clothes (includes processing) Gaming (unlimited) Golf course Golf driving range Hospital Janitor and building cleaning service Kennel and dog boarding facilities Laundries for clothing and fabrics (includes processing) Miniature golf course Mobilehome park Motorcycle sales Newspaper print office Outside storage Print shops

Recreation vehicle park
Rest home, convalescent home, nursing home, home for
the aged
Satellite equipment sales
Single-family and multifamily dwellings
Skating arena (ice and roller)
Storage units (within a building)
Tennis courts
Upholstery (furniture)
Utility substation
Veterinarian
Youth recreation facilities

Outside sales and storage of other than bulk building materials, which shall not be stored outside, may be allowed as an accessory use to any of the principal uses listed in this chapter and Section 18.06.155 provided that:

- 1. Storage areas shall be enclosed by a sight-obscuring fence, wall or hedge; permanently installed and maintained at a minimum height of six feet; provided further, that the design of any such wall or sight-obscuring fence shall be first approved by the planning commission prior to installation. No materials and/or equipment shall be stored therein to a height exceeding that of the wall or fence, except vehicles rented or leased from the premises;
- 2. Storage areas shall not occupy more than twenty percent of the lot area;
- 3. Storage areas shall not be located within any required yard setback, nor shall they be located in any way which interferes with normal traffic flow onto, within or from the lot, or which impedes sight distance at intersections, or which otherwise impedes driver visibility. In the case of gasoline service stations, storage areas shall, not be permitted in the setback distance applicable to pump islands.
- 4. Outside display and storage of autos, recreation vehicles and mobilehomes is allowed, provided the vehicles, or mobilehomes do not encroach into city or state right-of-way without an approved encroachment permit. (Ord. 1993-13 \$1, 1993: Ord. 1986-45 \$2, 1986: Ord. 1986-23 \$3, 1986: Ord. 1985-34 \$3, 1985: Ord.

ATTACHMENT 2

ATTACHMENT 2

SILVER OAK PLANNED UNIT DEVELOPMENT (PUD) APPROVALS BY TYPE

(Not including Development Agreements or Final Maps)

ORIGINAL SILVER OAK APPROVAL

	course and commercial areas		
9/16/93	PUD including 1181 residential lots, golf	Original Approval	Silver Oak PUD
			Amendment
9/16/93	Zone Change to support Silver Oak PUD	Ordinance 1993-50, Bill 149	Silver Oak PUD - Zoning Map
	Oak PUD		Amendment
9/16/93	Master Plan Amendment to support Silver	Master Plan Amendment Res. 1993-5	Silver Oak PUD – Master Plan
Date	Objective	Description	Title

SILVER OAK PUD AMENDMENTS

		Commercial (RC)	
		Family 12000-PUD (SF12-PUD) to Retail	
		Commercial (C) and change zoning from Single	
	associated with the 7.73 acres	Plan from Low Density Residential (LDR) to	Amendment/Zone Change
	PUD and delete 30 residential units	parcel for Carson Tahoe Hospital, change Master	associated Master Plan
12/16/04	Delete 7.73 acres from overall acreage of	Amend Silver Oak PUD to delete a 7.73 acre	Silver Oak PUD Amendment and
		Commercial (RC)	
		Single Family 12000-PUD (SF12-PUD) to Retail	
		to Commercial (C) and change zoning from	
	associated with the 17.5 acres	Plan from Open Space(OS)/Rural Residential (RR)	Amendment/Zone Change
	PUD and delete 49 residential units	parcel for Carson Tahoe Hospital, change Master	associated Master Plan
9/18/03	Delete 17.5 acres from overall acreage of	Amend Silver Oak PUD to delete a 17.5 acre	Silver Oak PUD Amendment and
		Business-PUD (NB-PUD)	
		12,000-PUD (SF12-PUD) to Neighborhood	
		Commercial (C) and zone from Single Family	
		amendment from Public Neighborhood (PN) to	Amendment/Zone Change
	within PUD	(3.03 acres). This item included a Master Plan	associated Master Plan
4/3/03	Amend Master Plan and change zoning	Amend Silver Oak PUD for Boys & Girls Club	Silver Oak PUD Amendment and
		Family 12000-PUD (SF12-PUD)	
		zoning from Conservation Reserve (CR) to Single	
	acres	map approved as a part of this process. Change	
	24 residential units associated with the 5	previously not included in PUD. New tentative	associated Zone Change
1/22/98	Add 5 acres to overall acreage of PUD. Add	Amendment for the addition of 5 acres	Silver Oak PUD Amendment and
Date	Objective	Description	Title William

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portion for Carson Tahoe Hospital	Silver Oak PUD Amendment Amend Silver Oak PUD to delete a .16 acre Delete .16 acres from overall a	
	cres from ov	
-	8/31/05	

SILVER OAK ZONING MAP AMENDMENTS (WITH NO PUD AMENDMENT)

	Ranch Road)		
	Medical Parkway (formerly Eagle Valley	PUD)	
	Carson Street between Silver Oak Drive and	Commercial (TC-PUD) to Retail Commercial (RC-	
	PUD) on the parcel immediately west of N.	the zoning on 19.59 acres from Tourist	Amendment
9/3/98	Change zoning to Retail Commercial (RC-	Bill No. 127, Ordinance No. 1998-26 to change	Silver Oak Zoning Map
Date	Objective	Description	Title

SILVER OAK SPECIAL USE PERMITS

	Special Use Permit	Special Use Permit currently under appeal	
	Retail Commercial (RC) zoning district with a	Commercial-PUD (RC-PUD) zoning district.	Use Permit
9/30/15	Approve a conditional use allowed in the	Special Use Permit for Residential Use in Retail	GS Richards Apartments Special
	Special Use Permit		
	Retail Commercial (RC) zoning district with a	Commercial-PUD (RC-PUD) zoning district	
10/29/03	Approve a conditional use allowed in the	Special Use Permit for Residential Use in Retail	Wipfli/Bauter Special Use Permit
	Special Use Permit	zoning district	
	Retail Commercial (RC) zoning district with a	50,000 sf in Retail Commercial-PUD (RC-PUD)	Permit
7/28/99	Approve a conditional use allowed in the	Special Use Permit for Commercial exceeding	Northtowne Center Special Use
	18.05.030(3)		
	Use Permit as allowed for in CCMC		Use Permit
7/29/98	Approve a commercial coach with a Special	SUP for Temporary Golf Course Clubhouse	Silver Oak Golf Course Special
	with a Special Use Permit	district	
	Neighborhood Business (NB) zoning district	in Neighborhood Business-PUD (NB-PUD) zoning	
3/27/97	Approve a conditional use allowed in the	Special Use Permit for Congregate Care Facility	Sierra Place Special Use Permit
	Special Use Permit	zoning district	
	Retail Commercial (RC) zoning district with a	50,000 sf in Retail Commercial-PUD (RC-PUD)	
9/16/93	Approve a conditional use allowed in the	Special Use Permit for Commercial exceeding	K-Mart Special Use Permit
Date	Objective	Description	Title