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June 14, 2016

HONORABLE MAYOR AND CITY COUNCIL City of Long Beach California

### **RECOMMENDATION:**

Declare Ordinance amending the Long Beach Municipal Code by amending and restating in its entirety Chapter 9.66 regarding residency restrictions for sex offenders read for the first time and laid over to the next regular meeting of the City Council for final reading. (Citywide)

### DISCUSSION

Pursuant to your request on April 5, 2016, this Ordinance amending and restating in its entirety Chapter 9.66 of the Long Beach Municipal Code ("LBMC"), "Sex Offender Residency Restrictions," has been prepared and is submitted for your consideration.

### **California Sex Offender Regulations:**

In 1996, the federal government adopted Megan's Law, creating a nationwide sex offender registry. The California legislature soon followed and adopted various regulations related to registrants. One such regulation provides that a parolee sex offender may not, during the duration of parole, reside in a single family dwelling with any other registrant not legally related by blood, marriage, or adoption.

"Jessica's Law," enacted by California voters in 2006, additionally prohibits registered sex offenders from residing within 2,000 feet of a public or private school or a park where children regularly gather.

Jessica's Law also authorizes cities to adopt ordinances further restricting the residency of registered sex offenders. Many California municipalities, including the

MJK:mb A16-00188 L:\Apps\CtyLaw32\WPDocs\D006\P028\00633146.docx City of Long Beach, enacted local ordinances further restricting sex offender registrants' residency and other activities of registrants within their jurisdictions.

The constitutionality of state and local laws regulating sex offender residency has been challenged in both state and federal courts. As a result of these lawsuits, several municipalities have amended or repealed their sex offender residency regulations. The City of Long Beach is currently involved in a lawsuit which challenges the constitutionality of LBMC Chapter 9.66 in its entirety.

### California Supreme Court Decision Regarding Blanket Application of Sex Offender 2,000 ft. Residency Restriction:

In 2015, the California Supreme Court held that the aforementioned 2,000-feet residency restriction, as applied across the board to all registered sex offenders on parole in San Diego County, was unconstitutional. The Court determined that such blanket enforcement not only barred registrants from renting approximately 97% of multifamily housing units (often the only housing parolees could afford) in the County, but also caused parolees to face homelessness, inability to find or maintain employment, and hindered access to various assistance programs.

The Court determined that the restriction bore no rational relationship to advancing the State's legitimate goal of protecting children. The Court declared that residency restrictions in the County should instead be determined on a case-by-case basis based on the particularized circumstances of each parolee.

The California Attorney General has since advised the California Department of Corrections and Rehabilitation ("CDCR") that the above described residency restrictions would be found unconstitutional in every county. The CDCR is no longer enforcing blanket residency restrictions.

The CDCR has stated that residency restrictions, except those related to certain sex crimes involving minors under the age of 14, will be determined on a case-by-case basis, taking into consideration the parolee's criminal history and clearly articulated justifications for specific restrictions.

The City Attorney has analyzed the impact of the recent Supreme Court case and the Attorney General's opinion on the LBMC and is of the opinion that portions of LBMC Chapter 9.66 would fail to pass constitutional muster.

### Suggested Revisions of Long Beach Municipal Code Chapter 9.66:

LBMC Chapter 9.66 prohibits registered sex offenders from permanently or temporarily residing in Residential Exclusion Zones ("Zones"), defined as all areas

located within 2,000 feet of Child Day Care Facilities ("CDCFs"), public or private schools (grades K through 12), and parks.

The City of Long Beach has over 462,000 residents, an area of approximately fifty (50) square miles, and nearly six miles of beaches. Long Beach has numerous CDCFs and public and private schools, approximately 190 parks and community centers, and over 3,100 acres of the City developed for recreation purposes. These statistics significantly hinder a registered sex offender's ability to acquire residence outside the specified Zones. Furthermore, the CDCR has been clear that it will not enforce the blanket residency restrictions, based on a measurement of distance, within Long Beach or elsewhere. As such, it is recommended the City repeal the sections of LBMC Chapter 9.66 related to the Zones in their entirety.

The remaining provisions regulating clustering of sex offenders per dwelling unit or hotel/motel/inn guest room do not significantly affect a sex offender from acquiring permanent and/or temporary residence within the City.

However, the "responsible party prohibitions" should be amended to more clearly articulate that the prohibitions only apply per unit/room, and not per structure, as was intended when the restated Chapter 9.66 passed on December 2, 2008.

These proposed amendments would bring the City's regulations of registered sex offenders into compliance with current state law.

#### SUGGESTED ACTION:

Approve recommendation.

Very truly yours,

CHARLES PARKIN, City Attorney

Βv

MONICA J. KILAITA Deputy City Attorney

# CHARLES PARKIN, City Attorney 333 West Ocean Boulevard, 11th Floor Long Beach. CA 90802-4664

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### REDLINE

9.66.010 Definitions.

For purposes of this Chapter only, and unless the context clearly requires a different meaning, the words, terms and phrases set forth in this Section are defined as follows:

- "Child" or "Children" shall mean any person(s) under the age of eighteen (18) years A. of age.
- "Child Day Care Facility" shall mean any State of California, Department of Social Services ("CDSS") licensed facility, as that term is defined under Health and Safety Code Section 1596.750, that provides nonmedical care to children under eighteen (18) years of age in need of personal services, supervision, or assistance essential for sustaining the activities of daily living or for the protection of the individual on less than a twenty-four (24) hour basis, including, but not limited to, day care center, employer-sponsored child care center, family day care home, infant center, preschool, extended-day care facility, or school-age child care center.

\_""Duplex"" shall mean a residential land use for a building containing two (2) dwelling units.

"Hotel/Motel" shall mean a commercial land use for the rental of six (6) or more guest rooms or suites for primarily temporary residency for a period of not more than thirty (30) consecutive days.

"C. "Inn" shall mean a commercial land use for the rental of five (5) or fewer guest rooms or suites primarily for temporary residency for a period of not more than thirty (30) consecutive days.

\_\_Knowingly=" shall mean with knowledge of the existence of the facts in question. Knowledge of the unlawfulness of any act or omission is not required.

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G. "MultifamilyE. "Multi-family Dwelling" shall mean a	
building designed for permanent residency for three (3) or more families	
living independently of each otherThis does not include hotels, motels,	01
inns.	

H. "Owner's F. "Owner's Authorized Agent" shall mean any
natural person, firm, association, joint venture, joint stock company,
partnership, organization, club, company, corporation, business trust or the
manager, lessee, agent, servant, officer or employee authorized to act for
the owner of real property.

"Park" shall include any areas publicly-owned, leased, controlled, maintained or managed by the City or County which are open to public use for recreational, cultural and/or community service activities, and include, but are not limited to, beaches, playgrounds, playfields, athletic courts, and dog park recreation areas, as well as those areas specifically dedicated or designated as "parks" in Chapter 21.35 of this Code.

"Permanent Resident" shall mean any person who, as of a given date, obtained a legal right to occupy or reside in a duplex, multifamily dwelling, single Duplex, Multi-family dwelling, hotel, motel or innDwelling, Single Family Dwelling, Hotel, Motel or Inn for a period of more than thirty (30) consecutive days.

"Property Owner" shall mean the owner of record of any parcel of real property as designated on the county assessor's tax roll, or a holder of a subsequently recorded deed to the property and shall include any part owner, joint owner, tenant, tenant in common, or joint tenant, of the whole or a part of such real property.

"Residential Exclusion Zone" shall include those areas located within two thousand feet (2.000') of the nearest property line of the subject property to the nearest property line of a child day care facility, public or private school (grades K through

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12), or park in which a sex offender is prohibited from temporarily or permanently
<del>residing.</del>
M. "I. Responsible Party" shall mean the property
ewnerProperty Owner and/or the ewner's authorized agentOwner's
Authorized Agent.
N. "J. "Sex Offender" means any person convicted of a crime
on or after the effective date of the this ordinance from which this Chapter
derives, for which registration is required pursuant to Section 290 of the
California Penal Code.
K. "SingleFamily Dwelling" means one (1) permanent
residential dwelling located on a single lot. For purposes of this Chapter,
single-family dwellingSingle Family Dwelling shall not include any State-
licensed residential facility which serves six (6) or fewer persons.
P. "L. "Temporary Resident" means any person who, as of a
given date, obtained a legal right to occupy or reside in a duplex, multifamily
dwelling, single Duplex, Multi-family dwelling Dwelling, Single Family
Dwelling, hotel, motel or inn for a period of thirty (30) consecutive days or
less.
9.66.020—Sex offender prohibition residential exclusion zone Single
Family Dwellings.
A sex offender shall be prohibited from becoming a permanent Permanent or
temporary resident Temporary Resident in any residential exclusion zone.
9.66.030 - Sex offender prohibition—a Single-family dwellings.
——— A sex offender shall be prohibited from becoming a
permanent or temporary resident in a single-family dwelling Family Dwelling
if said dwelling is already occupied by a sex offender, unless the other

person is legally related by blood, marriage or adoption.

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9,66,040 – 030 Sex offender prohibition — prohibitions – Duplex and multifamily dwellings. & Multi-family Dwellings. -A sex offender shall be prohibited from becoming a permanent Permanent or temporary resident Temporary Resident in a duplexDuplex and/or multifamily dwellingMulti-family Dwelling unit if said dwelling unit is already occupied by a sex offender, unless the other person is legally related by blood, marriage or adoption. 9.66.050 - 040 Sex offender prohibition - - Hotel/motel/inn rooms. Motel/Inn Rooms. A sex offender shall be prohibited from becoming a permanent Permanent or temporary resident Temporary Resident in a hotel, motel Hotel, Motel, or inn Inn guest room if said guest room is already occupied by a sex offender, unless the other person is legally related by blood, marriage or adoption. 9.66.060 – 050 Responsible party prohibition — - Single-family dwellings. Family Dwellings. A responsible partyResponsible Party shall be prohibited from knowingly renting or leasing a single-family dwellingSingle Family Dwelling to more than one (1) sex offender during any given period of tenancy, unless those persons are legally related by blood, marriage or adoption. Responsible party prohibition—prohibitions – Duplex **9.66.<del>070 -</del>**060 and multifamily dwellings. & Multi-family Dwellings. -A responsible party-Responsible Party shall be prohibited from knowingly renting or leasing anyan individual unit within a

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duplexDuplex and/or multifamily dwellingMulti-family Dwelling to more than one (1) sex offender during any given period of tenancy, unless those persons are legally related by blood, marriage or adoption.

9.66.080-070 Responsible party prohibition—Hotelprohibitions hotel/motel/inn.

-A responsible partyResponsible Party shall be prohibited from knowingly renting or leasing aan individual guest room in a hotel, motel Hotel, Motel, or innin to more than one (1) sex offender, unless those persons are legally related by blood, marriage or adoption.

9.66.<del>090 -</del>080 Criminal penalties.

-Any person who violates any provision of this Chapter is guilty of a misdemeanor subject to the penalties set forth in Section 1.32.010 of this Code.

9.66.410 - 090 Criminal penalties do not satisfy administrative or civil actions.

-Neither the arrest, prosecution, conviction, imprisonment, or payment of a fine for a criminal violation of Chapter 9.66 shall satisfy or diminish the authority of the City to commence civil or criminal proceedings under applicable civil, penalCivil, Penal or Municipal Code provisions as an alternative or in addition to the proceedings set forth in this Chapter.

Civil actions. 9.66.<del>120</del>—110

A. Civil actions include, but are not limited to, injunctive relief and civil and/or administrative actions or proceedings as defined in State law and local ordinances.

OFFICE OF THE CITY ATTORNEY

CHARLES PARKIN, City Attorney 333 West Ocean Boulevard, 11th Floor Long Beach. CA 90802-4664

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Any person required to comply with the provisions of this В.\_ Chapter shall be liable in a civil action filed by the City in any court of competent jurisdiction in order to enforce such provision and to pay reasonable abatement costs incurred by the City and costs of the suit as a court may deem appropriate, including any and all Attorney attorney fees incurred by the City in the prosecution of said enforcement action.

## OFFICE OF THE CITY ATTORNEY CHARLES PARKIN, City Attorney 333 West Ocean Boulevard, 11th Floor Long Beach. CA 90802-4664

### ORDINANCE NO.

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF LONG BEACH AMENDING THE LONG BEACH MUNICIPAL CODE BY AMENDING AND RESTATING IN ITS ENTIRETY CHAPTER 9.66 REGARDING RESIDENCY RESTRICTIONS FOR SEX OFFENDERS

WHEREAS, on November 7, 2006, the voters of the State of California overwhelmingly approved Proposition 83, The Sexual Predator Punishment and Control Act, commonly referred to as Jessica's Law, so as to better protect Californians, and, in particular, the children of this State from sex offenders; and

WHEREAS, Proposition 83 enacted subsection (b) of Penal Code Section 3003.5 which prohibits any person who is required to register as a sex offender under Penal Code Section 290 (hereinafter referred to as a "sex offender") from residing within two thousand feet (2,000) of any public or private school, or any park where children regularly gather; and

WHEREAS, on March 2, 2015, the California Supreme Court, *In re Taylor*, 60 Cal. 4th 1019 (2015), held that the residency restrictions of subsection (b) of Penal Code Section 3003.5 which are applied across the board to all registered sex offenders on parole in San Diego County were unconstitutional; and

WHEREAS, the California Attorney General advised the California Department of Corrections and Rehabilitation ("CDCR") that the blanket residency restrictions of subsection (b) of Penal Code Section 3003.5 would be found unconstitutional in every county, and the CDCR is no longer enforcing residency restrictions prohibiting registered sex offenders from living within two thousand feet (2,000) of a school or park; and

WHEREAS, it is likely subsection (b) of Penal Code Section 3003.5 would

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be deemed unconstitutional if applied across the board in the City of Long Beach; and

WHEREAS, the unconstitutionality of blanket sex offender residency restrictions based on a measurement of distance does not preclude the City of Long Beach from enforcing other existing Penal Code provisions that regulate registered sex offenders; and

WHEREAS, Proposition 83, as codified in subsection (c) of Penal Code Section 3003.5, authorizes municipal jurisdictions to enact local ordinances that further restrict the residency of any registered sex offender, whether or not on parole or probation; and

WHEREAS, subsection (a) of Penal Code section 3003.5, enacted in 1998 prior to Proposition 83, prohibits registered sex offenders who are on parole from residing in a "single-family dwelling" with another registered sex offender during the parole period, unless those persons are legally related by blood, marriage or adoption; and

WHEREAS, the City of Long Beach is becoming an increasingly attractive place of residence for families with children; and

WHEREAS, there are approximately over eight hundred (800) registered sex offenders in the City of Long Beach; and

WHEREAS, the City is concerned with recent occurrences, within the City and elsewhere in California, where multiple registered sex offenders have been residing together in clusters; and

WHEREAS, because Long Beach Municipal Code Chapter 9.66 is intended to eliminate any potential conflict of land uses in residential neighborhoods and to reduce the potential dangers affecting families with children, Chapter 9.66 shall also regulate the number of registered sex offenders permitted to reside in multiple family dwellings units; and

WHEREAS, in order to foster compliance with the intent of this ordinance, Chapter 9.66 shall also establish regulations for property owners who knowingly rent or

lease residential dwellings and units to registered sex offenders in violation of Chapter 9.66; and

WHEREAS, sex offenders are still required to register their residences with local police who, in turn, submit this information to the Department of Justice for inclusion in the Department of Justice's "Megan's Law" website and, therefore the City is still provided the protection of knowing where registered sex offenders reside and law enforcement can thereby monitor their activities in the community; and

WHEREAS, this ordinance is required for the immediate preservation of the public peace, health, and safety, and it shall be the intent of the City Council to construe this ordinance as having a prospective application only;

NOW THEREFORE, the City Council of the City of Long Beach ordains as follows:

Section 1. Chapter 9.66 of the Long Beach Municipal Code is amended and restated in its entirety as follows:

### CHAPTER 9.66

### SEX OFFENDER RESIDENCY RESTRICTIONS

9.66.010 Definitions.

For purposes of this Chapter only, and unless the context clearly requires a different meaning, the words, terms and phrases set forth in this Section are defined as follows:

- A. "Duplex" shall mean a residential land use for a building containing two (2) dwelling units.
- B. "Hotel/Motel" shall mean a commercial land use for the rental of six (6) or more guest rooms or suites for primarily temporary residency for a period of not more than thirty (30) consecutive days.
  - C. "Inn" shall mean a commercial land use for the rental of five

- (5) or fewer guest rooms or suites primarily for temporary residency for a period of not more than thirty (30) consecutive days.
- D. "Knowingly" shall mean with knowledge of the existence of the facts in question. Knowledge of the unlawfulness of any act or omission is not required.
- E. "Multi-family Dwelling" shall mean a building designed for permanent residency for three (3) or more families living independently of each other. This does not include hotels, motels, or inns.
- F. "Owner's Authorized Agent" shall mean any natural person, firm, association, joint venture, joint stock company, partnership, organization, club, company, corporation, business trust or the manager, lessee, agent, servant, officer or employee authorized to act for the owner of real property.
- G. "Permanent Resident" shall mean any person who, as of a given date, obtained a legal right to occupy or reside in a Duplex, Multifamily Dwelling, Single Family Dwelling, Hotel, Motel or Inn for a period of more than thirty (30) consecutive days.
- H. "Property Owner" shall mean the owner of record of any parcel of real property as designated on the county assessor's tax roll, or a holder of a subsequently recorded deed to the property and shall include any part owner, joint owner, tenant, tenant in common, or joint tenant, of the whole or a part of such real property.
- I. "Responsible Party" shall mean the Property Owner and/or the Owner's Authorized Agent.
- J. "Sex Offender" means any person convicted of a crime on or after the effective date of this ordinance, for which registration is required pursuant to Section 290 of the California Penal Code.

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OFFICE OF THE CITY ATTORNEY	CHARLES PARKIN, City Attorney	333 West Ocean Boulevard, 11th Floor	Lona Beach. CA 90802-4664
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K.	"Single Family Dwelling" means one (1) permanent residentia
dwelling lo	cated on a single lot. For purposes of this Chapter, Single
Family Dw	elling shall not include any State licensed residential facility
which serv	es six (6) or fewer persons.

L. "Temporary Resident" means any person who, as of a given date, obtained a legal right to occupy or reside in a Duplex, Multi-family Dwelling, Single Family Dwelling, hotel, motel or inn for a period of thirty (30) consecutive days or less.

9.66.020 Sex offender prohibition – Single Family Dwellings.

A sex offender shall be prohibited from becoming a Permanent or Temporary Resident in a Single Family Dwelling if said dwelling is already occupied by a sex offender, unless the other person is legally related by blood, marriage or adoption.

9.66.030 Sex offender prohibitions – Duplex & Multi-family Dwellings.

A sex offender shall be prohibited from becoming a Permanent or Temporary Resident in a Duplex and/or Multi-family Dwelling unit if said dwelling unit is already occupied by a sex offender, unless the other person is legally related by blood, marriage or adoption.

9.66.040 Sex offender prohibition - Hotel/Motel/Inn Rooms.

A sex offender shall be prohibited from becoming a Permanent or Temporary Resident in a Hotel, Motel, or Inn guest room if said guest room is already occupied by a sex offender, unless the other person is legally related by blood, marriage or adoption.

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9.66.050 Responsible party prohibition - Single Family Dwellings.

A Responsible Party shall be prohibited from knowingly renting or leasing a Single Family Dwelling to more than one sex offender during any given period of tenancy, unless those persons are legally related by blood, marriage or adoption.

9.66.060 Responsible party prohibitions – Duplex & Multi-family Dwellings.

A Responsible Party shall be prohibited from knowingly renting or leasing an individual unit within a Duplex and/or Multi-family Dwelling to more than one sex offender during any given period of tenancy, unless those persons are legally related by blood, marriage or adoption.

9.66.070 Responsible party prohibitions - hotel/motel/inn.

A Responsible Party shall be prohibited from knowingly renting or leasing an individual guest room in a Hotel, Motel, or Inn to more than one (1) sex offender, unless those persons are legally related by blood, marriage or adoption.

9.66.080 Criminal penalties.

Any person who violates any provision of this Chapter is guilty of a misdemeanor subject to the penalties set forth in Section 1.32.010 of this Code.

9.66.090 Criminal penalties do not satisfy administrative or civil actions.

Neither the arrest, prosecution, conviction, imprisonment, or payment of a fine for a criminal violation of Chapter 9.66 shall satisfy or diminish the

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authority of the City to commence civil or criminal proceedings under applicable Civil, Penal or Municipal Code provisions as an alternative or in addition to the proceedings set forth in this Chapter.

9.66,110 Civil actions.

- Civil actions include, but are not limited to, injunctive relief and Α. civil and/or administrative actions or proceedings as defined in State law and local ordinances.
- Any person required to comply with the provisions of this B. Chapter shall be liable in a civil action filed by the City in any court of competent jurisdiction in order to enforce such provision and to pay reasonable abatement costs incurred by the City and costs of the suit as a court may deem appropriate, including any and all attorney fees incurred by the City in the prosecution of said enforcement action.

The City of Long Beach, Office of the Long Beach City Section 2. Attorney is directed, on the effective date of this ordinance, to send a copy of this ordinance to the California Department of Corrections and Rehabilitation, Division of Adult Operations.

Nothing in this Chapter is intended to conflict with provisions Section 3. of California's Megan's Law as codified in Penal Code Sections 290.4 and 290.46.

If any section, subsection, sentence, clause, phrase, or Section 4. portion of this ordinance is for any reason held to be invalid or unconstitutional by the decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of this ordinance. The City Council hereby declares that it would have adopted this ordinance and each section, subsection, sentence, clause, phrase, or portion thereof, irrespective of the fact that any one or more sections,

OFFICE OF THE CITY ATTORNEY CHARLES PARKIN, City Attorney 333 West Ocean Boulevard, 11th Floor Long Beach. CA 90802-4664 Approved:

subsections, clauses, phrases or portions be declared invalid or unconstitutional.

Section 5 The City Clerk shall certify to the passage of this ordinance by the City Council of the City of Long Beach and cause it to be posted in three conspicuous places in the City of Long Beach, and it shall take effect on the thirty-first (31) day after it is approved by the Mayor.

I hereby certify that the foregoing amended ordinance was adopted by the City Council of the City of Long Beach at its meeting of \_\_\_\_\_\_\_, 2016, by the following votes:

Ayes:	Councilmembers:	
•		
Noes:	Councilmembers:	
Absent:	Councilmembers:	
		City Clerk

Mayor

(Date)