Request
Alternative Compliance (Sections 2.6 & 5.3.8 of the Oceanfront Resort District Form-Based Code)

Staff Recommendation
Approval

Staff Planner
Kristine Gay

Location
Northwest corner of the intersection of Pacific Avenue & 29th Street

GPINs
2428013473, 2428013489, 2428013567

Site Size
0.47 acres

AICUZ
65-70 dB DNL

Watershed
Chesapeake Bay

Existing Land Use and Zoning District
Paved parking lot / OR Oceanfront Resort District

Surrounding Land Uses and Zoning Districts
North
Restaurant / OR Oceanfront Resort
South
Restaurant / OR Oceanfront Resort
East
Motel / OR Oceanfront Resort
West
Residential / OR Oceanfront Resort
Background and Summary of Proposal

- A drive through restaurant is proposed on the subject site. This site is zoned OR-Oceanfront Resort District. Land use in the Oceanfront Resort District is regulated by the Oceanfront Resort District Form-Based Code (FBC). Per the FBC, the subject site is located in an area of the OR District where drive throughs are permitted, so long as they meet the prescribed Limited Use provisions. Said Limited Use provisions require that all drive throughs be located on the block interior or in the ground floor of a parking structure such that they are not visible from the public right-of-way. The applicant is seeking a Special Exception for Alternative Compliance to develop the site with a drive through that will not meet the Limited Use provisions, and to operate with fewer parking spaces than prescribed by the FBC.

- As shown on the conceptual site exhibit, a 2,800 square-foot one-story restaurant and 300 square-foot outdoor dining area are proposed at the south east corner of the site, where they will front on Pacific Avenue and 29th Street. Pedestrians will be able to enter the building from either street frontage. Vehicles will circulate within the site in a single direction and access the site from 29th Street. Instead of 30 parking spaces, as prescribed by the FBC, there will be 16 on-site parking spaces, two of which will be reserved for employees only.

- The menu board and ordering speaker will be located to the north of the building. The drive-through window will be located on the west façade of the structure. A screening wall and a 15-foot-deep landscape bed will screen the menu board from Pacific Avenue. Along 29th Street, there will be a 10-foot-deep landscape bed between the parking and the public sidewalk. On the site interior there will be a 4.5-foot wide landscaped median and walkway between the exit aisle and parking spaces, and a 5-foot-wide landscaped area along the west property line.

- As shown on the conceptual architectural elevations, the one-story structure will be between 19 and 24 feet in height. Storefront windows will face the intersection of 29th Street and Pacific Avenue. Foundation landscaping, architectural lighting, reveals, and pilasters articulate the façade to the north. Cementous fiber is the predominantly proposed façade material.

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<th>Zoning History</th>
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<th>Application Types</th>
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<td>CRZ – Conditional Rezoning</td>
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<td>MOD – Modification of Conditions or Proffers</td>
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<td>NON – Nonconforming Use</td>
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<td>STC – Street Closure</td>
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<td>FVR – Floodplain Variance</td>
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<td>ALT – Alternative Compliance</td>
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<td>SVR – Subdivision Variance</td>
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The Resort Beach Civic League submitted a letter of opposition to the proposal. They find the proposal to be incompatible with the recent residential development nearby. Their concerns include the potential congestion/queuing of vehicles on 29th Street, high traffic counts, and late-night hours. They raised a future concern for the precedent this may set to permit more drive-through establishments throughout the resort.

The Old Beach Village Condominium Association also submitted a letter of opposition to the proposal. Their main concerns include the potential for late-night gathering and noise. While they support new businesses opening on Pacific Avenue, they find the proposed drive-through undesirable and believe it will negatively impact their neighborhood.

This proposal was reviewed by the Resort Planning and Design Review Committee (PDRC) of the Resort Advisory Commission (RAC). A two-curb cut site layout was presented at the December 5th PDRC meeting where committee members asked for additional landscaping and reduced drive aisle widths to better screen the circulation. The applicant made adjustments and presented the revisions at the January 30th PDRC meeting. At this meeting, members discussed the negative impacts of drive-throughs at the oceanfront and expressed interest in a single-curb cut design, but ultimately made a motion to support the site layout proposed in this report which has two curb cuts, since the applicant had made the previous requested revisions.

### Evaluation and Recommendation

When considering a drive-through facility, the best application of the Oceanfront Resort District Form-Based Code, is to follow the prescribed criteria of the code, including the Limited Use provisions which require that drive through facilities be located on the block interior or in the ground floor of a parking structure such that they are not visible from the public right-of-way.

The prescribed criteria and Limited Use provisions typically require a much larger site than the subject property. Also, according to the applicant, the market currently does not support the level of improvements required by the Limited Use provisions. Considering the previous mentioned issues, and that the subject site is located within the area of the Oceanfront Resort District where drive-through facilities are permitted (following the Limited Use provisions), Staff recommends approval of this request for a Special Exception for Alternative Compliance, subject to the conditions recommended.

Section 7.3.3 of the FBC provides the Review Standards for Alternative Compliance applications, noting that the City Council “shall consider the extent to which the proposed development, taken as a whole” satisfies the standards. Each of those standards is listed below in bold, with a staff comment pertaining to the degree to which the applicant’s proposal meets each.

**Promotes modes of transportation other than the automobile, including walking and transit.**

The primary focus of drive-through facilities is to prioritize the automobile and provide a level of convenience for patrons by not requiring them to park and leave their vehicle to receive the goods or services they are seeking. Accordingly, the proposed use does not substantially meet this review criteria; however, the proposed site layout considers pedestrians and bicyclists substantially more than typical drive-through site layouts by locating the building at the corner of the site where it is adjacent to both sidewalks, providing bicycle parking, and reducing the amount of parking to accommodate landscaping and an interior walkway.
Creates a built environment that is in scale with pedestrian-oriented activities and provides visual interest and orientation for pedestrians.

Drive-through facilities by their nature are scaled to automobiles more than pedestrians. Typically, where drive-throughs are not incorporated in the design of parking structures or mixed-use buildings, a higher majority of a site is used to accommodate vehicles than is used for the construction of buildings or outdoor amenity space. Drive-throughs are also visually overwhelming to pedestrians since signage is designed to be large and visible to drivers who are located farther away and traveling much faster than pedestrians.

The applicant has attempted to reduce the negative impact of these inherent characteristics by not locating drive aisles or parking between the building and the street, reducing the amount of parking, increasing the height of the building, and providing additional windows. Staff has also recommended conditions that limit excessive signage and addresses the amount of landscaping and screening that shall be provided.

Contributes to a mix of uses in the area that are compatible with each other and work together to create a memorable and successful place.

If approved, the proposal will be one of just four drive-through restaurants in the Resort District, and thus will add to the mixture of uses, although this use is not necessarily desirable. Since drive-through restaurants in general use the same building features, menus, and standards of service at each location, the use and the proposed form will not provide a substantially memorable experience.

Is consistent with the intent of the regulations applicable to the street frontage in which it is located.

The site is located on a Gateway Street Frontage (Pacific Avenue) and a Beach Street Frontage (29th Street). The Gateway Street Frontage is intended to balance the need to move vehicles through the area with the need for walkability and pedestrian safety. The proposal is consistent with the Gateway Street Frontage. The Beach Street Frontage is intended to be a quieter frontage with high pedestrian activity associated with movement from low-intensity residential areas to the higher-intensity mixed-use area closer to the beach. By being located near Pacific Avenue as compared to Arctic Avenue or further west, where residential uses are more appropriate, the proposal is also consistent with the Beach Street Frontage.

Is physically and functionally integrated with the built environment in which it is located.

The prescribed Limited Use provisions of the code provide a by-right option for this use to operate in a manner which is most appropriately integrated with the built environment. The Limited Use provisions require that drive-throughs be located in parking structures or mixed-use buildings, or entirely hidden from the public right-of-way on the interior of the block. These provisions are designed to ensure that where drive-throughs are developed, the portion of the site devoted to the drive-through is ancillary to the overall use(s) of the site. These provisions help limit the disturbance to surrounding properties and the adjacent public sidewalk caused by light, noise, and traffic. While these Limited Use provisions will produce the most integrated design, when granting the exception to prescribed Limited Use provisions, and given the small size of the site, the proposed site layout is reasonably physically and functionally integrated with the built environment.

Advances the goals and objectives of the parking strategy for the District.

The proposed use and site layout advance the parking strategy by providing on-site parking, appealing to a high density of pedestrians by being located near hotels and the beach, and providing on-site bike parking where it is visible from the interior of the restaurant and located near the entrance.

The City Council shall also consider the potential impacts of the proposed deviation on surrounding properties and the extent to which any adverse impacts from such deviation can be mitigated.

While the prescribed criteria and Limited Use provision of the Form-Based Code will produce the most appropriate form for the proposed drive-through restaurant, Staff believes that the proposal and recommended conditions present a satisfactory compromise that considers the adverse impacts to surrounding properties.
1. When the property is developed, it shall be substantially in accordance with the submitted site exhibit entitled “PACIFIC AVENUE TACO BELL, PRELIMINARY LAYOUT PLAN,” dated 08/25/2017 and prepared by Blakeway Corporation, with the exception of any conditions stated below. Said exhibit has been exhibited to the Virginia Beach City Council and is on file in the Department of Planning and Community Development.

2. When the property is developed, it shall be substantially in accordance with the submitted landscape exhibit entitled “PACIFIC AVENUE TACO BELL, CONCEPT LANDSCAPE PLAN,” dated 07/17/2017 and prepared by Blakeway Corporation, with the exception of any conditions stated below. Said exhibit has been exhibited to the Virginia Beach City Council and is on file in the Department of Planning and Community Development.

3. When the site is developed, the structure constructed shall have the architectural features, and appearance of like quality and character to the architectural elevation exhibits entitled, “EXPLORER LIGHT, EXTERIOR ELEVATIONS,” dated 11-29-17, with the exception of any conditions below. These elevations have been exhibited to the Virginia Beach City Council and are on file with the Department of Planning and Community Development.

4. As part of the approval of this request for a Special Exception for Alternative Compliance, the required parking shall be reduced to 16 (sixteen) parking spaces. Employment by this business shall not render an individual eligible for a Residential Parking Permit.

5. The proposed screening wall located to the north of the building shall follow the Oceanfront Resort District Design Guidelines by being designed similarly to the proposed architectural elevations and constructed with architectural materials consistent with the materials used in the proposed architectural elevations. The wall shall be designed to block the menu board and dumpster entirely from Pacific Avenue and as required by City landscape regulations.

6. As shown on the site plan exhibit, the drive-through lane and exit lane & parking area shall be improved with two separate materials or surface treatments that substantially differ in appearance such that drivers are clearly guided to the correct aisle.

7. As part of site plan review, to ensure adequate screening is provided within the reduced 10-foot parking setback, the Development Services Center Landscape Planner may request up to 40% additional plantings than the minimum amount of plantings required by the parking lot street frontage regulations of the City of Virginia Beach Landscaping Guide. To ensure the growth of all plants, all landscaped areas shall be irrigated.

8. As part of site plan review, the applicant shall adjust all drive aisles to meet the minimum width supported by Public Works Traffic Engineering. Residual area shall be used to increase interior or perimeter landscape screening of the drive aisles.

9. As part of site plan review, as supported by Public Works Traffic Engineering, the applicant shall provide landscaping to the north and south of the on-street parking spaces located in the public right-of-way of Pacific Avenue.

10. To limit the disturbance to nearby residential uses, the restaurant shall not operate between the hours of 12:00 midnight and 7:00 a.m.

11. All signage shall follow the Oceanfront Resort District Sign Design Guidelines. No window signage, interior or exterior, temporary or permanent, shall be used. No signage shall be used in the outdoor dining area. Signage shall not be provided on trash receptacles, fencing, furniture, bicycle racks, patio umbrellas, or drive-
through canopies. The proposed screening wall shall not be included when calculating the amount of signage permitted by the Form-Based Code.

12. Pavers shall be used for the proposed patio space. The applicant is currently showing a fence surrounding the patio and a strip of landscaping separating the patio from Pacific Avenue. If desired by the applicant, at site plan review, the fence and landscaping may be removed to provide less restricted pedestrian movement at the corner of the site. If fencing is used, it shall meet the Oceanfront Resort District Design Guidelines by being weather resistant and comprised of low maintenance materials.

13. To ensure this proposal contributes to the long term goals of the Oceanfront Resort District Form-Based Code and the Resort Area Strategic Action Plan, this Special Exception for Alternative Compliance shall be granted for no longer than a period of 15 (fifteen) years.

Further conditions may be required during the administration of applicable City Ordinances and Standards. Any site plan submitted with this application may require revision during detailed site plan review to meet all applicable City Codes and Standards. All applicable permits required by the City Code, including those administered by the Department of Planning / Development Services Center and Department of Planning / Permits and Inspections Division, and the issuance of a Certificate of Occupancy, are required before any uses allowed by this Use Permit are valid.

The applicant is encouraged to contact and work with the Crime Prevention Office within the Police Department for crime prevention techniques and Crime Prevention Through Environmental Design (CPTED) concepts and strategies as they pertain to this site.

Comprehensive Plan Recommendations

The Resort Area Strategic Action Plan (RASAP) is the comprehensive long range guiding document for planning and development in the Oceanfront Resort District. The RASAP recommends creating great districts with distinctive identities, improving transit and pedestrian connections between destinations, creating a transition from the resort to the neighborhoods, and continuing to focus on achieving a year-round resort.

Natural and Cultural Resources Impacts

The site is located within the Chesapeake Bay watershed. As part of this proposal, the site will become more permeable.

Traffic Impacts

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<th>Street Name</th>
<th>Present Volume</th>
<th>Present Capacity</th>
<th>Generated Traffic</th>
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<tbody>
<tr>
<td>Pacific Avenue</td>
<td>15,318 ADT</td>
<td>14,800 ADT (LOS 4 “C”)</td>
<td>Existing Land Use 2 – N/A</td>
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<td>22,800 ADT (LOS 4 “D”)</td>
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<td>29th Street</td>
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1 Average Daily Trips  
2 Generated parking counts are not available for parking lots  
3 fast food restaurant with drive through facility  
4 LOS = Level of Service
Public Utility Impacts

Water
This site is currently connected to City water. There is an existing 12-inch city water line on Pacific Avenue, and an existing eight-inch city water line on 29th Street.

Sewer
This site is currently connected to City sewer. There are existing 21-inch city gravity sanitary sewer mains on Pacific Avenue and 29th Street.
Proposed Architectural Elevations
Disclosure Statement

DISCLOSURE STATEMENT FORM

The completion and submission of this form is required for all applications that pertain to City real estate matters or to the development and/or use of property in the City of Virginia Beach requiring action by the City Council or a board, commission, or other body appointed by the City Council. Such applications and matters include, but are not limited to, the following:

<table>
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<tr>
<th>Acquisition of Property by City</th>
<th>Disposition of City Property</th>
<th>Modification of Conditions or Proffers</th>
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<tr>
<td>Alternative Compliance, Special Exception for Board of Zoning Appeals</td>
<td>Economic Development Investment Program (EDIP)</td>
<td>Nonconforming Use Changes</td>
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<tr>
<td>Certificate of Appropriateness (Historic Review Board)</td>
<td>Encroachment Request</td>
<td>Rezoning</td>
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<td>Chesapeake Bay Preservation Area Board</td>
<td>Floodplain Variance</td>
<td>Street Closure</td>
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<td>Conditional Use Permit</td>
<td>Franchise Agreement</td>
<td>Subdivision Variance</td>
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<tr>
<td>Lease of City Property</td>
<td>License Agreement</td>
<td>Wetlands Board</td>
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The disclosures contained in this form are necessary to inform public officials who may vote on the application as to whether they have a conflict of interest under Virginia law.

SECTION 1 / APPLICANT DISCLOSURE

FOR CITY USE ONLY / All disclosures must be updated two (2) weeks prior to any Planning Commission and City Council meeting that pertains to the application(s).

- ☑️ APPLICANT NOTIFIED OF HEARING DATE: 03/01/2018 KG
- ☐ NO CHANGES AS OF DATE:
- ☐ REVISIONS SUBMITTED DATE:
Disclosure Statement

Check here if the **APPLICANT IS NOT** a corporation, partnership, firm, business, or other unincorporated organization.

☐ Check here if the **APPLICANT IS** a corporation, partnership, firm, business, or other unincorporated organization.

(A) List the Applicant's name: **BurgerBusters Inc.**
If an LLC, list all member's names:

If a CORPORATION, list the names of all officers, directors, members, trustees, etc. below: *(Attach list if necessary)*

Tassos Paphites, William Dragas, and Christakis Achilleos

(B) List the businesses that have a parent subsidiary or affiliated business entity relationship with the Applicant: *(Attach list if necessary)*

See next page for information pertaining to footnotes 1 and 2

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**SECTION 2 / PROPERTY OWNER DISCLOSURE**

*Complete Section 2 only if property owner is different from Applicant.*

☐ Check here if the **PROPERTY OWNER IS NOT** a corporation, partnership, firm, business, or other unincorporated organization.

☒ Check here if the **PROPERTY OWNER IS** a corporation, partnership, firm, business, or other unincorporated organization, **AND THEN**, complete the following.

(A) List the Property Owner's name: **Balboa, LLC**
If an LLC, list the member's names:
If a Corporation, list the names of all officers, directors, members, trustees, etc. below: *(Attach list if necessary)*

Richard Doummar and Vivian Doummar

(B) List the businesses that have a parent-subsidiary \(^1\) or affiliated business entity \(^2\) relationship with the Property Owner: *(Attach list if necessary)*


\(^1\) "Parent-subsidiary relationship" means "a relationship that exists when one corporation directly or indirectly owns shares possessing more than 50 percent of the voting power of another corporation." See State and Local Government Conflict of Interests Act, Va. Code § 2.2-3101.

\(^2\) "Affiliated business entity relationship" means "a relationship, other than parent-subsidiary relationship, that exists when (i) one business entity has a controlling ownership interest in the other business entity, (ii) a controlling owner in one entity is also a controlling owner in the other entity, or (iii) there is shared management or control between the business entities. Factors that should be considered in determining the existence of an affiliated business entity relationship include that the same person or substantially the same person own or manage the two entities; there are common or commingled funds or assets; the business entities share the use of the same offices or employees or otherwise share activities, resources or personnel on a regular basis; or there is otherwise a close working relationship between the entities." See State and Local Government Conflict of Interests Act, Va. Code § 2.2-3101.

**SECTION 3. SERVICES DISCLOSURE**

Are any of the following services being provided in connection with the subject of the application or any business operating or to be operated on the Property. If the answer to any item is YES, please identify the firm or individual providing the service: IF THE OWNER AND APPLICANT ARE DIFFERENT, EACH MUST COMPLETE THE SECTION SEPERATELY.
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**APPLICANT**

| Service | Provider
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<td>Wall, Einhorn &amp; Chemlizer, P.C.</td>
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<tr>
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<td>Blakeway Corporation</td>
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<td>Engineers / Surveyors/ Agents</td>
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<td>Financing (include current mortgage holders and lenders selected or being considered to provide financing for acquisition or construction of the property)</td>
<td>Fagget &amp; Frieden, P.C. / Sukos, Bowerman, Abein &amp; Levy, P.C.</td>
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**SECTION 4. KNOWN INTEREST BY PUBLIC OFFICIAL OR EMPLOYEE**

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Does an official or employee of the City of Virginia Beach have an interest in the subject land or any proposed development contingent on the subject public action?

If yes, what is the name of the official or employee and what is the nature of the interest?
CERTIFICATION:
I certify that all of the information contained in this Disclosure Statement Form is complete, true, and accurate.

I understand that, upon receipt of notification that the application has been scheduled for public hearing, I am responsible for updating the information provided herein two weeks prior to the Planning Commission, Council, VBDA meeting, or meeting of any public body or committee in connection with this Application.

[Signature]

APPLICATION'S SIGNATURE

Tassos Papinikes

PRINT NAME

8/29/17

DATE
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[Signature]

PROPERTY OWNER'S SIGNATURE | PRINT NAME | DATE
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[Michael Jones] | 8/27/17

Burger Busters, Inc.
Agenda Item 12
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